

Report for:
ACTION

Item Number:

Contains Confidential or Exempt Information	NO
Title	Waste Reduction and Recycling Plan
Responsible Officer(s)	Darren Henaghan, Interim Director of Housing & Environment
Author(s)	Catherina Pack, Waste & Street Services Manager
Portfolio(s)	Councillor Deirdre Costigan, Climate Action
For Consideration By	Cabinet
Date to be Considered	17 May 2023
Implementation Date if Not Called In	7 June 2023
Affected Wards	All
Keywords/Index	Reduction, reuse, recycling, plan, waste, London Environment Strategy, Mayor

Purpose of Report:

To approve Ealing's Waste Reduction and Recycling Plan (RRP), attached as Appendix A. The plan sets out objectives, targets and policies for the effective management of Ealing's waste and recycling activities.

1. Recommendations for DECISION

It is recommended that Cabinet:

- 1.1 Approve Ealing's Waste Reduction and Recycling Plan (RRP), attached as Appendix A. This plan sets out objectives, targets and policies for the effective management of Ealing's waste and recycling activities.

2. Recommendations for NOTING

- 2.1 None.

3. Reason for Decision and Options Considered

- 3.1 In May 2018 the Mayor of London published the London Environment Strategy (LES). The LES sets out objectives, targets and policies for the effective management of London's municipal waste and to accelerate the transition to a circular economy.

- 3.2 In performing their waste functions, waste authorities need to show how they are acting in general conformity with the municipal waste provisions of the LES.
- 3.3 The Mayor initially required local authorities to develop Reduction and Recycling Plans (RRPs) covering the period 2018 to 2022, which demonstrate how Local Authorities intend to meet the Mayor's objectives and include local reduction and recycling targets that contribute to the Mayor's London-wide targets.
- 3.4 The RRP's are four year plans and were written prior to the Covid-19 pandemic. The pandemic has since led to changes in waste volumes and composition, staff shortages and social distancing challenges. Local authorities have worked hard to keep services running smoothly, but this understandably had an impact on progress of the agreed actions set out in the first set of RRP's.
- 3.5 The Mayor declared a climate emergency in 2018 and has set ambitious aims for London to be a zero carbon city by 2030. Given the integrated nature of delivering waste services and associated environmental impacts, the Mayor expects that RRP's support wider environmental policies and proposals set out within the London Environment Strategy. RRP actions should therefore demonstrate consideration of wider key policy areas, including but not limited to reducing carbon emissions associated with waste operations, maximising air quality and vehicle LEZ / ULEZ compliance, and implementing actions that integrate circular economy thinking and practices
- 3.6 Local authorities are now looking ahead to the government's Resources and Waste Strategy (Environment Act 2021, Government Bill), which will see the most significant changes to waste collection and disposal systems for a generation. At the time of publication of the guidance associated with producing the RRP, Defra has still to confirm the changes local authorities will need to put in place. The GLA acknowledges that there is still considerable uncertainty over exactly which services local authorities will be required to provide, the timescales, and the funding they will receive to support their implementation. Due to this uncertainty and given existing RRP's already contain actions from 2022 up to 2025, existing RRP's will remain in place until they are replaced by the new RRP's.
- 3.7 The GLA has determined that the new RRP's should focus on a two year period from April 2023 to the end of March 2025, rather than four years (2022 – 2026).
- 3.8 Ealing's Reduction and Recycling Plan (RRP) follows the format requested by the Mayor to ensure consistency with other Borough RRP's.
- 3.9 Ealing's RRP has been reviewed by the Mayor's Office (Greater London Authority) and ReLondon, and comments have been incorporated.

4. Key Implications

- 4.1 Ealing Council will contribute to London being a zero-waste city. The Mayor's aim is that by 2026 no biodegradable or recyclable waste will be sent to landfill, and by 2030 65 per cent of London's municipal waste will be recycled.
- 4.2 The Mayor's London Environment Strategy waste and recycling objectives are:
- Objective 1: Drive resource efficiency to significantly reduce waste focusing on food waste and single use packaging
Objective 2: Maximise recycling rates
Objective 3: Reduce the environmental impact of waste activities (greenhouse gas emissions and air pollutants)
Objective 4: Maximise local waste sites and ensure London has sufficient infrastructure to manage all the waste it produces
- 4.3 In supporting the Mayor to achieve these aims and objectives, Ealing Council will take action to support the Mayor's London wide targets, which are:
- To reduce 'avoidable' food waste by 50% by 2030
 - To achieve a 65% municipal waste recycling rate by 2030
 - To achieve a 50% recycling rate for local authority collected waste by 2025
 - To send zero biodegradable or recycling waste to landfill by 2026
 - London to manage net 100% of all the waste it produces by 2026
- 4.4 The RRP is a two-year plan. It is a dynamic working document; therefore, annual review will take place internally.
- 4.5 Ealing's recycling rate has been consistently in the top three in London in the last few years, and collected the lowest kilogrammes per household, per year of residual waste. Fortnightly collections have reduced vehicle movements throughout the borough benefitting road safety, air quality and carbon emissions.
- 4.6 See Table 1 for Ealing's comparison with their nearest neighbours in terms of recycling rate, kilogrammes of residual waste per household per year and service profile.

