

FOREWORD

The Western Riverside Waste Authority and its constituent councils (the London boroughs of Hammersmith and Fulham, Lambeth, Wandsworth and the Royal Borough of Kensington and Chelsea) are responsible for the collection recycling, composting and disposal of some 500,000 tonnes per annum of household and commercial waste generated within their boundaries.

This Strategy represents a progressive and innovative approach to sustainable waste management being waste minimisation and recycling-led whilst utilising the River Thames for bulk transportation. As such it is a unique programme, incorporating key sustainable features on a scale not previously seen in the UK.

Working in co-operation with each other and the private and not-for-profit sectors, the Authority and its constituent councils, the “**Riverside Waste Partnership**”, will focus on the needs of its residents and local businesses to provide a sustainable waste management service that should set a precedent for future waste management developments in London.

This Strategy together with individual Action Plans produced by the constituent councils will enable the Riverside Waste Partnership to work towards meeting and exceeding the recycling targets set by Government and the Mayor of London, which are contained in the Waste Strategy 2000 and the Mayor’s Municipal Waste Management Strategy respectively.

At the heart of this Strategy is an investment in Best Value, which in this case means not simply an investment in infrastructure, but also an investment in people. Ultimately, it is the people living and working in the four boroughs who are the key to delivering the aims and objectives described in this document.

The Authority and its constituent councils are pleased to sign up to the aims and objectives as detailed in this Strategy and fully endorse the policy statement below.

“The Riverside Waste Partnership - namely the Western Riverside Waste Authority and the London boroughs of Hammersmith and Fulham, Lambeth, Wandsworth and the Royal Borough of Kensington and Chelsea – will establish integrated waste management systems which ensure the Best Practicable Environmental Option is pursued for each particular waste stream and that these:

- *embrace the concepts of waste prevention;*
- *seek to achieve a sustained reduction in the amount of waste arising*
- *minimise the use of landfill;*
- *increase, as far as is practicably possible, the amount of waste that is re-used, recycled and composted;*
- *recover energy from waste that cannot be recycled or composted;*
- *maximise the use of sustainable river transport;*
- *assist in achieving regional self-sufficiency for the London area;*
- *minimise disruption to others and involve a “good neighbour” approach to the management of waste facilities ; and*
- *represent all round Best Value for the local community without excessive cost.”*

Signed by: the Chairman Western Riverside Waste Authority
 the Leaders of the Constituent Councils with photographs of each.

CONTENTS

SECTION ONE - INTRODUCTION	5
<i>Why are we producing a Joint Municipal Waste Management Strategy?</i>	5
<i>Policy Statement</i>	6
<i>What are our objectives?</i>	7
SECTION TWO – BACKGROUND	8
<i>Introduction</i>	8
<i>Location</i>	11
<i>Demographics</i>	11
<i>Current Waste Arisings</i>	13
<i>Current Waste Arrangements</i>	14
SECTION THREE - STATUTORY AND OTHER DRIVERS	18
<i>Waste Strategy 2000</i>	18
<i>Best Value</i>	18
<i>European Landfill Directive</i>	19
<i>The Waste and Emissions Trading Act 2003</i>	19
<i>The Household Waste Recycling Act 2003</i>	20
<i>Landfill Tax</i>	20
<i>Packaging Regulations</i>	21
<i>The Mayor of London's Municipal Waste Management Strategy</i>	21
SECTION FOUR – THE PROXIMITY PRINCIPLE AND OTHER TRANSPORTATION ISSUES	22
<i>The Principle</i>	22
<i>Application of the Principle</i>	22
<i>Timetable for the Proximity Principle and Other Transportation Initiatives</i>	26
SECTION FIVE – MUNICIPAL WASTE ARISING.....	27
<i>Statistical Analysis</i>	27
<i>Municipal Waste</i>	28
<i>Household Waste</i>	29
<i>Commercial Waste</i>	30
<i>Waste Recycling</i>	31
<i>Residual Waste</i>	33
<i>Biodegradable Waste and the Landfill Allowance Trading Scheme</i>	34
SECTION SIX – WASTE REDUCTION AND RE-USE.....	36
<i>Introduction</i>	36
<i>Practical Initiatives</i>	36
Junk Mail	36
Home Composting	36
Re-Useable Nappies.....	37
Furniture Re-Use	37
Community Programmes	37
Fly Tipping	37
Fast Food Litter	38
Recycle Western Riverside	39
Green Procurement	41
Civic Amenity Sites	42
<i>Policy Initiatives</i>	43
<i>Timetable for Waste Awareness, Reduction and Re-Use Initiatives</i>	44

SECTION SEVEN – WASTE RECYCLING AND COMPOSTING	48
<i>Introduction.....</i>	48
<i>Practical Initiatives.....</i>	49
Co-Mingled Recycling.....	49
Civic Amenity Sites.....	50
Composting.....	50
High Rise and Multi-Occupancy Material Collections	51
Recycle Western Riverside.....	52
Planning Tools.....	52
<i>Policy Initiatives</i>	52
Waste and Resources Action Programme.....	53
Limiting Residual Waste Collections	53
Compulsory Kerbside Recycling	53
<i>Timetable for Waste Recycling and Composting Initiatives.....</i>	54
SECTION EIGHT – RESIDUAL WASTE TREATMENT.....	59
<i>Introduction.....</i>	59
<i>Practical Initiatives.....</i>	59
Proposed Belvedere Energy from Waste Facility	59
Alternative Residual Waste Management Options	61
<i>Policy Initiatives</i>	62
<i>Timetable for residual waste Initiatives</i>	62
SECTION NINE – HANDLING OF SPECIALISED WASTES.....	64
<i>Abandoned Vehicles.....</i>	64
<i>Clinical Waste.....</i>	65
<i>Asbestos Waste.....</i>	65
<i>Tyre Waste</i>	65
<i>Detritus Waste.....</i>	66
<i>Inert Waste.....</i>	66
<i>Hazardous Household Waste and Waste Electrical and Electronic Equipment</i>	66
<i>Ozone Depleting Substances - Refrigerators</i>	67
<i>Timetable for Specialised Waste Initiatives</i>	67
SECTION TEN – WASTE PLANNING	70
<i>General</i>	70
<i>Safeguarded Wharves</i>	71
<i>Property Design.....</i>	71
<i>Timetable for Planning Initiatives.....</i>	72
SECTION ELEVEN – FINANCIAL CONSIDERATIONS.....	73
<i>Waste awareness, reduction and re-use.....</i>	73
<i>Waste recycling and composting.....</i>	73
<i>Energy from Waste.....</i>	74
<i>Landfill.....</i>	74
<i>Finances generally.....</i>	74
<i>Timetable for Finance Initiatives</i>	75
SECTION TWELVE – SUMMARISED INITIATIVES.....	78
<i>Proximity Principle and Other Transportation Issues</i>	78
<i>Waste Awareness, Reduction and Re-Use.....</i>	78
<i>Waste recycling and composting.....</i>	78
<i>Residual Waste Treatment.....</i>	78
<i>Specialised Waste.....</i>	78
<i>Planning.....</i>	78
<i>Finance</i>	78

SECTION THIRTEEN – PROGRESS FEEDBACK AND REVIEW	79
SECTION FOURTEEN – CONCLUSIONS	80
SECTION FIFTEEN – GLOSSARY OF TERMS	81
SECTION SIXTEEN – CONTACT AND SITE DETAILS	87
<i>Partner Contact Details</i>	87
The London Borough of Hammersmith and Fulham	87
The Royal Borough of Kensington and Chelsea.....	88
The London Borough of Lambeth	88
The London Borough of Wandsworth	89
<i>Transfer Station Details</i>	89
Western Riverside.....	89
Cringle Dock.....	89
<i>Household Rubbish and Recycling Sites</i>	90
Western Riverside.....	90
Cringle Dock.....	90
Vale Street	91
<i>Recycling Storage and Transfer Sites</i>	91
Cremorne Wharf.....	91
<i>Useful Websites</i>	91

SECTION ONE - INTRODUCTION

Why are we producing a Joint Municipal Waste Management Strategy?

1. In its *Waste Strategy 2000 England and Wales*¹ (Waste Strategy 2000), the Government encouraged Waste Collection Authorities (WCAs) and Waste Disposal Authorities (WDAs) to agree joint municipal waste management strategies. These will optimise the benefits available through partnership and ensure compliance with the *Landfill (England and Wales) Regulations 2002*² (the Landfill Directive) and Government Best Value Performance Standards³.
2. Waste Strategy 2000 is based on the waste management hierarchy, with waste avoidance and waste minimisation being the first priority. However, for the waste which will continue to be produced, authorities should strive to maximize the use of recycling and composting, as far as is practicable, endeavour to recover energy from the waste and only landfill the fraction of the waste that remains.
3. The Partnership is now legally required to produce a joint strategy for the management of municipal waste under new regulations under the *Waste and Emissions Trading Act 2003*⁴ and in July 2005 Defra produced guidance on Government's expectations of joint strategies and detailed advice on how to produce them. The legislation provides that where joint strategies are produced, this will remove the requirement under Section 49 of the *Environmental Protection Act 1990*⁵ (EPA) whereby Waste Collection Authorities (WCAs) were required to prepare recycling plans which were statements of how they intended to manage waste recycling in their area.
4. Also, the Mayor of London's Municipal Waste Management Strategy⁶ (the Mayor's Strategy) seeks that all two-tier waste authorities in London have a joint municipal waste management strategy, in line with Government Guidance.
5. The partners involved in this strategy have already individually declared their commitment to more sustainable waste management but even if this had not been the case, a number of factors are now exerting a strong influence on authorities in that direction.
6. This Strategy is underpinned by each of the constituent councils producing their own Action Plan that details how each will contribute to the overall aims and targets of the Strategy.
7. New legislation and Government targets are increasingly reflecting a need for more sustainable waste management methods. In practice this is only achievable through WCAs and WDAs working together to minimise and recover the waste that is generated by the

¹ Waste Strategy 2000 England and Wales Part1 – published by the Stationery Office Ltd. – ISBN 0-10-146932-2

Waste Strategy 2000 England and Wales Part2 – published by the Stationery Office Ltd. – ISBN 0-10-146933-0

² The Landfill (England and Wales) Regulations 2002 - ISBN 0-11-042370-4

³ Details regarding the Best Value regime can be found at the Office of the Deputy Prime Minister's Local Government Performance site - <http://www.bvpi.gov.uk/home.asp>

⁴ Waste Emissions and Trading Act 2003 - published by the Stationery Office Ltd. – ISBN 0 10 543303 9

⁵ The Environmental Protection Act 1990 – Chapter 43 – published by Her Majesty's Stationery Office – ISBN 0-10-544390-5

⁶ The Mayor's Municipal Waste Management Strategy "Rethinking Rubbish in London" – published by the Greater London Authority - ISBN 1-85261-521-4

public and businesses within their area.

8. The Partnership views this strategy to be best practice and a positive way of us ensuring that it is able to meet the requirements demanded by both the public and Government.
9. In consultation with its constituent councils the Western Riverside Waste Authority has produced a number of strategy documents in the past:
 - 1990 - a ten year Waste Management Plan which was superceded by:
 - 1998 - an Integrated Waste Management Strategy (IWMS)⁷ which set out the Authority's strategic objectives in the run up to the award of a new waste management services contract in 2002. The IWMS was further updated by:
 - 2001 - an Interim Action Plan on Recycling and Waste Minimisation⁸.
10. This Joint Municipal Waste Management Strategy replaces the Western Riverside Waste Authority's documents in paragraph 9 above together with the Recycling Plans of the four constituent councils.

