

Decision Maker: ENVIRONMENT & COMMUNITY SERVICES PORTFOLIO
HOLDER

For Pre-Decision Scrutiny by the Environment & Community Services
PDS Committee on:

Date: Tuesday 17 March 2020

Decision Type: Non-Urgent Executive Non-Key

Title: REDUCTION AND RECYCLING PLAN (RRP)

Contact Officer: Amy Harris, Waste Strategy Manager
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Chief Officer: Colin Brand, Director of Environment and Public Protection

Ward: (All Wards);

1. Reason for report

- 1.1 This report seeks approval for Bromley's Reduction and Recycling Plan (RRP) as set out in Appendix A.
 - 1.2 In May 2018, the Mayor of London published the London Environment Strategy (LES). One of the requirements of the LES is for each London authority to produce a RRP, which will enable boroughs to achieve the specific waste management objectives and targets set in the LES.
 - 1.3 Bromley has a long tradition of providing a high performing waste management service and has consistently been one of the top performers in the London Recycling League Table. Bromley's RRP documents the actions that will be taken by the Council to continue to deliver the Council's corporate priorities for waste management with a focus on waste minimisation, recycling and carbon reduction.
 - 1.4 The RRP covers the period May 2019 to May 2022. The majority of the actions are already incorporated within Service Delivery Plans for the new Waste Disposal and Waste Collection contracts.
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2. **RECOMMENDATION(S)**

The Portfolio holder is asked to:

- 2.1 Review and approve Bromley's Reduction and Recycling Plan as set out in Appendix A.

Impact on Vulnerable Adults and Children

1. Summary of Impact: Waste collection services affect all residents including vulnerable adults and children. Consideration of any additional impacts on particular groups of residents is taken when making changes to the service. Therefore, the potential impacts on vulnerable adults and children and mitigation measures will be considered before implementing specific actions within the RRP.
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Corporate Policy1. Policy Status: Existing Policy

2. BBB Priority: Excellent Council Quality Environment
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Financial

1. Cost of proposal: No Cost: None at this stage; subject to financial viability, business case assessment and affordability
 2. Ongoing costs: Not Applicable: Cost of current strategy met from existing budgets; costs of future policy changes TBD
 3. Budget head/performance centre: Waste Services
 4. Total current budget for this head: £17.9 million
 5. Source of funding: Existing waste services revenue budget
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Personnel

1. Number of staff (current and additional): Not Applicable
 2. If from existing staff resources, number of staff hours: Not Applicable
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Legal

1. Legal Requirement: Statutory Requirement: Further Details
 2. Call-in: Applicable:
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Procurement

1. Summary of Procurement Implications: None
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Customer Impact

1. Estimated number of users/beneficiaries (current and projected): All borough residents (circa 330,000), local businesses and people that work within and visit Bromley.
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Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: Not Applicable

3. COMMENTARY

Background

- 3.1 The Mayor of London published the London Environment Strategy (LES) in May 2018. Within this strategy is the Mayor's waste management policy, which as a waste collection and disposal authority, Bromley is required to be in general conformance with under Section 355 of the Greater London Authority Act 1999.
- 3.2 The LES is a London-wide strategy and includes a requirement for all London Boroughs to produce a Reduction and Recycling Plan (RRP), which demonstrates they will deliver the Mayor's waste management objectives including:
- Providing a minimum service level for household recycling collection services, which includes a weekly food waste collection, and collections of paper, card, plastic bottles, plastic containers, glass and cans;
 - Contributing to the London targets of:
 - Sending no biodegradable or recyclable waste to landfill by 2026
 - Recycling 50% of local authority collected waste (LACW) by 2025
 - Making best use of local waste sites identified in local waste plans;
 - Supporting the phase out of fossil fuel waste transport and boost uptake of low or zero emission alternatives;
 - Procuring waste and recycling services that maximise local economic, environmental and social benefits and demonstrating how these services deliver the Mayor's Responsible Procurement Policy.
- 3.3 The LES recognises that some Boroughs will need to achieve higher levels of recycling to compensate for those who, due to local circumstances will be unable to achieve these levels, for example, boroughs with high numbers of flats.
- 3.4 The Mayor of London has not provided any additional funding to assist boroughs in achieving the waste management requirements set within the LES and recognises that pressures on local authority budgets in many instances has reduced investment in waste and recycling collection services.