Table 1: Ealing's comparison with nearest neighbours

Borough	Performance		Service profile			
	Recycling rate (%)	Kg/hh/yr residual waste	Refuse	Recycling	Food waste	Garden waste
Barnet	29.80%	653.91	Weekly, 240l bins	Weekly, fully co-mingled, 240l bin	No food waste collection	Fortnightly, 240l wheeled bin, chargeable
Brent	37.84%	439.74	Fortnightly, 240l bins	Weekly, fully co-mingled, 240l bin	Weekly, separate	Fortnightly chargeable
Bromley	48.70%	464.89	Fortnightly, black sacks	Alternate weekly 55l boxes, fibre week 1, non fibre week 2.	Weekly, separate	Fortnightly chargeable 240l bin/sacks
Ealing	47.25%	356.21	Alternate weekly, 180l wheeled bin	Alternate weekly, 240l wheeled bin	Weekly, separate	Fortnightly, 240l wheeled bin, chargeable
Enfield	30.91%	600.22	Weekly, 140l wheeled bin	Weekly, 240l wheeled bin	Weekly, separate	Fortnightly chargeable
Hammersmith and Fulham	26.27%	359.06	Weekly, 140l wheeled bin	Weekly, 240l wheeled bin	Weekly, separate	No collection
Harrow	35.66%	619.28	Alternate weekly, 240l wheeled bin	Alternate weekly, 240l wheeled bin	Weekly, separate	Fortnightly, 240l wheeled bin, chargeable
Hounslow	35.86%	557.36	Fortnightly, 140l bins	Weekly, three streams, boxes	Weekly, separate	Fortnightly chargeable
Merton	42.00%	480.66	Alternate weekly, 180l bins	Alternate weekly, twin stream - fibres separate, bins and boxes	Weekly, separate	Fortnightly chargeable
Waltham Forest	32.01%	639.12	Weekly, 140l bins	Weekly, fully co-mingled, 140l bin	Mixed organics collection	Mixed organics collection

4.7 The benchmarking exercise for Ealing Council demonstrates that the Council is performing far better than their nearest neighbours, with the exception of

Bromley (the highest performing London borough). This is largely due to the Council (in 2016) moving to fortnightly residual waste collections, and continuing to roll out and encourage participation in recycling services.

- 4.8 Ealing’s current year to date recycling performance (April – December 2022) is 48.29%, an improvement from 47.25% in 2021-22. This is in comparison to 48.82% for the same period the year before (during the pandemic, 2020-21) and 50.07% pre-pandemic (2019-20).
- 4.8 The pandemic led to changes in waste volumes and composition, and whilst we are seeing a recovery, there is still improvement to be made to recover to pre-pandemic levels, and further encourage waste reduction and increase reuse and recycling.
- 4.9 During the pandemic period, household waste increased across the country while recycling also increased but to a lesser extent, leading to a slight fall in net recycling rates. This was reflected even more strongly in Ealing. However post-pandemic we have seen household waste reducing in Ealing, in contrast to the London average which continued to rise. From 2019-20 to 2020-21, there was an average increase of 8% to total household waste and a 7% increase on average in total household recycling in England, compared to 13% and 7% respectively for Ealing. On average, recycling rates in England declined by 0.34%. Total household waste declined 1.16% on average from 2020-21 to 2021-22 (across Q1 and Q2). This figure was a 1.2% reduction for Ealing. The London average shows an increase of household waste of 2.75%, therefore the 1.2% reduction seen in Ealing is encouraging.
- 4.10 Ealing’s Reduction and Recycling Plan (RRP), attached in Appendix A, details that the Authority is already meeting the Mayor’s minimum service level for the collection of the six main dry recyclable materials (glass, paper, card, plastics, tins and cans). Ealing has a separate weekly food waste service for all kerbside properties, and is rolling this service out to blocks of flats. A trial will be carried out to assess the feasibility of collecting food waste from flats above shops. See Table 2 for the key performance targets, which Ealing aims to achieve.

