

# London Borough of Hounslow

## Waste Management Strategy

APRIL 2003

## Summary

Hounslow Council is committed to the sustainable management of our municipal waste both now and in the future.

We have had a number of successes over recent years in diverting waste from disposal through our recycling and composting initiatives. In the year 2000 the Council received Beacon Status in recognition of the work we had done in the field of Sustainable Waste Management. However, we are well aware of pressing Government targets for us to further increase the levels of recycling and composting we carry out.

In recent years there has been a massive increase in the amount of abandoned vehicles local authorities have had to handle. This has resulted in collection and disposal costs increasing at unprecedented rates. New European Directives covering waste issues such as Fridges and Freezers, End of Life Vehicles, Hazardous Waste, Waste Electronic and Electrical Equipment have affected and will continue to affect the way we collect, recycle and dispose of municipal waste in the future

Our long-term aim is to develop our waste minimisation led strategy in conjunction with Hounslow residents, businesses and the many partners we have in the waste and local government sector. Consequently, we have rejected the “quick-fix” move for mass burn incineration as this would have a detrimental effect on the recycling and composting work we are currently undertaking to meet our short term targets as well as reflecting the public concern over risks to health. Our aim is to maximise our recycling, composting and waste minimisation efforts over the next few years before deciding on the best option for disposing of our waste in partnership with our Waste Disposal Authority, the West London Waste Authority.

With this in mind we have produced a Waste Strategy which will address how we will approach the need for year on year improvement in this area of work.

The first part of the Waste Strategy gives the broad strategic framework both nationally and locally. It also highlights the important interaction with other Council Policies, the Community Plan and the Unitary Development Plan.

The second part outlines the targets the Council has been given by the Government and the policies we currently have in place.

The third part investigates the trends in the amount of household and municipal waste that has been produced in recent years and the rising costs involved.

The final part looks at the current Council initiatives to minimise the amount of waste we collect and send for disposal and the action needed to deal with waste in the future.

To conclude, we acknowledge that we cannot meet Government Targets or provide more sustainable waste practices in isolation. We all have a role to play. From Government and the GLA, from the West London Waste Authority and our

neighbouring Waste Collection Authorities, from local businesses and the waste industry, from the not-for-profit sector and local action groups; the Council will develop closer partnerships to ensure a more sustainable future.

# Contents

## The Strategy

- Part 1 - Strategic Framework
- Part 2 - Targets, current policies and a summary of the local action taken to deliver the Waste Strategy
- Part 3 - Waste tonnage trends and the cost of waste management
- Part 4 - Current work and future action

# THE STRATEGY

## PART 1

### STRATEGIC FRAMEWORK

#### 1. INTRODUCTION

1.1 This document sets out the current position and the principles, targets and proposals to guide waste management in Hounslow in the 21<sup>st</sup> century. This section of the Strategy reviews the links with other related strategies at a national, regional and local level.

1.2 The Strategy is informed and steered by a number of factors: European legislation – the ‘Landfill Directive’, in particular; the Government’s National Waste Strategy 2000, which sets new and demanding recycling and composting targets; and the Mayor’s Municipal Waste Management Strategy. There is continuous discussion with West London Waste Authority (WLWA) – Hounslow’s waste disposal authority on developing partnership approaches and developing appropriate disposal and charging mechanisms. The Planning system at a national, regional and at a local level plays an integral role in providing for sustainable waste management in the future.

1.3 The aims of the strategy are:-

- To be a written document, adopted by the Council, providing broad, high level policies for the collection and disposal of waste from Hounslow which links to an overall strategy for sustainability.
- To provide policy guidance to shape subsidiary policy documents within Hounslow and to be available to inform Regional and London-wide Waste Strategies.
- To provide guidance for the drafting of specifications for contracts and service plans relating to waste management.
- To provide explicit policies where waste and recycling issues overlap with other Council strategies.

#### 2. THE GOVERNMENT’S STRATEGY

2.1 The Government’s position on the future of waste management was made clear with the publication of “Waste Strategy 2000”. It should be noted that the work we are doing in Hounslow was highlighted as an example of best practice in the Waste Strategy 2000 document. It was reported that in England and Wales over 100 million tonnes of waste from households, commerce and industry is being

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produced every year. The aim is to break the link between economic growth and the increased amount of waste being produced. It is estimated that if the growth in national waste arisings increases at the current rate of 3% per annum, twice as many waste management facilities would be required by 2020. This isn't seen as acceptable to the public or an acceptable pressure on the land available for development.

| 2.2 Landfilling is seen as a wasted opportunity and where waste is created it must be put to good use through recycling, composting or using it as a fuel. This is seen as good practice as "resource recovery". Consequently, the Government has signed up to the European wide Landfill Directive to reduce the amount of waste going to landfill. In summary, the main requirements of the Landfill Directive can be seen as,

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- Targets for reduction of biodegradable municipal waste to landfill
- Banning co-disposal of hazardous and non-hazardous wastes, and requiring separate landfills for hazardous, non-hazardous and inert wastes
- Banning landfill of tyres (2003 for whole tyres, 2006 for shredded)
- Banning landfill of liquid wastes, infectious clinical waste and certain types of hazardous waste all by 2001
- Provisions on the control, monitoring, reporting and closure of sites, which already form the backbone of waste management legislation in the UK

2.3 Whilst it is accepted that household waste is a relatively small part of the overall waste stream it was highlighted as needing significant progress in managing it more sustainably.

| 2.4 The Government also saw the need to set targets for household, commercial and industrial waste. Of particular interest to local authorities, the Waste Strategy 2000 set National targets for municipal waste which are,

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- To recycle or compost at least 25% of household waste by 2005
- To recycle or compost at least 30% of household waste by 2010
- To recycle or compost at least 33% of household waste by 2015

Individual targets were given to each local authority and these are discussed later.

2.5 The Waste Strategy 2000 also announced the introduction of the Waste and Resources Action Programme (WRAP), which was created to develop new and stronger markets for recycled materials.

2.6 It is also acknowledged that tackling the waste problem was not easy and didn't have a single solution. It is something where businesses, households, the community sector and local authorities must all play their part.

### 3. THE MAYOR'S MUNICIPAL WASTE STRATEGY AND THE DRAFT LONDON PLAN

3.1 The Mayor's Municipal Waste Strategy was published on 14 September 2002. The key policies and proposals are as follows,

- Prioritisation of waste reduction, recycling and composting of municipal waste
- Aim to recycle at least 25 per cent of household waste by 2005, and to exceed Best Value targets for 2010 and 2015
- Waste Authorities must maximise the reduction, recycling and composting of municipal waste before considering energy recovery
- The Mayor wishes to minimise the production of waste, and hence reduce the amount produced per head of population, and reverse the growth in waste
- All waste collection authorities to provide home collection of recycled materials
- 'Bring' facilities to be extended and made easily accessible for all Londoners
- Organic waste, which is not composted at home, is to be collected separately for treatment
- Civic Amenity Sites are to maximise recycling, composting and reuse to minimise the volume of waste going for disposal
- Increased promotion, education and encouragement of recycling
- The Mayor will presume against any increase in mass burn incineration capacity, while new waste treatment methods are being developed
- Improve the cleanliness of London's streets and to combat environmental crime
- Minimise the environmental impact of collection and transport of waste and recyclables, both before and after processing
- Supplementary planning guidance on planning for waste in London will be prepared
- High levels of recycling with waste minimisation is the cheapest option for the future

3.2 The Mayor's Draft Spatial Development Strategy for Greater London, referred to as the draft London Plan, was published in June 2002 and makes specific reference to the Municipal Waste Strategy as well as the waste planning context.

3.3 The Draft London Plan sets out an integrated social, economic and environmental framework for the future development of London, looking forward 15-20 years. Once adopted it will replace existing strategic guidance and boroughs' Local Plans must be in 'general conformity' with it.