Bromley Council's RRP

- 3.5 Bromley Council has a long tradition of providing high performing waste management services. Waste is managed as a resource, with a focus on minimisation and reuse through local behaviour change campaigns and the delivery of a comprehensive recycling service. Bromley was the third London borough to introduce compulsory recycling and has always had a producer pays approach to managing waste. As a result, Bromley is achieving many of the waste management objectives set by the LES and with the third highest recycling rate in London is already contributing more than many boroughs to the London-wide recycling rate. Table 1 below was provided by Resource London to demonstrate Bromley's performance against its nearest neighbours.
- 3.6 Bromley's waste strategy is encompassed in two Council documents; Building a Better Bromley, which outlines the guiding principles and corresponding aspirations for the Council, and, the Annual Environment and Community Services Portfolio Plan, which sets the Council's environmental service aims and objectives and includes an aim to manage waste sustainably. The RRP will complement these by documenting the actions that the Council will take to minimise and recycle waste from Bromley's households and businesses.

Table 1 – Bromley Council’s 2017/18 Waste and Recycling Performance compared to Nearest Neighbours

	recycling rate (%) 2017/18	kg/hh/yr residual 2017/18	Service profile			
			Refuse	Recycling	Food waste	Garden waste
Bromley	50	454.1	Fortnightly, bags	Alternate weekly, twin stream (fibres separate), boxes	Weekly separate	Fortnightly charged
Sutton	50 (0.0)*	434.2 (-19.9)*	Fortnightly, 140l bins	Weekly, twin stream - fibres separate, bin and boxes	Weekly separate	Fortnightly charged
Hertsmere	43.6 (-6.4)*	507 (+52.9)*	Fortnightly bins	Alternate weekly, twin stream (fibres separate), bins	Fortnightly mixed organics	
Epsom and Ewell	49.9 (-0.1)*	467.5 (+13.4)*	Weekly, 140l bins	Weekly: bin for fibres/plastics/cans; box for glass; weekly textiles in bag	Weekly separate	Fortnightly, charged
Brentwood	44.4 (5.6)*	476.7 (+22.6)*	Weekly sacks (although they will empty a resident-bought bin)	Weekly sack fibres/plastics/cans; fortnightly glass in box/ fortnightly textiles in sacks	Weekly separate	Fortnightly, charged
Three Rivers	62.4 (+12.4)*	337.6 (-116.5)*	Fortnightly, 140l bins	Weekly, fully co-mingled in bin	Weekly separate	Fortnightly, charged

3.7 Bromley’s Draft RRP for the period May 2019 to December 2022 is presented in Appendix A. The first section of the RRP is a dashboard, which presents Bromley’s current and planned performance against the following set of metrics and targets, most of which are already reported locally through the Council’s Portfolio Plan:

- Total annual household waste collected per head
- Total annual household residual waste collected per household
- Total annual household avoidable food waste collected per head
- Household recycling rate
- Local authority collected waste recycling rate (includes commercial waste)
- Percentage of households that are offered the Mayor’s core recycling services
- Percentage of vehicles that are Ultra Low Emissions Zone compliant

3.8 The second section sets out the actions that Bromley plans to take to meet the planned local targets under the following headings:

- Waste Reduction
- Maximising Recycling
- Reducing Environmental Impact
- Maximising Local Waste Sites

3.9 The Council commenced a suite of environmental contracts on 1 April 2019 including Lot 1 (waste disposal), Lot 2 (waste collection) and Lot 3 (street environment). As part of the implementation of these contracts a number of proposals were outlined to assist the Council to minimise waste, recycle more and reduce carbon emissions. Some of these proposals have already been implemented, for example, the introduction of a recycling collection service for small electrical items, textiles and batteries. These actions are captured in the action plan to document all steps taken to work towards the RRP targets.

3.10 Key actions within the RRP that will be undertaken to enable the Council to minimise waste, maximise recycling and reduce the Council’s impact on the environment over the next three years include:

- Delivering virtually 'zero waste' to landfill, 2% by 2020/21
- Increasing the number of green garden waste subscriptions to 32,000

- Continuing to conduct waste minimisation and recycling campaigns with a focus on plastic reduction, food waste recycling, recycling within blocks of flats and reducing contamination
- Working towards delivering a fully electric waste and recycling vehicle fleet and ensuring vehicles meet ULEZ requirements
- Maximising the use of local waste sites by promoting recycling and reuse at the Waldo Road and Churchfields Household Recycling and Reuse Centre

3.11 To enable the Council to meet some of the aspirational LES targets, which focus not only on household waste but also on business waste that is collected and managed by the Council, the RRP also includes several actions for consideration. These actions include:

- Realigning the garden waste collection service schedules to enable further growth
- Piloting a flats recycling collection scheme
- Introducing a comprehensive commercial and schools recycling service
- Restricting household residual waste capacity
- Changing the collection methodology for paper and card recycling
- Managing Council office waste more sustainably

3.12 Further exploration of these actions will take place in 2020/21 to consider the extent to which they are able to contribute to the Council's targets, their financial viability and the potential impacts to residents and businesses. There is a risk that financial constraints may prevent some of these actions from being progressed and as a result the targets set in the RRP may not be achieved.