Policy Statement

11. The Riverside Waste Partnership has jointly agreed to the following policy statement:

“The Riverside Waste Partnership, namely – the Western Riverside Waste Authority and the London boroughs of Hammersmith and Fulham, Lambeth, Wandsworth and the Royal Borough of Kensington and Chelsea – will establish integrated waste management systems which ensure the Best Practicable Environmental Option is pursued for each particular waste stream and that these:

- *embrace the concepts of waste prevention;*
- *seek to achieve a sustained reduction in the amount of waste arising*
- *minimise the use of landfill;*
- *increase, as far as is practicably possible, the amount of waste that is re-used, recycled and composted;*
- *recover energy from waste that cannot be recycled or composted;*
- *maximise the use of sustainable river transport;*
- *assist in achieving regional self-sufficiency for the London area;*
- *minimise disruption to others and involve a “good neighbour” approach to the management of waste facilities ; and*
- *represent all round Best Value for the local community without excessive cost.”*

⁷ Paper No. WRWA 283 3rd February 1998

⁸ Paper No. WRWA 380 19th July 2001

What are our objectives?

12. In order to meet declared policies and objectives, and to address the demands made by the Waste Strategy 2000, the Partnership is committed to:
 - reducing the amount of waste produced in its area;
 - dealing with waste in the best practicable and environmentally friendly way;
 - reducing the amount of waste going to landfill for final disposal;
 - increasing, as far as is practicably possible and economically viable, the amount of waste that is re-used, recycled and composted, and managing residual waste via energy recovery;
 - developing integrated and complementary collection methods so as to maximise the economies of scale that are associated with the various treatment methods available;
 - being able to respond to change in regulatory and relevant market conditions and emerging technology
 - engaging with the general public, local businesses and not-for-profit organisations so as to ensure that the aims described above can be achieved; and
 - assisting the London region in becoming self-sufficient in its waste management.
13. The Partnership believes that, to achieve its objectives, waste management solutions that are the most environmentally and economically advantageous should include a flexible mix of treatment facilities which would include materials recycling, composting, incineration with energy recovery and the limited but continued use of landfill for waste that cannot be recovered.
14. This Strategy details how, and the timeframes within which, these objectives will be achieved. Although it covers the period 2006 to 2011, it is not intended to be a static document. Indeed, it is expected to continually evolve through the process of feedback and review detailed in Section Fifteen.
15. Partnership is an ongoing commitment and in order to ensure effective liaison arrangements between the individual authorities within the Riverside Waste Partnership it was felt prudent to enhance the normal inter-authority joint working arrangements and communications.
16. This was considered to be particularly relevant with the advent of a formal Joint Municipal Waste Management Strategy, and to ensure progress on improved recycling with particular emphasis being placed on the arrangements under the Western Riverside Waste Authority's thirty year waste management services contract, details of which are described in this strategy.
17. To facilitate this improved liaison and communication, regular meetings have been initiated between the Chief Executives of the constituent councils and the Clerk to the Western Riverside Waste Authority. These meetings supplement the regular contacts between officers of Western Riverside Waste Authority and constituent council technical officers.

SECTION TWO – BACKGROUND

Introduction

18. The constituent councils' and the Western Riverside Waste Authority's duties and powers, with regard to waste management, are as defined in the *Environmental Protection Act 1990* (EPA), with each of the constituent councils being the waste collection authority (WCA) for their borough.
19. The Western Riverside Waste Authority was established in 1986 as a waste disposal authority (WDA) - an autonomous statutory local government body - by virtue of an order (the Waste Regulation and Disposal (Authorities) Order 1985⁹) under Section 10(1) of the *Local Government Act 1985*. The Authority assumed responsibility for waste disposal on behalf of four London boroughs: Hammersmith and Fulham, Lambeth, Wandsworth and the Royal Borough of Kensington and Chelsea. The Authority is comprised of eight members appointed by the councils of the four constituent councils, two for each council.
20. The Partnership is therefore responsible for the safe and cost-effective collection, recycling, composting, energy recovery and disposal of the waste generated by the population of the four constituent boroughs. The Partnership utilises the River Thames as its main method of onward transportation for collected materials so that its operations cause a minimum of disruption and pollution to London's already congested roads.
21. The Partnership in 2004/2005, handled some 494,000 tonnes of municipal waste through contracts with private sector waste management companies.
22. As is explained in paragraph 9 above this Strategy takes the Partnership forward from the previous recycling plans and waste management strategies adopted by the Partners. Due to the Western Riverside Waste Authority being the partner that provides the main capital infrastructure for the Partnership, perhaps the most important of these documents was the Authority's 1998 Integrated Waste Management Strategy (IWMS).
23. Given the imperative of replacing its contracts in 2002 it was essential for the Authority to develop its own strategy well in advance of that date: to ensure that it took account of developments in strategy at the EU and national level it anticipated the direction in which the strategy was moving. In February 1998 the Authority adopted its IWMS having regard to these likely lines of development. The adoption of the new strategy signalled a move away from reliance on landfill and a search for improved solutions to the Authority's needs, based on an integrated approach.

⁹The Waste Regulations and Disposal (Authorities) Order 1985 is Statutory Instrument 1985 No. 1884 – published by HMSO – ISBN 0-11-057884-8

24. The Authority's summary statement of its IWMS was as follows: -

“To contribute to the overall goal of sustainable development as set out in the Earth Summit of 1992 by choosing the Best Practical Environmental Option for the transport and disposal of waste by the Authority. This will involve a solution which provides:-

- (a) an efficient and dependable disposal method giving value for money;*
- (b) acceptably low impact on the environment in terms of transport, processing and disposal;*
- (c) the maximum amount of recycling and reuse possible, subject to such activities being justifiable in terms of cost and benefit.*

To reduce the amount of waste going to landfill and thereby comply with the Government's implementation of the EU landfill directive.

To encourage and facilitate increased recycling and reuse of waste products by members of the public, together with commercial and other concerns.

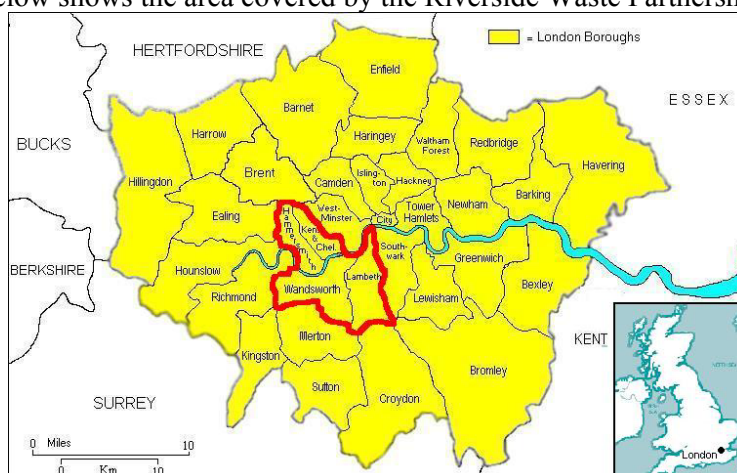
To assist in educating and informing the public about waste management issues.”

25. As part of the development of the IWMS, the Authority undertook a full technical appraisal of the waste management options available as a challenge to its current method of operation. It also undertook a fundamental review of its role, challenging its own position in the provision of waste management services and challenged its whole approach to waste management.
26. Having carried out these appraisals and reviews the Authority, with the following principles in mind, embarked upon the contract procurement process in early 1999 (a prior information notice having been published in the Official EU Journal the previous year):
- (a) that the technical evaluation had shown that there were a number of waste management processes which could address the Authority's needs although there were question marks over the suitability of some processes e.g. landfill (for environmental reasons);
 - (b) that given the trend to seek technological solutions to the problems of waste management it was conceivable that there might be some emerging technologies globally of which the Authority was as yet unaware but which it would be prepared to evaluate if they formed the basis for a tender proposal;
 - (c) that, all else being equal, the Authority had made clear its commitment to an integrated waste management strategy i.e. an approach which made use of several waste management processes to achieve its objectives; and

27. In the light of (a), (b) and (c) above, the Authority did not impose a prescriptive specification on tendering waste management contractors – any mix of technological solutions and site locations were permissible - but the Authority stressed that the methods and technologies chosen should also incorporate some flexibility so that changes in markets or disposal routes could be accepted without disruption to the process of dealing with the continuing generation of wastes for disposal. The Authority also accepted tenders on - either or both of - two timescales: a short term seven year basis and a long term thirty year basis.
28. After a comprehensive, pre-selection process seven companies were invited to formally tender four of whom ultimately declined to submit bids. Bids were received from two companies on both short and long term bases and a third company tendered on a long term basis only.
29. Both short term bids were based on utilising existing landfill capacity and all three long term bids included mass burn Energy from Waste (with the potential for Combined Heat and Power) as the primary recovery method for waste which could not be recycled.
30. A full comparison of the best long term and short term bids was then undertaken and the Authority concluded in 2001 that a long term solution was the correct way forward for the Authority. The three long term bidders were invited to submit their “Best and Final Offers” (BAFOs).
31. Evaluation of these BAFOs led the Authority to appoint Cory Environmental Limited (Cory) as its preferred bidder and the Authority entered into a contract with Cory in May 2002 with operations commencing in October 2002.
32. One of the outstanding features of Cory’s tender was their innovative approach to waste minimisation and recycling combined with the lack of any requirement to agree a guaranteed tonnage to the proposed EfW plant, thus ensuring that the Partnership has no artificial limit on the amount of waste minimisation and recycling it can achieve. The contract also includes a comprehensive variation procedure which will enable the Partnership to embrace new waste recycling technologies as and when they become viable.
33. This flexibility will enable this Strategy to develop and progress, through the process of feedback and review detailed in Section Fifteen, in response to changes in:
 - legislation;
 - requirements;
 - technology; and
 - aspirations.

Location

34. The map below shows the area covered by the Riverside Waste Partnership.



35. The Partnership is situated on the western edge of Inner London in a strategic location on the main transport routes from the City to the west of the country. It is close to the United Kingdom's Government, tourism and business centres.
36. The area has very little industry within its boundaries and is largely residential, but it has a lively commercial and retail sector. Shoppers and tourists are drawn to the area by the internationally renowned shopping centres and museums.
37. The Partnership's area is multi-racial, with approximately 1 in 5 of the population coming from an ethnic minority community.

Demographics

38. Table one below gives a number of key facts. These figures are ultimately based upon the 2001 Census which may have understated the true population levels of the constituent councils.

Table 1

Constituent Borough	Area in sq km	Total Households 2002 ('000s) ¹¹	Total Population 2002 ('000s)	Housing Stock (%) ¹⁰					
				Detached	Semi-Detached	Terraced	Purpose Built Flats	Converted Flats	Other
Hammersmith and Fulham	16.4	78.1	166.5	0.4	2.2	24.4	40.6	31.9	0.5
Kensington and Chelsea	12.4	83.6	166.1	0.6	1.6	13.6	39.9	44	0.4
Lambeth	27.3	127.3	278.9	1.3	6.2	22.1	48.5	21.6	0.2
Wandsworth	34.3	123.8	281.7	1.6	4.7	30.1	43.3	20	0.3
Total	90.4	412.8	893.2						

¹⁰ Housing Stock and Borough Areas -Capital Waste Facts at <http://www.capitalwastefacts.com>. a web site developed by the GLA and London ReMade,

¹¹ Household numbers for 2001-2016 are those forecasted by the GLA for the Mayor's Spatial Development Strategy (SDS). See 'GLA Population and Household Forecasts: 2001-16'. Data for intermediate years has been supplied by GLA Data Management and Analysis, copyright GLA.