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3.4 'Planning for waste' details the spatial implications of the Mayor's Municipal Waste Strategy and highlights London currently produces 18 million tonnes of waste every year and recycles only 9%. The key elements are as follows,

- The Mayor will work in partnership with others to minimise the level of waste generated, increase reuse, recycling and composting of waste and reduce landfill disposal
- Boroughs are to ensure that land resources are available to implement the Mayor's Municipal Waste Strategy, Waste Strategy 2000, the Landfill Directive and other EU Directives on waste
- The Mayor is looking to exceed the recycling or composting rates set out in Waste Strategy 2000 (see above)
- The Mayor will presume against any increase in mass burn incineration capacity in London and over the lifetime of the plan the use of existing incinerator capacity is to become oriented towards non-recyclable residual waste.

In reviewing UDPs boroughs should,

- Safeguard existing facilities and identify new sites for new facilities
- Require the provision of suitable waste and recycling storage facilities in all new developments
- Ensure that the principles of Best Practical Environmental Option are applied
- Support appropriate developments for manufacturing related to recycled waste
- Support treatment facilities to recover value from residual waste
- Where waste cannot be dealt with locally, promote waste facilities that have good access to river or rail transhipments

The Mayor will promote the co-ordination of the boroughs' waste policies by producing Supplementary Planning Guidance on planning for waste and press for the powers to prepare a Londonwide Waste Local Plan.

#### 4. RELATED STRATEGIC ISSUES IN HOUNSLOW

4.1 **Hounslow Community Plan** sets out a blueprint for the kind of borough we all want to live and work in. It is not a Council Plan. It brings together the hopes and concerns of residents, businesses and organisations such as the police and the health service, with targets to deliver joined-up services and work together to build a borough that meets the needs of the whole community. One of the targets to

help achieve a greener community is in assisting residents to meet the Government's target of 25% household waste recycled by 2005.

4.2 As part of the first **Best Value Performance Plan**, Hounslow Council agreed seven revised pledges in March 2000, which have recently been updated. Most of them are particularly relevant to the development of the waste management strategy. **The Pledges** are,

1. Our children are our future
2. Greener, cleaner neighbourhoods
3. Safer communities
4. Caring for people in need
5. Sustainable investment for prosperity tomorrow
6. Spending responsibly
7. Responding to you

4.3 **The Local Agenda 21** process, started in 1996, highlighted waste and recycling as an important sustainable issue and a specific working group was created to produce an action plan for the future. Issues such as provision of door to door material collection, composting of the borough's green waste, improved recycling and green waste facilities at our Civic Amenity Site and increasing the amount of home composting have all been addressed and are the basis of our local approach to more sustainable waste management in the future.

4.4 **The Unitary Development Plan**, which is the Statutory Development Plan for the borough, was adopted in 1996 and has been partially updated in the **Revised Deposit (2001)**. The UDP has specific environmental policies on waste management, landfill, waste management facilities and recycling facilities in new developments. Waste management facilities are shown on the Proposals Maps. The UDP was recently reviewed at public inquiry and the Inspector's report has been received. The Proposed Alterations to the UDP were recently considered by a Public Inquiry, whose Inspector's Recommendations generally supported the proposed updating of the waste management policies. The Council will publish the Proposed Modifications to the UDP in January for public consultation, with a view to their Adoption later next year.

4.5 The Council's **Environmental Policy**, states,

"The Council is fully committed to increasing economic prosperity, ensuring social justice and improving and protecting the environment-with a strong emphasis on reflecting the needs and views of local people."

The Policy links this sustainable approach with the seven Pledges as referred to in 4.2 and of particular relevance to the Waste Management Strategy are the following statements,

"Reducing waste and pollution-preventing pollution, reducing the waste we

produce as a council and promoting the reduction and recycling of waste across the Borough.”

“Improving environmental awareness-promoting a better understanding of environmental issues.”

“Sustainable land use-ensuring that land and buildings are managed in a sustainable way.”

“Spending wisely-using the Council’s resources to reduce impacts on the environment and encouraging others that we work with to do the same.”

“Investing for tomorrow-complying with the law, having the commitment of the Council’s leadership to environmental issues, reducing our impact on the environment and continually improving our environmental performance.”

## PART 2

### TARGETS, CURRENT POLICIES AND A SUMMARY OF ACTION TAKEN

#### 1. GOVERNMENT TARGETS

1.1 The strategy seeks to deliver the following targets, some of which are based on legislative requirement or Government Policy and Guidance. As referred to in Part 1 of the Strategy, The Waste Strategy 2000 sets a number of targets to encourage waste diversion from landfill by means of the other waste management options. Nationally these targets are,

- To recycle or compost 25% of household waste by 2005 (30% by 2010: 33% by 2015)
- To recycle and recover 40% of municipal waste by 2005 (45% by 2010: 67% by 2015) – ‘recover’ means obtain value from wastes through recycling, composting, other forms of material recovery or energy recovery.

1.2 The Landfill Directive requires local authorities to divert substantial quantities of municipal waste from landfill if the UK is to meet legally binding targets. The targets for diversion require:

- By 2010 to reduce biodegradable municipal waste going to landfill to 75% of the total biodegradable municipal waste produced in 1995.
- By 2013 to reduce biodegradable municipal waste going to landfill to 50% of the total biodegradable municipal waste produced in 1995.
- By 2020 to reduce biodegradable municipal waste going to landfill to 25% of the total biodegradable municipal waste produced in 1995.

1.3 Through the Best Value Performance Standards, Hounslow has been given the following statutory targets for the recycling and composting of household waste,

- By 2003/4 to have a joint recycling and composting rate of 28%
- By 2005/6 to have a joint recycling and composting rate of 36%

The Government believe if local authorities meet their targets then the National targets referred to above will also be achieved. It should also be noted that these targets are based on a new method of calculation for recycling rate, which now includes all the public waste received at our Civic Amenity site, Space Way.

1.4 To support these statutory targets there are a range of Best Value and Locally developed Performance Indicators for Waste Management.

- Total tonnage of household waste arisings
- Percentage recycled
- Percentage composted
- Percentage used to recover heat, power and other energy sources
- Percentage landfilled
- Weight of household waste collected per head
- Cost of waste collection per household
- Cost of waste disposal per tonne for municipal waste
- Missed bins per week of household waste
- Percentage of people satisfied with cleanliness standards
- Percentage of people expressing satisfaction with (a) recycling facilities, (b) household waste collection and (c) civic amenity sites
- Percentage of people served by kerbside collection of recyclables, or within 1 kilometre of a recycling centre
- The percentage of highways that are either of a high or acceptable standard of cleanliness
- The average time taken to remove flytips

1.5 Government Guidance - *Waste Strategy Guidance: Best Value and Waste Management* – states that ‘in order to achieve the targets, authorities will need to make fundamental changes to the way in which they deliver their waste management services, and to develop new facilities for the recycling and recovery of waste. In particular, the targets will require greater source separation of recyclables, including green and kitchen waste for composting.’

“This approach requires close co-operation between collection and disposal authorities to develop and implement a fully co-ordinated, and integrated approach to waste management. It will be vital for the collection systems adopted by the collection authorities to complement the treatment and recovery facilities provided by the disposal authority and vice versa – essentially the two tiers must operate as a single entity.”

1.6 As discussed in Part 1 of the report, the Mayor launched the Draft Municipal Waste Management Strategy on 14<sup>th</sup> September 2002. The targets are to exceed ones set in the Government’s Waste Strategy 2000. The Mayor’s Strategy states the following,

“ London will aim to exceed the recycling and composting Best Value Performance Standards for waste authorities. It will aim to recycle at least 25 per cent of household waste by 2005, and to exceed the targets for 2010 and 2015.”

“ The Mayor believes higher targets could be achieved in the longer term and will lobby the government to put in place the legislative changes and other measures necessary, to achieve rates of recycling and composting of municipal waste of 50 per cent by 2010 and 60 per cent by 2015.”

“London will therefore aim to meet the targets, specified in Waste Strategy 2000, for recovering value from 40 per cent of municipal waste by 2005, from 45 per cent by 2010, and from 67 per cent by 2015, by prioritising reduction, recycling and composting.”

