

CABINET

18 January 2022

Title: East London Joint Resources and Waste Strategy 2027-2057 Update	
Report of the Cabinet Member for Public Realm	
Open Report	For Decision
Wards Affected: All	Key Decision: Yes
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Accountable Strategic Leadership Director: Lisa Keating, Director of My Place	
Summary: <p>The East London Waste Authority (ELWA) is the Borough's statutory waste disposal authority and its Integrated Waste Management Services contract with Renewi, which receives all of Barking & Dagenham's recycled and residual waste, expires in 2027. In preparation for post-2027 arrangements, ELWA commissioned Ricardo Energy and Environment to produce a refreshed East London Joint Resources and Waste Strategy (ELJRWS) which was presented to Cabinet in draft form in July 2021. The JRWS sets out how waste and recycling services in Barking and Dagenham, Havering, Newham and Redbridge will be developed leading up to and beyond the end of the existing waste disposal contract.</p> <p>Cabinet approved the release of the draft JRWS for consultation with statutory bodies and local residents, which ran from 26 July to 20 September 2021.</p> <p>The JRWS represents Part A of ELWA's three stage approach to the delivery of services for 2027 – 2057 and covers waste reduction, reuse, recycling and repair. Part B, covering the management of residual waste, and Part C, relating to delivering the appropriate infrastructure, will be developed over the coming years.</p>	
Recommendation(s) <p>The Cabinet is recommended to adopt the East London Joint Resources and Waste Strategy 2027-2057, as set out at Appendix 1 to the report.</p>	
Reason(s) <p>The proposals contribute to the Council's vision and priorities set out in the Corporate Plan and help it achieve its priorities of "Inclusive Growth" and "Well Run Organisation", and to ensure that the Council's service to collect household waste and recycling runs effectively and efficiently, contributing to national net zero targets.</p>	

1. Introduction and Background

- 1.1 The Council is a 'waste collection authority' under the Environmental Protection Act 1990 and is required to deliver the wastes it collects to facilities as directed by the East London Waste Authority (the 'waste disposal authority') which acts for the Council and three other London Boroughs (Havering, Newham and Redbridge).
- 1.2. The initial term of ELWA's 25- year Integrated Waste Management Services contract ends during December 2027, and it has therefore been necessary to plan for successor arrangements which also reflect significant expected changes to national waste policy. It also had to ensure obligations meet the 'general conformity' required by the Mayor's London Environment Strategy (LES).
- 1.3 Section 32 of the Waste Emissions Trading Act 2003 obliges the authorities to ensure that the policies in the joint strategy are kept under review, give due regard to the relevant government guidance and when formulating a joint strategy "carry out such consultation as they consider appropriate".
- 1.4 The latest iteration of the Joint Resources and Waste Strategy (Part A), covering waste reduction, reuse, recycling and repair, was presented to Cabinet in July 2021 and approval was given to proceed with public consultation on its contents. The engagement period with residents ran from 26 July to 20 September. Part B covering the management of residual waste and Part C delivering the appropriate infrastructure, will be developed over the coming years.

2. Summary of Strategy's main content

- 2.1 Post-consultation the Strategy required minimal amendment and its aims and objectives across the constituent councils can be summarised below:
 - to promote and implement sustainable municipal resources and waste management policies in East London as part of our contribution to transitioning to a more Circular Economy;
 - to minimise the overall environmental impacts of resources and waste management;
 - to engage residents, community groups, local business and any other interested parties in the development and implementation of the above resources and wastes management policies; and
 - to provide customer-focused, cost-effective, best value services.
- 2.2 Principally it commits to:
 - minimising the amount of municipal wastes arising;
 - maximising reuse, recycling and composting rates;
 - diverting resources and wastes from landfill, particularly organic materials that would produce greenhouse gases;
 - co-ordinating and continuously improving municipal wastes minimisation and management policies in East London;
 - managing municipal wastes in the most environmentally benign and economically efficient ways possible, including reducing greenhouse gas emissions, through the provision and co-ordination of appropriate resources and wastes management facilities and services;

- ensuring that services and information are fully accessible to all members of the community;
- maximising all opportunities for local regeneration and increased social value benefits from waste and resource management, including employment, skills and wellbeing; and
- ensuring an equitable distribution of costs, so that those who produce or manage the waste pay for it.