39. The Partnership is based in one of the most densely populated areas of the United Kingdom with almost 10,000 residents per square kilometre.
40. The area is cosmopolitan in nature with a wide range of housing types where very affluent areas sit alongside areas of rising population and poor accommodation with all the inherent social difficulties.
41. The area exhibits many of the trends and problems common to other Inner City locations. Many of the traditional manufacturing activities have left, with a consequent loss of manual jobs. Much of the housing stock was built in the nineteenth century.
42. Another set of significant changes has been in the composition of the population. Although the area is densely built up, with a limited supply of public open space across most of its area, it has some very attractive residential environments including buildings of historical interest and an extensive riverside boundary. Owner occupation has greatly expanded in the last 20 years and has been accompanied by considerable socio- economic change.
43. The average household size in the Partnership’s area is 2.16 persons. This is 6% below the national average of 2.3 persons. Over the last three decades, the average UK household size has declined from 2.91 in 1971 to 2.70 in 1981 and 2.48 in 1991. The proportion of one person households has almost doubled since 1971 from 17% in that year to 32% in 2000. It is this increase that has had the most significant effect on reducing the overall average household size. Most of the increase can be seen for households containing one adult aged 16 to 59.¹²
44. These population and household numbers are predicted to rise as shown in tables two and three below¹³

Table 2

Constituent Borough	Households ('000s)									
	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Hammersmith and Fulham	78.1	78.6	79.0	79.5	79.9	80.2	80.5	80.8	81.1	81.4
Kensington and Chelsea	83.6	84.0	84.4	84.7	85.1	85.5	85.8	86.1	86.5	86.8
Lambeth	127.3	128.6	129.9	131.2	132.5	133.5	134.4	135.4	136.4	137.3
Wandsworth	123.8	124.7	125.6	126.5	127.4	128	128.6	129.2	129.8	130.3
Total	412.9	415.9	418.9	422.0	425.0	427.2	429.4	431.5	433.7	435.9

¹² Source – ONS - <http://www.statistics.gov.uk/StatBase/Datasettype.asp?vlnk=5332&Pos=&ColRank=1&Rank=422>

¹³ Household numbers for 2001-2016 are those forecasted by the GLA for the Mayor’s Spatial Development Strategy (SDS). See ‘GLA Population and Household Forecasts: 2001-16’. Data for intermediate years has been supplied by GLA Data Management and Analysis, copyright GLA.

Table 3

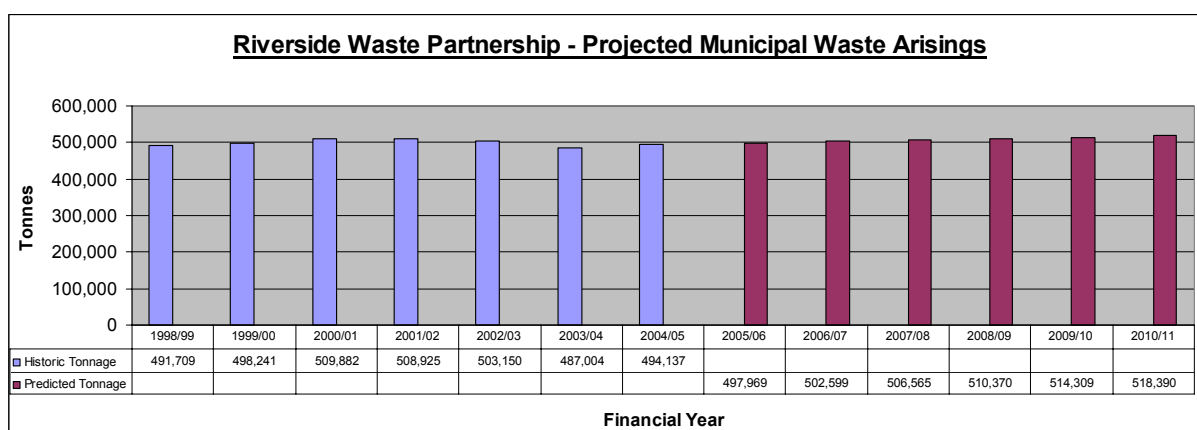
Constituent Borough	Population ('000s)									
	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Hammersmith and Fulham	166.5	167.5	168.5	169.5	170.4	171.1	171.7	172.3	172.9	173.6
Kensington and Chelsea	166.1	166.9	167.7	168.4	169.2	169.8	170.5	171.2	171.8	172.5
Lambeth	278.9	281.7	284.6	287.4	292.3	292.3	294.5	296.6	298.7	300.8
Wandsworth	281.7	283.8	285.8	287.8	289.8	291.1	292.4	293.8	295.1	296.4
Total	893.3	899.9	906.5	913.1	919.6	924.4	929.1	933.8	938.6	943.3

45. In addition, some of the busiest roads and junctions in London are located within the area and it suffers disproportionately from the effects of through traffic.
46. All the points in paragraphs 39 to 45 above have a significant effect on waste management in the area both from the perspective of the amount of waste generated and the way in which it is collected.

Current Waste Arisings

47. Graph 1 below shows the actual tonnage of Municipal Waste handled by the Partnership in the last seven years, together with a prediction for future Municipal Waste arisings. These predictions are based upon the Mayor’s forecast increase in the number of households in the Partnership’s area together with an annual increase of 2.25% (this being the average long-term growth rate for the UK economy as whole) being applied to the current level of commercial waste within the Municipal Waste Stream. These forecasts and estimates are described in more detail in Section 5.

Graph 1 – Projected Municipal Waste Arisings



48. This predicted rise of around 5% over the next 6 years represents an annual increase of under 1% per annum. This figure is low, when compared with the 3% per annum which has been the pattern in London as a whole over the last 15 years¹⁴, but still represents the biggest challenge facing the Partnership over the coming years. The Partnership is committed to firstly slowing down this rate of growth and ultimately to reversing it (this is known as waste minimisation) and the methods being employed to do this are explained in more detail in Section 6.
49. Many people often confuse the concepts of waste minimisation and recycling but these concepts involve two distinct approaches:-
- Waste minimisation is about reducing the formation of waste in the first place and thus avoiding the need to employ any waste management techniques at all. It is therefore the most cost effective and environmentally beneficial long term policy.
 - All waste management techniques will result in some damage to the environment. Recycling is simply one waste management technique that can be less damaging to the environment than some other techniques, for example landfill.

Current Waste Arrangements

50. Table four overleaf shows the main waste management contracts held by the respective partners, the specific services included within each type of contract but generally:
- Waste collection and recycling contracts cover the collection of all categories of household waste (but generally excluding hazardous household waste), commercial waste (where requested) and both kerbside and some elements of bring site recyclables.
 - Street Cleansing contracts cover the removal of litter, detritus and dog fouling from public highways, subways, car parks and public open spaces through manual and mechanical sweeping, the emptying of street litter bins, the removal of fly-tipped material, the cleansing of street market areas and around community recycling sites and finally, the removal of weed growth in public areas. Some street cleansing contracts also include gully cleansing and the removal of litter and fly-tipped waste from access points (public drawdocks etc) to the river Thames.
 - The Western Riverside Waste Authority's waste management contract includes the handling of all waste collected by the constituent councils. This contract is not untypical in being of thirty years duration due to the very high capital commitment involved.

¹⁴ The Mayor's Draft Municipal Waste Management Strategy paragraph 2.103 page 46

Table 4

Authority	Service	Contractor	Contract Commenced	Contract Renewable
Hammersmith and Fulham	Waste Collection and Recycling	Direct Service Organisation (DSO)	1 st April 1997	31st March 2007
	Street Cleansing	Direct Service Organisation (DSO)	1 st August 1999	31st March 2007
Kensington and Chelsea	Recycling and Waste Collection	S.I.T.A. UK Ltd	1st April 2005	31 st March 2021
	Street Cleansing and Related Services	S.I.T.A. UK Ltd	1st April 2005	31 st March 2021
Lambeth	Waste Collection	Cleanaway Ltd.	1st April 1997	31 st March 2007
	Street Cleansing	Cleanaway Ltd.	1st April 1997	31 st March 2007
Wandsworth	Waste Collection	Biffa Municipal Ltd	26th September 2004	1 st April 2012
	Street Cleansing	Connaught Environmental Ltd	1 st April 2006	31 March 2012
Western Riverside	Waste Management	Cory Environmental Limited	5th October 2002	4th October 2032 ¹⁵

51. The constituent councils also have agreements with both the voluntary and private sectors for the collection of certain recyclables
52. As explained in paragraphs 22 to 33 above, in May 2002, in line with its 1998 Integrated Waste Management Strategy and following an extensive tendering and public consultation process, the Western Riverside Waste Authority signed a new long-term contract for waste management services with Cory Environmental Limited (Cory) to manage the Authority's waste on its behalf.
53. The Cory contract commenced in October 2002 and aims to minimise waste, maximise recycling and provide a greener future for waste disposal in the Partnership's area.
54. Major investment in a waste awareness and education programme, specifically during the initial 5 years of the contract, together with new waste management and recycling infrastructure is intended to help the Partnership significantly minimise the waste generated by the public and local businesses within its area and will substantially increase the proportion of the waste that remains which is recycled or composted. This, in turn, is likely to enable the Partnership to reach and, where practicable, exceed the statutory recycling targets set by the Government.

¹⁵ The Western Riverside Waste Authority's contract with Cory Environmental is for 30 years but there is a break clause should "financial close" on the proposed Energy from Waste facility not be reached. The main determinant on successfully reaching financial close will be the award of planning permission. This issues surrounding planning are discussed in detail in Section 10.

55. All the constituent councils currently collect municipal waste for disposal from households and commercial premises at least once a week with the Royal Borough of Kensington and Chelsea collecting twice per week. This material is delivered to the Western Riverside Waste Authority’s riparian Transfer Stations (at Smugglers Way in Wandsworth and Cringle Street in Battersea) and is subsequently transferred by river to Cory's landfill site at Mucking in Thurrock. Around 100,000 heavy goods vehicle movements are kept off London's roads every year as a result of Cory's use of river transportation.

56. Recyclable material is also collected by the constituent councils from:

- “bring systems” e.g. local bottle and paper banks; and
- “kerbside collections” i.e. door to door collections from households.

Details of these arrangements are summarised in Table 5 below.

57. The Partnership runs three civic amenity sites within its area where the public can directly deliver refuse and recyclables. These sites are located at the Western Riverside Waste Authority’s transfer stations at Smugglers Way and Cringle Dock and in Vale Street in Lambeth. Details of these sites together with opening times and the facilities available at each site are detailed in Section 16.