## 2. CURRENT POLICIES

2.1 Hounslow’s Waste Strategy fully supports the Government’s view that decisions on waste management, including decisions on suitable sites and installations for treatment and disposal, should be based on a local assessment of the **Best Practicable Environmental Option (BPEO)**. It is accepted that the BPEO varies from product to product, from area to area and from time to time. This requires waste managers to take decisions, which minimise damage to the environment as a whole, at acceptable cost, in both the long and short term. To appraise waste management options using the BPEO, Hounslow’s Waste Strategy establishes that the following principles will apply and are expanded upon below,

- the waste hierarchy
- the proximity principle
- reduction in the hazardous and environmental impact of waste
- good environmental practice and sustainability
- integrated waste management
- best value
- co-operation and partnerships
- flexibility
- educating and influencing
- resources

2.2 **The Waste Hierarchy** the Council has adopted is broadly consistent with the one adopted by the European Union, the Government’s Waste Strategy 2000 and by the GLA. The Council’s waste hierarchy ranks the different waste management options in order of preference as follows:

- Reduction – it is always best to reduce waste at source
- Re-use – if waste cannot be reduced then it should be re-used
- Recycling and composting – if waste cannot be reduced or reused, then it should be recycled or composted
- Energy recovery and disposal

The main difference between the Council’s view and that of the Waste Strategy 2000 is that incineration and landfilling is seen as being at the same level given that they are essentially disposal methods, which have the ability to recover energy.

Whilst Hounslow accepts the drive to reduce landfill disposal of waste, this must be weighed against the potential detrimental effects of incineration. Incineration has the potential to reduce the effectiveness of recycling and composting

initiatives and there are also the public acceptability issues around the location of incinerators and their emissions. In that regard this strategy regards both landfill and incineration as being equally at the bottom of the waste hierarchy. Every effort must be made to maximise reduction, reuse and recycling before committing to other disposal routes. There will be instances where landfill may be preferable to incineration following a BPEO appraisal.

More recently, the Mayor's draft London Plan and Municipal Waste Management Strategy has taken the view that the mass burn incinerator capacity for London is adequate for the next 15-20 years and there should be more emphasis on other waste management methods such as recycling, composting and new energy recovery processes. The Mayor's draft Municipal Waste Strategy states,

“ In line with the waste hierarchy, London waste authorities should promote waste minimisation, increase the proportion of waste that is recycled, and ensure that all waste is managed in the most sustainable manner, with minimal impact on the environment.”

Accordingly, the Council's overall aim is to reduce waste at source and to maximise the recycling and composting of as much household waste as possible whilst paying regard to Best Practicable Environmental Option. The Council will invariably promote minimisation, reuse, recycling and composting strategies and generally favour energy recovery (through advanced conversion technologies such as gasification, pyrolysis and anaerobic digestion) rather than incineration and disposal through landfilling.

**2.3 The proximity principle** requires waste to be disposed of as close to the place of production as possible. This avoids passing the environmental costs of waste management to communities which are not responsible for its generation and reduces the environmental costs of transporting waste. Current policies within the UDP safeguard existing sites and identify areas in the Proposals Maps for Waste Management Facilities. The Borough has a number of waste transfer facilities including the WLWA Rail Transfer Station in Brentford, which receives municipal waste from Hounslow, Ealing and Richmond. The Council also runs a busy Civic Amenity site at Space Way in Feltham. Both the Brentford and Feltham sites are being developed to receive a wider range of materials for composting and recycling.

**2.4 Reduction in the hazardous and environmental impact of waste** is a European, Government and local issue. New definitions of hazardous waste are being developed and there are existing or impending legal requirements through the End of Life Vehicle Directive, the Ozone Depleting Substances Directive, the Waste Electrical and Electronic Equipment Directive and the Hazardous Waste Directive. All of these have to comply with the requirements of the Landfill Directive. The Ozone Depleting Substances Directive is currently being addressed by specialist collection rounds for fridges and freezers with new facilities at the Space Way Civic Amenity site and close working with WLWA. Future systems for other materials such as other electrical goods will probably follow this example.

**2.5 Good environmental practice and sustainability** are key to the use of the BPEO. Whilst the main elements of sustainable waste management will not change dramatically over time there will be new technologies and best practice which will be developed over the short and medium term. Consequently, there is a need for flexibility in waste management contracts to allow for the environmental, financial and social benefits of future, innovative technology.

**2.6 Integrated waste management** involves a number of key elements, including: recognising each step in the waste management process as part of a whole; involving all key players in the decision-making process; and utilising a mixture of waste management options within the locally determined sustainable waste management system. This ensures this is no over-reliance on one waste management option, allows flexibility and is relevant and responsive to local needs.

**2.7 The Best Value** approach is integral to the working of the Council in general and the key elements of challenge, compare, consult and compete are particularly relevant when assessing future waste management options.

**2.8 Co-operation and partnerships;** the Council will continue to co-operate, and where appropriate, form partnerships with other local councils, the private sector, the voluntary sector, local community groups or any other appropriate organisation, to increase the effectiveness of its Waste Strategy.

**2.9 To ensure flexibility,** the Council will, from time to time, review the Strategy in the light of new technology, new legislation, and changes in the size or demographics of the population.

**2.10 Education and influencing,** the Council will continue to use its influence and powers, particularly in its role as an educator, an information provider, purchaser, planner and as an enforcer and regulator to increase the effectiveness of its Waste Strategy.

**2.11 Resources** will be needed to implement a more sustainable approach to waste management. Costs will undoubtedly increase over the short and medium term for a variety of reasons. The Government's landfill tax will continue to increase disposal costs in the future and act as an incentive to divert waste from landfill. However, local authorities currently have no way of reclaiming landfill tax credits although there has been strong lobbying on the Council's behalf. New facilities and collection methods will have additional cost elements but these must be balanced against reduced disposal costs.

"Costing the Mayor's Waste Strategy for London" was published in August 2002 and concludes that whilst there is a high degree of uncertainty associated with predicting costs of waste management over the next 20 years, it is clear that waste management costs will increase substantially over that period. This increase is mostly driven by growing quantities of waste rather than unit costs. Comparing a series of different scenarios, the report concluded that carrying on with current waste management practices would be the most expensive over a 20-year period with a scenario of high recycling with waste minimisation being

the lowest cost.

### 3. SUMMARY OF THE LOCAL ACTION TAKEN TO DELIVER THE WASTE STRATEGY

- 3.1 To maximise the tonnage of materials collected through the Green Box door-to-door collection scheme. This is considered (from experience and research elsewhere) to be by far the best method to effectively maximise recycling of household waste.
- 3.2 To maximise participation in the garden waste collection service.
- 3.3 To maximise the tonnage of material diverted for recycling and composting at the Civic Amenity site
- 3.4 To encourage waste prevention and waste reduction e.g. through Real Nappy and reuse campaigns.
- 3.5 To ensure maximum take-up of the recycling bring system
- 3.6 To promote expansion of home composting in the borough
- 3.7 To increase local awareness and understanding of recycling, composting and waste reduction. Further development of Waste Action Groups and schools' promotional work will continue to be the cornerstone of this work.
- 3.7 To promote the purchase, by the Council and others, of recycled products to stimulate market development.
- 3.8 To support the moratorium on mass burn incineration for the term of the London Plan and The Mayor's Municipal Waste Strategy and to identify sites in Preferred Industrial Locations and Other Employment Areas (with river and rail access particularly) for a range of waste management facilities.
- 3.9 To provide local recycling points at new residential, retail and other commercial buildings for waste materials through planning conditions and agreements.

