

AUTHORITY REPORT: EAST LONDON JOINT WASTE PREVENTION PROGRAMME**1. Confidential Report**

1.1 No.

2. Recommendations

2.1 Members are asked to:

- a) note the content of the report and the attached Appendix A; and
- b) approve the establishment of a two year (2020/21 to 2021/22) East London Waste Prevention Programme funded from ELWA's Strategy Reserve.

3. Purpose

3.1 This report proposes the establishment of an East London Waste Prevention Programme, which will draw together the work on waste reduction and reuse already being undertaken in East London with an enlarged programme of work coordinated and delivered by the Authority.

4. BackgroundOverview

- 4.1 Waste prevention and reuse are the top two levels of the waste hierarchy, meaning that they are considered to be the most environmentally sound methods for managing waste in terms of their impact on raw material preservation, energy, emissions and pollution. These approaches are also at the core of the principles of a Circular Economy¹.
- 4.2 Waste prevention and reuse can be delivered through a number of means, including changes/innovations in product design, development and implementation of new technologies, and behaviour change amongst consumers.
- 4.3 Local authorities have a role to play in reducing waste and increasing reuse, and were given powers by the Waste Prevention Act 1998 to develop and implement waste prevention programmes.
- 4.4 Many waste prevention activities have wider social benefits that can be considered under the Authority's obligations from the Public Services (Social Value) Act 2012².

Existing Waste Prevention Activities

4.5 The Constituent Councils undertake a range of waste prevention activities at the moment, including:

¹ WRAP on circular economy: <http://www.wrap.org.uk/about-us/about/wrap-and-circular-economy>

² Social Value guide: <https://www.gov.uk/government/publications/social-value-act-introductory-guide>.

- a) promotion of home composting;
 - b) promotion and facilitation of switching to reusable nappies; and
 - c) food waste prevention campaigns.
- 4.6 Waste prevention and reuse also feature in the work undertaken by Keep Britain Tidy through the Recycle For Your Community (RFYC) campaign, which is funded by Renewi UK Services Limited as part of its obligations under the IWMS contract. The budget for this work is around £0.065m per annum.
- 4.7 The Authority previously contributed £0.150m per annum to the communications work delivered through RFYC, but this came to an end from 2012/13.
- 4.8 The Operator previously contributed £0.250m to this programme, but a £0.185m saving was accepted by the Authority in November 2013.

Strategic Alignment

- 4.9 The national Resources and Waste Strategy (RWS) and regional London Environment Strategy (LES) both identify waste prevention and reuse as methods for waste management that need to increase in order to improve the sustainability of the national and regional economies.
- 4.10 Waste prevention activities are a core part of the Reduction and Recycling Plans (RRPs) that the Constituent Councils have been required to prepare and submit to the Greater London Authority (GLA), setting out how they will contribute to meeting the objectives and targets from the LES.
- 4.11 The Authority and Constituent Councils are developing a new joint municipal waste and resources strategy, the East London Joint Resources and Waste Strategy (ELJRWS), as part of the preparations for the end of the IWMS PFI contract in 2027.
- 4.12 The ELJRWS is to be delivered in three phases, with the first (Part A) being a Waste Reduction, Reuse and Recycling Strategy. This will be developed and consulted on during 2019 and 2020, prior to a planned formal adoption process by the five authorities in December 2020.
- 4.13 The activities set out in the RRP indicate current and planned programmes for waste prevention delivered by the Constituent Councils, and under the London Environment Strategy (LES) it is anticipated that new RRP would need to be drawn up in 2020, around the same time the ELJRWS Part A is being consulted on and finalised.

5. Summary of Business Case

- 5.1 A Business Case for the establishment of an ELWPP is attached at Appendix A.
- 5.2 The Business Case includes a simple Options Analysis, comparing:
- a) a 'no change' position, where the Constituent Councils continue to deliver separate waste prevention programmes with some input from the RFYC campaign; to the

- b) establishment of an ELWPP, coordinated and part-funded/part-delivered by the Authority (alongside existing levels of input from the Constituent Councils, which it is assumed would remain unchanged).

Options Analysis

- 5.3 The options analysis makes the case for expanding waste prevention activity in East London through the establishment of an ELWPP, which could be funded from the ELWA Strategy Reserve.
- 5.4 The financial case is problematic to make, owing to the challenges of accurately measuring impacts of waste prevention activities, a common issue for any behaviour change or communications work related to waste management.
- 5.5 Although some identifiable financial savings to the Authority and Constituent Councils might be achieved, there are also financial benefits to residents that need to be taken into account through facilitation/promotion of increasing reuse and reducing waste.
- 5.6 The non-financial case considers the following:
 - a) social value, including positive impacts on efforts to tackle poverty that are linked to the financial benefits to residents of reducing waste mentioned above;
 - b) strategic benefits, related to the process to develop and adopt the ELJRWS; and
 - c) economies of scale, reach and impact of a wider sub-regional programme, including potential links to similar programmes being run elsewhere in London.
- 5.7 On the balance of the benefits, dis-benefits and risks, the Business Case suggests establishing an ELWPP with a budget of £0.268m per annum (including staff costs) from the ELWA Strategy Reserve. The principal reasons are set out below.
 - a) Waste prevention is at the top of the waste hierarchy, and delivers the most benefits in terms of CO₂ reductions, resource efficiency and reduced pollution of all methods of waste management.
 - b) Waste prevention can deliver social value benefits for East London, with the potential to expand in this area to tackle poverty and improve wellbeing.
 - c) Although harder to demonstrate than changes in recycling performance, waste prevention can deliver immediate and ongoing savings on waste disposal costs.
 - d) The Authority and Constituent Councils can demonstrate that they are committed to managing waste materials at the top of the waste hierarchy, in order to begin meeting the draft aims and objectives of the East London Joint Resources and Waste Strategy.