Table 5

Authority	Service	Details	Properties	Frequency	Notes
Hammersmith and Fulham	Kerbside Recycling	'Smart Sack' – co-mingled paper/card/glass/tins/plastic bottles/aerosols	50,000	Weekly	High Rise Properties & Mansion Blocks Excluded (with some exceptions)
	Public Community Bring Recycling (48)	New “Smart Bank” co-mingled recycling banks now used exclusively to collect paper, cardboard, glass, cans, aerosols and plastic bottles. In addition 24 sites have Textile Banks and 1 site has a Book Bank.	Current site to head of population ratio of approx. 1 : 1500	Weekly or more frequent collections	Available to all residents and visitors to the borough
	Estate Recycling Sites handling glass, cans and paper (32 sites, 22 planned)	Located on: Council estates XX sites Private mansion block/flats XX sites Sheltered housing developments X sites	Individual estate Resident nos. currently unknown	Weekly or more frequent collections	Available principally to residents of the estates concerned

Authority	Service	Details	Properties	Frequency	Notes
Kensington and Chelsea	Kerbside Recycling	Mixed Paper and Card, plastic bottles, Glass bottles and jars, cans and tins	63,000	Twice weekly	Excludes communal waste bin users which are served by communal recycling bins
	Bring Recycling	Mixed Paper and Card, plastic bottles, Glass bottles and jars, cans and tins	90,000	Weekly or more frequent collections	Available to all residents and visitors to the borough
Lambeth	Kerbside Recycling	Paper Glass Tin cans/foil textiles engine oil	75,000	Weekly	From Low Rise Properties
	Bring Recycling	Paper glass tins textiles books	31,000	Weekly	High rise properties included, properties for banks not included
Wandsworth	Kerbside Recycling	Mixed paper and cardboard, glass bottles and jars, food and drinks cans and plastic bottles collected co-mingled in orange sacks	83,000	Weekly	High-rise properties excluded
	Bring Recycling	1487 sites provided for paper and cardboard, glass bottles and jars, food and drinks cans, textiles and / or books	122,000	Weekly or more frequent collections	Sites include base of block facilities at high-rise blocks

SECTION THREE - STATUTORY AND OTHER DRIVERS

Waste Strategy 2000

58. In its Waste Strategy 2000 for England and Wales the Government sets out a vision for sustainable waste management. The document sets out the targets that England and Wales as a whole must reach and those it expects from the different sections of the waste management industry, including the Authority and its constituent councils.
59. Waste Strategy 2000 is based on the principle of Best Practicable Environmental Option (BPEO)¹⁶ and utilises the waste hierarchy, which is a conceptual framework that acts as a guide to what should be considered when assessing the BPEO. In essence the waste hierarchy is a presentational tool for delivering a complex message in a comparatively simple and accessible way:
- the most effective environmental solution is often to reduce the generation of waste – **reduction**,
 - products and materials can sometimes be used again, for the same or a different purpose – **re-use**,
 - value can often be recovered from waste, through **recycling, composting or energy recovery**,
 - only if none of the above offer an appropriate solution should waste be disposed of.
60. The Partnership is wholly in agreement with this hierarchy and will work to achieve this.
61. In addition, Waste Strategy 2000 set national targets for the recycling, composting and recovery of municipal waste as follows:
- 25% recycling and/or composting of household waste by 2005
 - 30% recycling and/or composting of household waste by 2010
 - 33% recycling and/or composting of household waste by 2015

 - To recover value from 40% of municipal waste by 2005
 - To recover value from 45% of municipal waste by 2010
 - To recover value from 67% of municipal waste by 2015

Best Value

62. In order to achieve these national targets set in Waste Strategy 2000 the Government has, through the (Best Value) Performance Standards Order 2001, set individual performance standards for each waste collection and waste disposal authority based upon their 1998/9 recycling and composting performance. The Standards set for the Partnership are shown in Table 6 overleaf:

¹⁶ Waste Strategy 2000 defines the Best Practicable Environmental Option (BPEO) as the outcome of a systematic and consultative decision making procedure which emphasises the protection and conservation of the environment across land, air and water. The BPEO procedure establishes, for a given set of objectives, the option that provides the most benefits or the least damage to the environment as a whole, at acceptable cost, in the long term as well as in the short term.

Table 6

Authority	Recycling and Composting Standard 2003/04	Recycling and Composting Standard 2005/06
Hammersmith and Fulham	16%	24%
Kensington and Chelsea	22%	33%
Lambeth	14%	21%
Wandsworth	16%	24%
Western Riverside	16%	24%

63. The Government is currently consulting on whether to continue with these targets beyond 2005/2006 and if so at what level and in what timeframe.

European Landfill Directive

64. Taking into account the agreed derogations that the Government has chosen to use, the European Landfill Directive requires a reduction in the quantity of biodegradable municipal waste disposed to landfill, the mandatory targets for which are as follows¹⁷:
- By 2010 to reduce biodegradable municipal waste landfilled to 75% of that produced in 1995.
 - By 2013 to reduce biodegradable municipal waste landfilled to 50% of that produced in 1995.
 - By 2020 to reduce biodegradable municipal waste landfilled to 35% of that produced in 1995.

The Waste and Emissions Trading Act 2003

65. To achieve the diversion of biodegradable waste from landfill set out in Waste Strategy 2000 the Government has introduced the *Waste and Emissions Trading Act 2003* to encourage waste disposal authorities to reduce the amount of biodegradable waste they send to landfill.
66. The Act introduced, via The Landfill Allowances and Trading Scheme (England) Regulations 2004¹⁸ tradable allowances on the amount of biodegradable waste English local authorities can send to landfill. The scheme is designed to give local authorities maximum flexibility in reducing landfill rates in line with the UK's Landfill Directive obligations.
67. Waste disposal authorities are able to trade their landfill allowances with other disposal authorities to find the most cost effective way of diverting waste from landfill. As well as trading allowances, they will also be able to "bank" unused allowances for later use or "borrow" allowances by bringing forward part of their future allocation. The scheme, and its effect on the Partnership, is discussed in more detail in [Section 5](#).

¹⁷ Waste Strategy 2000 England and Wales (Part 1) page 11 – ISBN 0-10-146932-2
¹⁸ Statutory Instrument 2004 No. 3212

68. The Act also contains two new measures to promote joint working in two-tier areas to help in meeting their obligations under the Landfill Allowance Scheme:
- a requirement for some authorities in two-tier areas to have in place by April 2005 a joint strategy for the management of municipal waste; and
 - a power for waste disposal authorities to direct a collection authority to deliver their waste in a separated form.
69. These measures reflect the fact that the two-tier structure and the division of responsibilities between the waste disposal and collection authorities can make integrated waste management more difficult, which in turn may pose particular challenges to waste disposal authorities in meeting their obligations under the Landfill Allowance Trading Scheme.
70. The new statutory requirement to produce a joint strategy in two-tier areas by April 2005 does contain provisions that exempt authorities which are categorised "excellent" under the Comprehensive Performance Assessment, and those authorities which are "on target". It is pleasing to record that all the Partnership's constituent councils probably qualify for exemption in 2006/2007 but have chosen to participate in, jointly develop and sign up to this Strategy.
71. The Act also repeals the duty under the *Environmental Protection Act 1990* for waste collection authorities to produce recycling plans. On their own, these plans are no longer considered an effective tool.

The Household Waste Recycling Act 2003

72. The Household Waste Recycling Act 2003 calls for all English local authorities to provide kerbside collections for all householders for a minimum of two materials by 31st December 2010.
73. The Act is likely to have little or no implications for the constituent councils as they already plan to meet the requirements of the Act well before the required date.

Landfill Tax

74. The Landfill Tax was introduced for the explicit purpose of diverting waste from landfill into treatment methods higher up the hierarchy. There are two tax rates: £18 per tonne for active waste (e.g. household waste) and £2 per tonne for inactive waste (rates quoted apply to 2005-2006).
75. From 2005-2006 the Government has stated that the active landfill tax rate may be increased by £3 per tonne each year, on the way to a medium- to long-term rate of £35 per tonne.
76. Waste Strategy 2000, the Waste and Emissions Trading Bill and Landfill Tax mean that the mass landfilling of waste will cease to be a viable disposal option.

Packaging Regulations

77. The Government implemented the EC Packaging Waste Directive (94/62/EC) through the Producer Responsibility Obligations (Packaging Waste) Regulations 1997.
78. These Regulations currently affect approximately 19000 major producers, wholesalers and retailers who now have a direct responsibility for the packaging waste they produce, or include with the goods they sell.
79. The objectives of the Regulations are to increase the level of recovery and recycling rates of packaging waste by applying the “Polluter Pays” principle. Producers have a direct financial incentive to minimise packaging and consumers a similar incentive to purchase goods with less packaging, or packaging that is easy to recycle.
80. The regulations do not actually require companies to recycle themselves or even to collect recyclables. Instead they require companies to purchase or obtain packaging waste recovery notes (PRNs). These are simply evidence that someone (officially known as a reprocessor) has carried out recycling or recovery.
81. The reprocessor cannot keep all the money and is required to invest some of it to encourage recycling; this is usually via a subsidy to the gate fee it pays/charges to collectors of recyclables. Local Authorities can therefore benefit from PRN resources (i.e. receiving higher material prices from recycling companies who in turn are receiving significant PRN income).

The Mayor of London's Municipal Waste Management Strategy

82. The *Greater London Authority Act 1999* required the Mayor to prepare a Municipal Waste Management Strategy. The Mayor's Municipal Waste Management Strategy - “Rethinking Rubbish in London” was duly published in September 2003.
83. In exercising any function under Part II of the Environmental Protection Act 1990 (waste on land) waste authorities in London must have regard to the Mayor's Strategy. The Partnership believes that its Strategy is fully consistent with the Mayor's.

SECTION FOUR – THE PROXIMITY PRINCIPLE AND OTHER TRANSPORTATION ISSUES

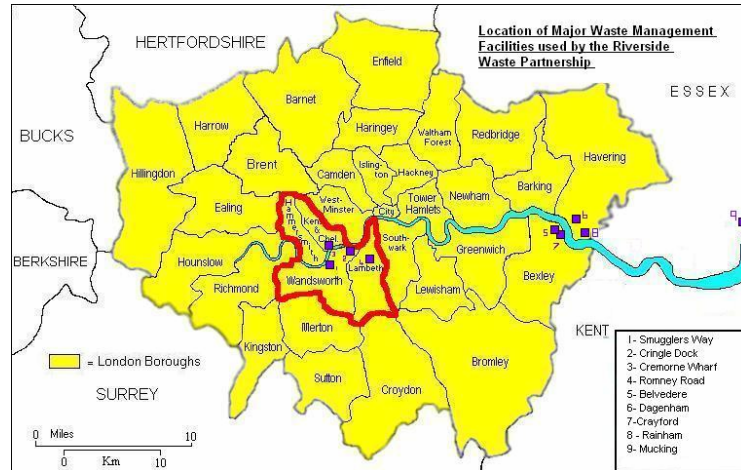
The Principle

84. The proximity principle requires recyclables and waste to be treated or disposed of as close to the place of production as practicable. 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.
85. The Partnership supports the proximity principle, but it can be difficult to satisfy this principle in London because, in many areas, providing recycling and disposal facilities locally are not always environmentally and practically viable options. In addition, sustainable options often rely to a large degree on the economies of scale. This is a view supported by the Government in Waste Strategy 2000 where it states:
- on page 28 that “The proximity principle ... is a tool for planning authorities and businesses when considering the requirements for, and location of, waste management facilities and regional self sufficiency”;
 - on page 33 that “Waste Planning Authorities cannot consider the needs of their own area in isolation. Waste management solutions may sometimes cross planning areas, as well as regional boundaries.”
86. The Best Practicable Environmental Option for the Partnership's recyclables and waste will be achieved through the application of the Proximity Principle on a regional London-wide basis with use of the river Thames and the existing rail network being maximised.
87. Transportation is generally recognised as being a significant source of pollution and traffic congestion is a major hindrance to sustainable growth.
88. This Strategy therefore aims to minimise the amount of waste transport necessary and to maximise the use of more sustainable transportation methods and fuels wherever possible.