## PART 3

### WASTE TONNAGE TRENDS AND THE COST OF WASTE MANAGEMENT

#### 1. Waste Trends

Table 1 Waste tonnages from 1997/98 to 2002/03

Type of Waste in Tonnes	Year					
	1997/98	1998/99	1999/2000	2000/2001	2001/2002	2002/03
Household Waste Collection Rounds	56504	56636	63316	65900	63100	59788
Street Cleansing	3552	5562	5237	5400	5225	5855
Kerbside Collection Recycled	5830	7305	7647	7800	7950	8551
Bring System Recycled	4835	5744	6990	5200	4450	5202
Green Waste For Composting (included in Bring System figures)	190	1089	1621	1772	1063	2274
Other Waste - Clinical/Hazardous	109	87	91	100	70	75
<b>Total Household Waste Collected</b>	<b>70830</b>	<b>75334</b>	<b>83281</b>	<b>84400</b>	<b>80795</b>	<b>79471</b>
Total number of households	85655	86463	86825	87213	87555	87555
Recycling Rate % (LPI 73)	15.06	17.32	17.58	17.60	16.5	19.8
Recycling Rate % (BVPI 82a+b)					12.5	15.1
Public Waste to Civic Amenity Site	26478	29391	30800	28000	26750	25806
<b>Total Household Waste inc. Civic Amenity Site Waste</b>	<b>97308</b>	<b>104725</b>	<b>114281</b>	<b>112400</b>	<b>107545</b>	<b>105277</b>
Other Council Waste	7395	9370	11960	5810	2474	623
Commercial Waste Collected	10481	12291	9843	8672	12750	14280
<b>Total Municipal Waste</b>	<b>115184</b>	<b>126386</b>	<b>136084</b>	<b>126882</b>	<b>122769</b>	<b>120180</b>
Commercial Waste delivered to CA Site	8531	10248	15085	9700	15500	19730
Total Waste Arisings	123715	136634	151169	136582	138269	139910

## 1.2 Comments on Table 1

Over the last 5 years the trend for collected Household waste, public waste at the Civic Amenity site and the total Municipal waste in Hounslow are broadly following the same trend. After rising steadily year on year they hit a peak at around the year 2000. Since then, there has been a steady decline with all three waste categories reducing by about 4%.

This is a remarkable turnaround as over the last 5 years there has been an increase of 1900 households in the borough and is contrary to the National trend of waste arisings, which is reported to be increasing by between 3 and 5% per annum.

There is no one simple answer for this and it is believed to come from a whole range of initiatives that the Council have introduced over this period that are now showing signs of real success. Firstly, there is now a widespread awareness of waste and recycling issues across the borough that has been brought about by waste minimisation initiatives such as the Real Nappy Campaign, the creation of Waste Action Groups and the supply of nearly 8000 home composters free of charge and with free training.

Our promotional and educational work constantly passes the recycling and composting message to all sections of the local community and with the new classroom at the Space Way Civic Amenity site this will be developed further in the future.

The Green Box and Garden Waste Collection scheme have contributed greatly to the amount we recycle and compost but also, in themselves, serve to educate the need for more sustainable action and give residents the opportunity to get positively involved.

The redevelopment at the Space Way Civic Amenity site has improved the recycling and composting facilities for residents. In addition, we have expanded the range of materials that can be recycled and have turned the 'Council Tip' into a 'Recycling Centre'. New measures such as CCTV and a clear policy on the difference between Household and Commercial waste has minimised the number of local traders attempting to deposit their waste for no charge. Close partnerships with WLWA has introduced a rubble reclamation system, payments to cover haulage and composting costs and new methods of handling fridges and freezers to ensure compliance with new legislation. New investment into site access, fencing, hard surfacing, containers and equipment have improved the efficiency and effectiveness of site operations. Household waste taken to the site by the public is due to increase reflecting the cost of privately hiring a skip which has risen to over £140.

The move to charging individual Council services for the disposal cost of non-household waste has resulted in a significant reduction in the amount of waste being produced. To assist in reducing the amount of waste the Council produced, a series of waste audits and reports were produced to indicate the methods and cost savings each Department could make.

Throughout 2002 and 2003 new recycling facilities are being installed in housing

estates across the borough. This will provide everyone with the opportunity to participate in our recycling initiatives and once again promote more sustainable lifestyles.

Consequently, the reduction of waste in recent times is seen to be due to a whole range of initiatives and a commitment to tackle all the waste streams the Council is responsible for.

## 2. Current Position and Trends in the Disposal Costs of Hounslow's Waste

Hounslow pays the West London Waste Authority (WLWA) for the costs of disposing of its municipal waste. Municipal waste includes household waste plus waste produced by the local authority itself, waste from street cleansing and the waste collected from customers of its commercial refuse service.

The charging regime is based on a 'two-tier' system. WLWA is financed by an annual levy on the constituent Boroughs assessed on their Council Tax base.

In 2001/2 the levy paid by Hounslow was £4,127,000. The levy covers the fixed costs of WLWA, the costs of disposing of waste from Boroughs Civic Amenity Sites and a basic 'tonnage allowance'. The 'allowance' is based on a figure of 16 kg per week per household, which equates to 70,220 tonnes a year for Hounslow in 2002/3.

Any additional tonnage presented to WLWA is paid for on a per tonne basis (£35 per tonne in 2002/3). This variable payment (known as the Section 52(9) payment) is likely to be in the order of £1,045,000 in 2002/3. Approximately half of this payment relates to household waste tonnes above the allowance and the other half to waste from commercial and local authority sources.

The costs of disposal of commercial waste are recouped through the charges for the commercial waste collection service.

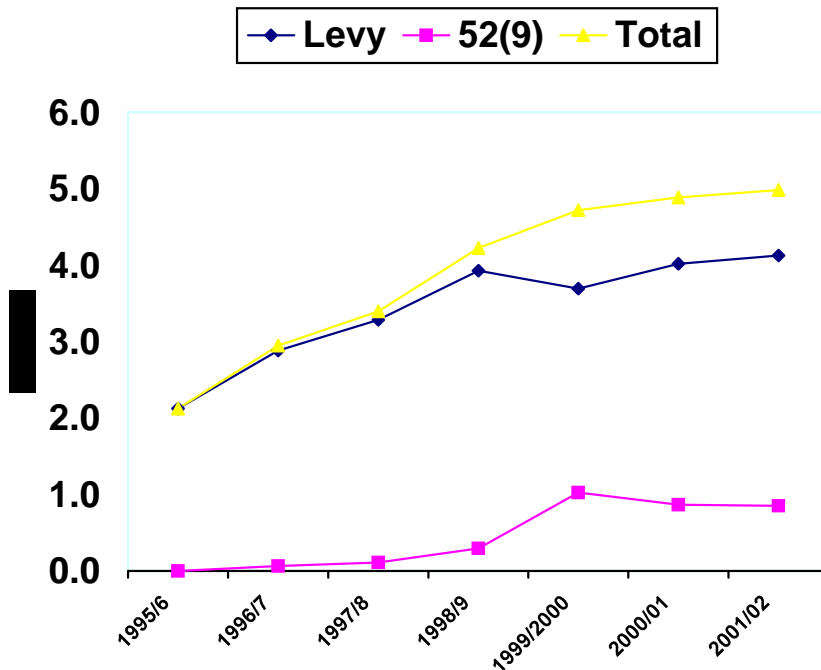
WLWA charges Hounslow (and other constituent Boroughs) an equivalent cost of the tonnes of waste that are recycled. Whilst WLWA pays an approximately equivalent amount back to Hounslow in 'recycling credits', in essence Hounslow is being charged for tonnes that it doesn't actually present to WLWA. The recycling credits offset this charge but by including the tonnes collected for recycling, this raises Hounslow's total tonnage above the 'tonnage allowance'.

### **Costs of Hounslow's Waste Disposal**

The costs of waste disposal have more than doubled in 6 years due to higher running costs, inflationary increases and the increased costs of landfill disposal, particularly the landfill tax (which will continue to rise by £1/tonne each year to at least £15 in 2004, with a greater increase currently predicted thereafter). The total cost of disposal of approximately £5,430,000 (projected for 2002/3) is offset by income received for disposing of commercial waste and an amount of recycling

credits ( £1,113,400 is budgeted for in 2002/3).

Due to the number of new developments currently being built within the Borough, the number of households is set to rise, which will result in increased waste collection and disposal costs.



