

Appendix A – Background to Waste Management and Joint Strategy Development in East London

Roles and Responsibilities

- 1.1. The London Borough of Havering is a 'waste collection authority', and has a statutory duty to arrange for the collection of household waste and, when requested, to provide commercial waste collection services for businesses (which are charged for). The Council has additional duties to undertake street cleansing and clear up fly-tipping, and its duties as a waste collection authority extend to removing the wastes generated during those activities.
- 1.2. The treatment and disposal of the wastes collected by Havering is the responsibility of East London Waste Authority (ELWA), the joint 'waste disposal authority' for the four boroughs of LBBD, Havering, Newham and Redbridge (the 'Constituent Councils'). ELWA is also responsible for providing the Reuse and Recycling Centres in East London, including the site at Gerpins Lane.
- 1.3. ELWA is governed by eight Members nominated by the Constituent Councils (two from each), who meet four or more times a year at Authority Meetings. The portfolio holder for environment is one of the nominees from each of the Constituent Councils.
- 1.4. Within the governance structure of ELWA there is also an advisory Management Board, membership of which includes the environment director or assistant director from each Constituent Council.
- 1.5. ELWA has a small team of officers responsible for strategy, governance, contract management and operations. Two other statutory officer roles and the provision of support services are covered under service level agreements with two of the Constituent Councils:
 - 1.5.1. Redbridge provide finance services, and the Redbridge Corporate Director of Resources serves as ELWA's statutory Finance Director.
 - 1.5.2. Barking and Dagenham provide ICT and legal services, and LBBD's Director of Law, Governance and Human Resources services as ELWA's statutory Monitoring Officer.
- 1.6. ELWA is funded primarily through an annual levy, which is apportioned to the four Constituent Councils using the standard model set out in The Joint Waste Disposal Authorities (Levies) (England) Regulations 2006. The ELWA budget and levy is agreed by the eight ELWA Members at the Authority Meeting each February.

IWMS PFI Contract

- 1.7. In 2002 ELWA let a 25-year Private Finance Initiative (PFI) contract, called the Integrated Waste Management Services (IWMS) contract, with Shanks East London (now Renewi) appointed as the Operator.

- 1.8. This contract delivered a new treatment solution for East London's residual waste, enabling high landfill diversion rates to be achieved at a time when that was the primary legislative driver in waste management. The waste undergoes some recovery operations to extract recyclable materials, before being converted into fuels for use in high-efficiency energy-from-waste facilities (mostly on the European mainland).
- 1.9. The IWMS contract has created some restrictions on ELWA and the Constituent Councils to respond to increased targets for recycling, in part because any savings made on recycling are retained by the Operator. This means that the financial drivers for local authorities to increase recycling that exist in most other parts of the country are not present in East London.
- 1.10. In addition, the IWMS contract requires that all waste collected by the Constituent Councils is delivered to the Operator, limiting opportunities for flexibility or innovation in how household waste is managed in East London. The IWMS contract has been extensively reviewed, and ELWA is continuing to discuss improvement opportunities with all parties involved.
- 1.11. The IWMS contract comes to an end in late 2027, and as such there needs to be arrangements in place for how waste treatment and disposal will be managed after that point. The lead-in times for developing new infrastructure are long, owing to factors such as the choice of options, complexity of planning processes and the time needed for construction and testing. Determining the post-2027 arrangements therefore needs to get underway now.

Joint Strategy Development

- 1.12. In order to plan infrastructure for waste management, it is important to have an understanding of what types and sizes of facility are likely to be needed. This will ensure that any capital investment and/or long-term contractual commitments made by the local authorities deliver value for money.
- 1.13. Work therefore first needs to be done to forecast how much waste there is going to be to manage, and what materials might be in that waste. Changes in housing and population will impact on this, as will consumer behaviour, packaging and product design. Initiatives like the Government's proposed Deposit Return Scheme for drinks containers could have an impact, as consumers will be more likely to use non-local authority services to dispose of waste items.
- 1.14. In addition to global/national initiatives that might reduce waste generation, it will be possible for the local authorities to promote waste reduction through consumer campaigns, public engagement and the introduction of new policies relating to waste collection services. The impacts of these interventions need to be modelled to get a true picture of how much material might be presented for collection by residents and businesses.

- 1.15. It will then be necessary to understand how much of the waste that consumers still need to dispose of could or will be separated for reuse and recycling, either through local authority collections or by means of other services (such as the Reuse and Recycling Centres). The design of the services available to consumers will have a strong influence on how much reuse and recycling takes place, and there will need to be consideration of the benefits and drawbacks of different designs of service based on factors such as their cost and environmental impacts.
- 1.16. Once there is an understanding of how much waste there will be to manage, and how well separated it will be for reuse and recycling, it will then be possible to look at the different technologies that could be used to treat the materials. As with the collection services, it will be necessary to appraise the different options to ensure the best overall set of solutions is chosen.
- 1.17. The way that these technologies are accessed will then need to be looked at, with everything from buying spare capacity in existing facilities to commissioning the construction of entirely new facilities needing to be considered so that decisions can be taken on which options represent best value.
- 1.18. Identifying, appraising and making choices on all the different options around reducing waste, encouraging reuse, provision of recycling services and delivery of infrastructure to manage waste materials will only be effective if the five East London waste authorities (LBBD, Havering, Newham, Redbridge and ELWA) work together to find the best overall solutions. This can be accomplished through the development of a new joint waste management strategy.
- 1.19. The development of a joint strategy was approved by the ELWA Members at the Authority Meeting on 29 June 2018, with ELWA taking a central role and recruiting a Head of Strategy and Development to lead the project (this role was taken up from January 2019).
- 1.20. The joint strategy is being developed under the working title of East London Joint Resources and Waste Strategy, or ELJRWS.
- 1.21. The ELJRWS is planned to be delivered in three stages:

Part A: Maximising Waste Reduction, Reuse and Recycling
Part B: Managing Residual Waste
Part C: Delivering Infrastructure
- 1.22. It is planned that each of these stages will comprise a separate strategy, which will be taken through formal consultation processes and then put to each of the five waste authorities in East London for adoption.
- 1.23. Each stage follows on from the last, but there are opportunities for work to progress on the different phases simultaneously as long as any amendments

to findings or outcomes that may arise during consultation or adoption are properly incorporated into the in-progress next stage.

- 1.24. Work has commenced on the development of Part A, which will result in a Waste Reduction, Reuse and Recycling Strategy for East London.