4 IMPACT ON VULNERABLE ADULTS AND CHILDREN

4.1 Waste collection services affect all residents including vulnerable adults and children.

4.2 The consideration of any additional impacts on particular groups of residents is taken when making changes to the waste collection service. Therefore, the potential impacts on vulnerable adults and children and mitigation measures will be considered before implementing specific actions within the RRP. Mitigation measures may include the consideration of how to ensure that communication materials are accessible to all.

4.3 During the September 2019 waste collection service change, which is one of the actions listed within the RRP, the following actions were taken to minimise the impact to households with vulnerable adults and children:

- Ensuring the Special Requirements List was up to date
- Communicating clear messages through a variety of communications channels and using pictures wherever possible
- Listening to and learning from feedback received

5. POLICY IMPLICATIONS

5.1 Bromley's RRP seeks to complement the Council's corporate environmental policies.

5.2 The adoption of the RRP will contribute to the "Building a Better Bromley" objective of maintaining a safe, clean and green environment. Excellent Council refers to the Council's intention to provide efficient and effective services and value for money to our residents. RRP actions that focus on minimising waste will assist the Council in reducing the cost of the waste management service.

5.3 The actions set out in the RRP will contribute to the Environment Portfolio Plan Priority to Minimise Waste and Increase Recycling.

- 5.4 The RRP is required to demonstrate Bromley's general conformance with the Mayor of London's waste management policy.
- 5.5 The Government's Resource and Waste Strategy for England 2018 could alter the way in which local authorities manage waste in the future. Within the strategy the Government set out their plans to implement an Extended Producer Responsibility scheme, Deposit Return Scheme and provision of consistent household and business recycling and waste services. Initial consultation was conducted in spring 2019 and following publication of the results, the Government has committed to further consultation. The Government is considering a system where producers (i.e. manufacturers of products/ retailers) fully fund local authority collection systems and as a result may prescribe the methodology used to collect waste and recycling. Once the Government has confirmed the extent of the changes to local government waste management services, the RRP may need to be updated.

6. FINANCIAL IMPLICATIONS

- 6.1 The existing Waste Services revenue budget for 2019/20 is £17.9m.
- 6.2 There are no direct additional costs of producing the Reduction and Recycling Plan. However, the Plan sets out proposed actions for future consideration that potentially would have financial implications.
- 6.3 As stated in 3.11, further exploration of these actions will take place in 2020/21. This will need to include detailed business cases to examine their financial viability and affordability given the continuing constraints on the Council's resources.

7. PERSONNEL IMPLICATIONS

None. Actions identified within the RRP will be conducted by the Neighbourhood Management team as part of their existing roles.

8. LEGAL IMPLICATIONS

- 8.1 This report is the pre-decision scrutiny of the Councils Draft Reduction and Recycling Plan (RRP). The Council is required to have a Reduction and Recycling Plan. The RRP is required to demonstrate Bromley's general conformance with the Mayor of London's waste management policy.
- 8.2 The Greater London Authority Act 1999 S 355(1) requires each of the waste collection authorities in Greater London, in exercising any function under Part II of the Environmental Protection Act 1990, to act "in general conformity" with the provisions of the London Environment Strategy ("the Strategy") dealing with municipal waste management. 5.4.3 Section 355(1) is, however, subject to section 355(2). This provides that section 355(1) has effect only to the extent that compliance by an authority with its requirements does not impose excessive additional costs on the authority. The provisions of sections 356(1) and 356(4)(a) require to be read in the light of those of sections 355(1) and 355(2).
- 8.3 As detailed in the report, in May 2018 the Mayor of London published the London Environment Strategy (LES) and one of the requirements from this is that the Council has to produce a RRP. No additional funding has been provided for these requirements.
- 8.4 The new environmental contracts entered in to by the Council on 1 April 2019 reflect the LES and support the RRP targets.
- 8.5 The RRP also compliments the Council own environmental policies and supports the Councils own agenda of "Building a Better Bromley".

- 8.6 As detailed in the report in Section 6, any future requirements which may require expenditure will have to be considered on a case by case basis and follow current contractual arrangements and procurement procedures.
- 8.7 The Council is required to have RRP and this report seeks approval for the RRP; thus, allowing the Council to comply with and deliver its legal obligations.

9. PROCUREMENT IMPLICATIONS

- 9.1 None. There are no procurement implications at this stage.

Non-Applicable Sections:	Not Applicable
Background Documents: (Access via Contact Officer)	Not Applicable