In reviewing our current operations and establishing the Best Practicable Environmental Options for the waste we currently handle, the Waste Strategy identifies the following approaches the Council will need to concentrate on,

- Reducing the production of waste that is presented for collection and disposal through a variety of initiatives such as home composting, re-use schemes, and minimising the generation of waste by reducing packaging waste. A 10,000 tonne reduction through this route would save disposal costs of approx. £350,000 at current rates and methods of charging.
- Ensuring that any additional waste produced in the future is presented for recycling rather than disposal.
- Converting waste that is currently presented for disposal (refuse collection) to waste that is presented for recycling. This waste is still added to our 'tonnage allowance' but Hounslow receives recycling credits to compensate. Converting 10,000 tonnes (by increased take up or the extension of recycling) would create an income of approx. £400,000 and the net cost of disposal would fall accordingly.

- Expanding the recycling facilities at Civic Amenity sites. Any increased recycling attracts recycling credits (income) but can result in additional Section 52(9) payments if this exceeds our 'tonnage allowance'.
- Increasing the recovery of green (compostable) waste. This type of waste is not charged for by WLWA but we are provided with a composting credit to cover the costs of transport and composting facility charges although this is due to change in the future.

A reduction in Hounslow's 'tonnage allowance' – would appear to be budgetary neutral – a reduction in the levy balanced by an almost equivalent increase in Section 52(9) payments (for the same level of tonnes).

Different methods of charging will have different implications on the waste disposal budget, but in essence reducing tonnes for collection and converting tonnes for disposal to tonnes for recycling or composting will significantly reduce waste management costs.

## PART 4

### CURRENT ARRANGEMENTS AND OPTIONS FOR THE FUTURE

#### 1.DOOR-TO-DOOR RECYCLING COLLECTION

##### 1.1 The Current Position

The Green Box Scheme is operated through a contract let to ECT Recycling, a not for profit community sector organisation. The service is now in its second contract, currently running from 1 January 2002 for a 6 year period with the facility to extend for a further 2 years. The contract has the capacity for collecting recyclables from up to 90,000 households.

During 2002/2003 over 160 estate sites will be installed to provide 'near-entrance' recycling facilities for estate residents who are not able to participate in the Green Box Scheme due to their property type.

The Green Box Scheme collects glass, newspaper and magazines, household paper, kitchen and domestic cardboard, food and drink cans, textiles and shoes, aluminium foil, Yellow Pages, engine oil, batteries, car batteries and aerosols. These are sorted at the kerbside into caged split vehicles. Outlets for the materials collected have been secured by ECT Recycling who retain the revenue from sales, whilst the Council retains the recycling credits. ECT therefore have an incentive to increase the amount of recycle they collect in order to maximise income from sales. Currently over 11% of Hounslow's domestic waste for collection is collected through the Green Box Scheme.

#### **Cost of the Green Box refuse collection Recycling contract**

Cost of contract per annum	£990,000
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#### **Net Gains to the Council**

##### 2001-2

Recycling Credits per tonne	7971 @ £40.84/t = £325,535
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##### Projection for 2002-3

Recycling Credits per tonne	8200 @ £41.87/t= £343,334
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The Green Box Scheme also avoids an element of collection costs that would otherwise fall to the Refuse Collection Service.

## 1.2 The Future

It is unlikely that we will increase our current recycling performance or meet the Government's targets for recycling without the continuation of a recycling collection scheme. At present the service does not cover the full range of recyclable materials.

Informal discussions indicate that plastics could be added to the list of materials collected by the kerbside scheme at an additional cost of £270,000 per annum.

Promotion will be used to increase the numbers of householders participating in the Green Box collection as well as improve the capture rates for targeted materials.

## 2. REFUSE COLLECTION

### 2.1 The Current Position

The Council provides a weekly edge-of-curtilage refuse collection service. Refuse containers are not supplied by the Council. Residential and commercial premises not serviced by the edge-of-curtilage collection use bulk containers, such as paladins and Eurobins. Plastic sacks are supplied to commercial customers where bulk containers are inappropriate or not wanted.

The introduction of a receptacle for the out-door storage of general refuse such as the wheelie bin system currently used in Brent and Harrow has been assessed.

Some residents find containers such as wheelie bins to be convenient and overcome problems relating to vermin ripping open refuse sacks and litter problems.

Benchmarking work has shown that the capital costs of purchasing the bins and delivering them to households across the borough would cost in the region of £3.25million. Annual bin replacement and maintenance costs would be £75,000 and £100,000 respectively. Bin collections are slower than sack collections, which would lead to new crews and vehicle costs of the order of an additional £600,000 per annum. Additional costs would come from modifying existing vehicles or purchasing new ones with widespread promotion and training.

Wheelie bins have often been documented as increasing the amount of household waste residents put out for collection. Indeed, the Mayor's Draft Municipal Waste Management Strategy identifies the changeover to wheeled bins as a factor which may have increased household waste in the recent past.

The storage of wheelie bins in resident's front gardens has practical difficulties as well as pushing them out each week to the edge-of-curtilage for emptying. They are often viewed as being unsightly when seen along the length of a street and are open to vandalism and graffiti.

As a result of the above, the option for providing wheelie bins has been rejected and refuse will continue to be collected using existing methods.

Hounslow currently disposes to landfill approximately 63000 tonnes of domestic waste per year. This is collected on a weekly basis from each household in the Borough.

A study of the composition of black bag waste was conducted in April 2002 and found the following,

- On average Hounslow residents dispose of 10kg of black sack waste per week
- In general, putrescible (readily degradable waste such as food) was found to be the largest single category with an average 3.5kg
- Garden waste found in all the samples tested and averaged over 1kg

This showed the high level of organic waste and the consultants, MEL concluded that around 68% of the black sack waste was biodegradable (could be organically treated through composting or anaerobic digestion).

As discussed in Part 2 of The Strategy, the Landfill Directive has given stringent targets to reduce the amount of biodegradable municipal waste going to landfill to 75% of its 1995 level by 2010 and by 50% of the 1995 level by 2013.

Following a successful bid for £1million to the London Recycling Fund to develop green/kitchen waste processing in west London there will be a joint trial between WLWA, ECT, Brent, Ealing, Richmond and Hounslow to carry out a 12-month kerbside kitchen waste collection from approx 4000 households. The collected material will be forwarded for composting. Whilst this will give valuable information for the future there are currently no mechanisms through the waste disposal authority for separating and treating (composting or otherwise) putrescible waste.

Without Hounslow addressing the issue itself by separating putrescible waste after collection, the remaining option is for households to separate such waste themselves and for there to be separate collections for recyclables, putrescibles and other waste.

A major consideration in this decision is the final disposal option for collected refuse. If the current disposal route to landfill is continued, the Landfill Directive implications come into play. This would lead to solutions having to be found to divert organic waste from landfill. Separate collections would assist this. This solution would also improve composting levels. Alternative disposal routes to new energy recovery facilities (gasification, pyrolysis, anaerobic digestion) could dispense with the need to separate organic from non-organic waste but there are none available at the present time.

Hounslow is currently part of a statutory waste disposal authority (WLWA), together with five other West London Boroughs. The disposal routes for waste are determined by the disposal authority. Currently this disposal route is to landfill. WLWA itself will need to develop a waste strategy that addresses national targets for non-landfill disposal. Any changes in the current approach by WLWA could have significant

effects on Hounslow's waste collection arrangements.

## 2.2 The Future

The service is currently provided in-house by the EDS Division of the Street Management and Public Protection Department and will continue with its current methods of containment and collection. During 2003 a market analysis will be conducted to ensure there is a thorough comparison of costs and quality standards and a comparison of existing performance against identified 'best practice' authorities. Following the market analysis the Council will decide whether it is appropriate to carry out a full market testing

Irrespective of whether the service will be subject to a full retendering process we will be looking to implement service improvements such as,

- Zonal working to link the three collections with Street Cleansing operations
- Review the possibility of communal collections particularly with flats above shops
- Whilst rejecting wheelie bins as a refuse storage option for environmental and cost reasons, collection of black-bagged waste from bins provided by residents will be reviewed

In the longer term the aim is to minimise the amount of waste we collect and maximise our recycling and composting initiatives. In particular, the integration of three services will be investigated. These would be,

- Collection of dry recyclables at kerbside through the Green Box scheme with the possible addition of kitchen waste
- Collection of garden waste with the possibility of adding kitchen waste to this service
- Collection of residual, black-bagged waste

## 3. RECYCLING BANKS – THE BRING SYSTEM

### 3.1 The Current Position

#### **Materials collected through the Bring System**

##### 1) Paper

The newspaper and magazines in Hounslow's paper banks are collected by Cheshire Recycling Ltd, which owns all the paper banks in the borough. The Council supports the London ReMaDe (Recycling Market Development) initiative and is

represented on the London Recycling Officers' Working Group Markets' Subgroup in order to seek more advantageous terms for the sale of paper and all other materials listed below.