Table 2: Key performance targets from the RRP

Performance targets	Baseline performance (2019/20)	Performance target (2024/25)
Total annual household waste per head (kgs/head)	240.68 (note 259.53 2021/22 figure)	252.17
Total annual household residual waste collected per household (kgs/household)	310.92	291.66
Total annual household avoidable (edible) food waste (kgs/head)	76	60
Annual household waste recycling rate (% by weight)	50.35	55

Annual LACW recycling rate (% by weight)	34.89	50
Proportion (%) of properties receiving the Mayor's minimum level of service for household recycling:		
% of kerbside properties (all households on a kerbside collection) collecting six main dry materials (glass, cans, paper, card, plastic bottles and mixed rigid plastics (pots, tubs and trays) <u>and separate food waste</u>)	100	100
% of flats (communal collections, <u>excluding flats above shops</u>) collecting six main dry materials <u>and separate food waste</u>	5 (note 25% at end of 2022)	90
% of flats (communal collections, <u>excluding flats above shops</u>) collecting six main dry materials (glass, cans, paper, card, plastic bottles and mixed rigid plastics (pots, tubs and trays)).	100	100
% of flats above shops (FAS) collecting six main dry materials (glass, cans, paper, card, plastic bottles and mixed rigid plastics (pots, tubs and trays)) <u>and separate food waste</u>	20	25
% of flats above shops (FAS) collecting six main dry materials (glass, cans, paper, card, plastic bottles and mixed rigid plastics (pots, tubs and trays)).	100	100
Proportion (%) of waste fleet heavy vehicles that are ULEZ compliant	100	100
Performance of LACW activities against the Mayor's EPS (tonnes of CO2eq per tonne of waste managed).	-0.118	-0.084

- 4.11 Ealing restricts residual waste by offering smaller residual waste wheelie bins, and collecting on an alternate weekly basis, reducing the amount of general waste produced by households and driving up recycling.
- 4.12 Ealing has procured electric vehicles for some smaller fleet vehicles and is exploring opportunities for low or zero emissions options for larger vehicles as they become more widely available and transitioned all waste fleet vehicles to Ultra Low Emission Zone (ULEZ) compliant vehicles in 2020, in line with the start of the Local Authority Trading Company, Greener Ealing Limited (July 2020).
- 4.13 There is ongoing work with the West London Waste Authority (WLWA) to engage with communities in waste reduction and reuse activities, moving towards a circular economy approach (an economic model designed to minimise resource input, as well as waste and emission production) – including identification of potential sites and engaging stakeholders to support the community in waste reduction and reuse, trialing a low-waste/circular neighbourhood, and open a 'library of things' to help residents reduce waste and save money by renting items such as tools and electronics, rather than buying new.

- 4.14 Ealing will look to maximise usage and materials accepted at Reuse and Recycling Centres in the borough to increase capture. Officers are delivering a project with WLWA, who are funding £0.2M as an incentive to increase reuse and recycling performance at Household Reuse and Recycling Centres. Improvements are currently underway, and include a refresh of signage at Greenford Reuse and Recycling Centre.
- 4.15 Other areas of focus include improvements to increase participation in recycling services, increase the quality of the dry recyclate collected, increase food waste recycling in flats and waste and recycling provision for all new housing developments. Officers utilised funding available from WLWA est London Waste Authority of £0.5M to increase food waste recycling performance, including targeted communications to kerbside properties and rolling out food waste recycling services to flats in the borough. The roll out of this service continues.
- 4.16 A marketing and communications plan is being developed, as part of business as usual processes to ensure that the appropriate behaviours, in line with the waste hierarchy are targeted.
- 4.17 There are no alternative options, London boroughs are required to produce a Reduction and Recycling Plan (RRP) to set how each will contribute to the Mayor of London's Environment Strategy targets and demonstrate general conformity with the Strategy.
- 4.18 Officers in waste management are closely involved in the work the Council is carrying out following the declaration of a climate emergency in April 2019. The objectives within the Reduction and Recycling Plan will contribute to the Council's target for the borough to be carbon neutral by 2030.

5. Financial

- 5.1 There are no budgetary implications arising from the recommendation of this Cabinet report. The existing approved budget will be utilised to deliver the objectives, targets and policies for the effective management of Ealing's waste. Officers will be monitoring the targets during the regular budget monitoring cycle and bid for available external funding where required, e.g. from Resource London and WLWA.