Application of the Principle

89. The Partnership adheres, as far as is practicable, to the principle by:
- utilising local transfer stations and treatment facilities; and
 - maximising transport opportunities along the River Thames including the support of river based collection schemes for waste generated on the Thames's piers and pleasure boats.
 - continually exploring the possibilities of transferring recyclables by river to new processing facilities being developed in the Thames Gateway.

90. The Map below shows the location of major facilities used or planned to be used by the Partnership in the provision of waste services.



91. The Partnership minimises the effects of transporting waste in a number of ways by:
- Providing local facilities for the receipt of collected waste.
 - Utilising local facilities for the treatment of waste.
 - Re-using materials, particularly recyclables in the local area.
 - Utilising river transportation whenever possible.
92. As can be seen from the map above, the Partnership's transfer sites are centrally located within the Authority's area. Subject to planning permission, both the Smugglers Way and Cringle Dock Civic Amenity Sites are due for major redevelopment in the next three years and discussions have commenced with a view to the Vale Street Civic Amenity site (currently operated by Lambeth Council) also being redeveloped.
93. The Cremorne Wharf Civic Amenity Site closed in 2003 but the site is temporarily being used as a transfer station for co-mingled recyclables which are transported from the site to Grosvenor Waste Management Limited's materials recovery facility (MRF) at Crayford in Kent until the Partnership's MRF is constructed at Smugglers Way.
94. In the north and south west of the Partnership's area there are currently no Civic Amenity Sites, primarily due to the lack of suitable and available locations. Should available sites be identified in the future, the Partnership will fully explore their potential. Western Riverside Waste Authority is currently undertaking a Best Value Review of Civic Amenity Sites which will examine this issue in detail.
95. The potential for re-using recyclate locally and the use of the Thames to transport recyclables and green waste to new facilities planned for the East Thames Gateway are constantly being re-assessed.

96. The potential to provide major new waste facilities within inner London is limited; the Partnership is therefore continually exploring the opportunities to utilise the Thames to transport waste to strategic facilities outside the Partnership's area but ideally still within the London region.
97. River transportation can represent the "Best Practicable Environmental Option" for the waste arising within the Partnership's area for many reasons, including the following:
- It removes tens of thousands of heavy goods vehicle journeys from London's already congested roads, and
 - Transporting loaded barges with the outgoing tide results in a significant increase in fuel efficiency and a corresponding reduction in the emission of greenhouse gases.

A river transport system is dependant on there being riparian facilities available to send material in such quantities as to make the necessary infrastructure affordable.

98. The Partnership's residual waste is currently taken by river to Cory's Mucking Landfill Site and it is expected that in the mid-term this material will be taken to the proposed Riverside Energy from Waste plant to be located in the London Borough of Bexley. The Riverside plant would almost exclusively make use of river transport for its inputs with only waste collected within the Bexley area being able to be delivered to the plant by road.
99. As explained in Sections Nine and Twelve, it may be necessary in the period before the Riverside Energy from Waste plant is completed for the Partnership to continue to landfill its residual waste (i.e. waste which the Partnership has not been able to recycle or compost) in the home counties or beyond for a short period. If the Riverside plant is not granted planning permission it may be necessary to landfill for the medium term (upto 15 years) and possibly abandon river transportation for ever.
100. If the Partnership was forced to redevelop its transfer stations to support road transport this could limit the transfer stations potential for river transportation in the future. Moreover, the infrastructure of tugs and barges together with the skilled labour needed to operate them are all controlled by the private sector. Without long term contracts, this resource could be lost to London forever, especially when one considers the decline of other areas of London port work. The infrastructure to move London's waste by river could become, in less than ten years, virtually non-existent, a situation from which it may never recover.
101. In transportation terms alone, the environmental consequences of the proposed Riverside Energy from Waste plant not receiving planning permission would be extremely detrimental to the residents of the Partnership's area and the broader population of London affected by the increased heavy good traffic.
102. The Partnership's waste collection authorities collect the entire household waste stream and part of the commercial waste stream. In the normal course of events, they are directed by Western Riverside Waste Authority to deliver the waste collected the Authority's transfer stations.

103. Residents may dispose of their bulky items and other categories of waste not covered by the normal weekly household collection service by :
- arranging a special collection with the Council concerned, or
 - taking the material directly to one of the Civic Amenity Sites, or
 - hiring a skip, either from the Council concerned or from a private skip-hire company.
104. The Royal Borough of Kensington and Chelsea established a doorstep collection service in 1993 which co-collects waste and recycling material by utilising split-bodied compaction vehicles.
105. All the constituent council collection and street cleansing contracts specify that their contractors must demonstrate a commitment to the environment by considering the use of alternative fuels for the vehicle fleet during the contract period, and by taking full advantage of the best available technology.
106. In general, the constituent councils' waste collection vehicles are diesel powered to Euro 2 standard with newer vehicles meeting the higher Euro 3 standard. A small number of vehicles are powered either by LPG or electricity. As contracts are started and vehicles replaced, the opportunity is taken to investigate the specification of higher environmental standards including the use of alternative fuels.

Timetable for the Proximity Principle and Other Transportation Initiatives

Initiative	Initiative Description	Paragraph	Principal Partner(s) Responsible	Timescale						
				2006	2007	2008	2009	2010	2011+	
Proximity 1	<p>To promote the application of the Proximity Principle on a London Regional basis</p> <p>The Partnership believes that the Best Practicable Environmental Option for its recyclables and waste will be achieved through application of the Proximity Principle on a regional London-wide basis with use of the river Thames and the existing rail network being maximised.</p>	86	Riverside Waste Partnership	Ongoing						
Proximity 2	<p>Utilise local waste management facilities</p> <p>To minimise vehicle movements.</p>	89	Riverside Waste Partnership	Ongoing						
Proximity 3	<p>Maximise the use of river and rail transport opportunities</p> <p>To minimise vehicle movements and reduce congestion.</p>	89	Riverside Waste Partnership	Ongoing						
Proximity 4	<p>Identify potential Civic Amenity Sites in the north and south of the Partnership's area</p> <p>To minimise vehicle movements, reduce congestion and to further encourage recycling and re-use.</p>	94	Riverside Waste Partnership	Ongoing						

SECTION FIVE – MUNICIPAL WASTE ARISING

Statistical Analysis

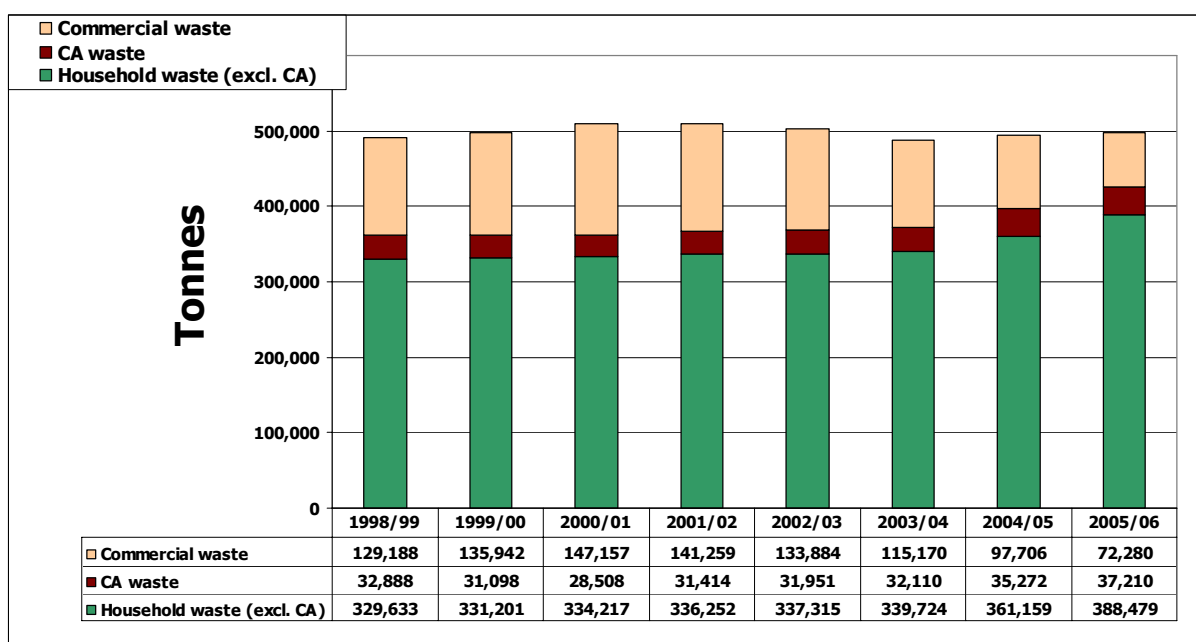
107. Accurate data on the amount of waste being produced in the Partnership's area and its composition is fundamental to the development of this waste minimisation and recycling led Joint Municipal Waste Management Strategy.
108. Knowledge of the composition and source of municipal waste streams enables the most appropriate waste management method to be identified and also provide base line data for monitoring purposes.
109. In April 2004 the Partnership, with funding from the Office of the Deputy Prime Minister, constructed an on-line database, updated daily, containing detailed records of the collected municipal waste within the Partnership's area. This data is freely accessible by waste managers, academics and the general public.¹⁹
110. The provision of up-to-date performance data to the general public regarding waste minimisation and recycling accessible via a website will, in tandem with other initiatives, promote greater effort and interest from the households involved.
111. The system is intended to act as a benchmark for other local authorities and is available, free of charge, for them to reproduce.
112. The database contains libraries of standard reports (available from a menu) together with the ability to download raw data in "csv" format for analysis offline. The main databank consists of weighbridge data from each collected load of municipal waste in the last three years. The data can be used:
 - to show performance against national and local targets;
 - to analyse variations in waste volumes and recycling in small demographic areas and to therefore efficiently direct additional advertising and education resources ;
 - to assess the effectiveness of waste minimisation and recycling initiatives;
 - as a resource freely available to waste professionals both within and outside of the Western Riverside Waste Authority area and provide invaluable research material for academic study; and
 - to link to local authority systems to co-ordinate information on bulky waste, trade waste and hazardous household waste disposal thereby making the process more efficient.

¹⁹ <http://wms.westernriversiderecyclers.gov.uk/login.aspx?public>

Municipal Waste

113. Graph 2 below shows the tonnage of municipal waste dealt with in the Riverside Waste Partnership’s area year on year and the source of such arisings from 1998/99 to 2005/06.
114. The Partnership handled over 494,000 tonnes of municipal waste in 2004/2005, 73% of which was collected household waste, 7% Civic Amenity sites waste and the remaining 20% was collected commercial waste.
115. It is clear from the graph that whilst the tonnage of municipal waste has been fairly consistent at approximately 500,000 tonnes per annum this is because a significant increase in household tonnage has been matched by a corresponding decrease in commercial waste. This balancing of the waste streams is, as is explained below, a coincidence. Data for 2005/06 is estimated but has been included in the graph because it shows a continuation of this trend.