## 2) Cardboard

Cardboard is currently collected at the Civic Amenity site and delivered direct to the Severnside Mill.

## 3) Glass

Hounslow operates a dual system of glass containers: 14-cu. yard skips for supermarkets and 1100-litre Eurobins elsewhere. The skips are serviced by CH Haulage a local contractor. The Eurobins are serviced by the London Borough of Richmond upon Thames under an annual agreement. The glass is transported by the private contractor hired by London Borough of Richmond to British Glass Recycling Ltd. All glass containers are owned by Hounslow Council.

## 4) Textiles

Textiles and shoes are collected by L. M. Barry Ltd in banks owned by the Council. Facilities are also available at Space Waye.

## 5) Mixed Cans

The London Borough of Richmond services Hounslow's mixed can Eurobins under the existing glass collection agreement.

## 6) Green Waste

A green waste storage bay and green waste containers were installed in October 1997 at the Space Waye Civic Amenity Site. The green waste is transported to EQ in St Albans for composting. The resulting soil improver is on sale at the Civic Amenity Site. Green Waste Collected through the pilot Green Waste Collection currently also goes via Space Waye and is then transported by road to EQ, however the Green Waste collected in 2003 will go directly to Transport Avenue for transport by rail to Waste Recycling Group for on-site processing.

## 7) Timber

Timber is collected separately at the Civic Amenity site. The timber is transported to Short's in Ascot and EQ at Staples Corner for chipping prior to being made into chipboard.

## 8) Scrap metal

Scrap metal is recovered at Space Waye Civic Amenity site and sold to generate an income.

## 9) Inert Waste

Inert waste is currently separated out from the remainder of the waste at the CA site and sent to inert landfill site at a lower disposal cost.

## 10) Plastics

There are currently no plastics recycling facilities in the borough. Current reprocessing facilities are a long distance from London; this has implications in terms of both high haulage costs and high environmental impact due to the high ratio of energy expended for transport per volume of material transported. Hounslow is working with London Waste Action to try and establish reprocessing facilities in the capital in the context of the industry's Producer Responsibility Obligation. Such local facilities are needed if plastics are to be integrated into existing recycling facilities. The Council's UDP has areas for waste management facilities which are designated on the Proposals Maps.

The tonnage of materials collected through the Bring system has not diminished as much as was expected after the introduction of the Green Box Scheme. We are currently establishing new near-entrance estate recycling facilities at housing estates across the borough.

## 3.2 The Future

To retain the Bring system at current levels, expanding the number of materials collected through the Bring System when markets deem this financially viable.

# 4. HOME COMPOSTING

## 4.1 The Current Position

The estimated full potential for waste diversion per household engaged in composting is approximately 200kg per annum, according to a 1997 waste analysis carried out in conjunction with the Environment Agency.

By the end of 2001-2 a total of almost 7700 composters have been distributed by Hounslow Council. To date this has been working towards the government's previous target of 40% of households with gardens to be composting by the year 2000. In Hounslow this would equate to 20,000 households.

The cost of issuing a composter and kitchen bin is approximately £15 per household including delivery and ongoing publicity. With a diversion rate of 200 kg per household per year the annual avoided waste disposal costs at the current rate of £35 per tonne are £7.00 per year per household. This would result in a payback period of just over two years for a composter. Additionally this does not take into account the fact that the composter could be used for many more years or avoided

collection costs. The payback period will continue to reduce as the cost of waste disposal and collection continues to increase.

At 200 kg per household the 7700 composters already issued avoid waste disposal costs of approximately £53,900 per year at £35 per tonne.

Home composters are provided subject to resources and demand, and the number of requests for composters continues to remain high.

Hounslow has initiated a number of neighbourhood intensive home composting projects where a targeted campaign focuses on saturating a whole area with composter bins, usually an entire refuse collection round. This results in a high take up of compost bins and the provision of tonnage information to monitor the effect of the composters. In addition Hounslow provides a hotline for composting questions, a quarterly newsletter for the first year and an opportunity to attend a training workshop held locally.

## 4.2 The Future

The Council will continue to distribute home composters free of charge to residents and ensure that they are fully utilised by offering free information and training to all residents using them. There is a limited budget available to provide home composters and this is currently inadequate to cover the number requested by residents.

## 5. CIVIC AMENITY SITES

### 5.1 The Current Position

The Council operates a Civic Amenity (CA) site at Space Waye on the North Feltham Trading Estate where residents can dispose of their domestic waste free of charge. Non-Hounslow residents also use the site.

The site also accepts commercial waste from traders for a per tonne charge.

During 2001 the entire site was redesigned and refurbished to give separate access and waste/recycling facilities for household and commercial waste. This was carried out with a view to ensure the site operated as safely as possible and recycling and composting activities were maximised. The site received a new waste management licence in January 2002, which allows a wide variety of materials to be stored and treated on site.

The CA site also provides an extensive range of recycling facilities for glass, newspaper and magazines, cardboard, cans, textiles, shoes, foil and engine oil. In addition, there is a storage bay for green waste and another for timber. Metals are segregated for salvage and there is a storage point for used domestic fridges from

which the CFC gas is extracted. To comply with the Ozone Depleting Substances Directive, which became law in the UK on 1 January 2002, special collections are made of the stockpiled fridges by the WLWA.

The refurbishment of Space Way has provided enhanced recycling facilities on site. The installation of the new storage bays and containers will help ensure more effective segregation of recyclable and compostable waste and improve the overall tonnage of diverted material from landfill.

At present, the composting of green waste deposited at the CA site and transported to the composting plant EQ is a self-financing activity due to a composting credit of £30 a tonne from West London Waste Authority which covers the haulage of the green waste and the composting plant gate fee. A small income is generated by on-site sale of bags of compost made from the borough's green waste.

In 2001/02 nearly 3800 tonnes of household waste was recycled or composted at Space Way. In addition, a further 26,760 tonnes of household waste was disposed of giving a recycling rate on site of over 12%.

## 5.2 The Future

The Refuse Disposal (Amenity) Act places a duty on a local authority to provide places where refuse can be deposited free of charge by residents of the Borough. This applies to all refuse other than that falling to be disposed of in the course of a business.

Recycling activities at Space Way make a significant contribution to the Council's overall recycling tonnage. The aim is to double the current tonnage diverted from landfill through further re-use, recycling, composting and segregation.

The site also provides the infrastructure to support other recycling and waste minimisation initiatives such as Green Waste Collection and the onsite classroom.

The site also allows for the receipt of commercial waste and is capable of generating income.

The site has recently started a major waste reduction initiative by separating out rubble delivered to the site and has a separate container for residents. Supported by WLWA, this initiative is projected to remove over 1400 tonnes of waste from the normal household waste landfill option.

Due to the recent major site improvements significant increases in the level of recycling and composting will happen on site.

The redevelopment of Transport Avenue will enable Green Waste to be transported from Space Way and the kerbside collection.

## 6. GREEN WASTE COLLECTION

### 6.1 The Current Position

Following successful pilot schemes, a Borough-wide garden waste collection service was introduced in 2001. The service is currently provided by ECT Recycling as an extension to the Kerbside Recycling Collection Contract.

The objectives of the scheme are:

- To minimise the amount of garden waste being filtered un-noticed into the household waste stream which was analysed in April 2002 as being between 0.79kg per household per week and 1.5kg per household per week still included with general refuse.
- To ensure that the policy to charge for garden (and bulky household) waste is upheld, and that people in receipt of these services pay a reasonable charge.
- To promote, amongst the Borough's residents, the principle of separating garden waste from other mainstream household waste;
- To lay a foundation, through establishing the principle of separation, for the development of further composting initiatives.
- To give residents access to composting facilities irrespective of their ability to transport garden waste to the Space Way Civic amenity site.