2.3 Significantly, it commits to a shared sub-regional local authority collected waste minimum recycling rate target set at 35% for 2030, with an aspiration to ideally reach 50%. Barking and Dagenham’s minimum target is 35%, up from 25% in 2019/20. The strategy allows for local ambitions to achieve higher recycling performance:

Table 1: Borough Contributions to the Joint LACW Minimum Recycling Performance and Borough /LES Household Recycling Aspirations for 20303334

Borough	2030 LACW Minimum Performance	Borough / LES Household Recycling Aspiration
Barking & Dagenham	35%	50%
Havering	45%	50%
Newham	28%	50%
Redbridge	35%	50%
Joint Performance	35%	50%

2.4 As the July Cabinet report set out, the recycling rates are heavily geared towards expected changes in government waste policies by 2023/24 and assumptions based on local modelling, including:

- the loss of the recycling rate contribution (currently 5%) from the MBT’s either at the end of the existing ELWA contract or before if reporting requirements change;
- the increasing proportion of flats, and the collection challenges they pose;
- the impact of Extended Producer Responsibilities (EPR) and Deposit Return Schemes (DRS) and the assumption that material captured by the DRS will be reported against individual local authority recycling rates;
- that, in conformity with the Government’s Consistency proposals and the London Environment Strategy Minimum Service Standards, the constituent Boroughs will add glass and a wider range of plastic containers to recycling services, as well as launching separate food waste collections;
- the retention of the existing weekly residual waste collections for properties served at street level, and the existing garden waste charging and collection arrangements.

3. Consultation

3.1 The Draft Strategy and consultation plan was approved by Cabinet in July 2021 and moved to formal public consultation during July to September 2021. The eight-week consultation process included the local communities across the four Boroughs, elected members and other key stakeholders. The public consultation consisted of:

- an online survey which elicited 425 responses;
- targeted focus groups which consisted of 10 residents from each of the Boroughs, recruited using a specialist Market Research Society (MRS) accredited recruiter;
- an open virtual drop-in session that was held for residents, although this was less well attended.

3.2 A report providing an overview of the eight-week consultation process and summary of responses is at <https://modgov.lbbd.gov.uk/Internet/documents/s151208/Consultation%20Report.pdf>. As referred to in section 8 of that document, the vast majority of comments received related to recommendations that already featured in the draft ELJRWS that were either already being implemented or are in planning to be implemented prior to 2027.

3.3 The other significant observation came from the Mayor of London's office which agreed that the draft Joint Strategy's recycling targets contribute a fair and proportionate amount to the London Environmental Strategy's recycling targets, and that the ELJRWS is broadly consistent with its overall aims and intentions. However, it requested that that the lower floor target for local authority controlled wastes, and the borough specific ones that constitute it, do not become the de facto target for each constituent authority.

4. Financial Implications

Implications completed by: Sandra Pillinger, Group Accountant, My Place and Core Services

4.1 The targets and priorities within the ELJRWS do not bind the Council to any specific expenditure, but there will need to be investment in recycling and waste services in the future to meet performance expectations. Further analysis of financial implications will need to be undertaken as more specific proposals are brought forward for the Council's collection services as well as the wider infrastructure solutions for ELWA.

5. Legal Implications

Implications completed by: Dr Paul Feild, Senior Governance Solicitor

5.1 By virtue of the Environmental Protection Act 1990 the Council has been established as a waste collection authority. The Council is a member of the Waste Authority along with the London Boroughs of Havering, Newham and Redbridge which is the statutory Waste disposal authority.

5.2 Section.32 of the Waste and Emissions Trading Act 2003 sets a requirement for waste authorities in two-tier areas to produce a joint strategy for the management of household waste and other similar wastes. Ministerial Guidance was issued in 2005. The guidance indicates that these joint strategies should be reviewed and updated every five years at a minimum.

5.3 As set out in the main body of the report ELWA is tied into the Integrated Waste Management Services Contract until 22 December 2027 so planning has commenced in terms of establishing a waste strategy for collection and disposal that will take over waste management across the four waste collection Boroughs and the waste disposal authority.

6. Other Implications

- 6.1 **Risk Management Issues** – The development of the joint resources and waste strategy is itself a way of ensuring that the risks associated with these services are clearly identified and managed at the most appropriate level, with all parties having a clear understanding of their roles and interactions / co-dependencies with others.
- 6.2 **Corporate Policy, Customer and Equality Impact** - Equalities issues were considered within the Integrated Impacts Assessment and developed as part of the Strategy process; the Integrated Impact Assessment covered social value, finance and environmental impacts. However, in its broadest sense, the proposal is neutral in its impact upon the protected characteristics outlined in the Equality Act 2010.
- 6.3 **Property / Asset Issues** – These matters will arise principally during the development of Parts B (dealing with residual wastes) and C (waste infrastructure) of this strategy process.

Public Background Papers Used in the Preparation of the Report:

- Consultation Report summary
(<https://modgov.lbbd.gov.uk/Internet/documents/s151208/Consultation%20Report.pdf>)

List of appendices:

- Appendix 1: Final Post-Consultation Joint Resources & Waste Strategy