- e) A consistent, sub-regional campaign will allow for economies of scale to be achieved and communications channels accessed that the individual projects/programmes being delivered by the Constituent Councils do not.
 - f) A sub-regional programme will add value to what the Constituent Councils are already doing on waste prevention.
- 5.8 The proposed staffing structure for the Authority is:
- a) one Strategy and Projects Officer, to coordinate the waste prevention programme and wider joint communications across East London, manage the delivery team, and support ELWA and the Constituent Councils in delivery of the ELJRWS; and
 - b) two Waste Prevention Officers, to focus on public engagement, running events and other direct delivery activities and appointed on fixed term contracts.
- 5.9 The remainder of the programme's budget would be used to fund:
- a) communications campaigns;
 - b) material resources;
 - c) event costs;
 - d) travel costs (possibly through the leasing of an electric pool car); and
 - e) additional support/capacity engaged through external providers.
- 5.10 The programme would build on the individual RRP, and help the Constituent Councils to prepare for the preparation of new ones from 2020 onwards. The programme would deliver a mix of general awareness raising, along with specific activities focused on target material types, that could include:
- a) food waste;
 - b) textiles (mostly clothing);
 - c) disposable nappies;
 - d) home composting;
 - e) furniture;
- and possibly:
- f) electrical waste; and
 - g) plastics.
- 5.11 It is proposed that this programme would be established for an initial two-year period from 2020/21 to 2021/22, with a review process to determine if it is delivering value for money.

6. Next Steps

- 6.1 If the Authority is in agreement, officers will proceed with establishing a waste prevention programme, the following will be undertaken:
- a) Drafting of job descriptions and commencement of recruitment activities; and
 - b) Convening of a Waste Prevention Programme Team from across the five authorities to work in partnership on the development and delivery of a coordinated programme.

7. Relevant officers:

- 7.1 Andrew Lappage, Managing Director / e-mail: andrew.lappage@eastlondonwaste.gov.uk / 020 8724 5614; and Jon Hastings, Head of Strategy & Development / 020 8724 3689/ email: jon.hastings@eastlondonwaste.gov.uk.

8. Appendices attached:

- 8.1 Appendix A – Business Case for Establishing an East London Waste Prevention Programme

9. Background papers:

- 9.1 06 Feb 2012 Agenda Item 5, Annual Budget and Service Delivery Plan, and associated minute 51 (this covers the ending of the £0.150m contribution from the Authority's budget for communications)
- 9.2 25 Nov 2013 Confidential Agenda Item 13, Contract Renegotiation, and associated Minute 43 from 06 Feb 2014 minute (this covers the agreement to reduce the Operator's spend on communications to deliver a £0.185m saving to the Authority)
- 9.3 28 June 2019 Agenda Item 13, Preparations for Future Wastes Management Arrangements Update, and associated minute 13

10. Legal considerations:

- 10.1 The Waste Minimisation Act 1998 amended the Environmental Protection Act 1990 by inserting section 63A which gives both waste collection authorities i.e. the four Constituent Councils and the Waste Disposal Authority (ELWA) the power to take steps to minimise generation of controlled waste. Before doing so the Waste Disposal Authority must consult the Waste Collection Authorities (the Constituent Councils) in its area and vice versa.

11. Financial considerations:

- 11.1 The report proposes establishing a budget of £0.268m for a dedicated Waste Prevention Team funded from the Strategy Reserve which, as at 31 March 2019, stands at £11.109m. The proposed annual drawdown is included in the Medium Term Financial Strategy report elsewhere on the agenda.

12. Performance management considerations:

- 12.1 There are a limited range of accurate metrics in place for determining the performance/impact of waste prevention activities, so a new suite of indicators would be developed for the ELWPP.
- 12.2 The ELWPP would be supported by the development of two-yearly Waste Prevention Plans, setting targets against these indicators as outputs/outcomes. Targets would also be set for inputs, such as the reach of communications and levels of measurable public engagement.

13. Risk management considerations:

- 13.1 The options analyses undertaken for the Business Case have considered risks to service delivery and other projects.
- 13.2 Risk assessments would be undertaken for the ELWPP, associated Waste Prevention Plans and individual activities to be delivered by the Waste Prevention Team, with mitigating actions being taken as required.

14. Equalities considerations:

- 14.1 An equalities impact assessment would be carried out on the ELWPP, to ensure that the programme was adequately serving the diverse communities in East London.
- 14.2 The ELWPP and associated Waste Prevention Plans would be compiled to ensure a reasonably equitable balance of service delivery and public engagement in all four of the Constituent Councils.

15. Follow-up reports:

- 15.1 As required.

16. Websites and e-mail links for further information:

- 16.1 <http://eastlondonwaste.gov.uk/>

17. Glossary:

Constituent Councils / the Councils = London Borough Councils of Barking & Dagenham, Havering, Newham & Redbridge

ELWA / the Authority = East London Waste Authority

ELJRWS = East London Joint Resources and Wastes Strategy (to guide the development of waste facilities and services)

ELWPP = East London Waste Prevention Programme

GLA = Greater London Authority

LES = London Environment Strategy

Operator = Renewi UK Services Limited

RRP = Reduction and Recycling Plan, which each London Borough is required to submit to the GLA

18. Reviewed by Management Board

18.1 18 November 2019.

19. Confidentiality:

19.1 Not applicable.