In addition, the Scheme was intended to be as simple as possible for residents to use, whilst keeping administrative costs to a minimum. The service is available by means of a weekly collection to households that have purchased appropriate 'green sacks'. The cost of a sack is still £0.50, or 5 for £2 in order to encourage participation. This year has been a great success with a projected 1100 tonnes being collected which is more than double last year's achievement.

### 6.2 The Future

The future objectives of the green waste collection are to reduce the amount of green waste going into the domestic refuse chain, offer the public an alternative service to the Civic Amenity site (Space Way) and reduce the amount of waste going to landfill. To do this the scheme needs to be offered to all residents of the Borough who may have a need for such a service. There is an opportunity to educate residents about waste minimisation and separating waste. Avoiding contamination of the green waste is key to the service.

Due to the large increase in the amount of garden waste collected the future collection costs are due to increase significantly.

The 2003 service will be a weekly boroughwide Garden Waste collection, running from May to November. The service will only be available to households that have purchased appropriate biodegradable sacks at a cost of £0.50 per sack. The contractor who operates the service will also be responsible for handling the administration for the scheme.

## 7. RE-USE SCHEMES

### 7.1 The Current Position

A Furniture Recycling Project is located in the Borough, partly funded by the Housing Department. Unwanted furniture is collected from residents and sold on to low-income families and those referred by the Housing Department.

### 7.2 The Future

There is currently scope for introducing a number of other reuse schemes particularly at the Civic Amenity Site. These include, Paint; a paint bank for depositing unwanted paint which would be distributed free by a local company to schools and local charities. Fluorescent tubes; a collection point for fluorescent tubes serviced by a company that would pass any reusable lights on to local schools.

## 8. WASTE MINIMISATION

There are currently a number of waste minimisation projects being undertaken by the Council. These include: home composting; kitchen and garden waste diverted by home composters does not enter the waste stream as it is not presented for collection. This not only saves waste collection costs but also avoids waste disposal costs for the diverted tonnage.

Real nappies: Hounslow promotes the use of real cloth nappies as an alternative to disposable nappies. Over 8 million disposable nappies are thrown away every day in the UK with the majority going to landfill where they do not break down. Nappy waste represents approximately 4% of household waste and can be up to 50% of the waste in a household with a child using nappies. Real washable cloth nappies divert disposable nappy waste out of the waste stream and can be cheaper than disposables. Real nappies are promoted through a joint campaign with four other West London Boroughs, including the provision of a free one-month trial of a nappy laundering service to a limited number of residents. Promotional material is distributed by GPs, health visitors, midwives and local playgroups.

The Council established a local waste action group (BRAG – Brentford Recycling Action group) in September 1999. This group is made up of local volunteer residents and is supported by the Council Recycling Team. The Group has successfully bid for external funding, which has enabled them to complete various projects. These have included Green Box promotion, home composting promotion, reduced waste at Christmas, and an A-Z of what can be reused and recycled in the local area, and the production of a New Home Owners pack for new Brentford Residents detailing waste minimisation tips and local recycling facilities.

Another Waste Action Group is currently being set up in Chiswick with its first full meeting taking place in November 2002. It is anticipated that the 2 Waste Action Groups will work in tandem on various initiatives.

In addition, work has been done to reduce waste internally within the Council. Reports have been produced for each department detailing where policies and working methods can be introduced to reduce waste. These include composting of organic waste at parks and cemeteries, reuse of office materials and recycling of waste.

## 9. INCINERATION WITH ENERGY RECOVERY

### 9.1 The Current Position

The Council has previously endorsed the LPAC five-year moratorium on waste incineration until 2002 or until the London-wide recycling strategy created by the GLA comes into effect. The Council also endorses LPAC's view that incineration with energy recovery is suitable for non-recyclable residual waste.

As discussed in Part 2 of the Waste Strategy, the Mayor's position is becoming clear through the draft London Plan and the supporting Municipal Waste Strategy. Here it is stated that there is already sufficient mass burn incineration in London for the next 15-20 years and other methods of waste management need to be developed during this period. This will include new recycling and advanced conversion technologies such as gasification, pyrolysis and anaerobic digestion.

### 9.2 The Future

The Council shares the view that to achieve a significant increase in recycling and waste reduction in the capital, requires a period during which the necessary collection and reprocessing infrastructure can be developed, in parallel with markets - without competition from incineration. The recycling-intensive approach requires a shift from waste disposal and waste management to a resource-management systems approach, with maximum segregation of waste.

Hounslow is currently part of a statutory waste disposal authority (WLWA), together with five other West London Boroughs. The disposal routes for waste are determined by the disposal authority. Currently this disposal route is to landfill. WLWA is developing a new strategy in conjunction with Constituent Boroughs to reflect the need to address future legal obligations such as the Landfill Directive and the Mayor's Strategy. Any changes in the current approach by WLWA could have significant effects on Hounslow's waste collection arrangements.

Hounslow believes the way forward is to minimise the waste we produce by recycling and composting. Only then will we have a clear picture of what types of municipal waste we have for disposal.

## 10. BULKY HOUSEHOLD GOODS COLLECTION

### 10.1 The Current Position

A bulky waste collection from householders is provided at a charge, based on a minimum charge per quarter of an hour. Bulky household waste comprises furniture, domestic items, building materials, garden waste, decorating materials, and unwanted personal belongings. Certain items are removed free of charge for disabled persons or pensioners.

The current service provides a system of timed appointments, with the intention that residents should not have to wait more than 5 working days. In practice, the demand for the service has meant that the waiting time can exceed 15 working days.

The service specification also requires the contractor to determine with residents, whether items to be removed can be recycled.

Domestic refrigerators and freezers are removed free of charge for any resident, to enable the safe and specialist removal of CFC gases and foam.

## 10.2 The Future

Some of the original expectations of the service (in relation to response times and the diversion of waste to recycling) have not been met, due to the demand for the service and the extra time taken to sort and separate material for potential future use.

In order to be consistent with the overall objectives of this Waste Strategy, however, future development of the service will need to include a more proactive sifting of requests for service to ensure that all material collected which can be recycled or reused is so dealt with, thus reducing the amount of waste going for disposal.

Future changes in legislation will require separate collections for certain waste items. The Ozone Depleting Substances Directive was introduced on 1 January 2002 to ensure fridges and freezers were collected and underwent specialised treatment. Similar requirements will be forthcoming from the WEEE Directive and others.

This will require the use of vehicles other than Refuse Collection Vehicles (RCVs), that are currently deployed, and the potential for joint working with voluntary and private sector organisations should be explored.

Other issues to be addressed, are the continued use of an appointments system, the target response time for service, as well as the charge to users and the terms of the exemption scheme.

These will need to be explored during the drawing up of future specifications for the refuse collection service.

## 11. CLINICAL WASTE COLLECTIONS

### 11.1 The Current Position

The Council provides a Clinical Waste collection service for both residents and commercial organisations. A charge is made for commercial organisations, whilst the Council funds the domestic service from within its revenue budget. In 2001/02 the budget for domestic clinical waste collection was £38,100. The commercial waste collection service has an expenditure budget of £22,700 with an income target of £27,600.

All waste collected through these services is delivered daily to Grundons Ltd at Colnbrook, where the waste is incinerated. This complies with the Landfill Directive, which has banned the landfilling of such material.

### 11.2 The Future

Little change is envisaged for the future operation of these services, other than a periodic review of charges for commercial customers.

## 12. LITTER

### 12.1 The Current Position

The Council has given high priority to street cleansing in recent years. The primary indication of the Council's cleansing performance is through the performance indicator which refers to streets graded for cleanliness as either Grade A or Grade B; where the last two years' performance has been 91% and 90%. In 2002/03 the service is projected to meet its 95% target.

The current Street Cleansing contract runs until the end of October 2003, with an option for a 2-year extension. The majority of the waste collected by Street Cleansing is not currently recycled. Leaf litter is separated, where possible, during autumn and is then composted.