Graph 2 – Total Municipal Waste 1998/99 to 2005/06



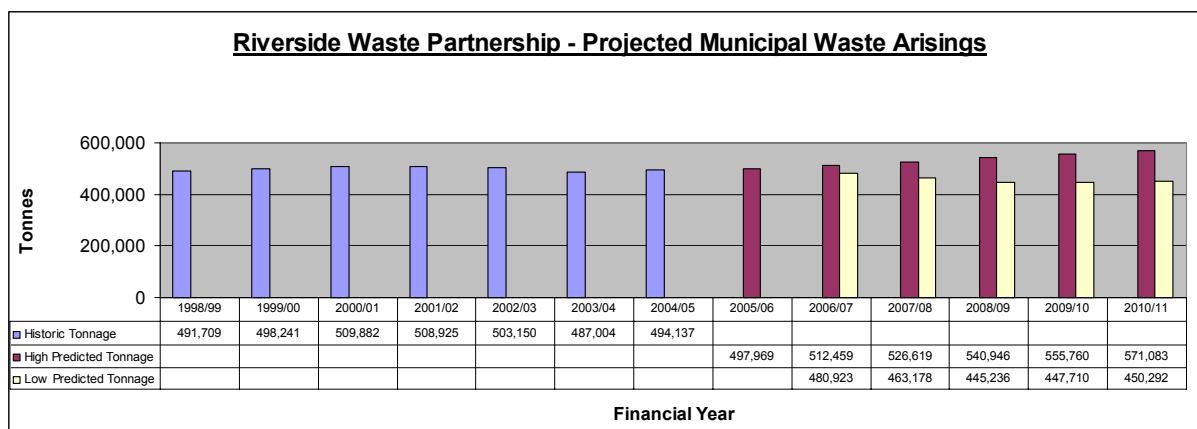
116. Graph 3 below shows the actual tonnage of Municipal Waste handled by the Partnership in the last seven years, together with a prediction for future Municipal Waste arisings. These predictions are based upon the forecasts of household and commercial waste described in detail below; and allow for the Mayor of London’s forecast increase in the number of households in the Partnership’s area together with:

- in the high prediction: a continued 2.3% per annum growth in household waste generation coupled with the Mayor’s predicted increase in the number of households together with an annual increase of 2.25% (this being the

average long-term growth rate for the UK economy as whole) being applied to the current commercial element of the Municipal Waste Stream and,

- in the low prediction: all boroughs commercial waste falling to Wandsworth’s current level and household waste growth being limited to the Mayor’s predicted increase in the number of households.

Graph 3 – Projected Municipal Waste Arisings



117. The final outcome is likely to be between the high and low predictions in Graph 3 and the Partnership’s waste arisings are likely to remain broadly constant over the mid term with household waste growth being offset by commercial waste tonnage being lost to the private sector.

Household Waste

118. During the period 1998/99 to 2005/06 household waste across the four boroughs has risen by nearly 18%, and by more than 60,000 tonnes representing an average growth of 2.3% per annum. Although a significant increase, this rate is lower than some other quoted figures for example a study by the Resource Recovery Forum, Brook Lyndhurst Limited and MORI in 2002²⁰ quoted household waste in London as growing by 5% per annum. A municipal waste growth figure of 3% per annum is more commonly quoted as that has been the pattern in London as a whole over the last 15 years²¹.
119. Although household waste has increased over the period, Graph 2 shows this as having occurred only from 2003/04 but, as is explained below, this jump reflects the acquisition of better data rather than a step change in the behaviour of local residents.
120. All London boroughs have historically co-collected commercial and household waste and whilst there are financial and environmental benefits from maximising the use of waste collection vehicles in this way it did mean that measuring the exact tonnage split between collected commercial and household waste was difficult.

²⁰ Household Waste Behaviour in London

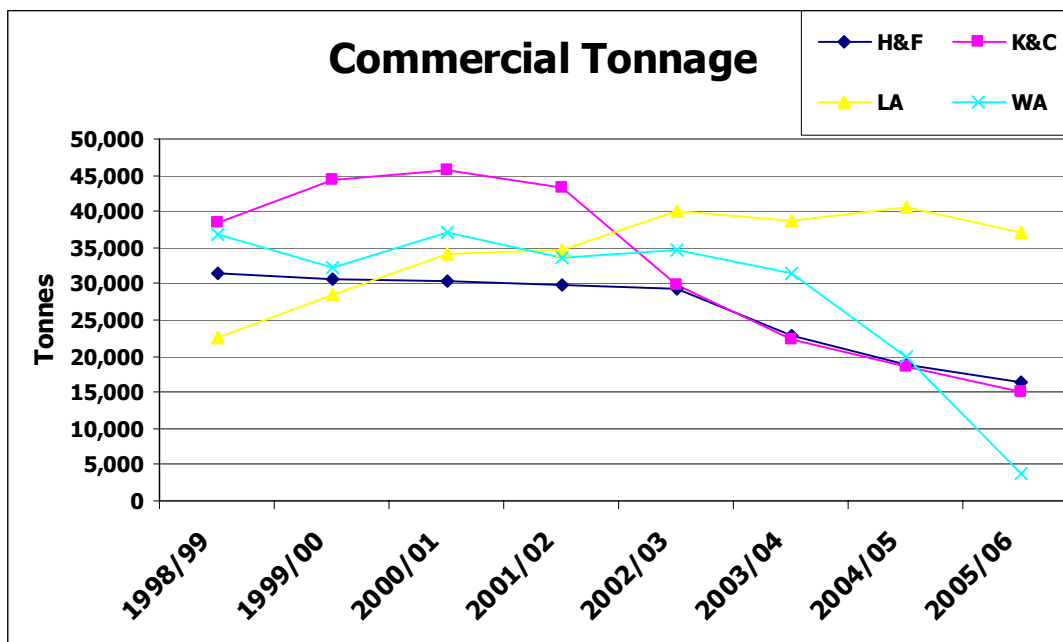
²¹ The Mayor’s Draft Municipal Waste Management Strategy paragraph 2.103 page 46

121. Prior to 2000/01 household waste levels for each authority was derived by subtracting estimated commercial waste arisings from their total municipal waste stream. However this did produce some anomalies and, in April 1998, the Partnership, by means of a detailed sampling exercise over the period of a year, carried out an extensive survey of the domestic property waste arisings. Methods of estimating the tonnage of household waste emanating from other sources e.g. street cleansing, parks waste and fly-tipping were also developed at the same time and the results were used by the Partnership from 2000/01.
122. The 2000/2001 estimate of household waste was adjusted annually, primarily in proportion to changes in the total number of properties in each borough, but although it was recognised that a change in the mix between household and commercial could be occurring the relative stability of the total municipal waste tonnage and the absence of any new survey data meant that no other adjustments were made.
123. Towards the end of 2004, due to the introduction of higher charges Wandsworth Council lost its contracts to collect waste from commercial premises and also began to separately collect any remaining commercial waste under its control (e.g. street market waste and waste from council premises). This enabled the level of household waste collected in Wandsworth to be more accurately determined and it indicated that there had been growth in some or all of the areas which make up household waste at some stage since the survey was completed. It was not possible to be precise about the timing and nature of any adjustments but the implied growth of 12.4% per household for Wandsworth was consistent with the figures reported in the Government's 2004 pre-budget report – which recorded an increase in household waste nationally from 22.5 million tonnes in 1996/97 to 25.8 million in 2002/03, an 11.5% increase.
124. There is no evidence that household waste had been growing unilaterally in Wandsworth and it has therefore been deemed reasonable to assume that similar levels of household waste growth have been occurring in the other constituent boroughs and revised figures have been applied in full from 2005/06.

Commercial Waste

125. By contrast commercial waste handled by the Partnership has fallen by around 57,000 tonnes or 44% in the 1998/99 to 2005/06 period as shown by borough in Graph 4 overleaf. Variations in commercial waste are caused by a combination of factors most notably:
 - the strength of the economy, commercial waste arisings tend to reflect the economy as a whole; and
 - the result of the constituent councils and/or their collection contractors winning and losing commercial waste collection contracts to/from the private waste management companies.

Graph 4 – Commercial Waste Arisings



126. It is not thought that production of this waste has slowed but simply that in the majority of the Partnership’s area market forces have transferred commercial waste from public to private sector control and the fact that the Landfill Allowance Trading Scheme (see paragraphs 138 to 144 below) does not apply to the private sector means that collection authorities will find it increasingly difficult to retain commercial waste in the future.

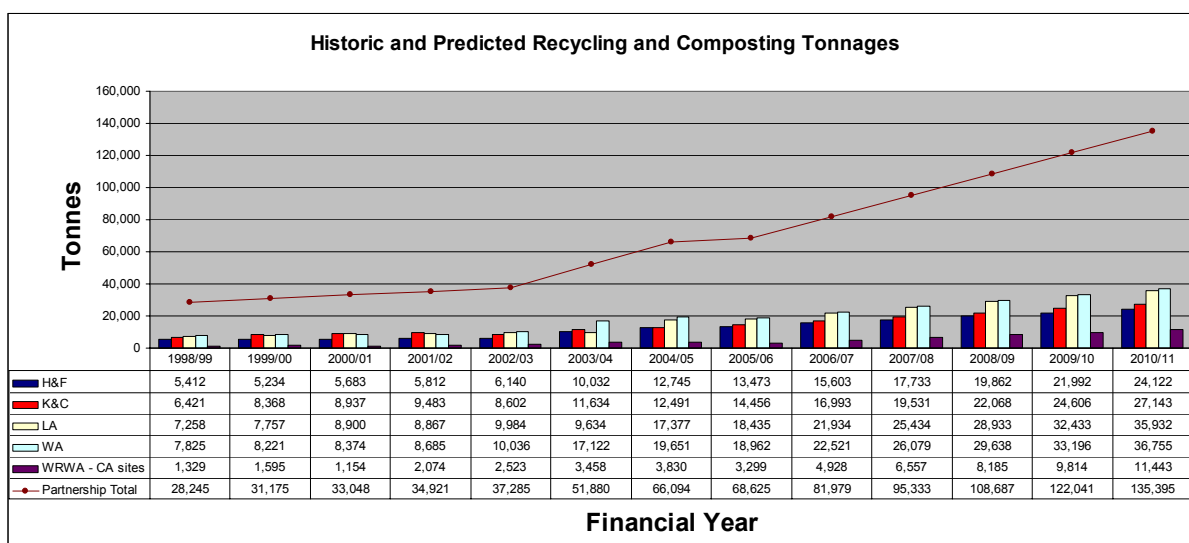
Waste Recycling

127. Graph 5 below show the development of recycling and composting in the Partnership’s area over recent years with an increase of 42,000 tonnes per annum from around 28,000 tonnes in 1998/99 to nearly 70,000 tonnes forecast for 2005/06.

128. The graph quite clearly shows a marked increase in tonnage from 2002/03 which coincided with the introduction of “Orange” co-mingled recycling in the four boroughs (see Section 7) and the Recycle Western Riverside waste awareness campaign (see Section 6). However, the graph also shows a levelling off of the increase in 2005/06. This levelling off is to be expected as the majority of low-rise households now receive a weekly kerbside service.

129. To continue the upward trend, necessary to reach levels in excess of 30% by 2010/11 will require the introduction of an equivalent service for high-rise properties and increased participation and capture rates from the existing recycling schemes. The tonnage of recyclable material collected needs to almost double in the next five years to meet these targets, fully utilising the existing bulk bay infrastructure which exists at the Western Riverside Waste Authority’s transfer stations together with the proposed 84,000 tonne per annum Materials recovery facility at Smugglers Way.