Impact of Environment Act 2021

- 5.2 The Environment Act 2021 (the Act) operates as the UK's framework of environmental protection and is a vehicle for a number of Department for Environment, Food and Rural Affairs' (Defra) environmental policies, and sets out the legal framework for significant reforms to local authority waste and recycling services, as well as creating new statutory duties for local authorities on nature recovery. Taken together, the Act establishes a new relationship between central and local government on environmental improvement.

- 5.3 Work on implementing the Act is well underway, with several consultations now closed, such as the Deposit Return Scheme for drinks containers, Extended Producer Responsibility for packaging and consistent recycling collections, which will impact the way in which waste is managed.
- 5.4 The policy statement published in September 2021 confirmed the Government would fully fund local authorities for all the new burdens arising from the Environment Act 2021. The policy also acknowledged the need to allow local authorities sufficient time to adapt to the new duties and to communicate changes with local residents.
- 5.4 At this time the financial impact of these changes is unknown but officers (working with WLWA) will look to review the proposed strategy and plan to reflect any changes following publication of the Government's response to the consultation on consistency in recycling for households and businesses.

6. Legal

- 6.1 The Mayor is required to prepare and publish a London Environment Strategy by the Greater London Authority Act 1999 ('GLA Act' as amended), under changes made by the Localism Act 2011.
- 6.2 Arising out of the London Environment Strategy is an expectation from the Mayor that Local Authorities develop Reduction and Recycling Plans, which should include local reduction and recycling targets that contribute to the Mayor's London-wide targets.
- 6.3 The Environment Act, which became law in 2021, acts as the UK's new framework of environmental protection. The Bill makes provision about targets, plans and policies for improving the natural environment; for statements and reports about environmental protection; for the Office for Environmental Protection; about waste and resource efficiency; about air quality; for the recall of products that fail to meet environmental standards; about water; about nature and biodiversity; for conservation covenants; about the regulation of chemicals; and for connected purposes.
- 6.4 The recommendations set out within this report are within the Council's powers and duties.

7. Value For Money

- 7.1 Alternate weekly collections of dry mixed recycling and residual waste, supported by weekly collections of food waste (including the roll out to flats) has successfully driven up the recycling performance and driven down waste disposal costs. Increasing participation in the recycling services across kerbside properties and flats will increase the performance further.
- 7.2 Operational efficiencies as part of the ongoing review of routes and rounds in partnership with Greener Ealing Limited will also be realised.

8. Sustainability Impact Appraisal

8.1 This report proposes actions that will support increased waste reduction, reuse and recycling. This is proven to reduce the amount of greenhouse gasses produced.

9. Risk Management

9.1 The benefits are largely contingent on changing resident behaviour. The actual changes to tonnages and the recycling rate will be closely monitored to track progress.

10. Community Safety

10.1 Ensuring that waste and recycling is contained as far as possible means that less loose waste on the borough's streets. Increased maintenance of public space is shown to positively impact on community safety.

11. Links to the 3 Key Priorities for the Borough

11.1 The recommendations positively support the priorities of tackling the climate crisis. The council's administration has three key priorities for Ealing. They are:

- fighting inequality
- tackling the climate crisis
- creating good jobs.

12. Equalities, Human Rights and Community Cohesion

12.1 A full Equality Analysis Assessment has been carried out.

13. Staffing/Workforce and Accommodation implications:

13.1 None.

14. Property and Assets

14.1 None.

15. Any other implications:

15.1 Existing Officer resource will be used for actions within the plan.

16. Consultation

16.1 As below.

17. Timetable for Implementation

17.1 See Appendix 1: Reduction and Recycling Plan.

18. Appendices

18.1 Appendix 1: Reduction and Recycling Plan.

19. Background Information

19.1 London Environment Strategy 2018

<https://www.london.gov.uk/what-we-do/environment/london-environment-strategy>

19.2 Waste Reduction and Recycling Plan Cabinet Report March 2020

[Cabinet Report \(moderngov.co.uk\)](#)

[Appendix A.pdf \(moderngov.co.uk\)](#)

Consultation

Name of consultee	Post held	Date sent to consultee	Date response received	Comments appear in paragraph:
Internal				
Earl Mckenzie	Assistant Director, Street Services	06.04.2023		
Darren Henaghan	Executive Director, Housing and Environment	06.04.2023		
Jackie Adams	Head of Legal Services	06.04.2023		
Yalini Gunarajah	Finance Manager, Place	06.04.2023		
Cllr Deirdre Costigan	Deputy Leader of Ealing Council, Cabinet Member for Climate Action	20.04.2023		
External				

Report History

Decision type:	Urgency item?
Key decision	No
Report no.:	Report author and contact for queries: Catherina Pack Waste & Street Services Manager, 020 8825 9902