### 12.2 The Future

The Street Care Team and Recycling Team will be running a pilot project in 2003 to look at the feasibility of recycling litter bin waste using small street recycling bins.

The Council expects to see an improvement in the cleanliness of its streets through the adoption of better equipment and working practices. Hounslow is part of the Mayor's Capital Standards programme, which aims to educate and raise awareness in London as a whole to reduce littering. The Street Care Team will progress this area of work, whilst building on their Litter Free School Awards education programme.

Consideration also needs to be given to utilising more often the enforcement powers available to the local authority such as litter control notices.

## 13. COMMERCIAL WASTE

### 13.1 The Current Position

The Council is obliged to provide a commercial waste collection service to those that request it, subject to the customer paying a reasonable charge. There are currently approximately 1550 customers.

Waste is collected by the Council's Waste collection service, and delivered for disposal at Transport Avenue, Brentford. Currently, no commercial waste is currently recycled.

In the past 3 years, work has been undertaken to minimise the waste derived from schools and other Council establishments and waste collection and disposal budgets are now devolved to waste producers, to promote waste minimisation and reinforce the 'polluter pays' principle. During this period, commercial waste charges have been increased significantly, to offset rising cost in collection, disposal and Landfill Tax.

### 13.2 The Future

Whereas the Council has devoted considerable resources to diverting household waste away from disposal, future service provision to the commercial sector should look to reduce the amount of waste collected that goes to landfill.

This will require a radical review of the current service, including the need to work with the private sector and to stimulate local markets for recyclates.

## 14. PLANNING AND RELATED ISSUES

### 14.1 The Current Position

As discussed in Part 1 of the Waste Strategy, the land-use planning system has an important role to play in achieving sustainable waste management. Many changes are taking place within the Planning system at the National, Regional and Metropolitan levels and at the Borough level with the current partial updating of the Council's Unitary Development Plan. Planning Policy Guidance Note 10: Planning and Waste Management published in September 1999, recognises this. A range of planning objectives includes:

- Providing a planning framework which enables adequate provision to be made for waste management facilities to meet the needs of society for the re-use, recovery and disposal of waste.
- To consider what new facilities may be needed, in the light of waste forecast to arise.
- To ensure that opportunities for incorporating re-use/recycling facilities in new developments are properly considered.

Current Environmental Protection Policies in the Council's UDP cover the following issues,

- Waste management
- Landfill
- Waste management facilities
- Recycling facilities in new developments

## 14.2 The Future

Following the adoption of the Mayor's London Plan and the Municipal Waste Management Strategy, the Council's UDP will have to be statutorily reviewed. Issues for consideration will include how planning policies or supplementary planning guidance can better ensure the provision of the internal design, layout, and storage arrangements in new residential developments to enable the expansion of this Strategy's domestic waste recycling and composting proposals, particularly in upper floor flats and other dwellings without easy access to external storage facilities.

## 15. WASTE REGULATION

Our Civic Amenity site and the Bridge Road Depot have waste management licences under the Environmental Protection Act 1990 and are regulated by the Environment Agency. The licence requires a detailed operational plan and has a number of conditions relating to the day-to-day running of the site. Any breach of these conditions is a criminal offence. The Council pays the Environment Agency for its licence application and an annual fee to cover inspection costs.

## 16. EDUCATION, AWARENESS AND COMMUNITY INVOLVEMENT

### 16.1 The Current Position

Promotion is key to maintaining and improving the performance of the Green Box Scheme. At present the annual revenue budget for advertising is £15,500 per year.

Hounslow's Streetcare Team assist the Recycling Team in monitoring the quality of service, and public participation in the scheme. This information is then used to target residents who are not taking part in recycling initiatives.

A whole series of promotional and awareness initiatives are now carried out following the production of an events calendar. The National Waste Awareness initiative funded by the Government to highlight waste issues was launched this year and

Hounslow will play an active role in disseminating the overall 'Rethink Rubbish' message at a local level.

The Recycling website is currently being updated and shows the range of services we provide.

Regular contact is maintained with Hounslow schools. Primary schools are offered the opportunity to join the Green Box Scheme, to receive classroom talks and have visits by Waste Watch. Secondary schools are offered wheeled recycling containers for paper and cans, and to receive classroom talks.

Regular contact is maintained with Hounslow schools. Schools are offered the opportunity to join the Green Box Scheme, to receive classroom talks and have visits by Waste Watch.

The summer of 2002 saw the start of the Litter Free School Awards. Of the 10 participating secondary schools that were inspected, five achieved the Gold award status and five the Silver award. With the support of IBM, a presentation of the awards was made to school representatives at their Bedfont Lakes offices.

The use of targeted newsletters, as well as newspaper and TV reports, help relay messages about waste minimisation and rubbish dumping.

## 16.2 The Future

The Calendar of Events will continue to be revised and updated to ensure the core messages in the Waste Strategy are promoted and to encourage everyone to do their bit.

The Council now has a full-time Community Recycling Officer and a new network is being set up with Brent, Richmond and Harrow to develop campaigns to encourage waste reduction and recycling which can be used by the boroughs involved.

The BRAG waste action in Brentford has continued to be a great success and has recently created its own website. In November 2002, a new group was set up following two well-attended public meetings in Chiswick.

An education room has been purchased for the Civic Amenity Site, which will be used for school visits and will contain activities to raise awareness about recycling, composting and other waste issues. This will be open for use by all schools in the Borough by the end of 2002.

## 17. Dumped Rubbish and Flytipping

### 17.1 The Current Position

Dumped rubbish and flytipped material is usually picked up through the Council's Street cleansing service, although private sector contractors are sometimes used. Most of this material is delivered for disposal to Transport Avenue, Brentford or

Space Way Civic Amenity Site.

Hazardous and/or special wastes (eg tyres, batteries and asbestos) are subject to separate collection and disposal arrangements, using a number of non-Council operators.

The revenue base budget for flytipping in 2002/03 is £30,400. Current projections show the budget will be overspent in this year.

## 17.2 The Future

The incidence of dumped rubbish and flytipping is relatively high in certain parts of the borough. The Street Care Team will be seeking to reduce the problem through appropriate use of enforcement action. Joint initiatives with the Environment Agency and the Tidy Britain Group/ENCAMS are also being explored.

## 18. ABANDONED VEHICLES

### 18.1 Current Position

The Council, like many other local authorities, has seen a massive increase in the number of reported abandoned vehicles in the last three years. In 1998/99, 2280 reports were investigated, compared with 3563 in 1999/2000, 5,159 in 2000/01, 6,048 in 2001/02 and a projected 7,344 in 2002/03.

The number of vehicles that have been removed and destroyed has seen similar major increases. In 1999/00 there were 1,330, compared to 2,247 in 2000/01, 3,118 in 2001/02 and a projected 3,777 in 2002/03. Five years ago 1,000 vehicles were removed and destroyed in the whole of the WLWA area of west London.

### 18.2 The Future

The arrangements for disposing of these vehicles will change when the End of Life Vehicle Directive is implemented. This is likely to be at the latest date of 2007 when the car industry will be responsible for processing these vehicles. Until that time, local authorities will continue to pay for this service under the current duties of the Refuse Disposal Amenity Act.

## 19. THE LONDON AND NATIONAL PICTURE

Hounslow actively supports the London Recycling Officers Group, the Local Authority Recycling Advisory Committee (LARAC), London Waste Action and other regional groups such as West London Alliance. Hounslow has signed up to Waste Watch's Manifesto for market development highlighting the key areas of market development that need to be addressed to provide more stable and varied markets for recycled materials. Additionally, Hounslow will be actively involved in London Waste Action's ReMaDe project for London, to improve and develop markets for recyclable materials in the London area.

The Mayor's London Plan and Waste Strategy are currently at the consultation stage and when implemented will have a major effect on how we handle municipal waste.

The Government's Strategy Unit is currently reviewing the Waste Strategy 2000 and will be reporting in November 2002. It is hoped that the successful outcome of the lobbying for additional resources will be announced at that time.