Graph 5 – Recycling and Composting Tonnages

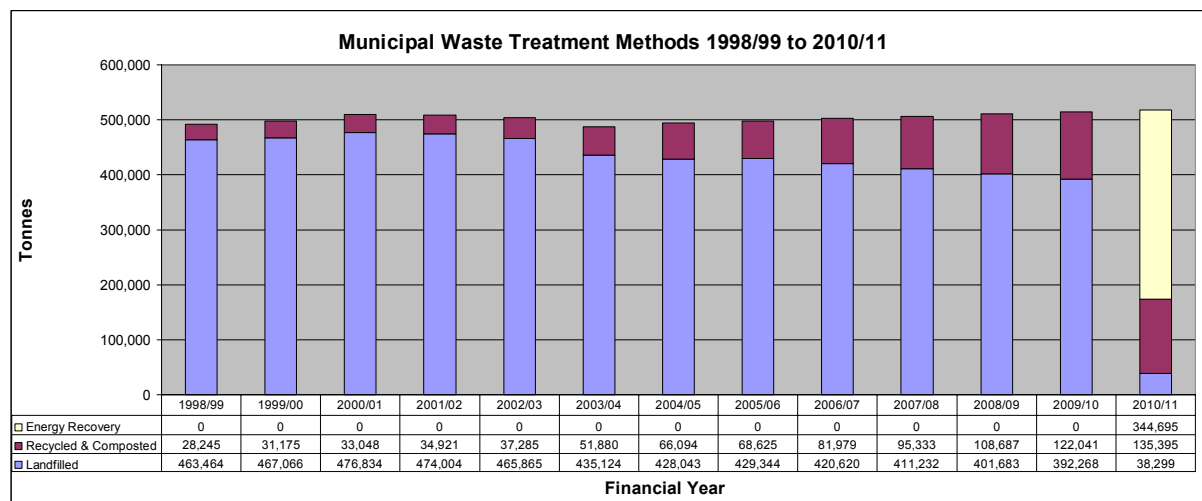


130. Whilst Graph 5 shows municipal recycling and composting tonnages the vast majority of this material is sourced from the household waste stream. The statutory 2003-2004 household recycling and composting target for the Western Riverside Waste Authority (which equates to the Partnership’s target) was 16% and the target for 2005-2006 is 24%.
131. The Partnership achieved a recycling and composting rate of nearly 15% in 2003/04 and is forecast to achieve 21% in 2005/06 and whilst this shows the Partnership is narrowly failing to meet its statutory targets it is only a year or so behind in achieving them and has shown a substantial increase in the tonnage collected in a very short time period.
132. It is clear from the paragraphs on household waste above that the reason for failing to meet the targets was not a failure by the Partnership to increase the amount of material that is being collected for recycling – paragraph 127 shows that this tonnage level has increased by around 42,000 tonnes per annum since 1998/99 - but rather that this good work has been devalued by the general increases in household waste described in paragraphs 118 to 124. This explains why the Waste Re-Use and Reduction initiatives described in Section 6 are so important. Nevertheless the Partnership is confident that it will exceed the national target of recycling and composting at least 30% of household waste by 2010.
133. The Government is currently consulting on whether to continue with recycling and composting targets beyond 2005/06 and if so at what level they should be set. The Partnership believes that the need for such targets has been superseded by the overriding need to remove biodegradable material from Landfill and the introduction of the Landfill Allowance Trading Scheme.

Residual Waste

134. As is explained in paragraphs 113 to 117 above the Partnership is responsible for collecting and treating some 500,000 tonnes per annum of municipal waste. Graph 6 below shows how this tonnage has been treated in the past, and how it is predicted to be, treated in the future.

Graph 6 – Municipal Waste Treatment Methods 1998/99 to 2010/11



135. It is useful to recap exactly what assumptions have been made in the generation of Graph 6 above and to explore exactly what the implications of these projections are:

- The Belverdere Energy from Waste plant becomes operational in 2010/11. This assumes a planning decision by the Secretary of State in spring 2006, financial close is reached with Cory in the summer of 2007 and the facility takes 3 years to build.
- The growth of Household tonnage has been limited to the Mayor’s projected increase in the number of properties in the Partnership’s area. Waste Growth generated within individual properties has been stopped due to the Partnership’s Waste Minimisation initiatives.
- The growth of commercial waste has been estimated at 2.25% (this being the average long-term growth rate for the UK economy as whole). Therefore the predicted rise in Municipal Waste of 10.2% over the next 9 years represents an overall annual increase of around 1.5% per annum.
- The Recycling and Composting of Municipal Waste has reached a level of 31% by 2010/11.

136. **The Partnership believes these assumptions to be optimistic but achievable.** Nevertheless, by 2010/11 some 400,000 tonnes per annum will still need to be treated by methods other than recycling or composting if these projections prove accurate.

137. It would be possible to set out a range of scenarios that involved both higher and lower levels of waste minimisation and recycling to illustrate how the tonnage of waste that still required treatment would vary but the value of this in the context of this Joint Municipal Waste Management Strategy must be limited. Quite simply, if the Partnership fails to achieve its waste minimisation and recycling targets the tonnage requiring treatment by other means will increase and vice-versa. Also, it can be seen quite clearly that even if the Partnership were to exceed its targets the tonnage of waste requiring alternative treatment would still be in the order of several hundreds of thousands of tonnes per annum.

Biodegradable Waste and the Landfill Allowance Trading Scheme

138. As is explained in paragraphs 66 to 69 to achieve the diversion of biodegradable waste from landfill set out in Waste Strategy 2000 the Government has introduced the Landfill Allowances and Trading Scheme which is the government's key measure to meet the demands of the European Landfill Directive, and began, in England, on 1st April 2005.
139. Under this scheme each waste disposal authority in the country has been granted a diminishing year by year allowance for the amount of biodegradable waste that it can send to landfill. Each authority must ensure that it has enough allowances each year to cover the tonnage of biodegradable waste it sends to landfill or risk receiving a fine of up to £150 per tonne for each tonne landfilled in excess of the allowances it holds as well as supplementary penalties in target years, the first of which is 2009/10, which could be far more severe. An authority can achieve this landfill/allowance balance by either reducing the amount of biodegradable waste that it sends to landfill or by purchasing additional allowances from other waste disposal authorities that have a surplus and who are willing to sell.
140. Generally authorities are not required to sell any annual surplus of allowances but may “bank” them for use in future years; similarly they are able to “borrow” small amounts of allowances from future years. The banking and borrowing rules are suspended through the target years of 2009/10, 2012/13 and 2019/20, when the UK as a whole has to meet its European targets.
141. Table 7 below shows the following:
- The landfill allowances that the WRWA will receive up to 2010/2011;
 - A projection of the estimated tonnage of biodegradable municipal waste (BMW) that WRWA will send to landfill up to 2010/2011;
 - The yearly and cumulative surplus/deficit in landfill allowances²².

The estimated tonnage of BMW to landfill is based on the strategy's forecast growth in household and commercial waste and the Partnership councils' predicted recycling performance as set out in Graph 5 on page above. However, the tonnage of BMW to landfill assumes that the average amount per tonne of biodegradable waste extracted from the waste stream through recycling and composting is constant over time at 68%.

²² The banking and borrowing of allowances across target years is not permitted and Table 7 correctly shows no “cumulative difference” for 2009/10

142. The Partnership’s strategic objective is for the Western Riverside Waste Authority not to exceed its landfill allowances in any year. This is particularly important in 2009/2010 when the liability for failing to meet targets includes Supplementary Penalties (note the application of any penalties by the Secretary of State is discretionary). As described in detail in the rest of this Strategy, the Partnership is trying to meet these targets by moving waste out of landfill and up the waste hierarchy and the opportunity to avoid any costs associated with LATs and indeed the potential to sell any LATs surpluses will incentivise the Partners in that process.
143. There are several other factors such as the timing of the Belvedere energy from waste plant and any diminishing of the constituent councils commercial waste streams that could mitigate the scale of the forecast deficits, but whose exact impact and timing cannot be predicted with the certainty necessary to include them as definitive actions within the strategy at this stage.
144. The financial uncertainties caused by LATS and other variables are discussed in Section 11.

Table 7

	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11
LATS Allowance	311,126	292,388	267,403	236,172	198,694	176,578
BMW to Landfill	291,954	286,022	279,638	273,144	266,742	26,043
Difference	19,172	6,366	-12,235	-36,972	-68,048	150,535
Cumulative Difference	19,172	25,538	13,303	-23,669		150,535

SECTION SIX – WASTE REDUCTION AND RE-USE

Introduction

145. Beyond 2010/11 the growth in household waste, if unchecked, will become a significant issue for the Partnership and that is why the Partnership is committed to firstly slowing down the rate of growth and ultimately to reversing it (this is known as waste minimisation) and the methods being employed to do this are explained in detail in this Section.
146. By promoting the minimisation and reuse of waste the Partnership aim to reduce the quantity of domestic waste produced by, and collected from each household but it also seeks to reduce the quantity of household waste from other sources requiring collection (e.g. street litter, flytips and waste from schools).
147. By reducing the amount of waste which must be dealt with, the collection, transport and disposal costs are also reduced both in terms of expenditure and in terms of environmental impact. Clearly, this is superior to even the best and most efficient handling of any waste that is generated and this fact – the principal importance of waste reduction and re-use activities – is illustrated by their position at the top of the waste hierarchy.
148. Although the Partnership's ability to influence the quantity of domestic waste produced by local households is limited (as waste production by householders is closely linked to their patterns of consumption) it will, primarily through the Recycle Western Riverside campaign described at paragraphs 168 to 175 below, continue to encourage the public to minimise the waste that they produce.

Practical Initiatives

Junk Mail

149. The Partnership will show residents how they can reduce the flow of junk mail, on the basis that most of it is a nuisance to residents, by promoting the Mailing Preference Service (MPS). The MPS enables householders to request that unsolicited direct mail should not be sent to their homes. This could have a significant impact on the weight of paper collected as waste.
150. The Partnership will also attempt to reduce the amount of other junk mail. This includes fast-food home delivery menus, and advertising flyers as again, these can be a source of irritation for many householders, High-visibility orange stickers with the message 'No Junk Mail' to be stuck on letterboxes are being trialled by the Royal Borough of Kensington and Chelsea and early evidence suggests that these stickers can be highly effective.

Home Composting

151. All the boroughs promote home composting in their literature and subsidises the costs in supplying home composters to the public although in boroughs with few large private gardens home composting will only ever be a minority activity.

152. An exercise, funded by the Western Riverside Environmental Fund, was undertaken at the end of 2005 by London Remade, in conjunction with the Geographical Information Systems team at the Royal Borough of Kensington and Chelsea to identify and map areas within constituent boroughs having the greatest concentration of domestic gardens and where uptake of subsidised home composters has been highest. This information will be used in targeting future subsidised composter promotions and green waste collection schemes.

Re-Useable Nappies

153. A recent study by the Environment Agency concluded that in environmental impact terms there was little to choose between re-useable and disposable nappies. However the use of re-useable nappies does make a big contribution towards reducing the weight of a family's waste. Disposable nappies can amount to as much as 20% by weight of the household waste produced by a family with just one baby.
154. All the Partners promote the use of re-useable nappies.

Furniture Re-Use

155. The Partners are constantly looking to take steps to maximise the recovery and re-use of materials collected during special collections and all the Partners have or are seeking partnerships with the voluntary sector to provide furniture re-use schemes often building on previous work with local registered social landlords.

Community Programmes

156. There are numerous re-use organisations that operate within the Partnership's area such as second hand and voluntary sector furniture and white goods re-use shops, charity shops and toy libraries. The Partnership will support and encourage this type of activity by offering practical support and publicity where possible.
157. Whilst the direct impact of such schemes may be relatively small in terms of avoided waste disposal the cultural and educative contribution these schemes can have may, cumulatively, be considerable.

Fly Tipping

158. As explained in Section 5, borough involvement in commercial waste collection may, as a consequence of the Landfill Allowance Trading Scheme, reduce in the future and there is a perceived danger that as waste collection authorities move out of the commercial waste sector the level of fly-tipping will increase. It is important that the Partnership continues to educate local businesses on waste management best practise whilst positively using its enforcement powers to prosecute fly-tippers.
159. In 2003 regulations were introduced to help local authorities track down and prosecute fly-tippers. Under the Environmental Protection (Duty of Care) (England) (Amendment) Regulations 2003, SI number 63, waste collection authorities were given the power to serve a

notice on businesses requiring them to furnish the waste collection authority with their duty of care records (the Environment Agency, as the prescribed waste regulation authority, already had this power).

160. Under the *Duty of Care Regulations 1991*, parties exchanging waste must complete and retain a waste transfer note. This note must state, amongst other things, the authority of the person to whom the waste is being transferred: for example a registered waste carrier. Under the *Control of Pollution (Amendment) Act 1989*, persons carrying waste must be registered with the Environment Agency.
161. This allows local waste collection authorities to check whether businesses are completing and retaining their waste duty of care transfer notes correctly. The notes system aims to ensure that waste is managed properly and disposed of safely. Businesses that do not have these arrangements in place are open to prosecution.
162. These powers, which enabled officers of the constituent councils to check whether businesses are transferring their waste in accordance with the law, were further extended under the Clean Neighbourhoods and Environment Act 2005 by:
 - removing the defence of acting under employer's instructions;
 - increasing the penalties;
 - enabling recovery of investigation and clear-up costs;
 - extending provisions on clear up to the landowner in the absence of the occupier;
 - giving the power to issue fixed penalty notices and to retain the receipts from such penalties: to businesses that fail to produce waste transfer notes and to waste carriers that fail to produce their registration details or evidence they do not need to be registered and for waste left out on the streets where it is possible to track back evidence such as letter headed paper;
 - introducing a more effective system for stop, search and seizure of vehicles used in illegal waste disposal; and enabling courts to require forfeiture of such vehicles
163. The 1991 Regulations were also amended in 2002 to require that the transfer note not only include a description of the waste being transferred but under the Landfill (England and Wales) Regulations 2002, the waste should also be described by reference to the European Waste Catalogue and its appropriate code number. This change is to help meet the Landfill Directive's requirements on monitoring the acceptance and treatment of waste, and fulfil the UK's obligation to implement the catalogue.

Fast Food Litter

164. In October 2003 the Government produced a consultation paper - Voluntary Code of Practice for the Fast Food Industry, Options for reducing fast food litter and waste in the local

environment²³ – which outlines the elements of a Voluntary Code of Practice, directed at members of the fast food industry, describing practical and strategic measures that can and should be taken to reduce litter and waste in the local environment. This includes the reduction of fast food related litter in and around public areas surrounding fast food establishments.

165. The Government has stated that if this Code of Practice does not achieve its aim of reducing litter and waste in the local environment by voluntary means, the Government is resolved to look at other options, including legislation. The Partnership fully endorses the Government view.
166. The initiatives and targets described below are aimed at slowing down the rate of growth in municipal waste and ultimately to stabilise and then reverse it.
167. As household waste is the most significant element of the waste stream these initiatives are primarily geared towards this area but it is expected that the public will take this knowledge into the workplace and to help in this transition, the Recycle Western Riverside campaign will fund some business orientated initiatives with a view to increasing this area of activity once the messages to householders has become established.

Recycle Western Riverside

168. The Partnership's investment in waste minimisation is primarily focused through the "Recycle Western Riverside" (RWR) campaign²⁴ being delivered for the Partnership by Waste Watch, the leading national waste awareness and education charity, and London Remade, a London Development Agency funded partnership between the business community, public and not-for-profit sectors, to drive economic and social regeneration and deliver green procurement and business support programmes.
169. The RWR campaign is linked to the national "Recycle Now" campaign that is run by the Waste & Resources Action Programme (WRAP) who are working closely with local authorities and retailers to make sure the recycling message is heard. WRAP is an independent organisation that is funded by Government whose job is to make recycling work better in the UK and to get more people recycling more material more often.
170. The Partnership's five-year programme, budgeted at £4.4 million, commenced in 2003 and has focused on the communities in the Partnership's area with an aim to halt and, potentially, reverse the growth in waste in the Partnership's area.
171. The variability of the municipal waste stream generally and the commercial element in particular, together with seasonal variations in waste arisings makes measuring the success of any waste minimisation initiatives difficult and therefore the effectiveness of the Recycle Western Riverside campaign is being judged by the use of periodic focus group research.
172. The Partnership will shortly be considering how Recycle Western Riverside will be taken

²³ <http://www.defra.gov.uk/corporate/consult/foodlitter/consultation.pdf>

²⁴ see <http://www.westernriverside.org.uk/>

forward beyond 2007, when its current funding structure ends.

173. The components of the project have been to encourage an 'active citizen' attitude amongst residents, intensive advertising and communications campaigns, a waste website, recycle at school and home composting campaigns, attitude surveys, awareness roadshows, 'buy recycled' campaigns and other community initiatives.
174. These initiatives have been designed to link with the voluntary sector and constituent council activities to maximise the opportunities for community involvement. Start-up funding and support has been made available to local community groups, such as tenants' associations, church groups or women's organisations, to help them develop their own localised campaigns and to contribute to the programme targets.
175. The main initiatives summarised in Table 7 below, link seamlessly i.e. a single message has been delivered and all campaigns in the constituent councils will run in the same direction.

Table 7

Initiative	Description
Community-Focused Campaigns	Due to the culturally diverse nature of the Partnership's area it is likely that the messages have been tailored to specific elements of the population. Start-up funding and support has been made available to local community groups, such as tenants' associations, church groups or women's organisations, to help them develop their own localised campaigns and to contribute to the programme targets.
Home Composting Campaign	This campaign has looked at the potential for increasing the opportunities for households to compost at home, whilst promoting the setting up of more community composting schemes. Links between different local groups, such as schools, parks and allotment societies have been created.
Re-use Campaign	The re-use message will feature later in the campaign, once general awareness of the importance of waste minimisation has increased. Activities will include the marketing of existing projects, such as children's scrap stores, furniture schemes and nappy laundering services, as well as helping them to develop expertise to maximise their own effectiveness. For example, furniture projects may expand into repairing and recycling computers, which could then go to local schools.
'Closing the Loop' Campaign	This element encourages people to buy recycled products and by doing so, help create new markets for recycle. Activities have been linked to other campaigns, such as the National Waste Awareness Initiative and the Local Authority Recycling Advisory Committee's 'Buy Recycled' campaign. Co-ordinated activities have included retail campaigns and road-shows.

Initiative	Description
<p>Communication and Information</p>	<p>Regular communication is a vital element of the public awareness raising campaign.</p> <p>A telephone hotline has been set up to answer queries. This will be coordinated with existing services offered by the constituent councils.</p> <p>A dedicated website provides practical information and advice on ways to minimise waste. It will bring together all the elements of the campaign including schools, households, communities - and its design and content reinforce the campaign's key messages.</p> <p>Leaflets and newsletters have been sent to householders, initially focusing on those currently receiving a kerbside recycling service.</p> <p>In certain circumstances, where queries cannot be resolved over the phone, via the website or through the information packs, support has been offered through home visits.</p> <p>Extensive “door stepping” exercises have also been carried out in each of the four boroughs.</p> <p>High-profile exhibitions and road shows have taken place in supermarkets, local libraries, leisure centres and community centres. These events offer an opportunity to reinforce the campaign brand and messages through displays and posters, as well as for staff to explain the campaign's Reduce, Re-use and Recycle message (the 3R's) and answer specific questions.</p>
<p>Education</p>	<p>Waste Watch have developed a network of successful Schools Waste Action Clubs. This work targets pupils, parents and teachers and aims to influence behaviour both at home and at school, and to develop the pupils' long-term knowledge and understanding of waste issues.</p> <p>Schools are advised on introducing sustainable waste management strategies. Activities include school waste audits, classroom-based activities and lessons, teacher training sessions, open days and community events.</p> <p>Every school in the Partnership's area is encouraged to participate in this initiative and the investment of time and money will ensure that the culture of sustainable waste management is established and continues into the next generation and beyond.</p> <p>By focusing on householders and their children the programme is channelling resource into the area that has the greatest potential to deliver the 3R's: Reduce, Re-use and Recycle.</p>

Green Procurement

- 176. Unless we 'close the loop' – the link between waste material reprocessing and purchasing new goods and products made from reprocessed materials – high rates of recycling will not be sustained.
- 177. Everyone, businesses and householders alike, must all play an active role in demanding and purchasing goods made from recycled materials, or that are remanufactured. The Riverside Waste Partnership has an important leadership role in adopting and implementing 'green procurement' policies and publicising the fact.

178. All the members of the Riverside Waste Partnership have signed up to the Mayor of London’s Green Procurement Code and they are committed to working with London ReMade to explore opportunities for buying recycled products and achieving measurable targets. The Code is split into four levels as described below and the partners will all strive to attain level B2 in the timescales indicated in Table 8:

- **Part A (levels A1 and A2)** is about engaging with London Remade
- **Part B (levels B1 and B2)** is about committing yourself as an environmentally progressive organisation moving towards measurable change.

Table 8

Authority	Current Level	Target Year to attain level B2
Hammersmith and Fulham	A2	To be Confirmed
Kensington and Chelsea	A2	To be Confirmed
Lambeth	A2	To be Confirmed
Wandsworth	B1	To be Confirmed
Western Riverside	B2	N/A

179. The Partners have made Green Procurement part of their environmental policy and where possible include provisions within their contracts to ensure that their sub-contractors comply with the policy.

180. The Partnership recognises that it needs to close the loop on recycling and get its own house in order if it is to encourage its residents to recycle more. Developing markets and purchasing recycled goods will be the keys to maintaining and expanding recycling performance.

181. More products that are price and quality-competitive mean more opportunities for organisations to save money while helping the environment. The Riverside Waste Partnership will also encourage its sub-contractors to adopt the code. There is overwhelming evidence that a range of high-quality, cost competitive recycled goods are currently available in all spheres of operation, from office products to recycled aggregate for use in construction and highways projects.

Civic Amenity Sites

182. The Civic Amenity Sites have been re-branded and promoted as re-use and recycling centres and will be used to reinforce the messages being delivered in the awareness campaigns described above. Users of the sites are encouraged to recycle as much of their waste as possible and to separate bulky waste items such as furniture for re-use by local charities.

183. A full Best Value review of Civic Amenity Sites is anticipated to be completed by the summer of 2006 and the results of this review will inform the detailed major redevelopment of the Civic Amenity Sites that is planned.

184. The redesign of the Civic Amenity Sites will include for elevated user access to separate members of the public from the waste handling activities and to avoid them having to enter

containers or access them via steps. The Civic Amenity Sites will also be partially covered to minimise their environmental impacts.

Policy Initiatives

185. The Partnership will lobby the Government through the local government associations, seeking legislative or other pressure on manufacturers to modify the way they package goods at the point of production and for a waste-reduction code of practice to be adopted.
186. The Partnership will also encourage retailers to:
- provide incentives to reduce the consumption of single-use carrier bags;
 - encourage their customers to select products and packaging that can be recycled;
 - inform them of opportunities within the community to reduce waste and increase recycling;
 - increase the recycling of packaging, products and process wastes generated on their own premises;
 - promote low-waste brands; and,
 - develop practical ideas to increase the re-use of bottles and containers.
187. The Western Riverside Waste Authority recovers the costs of managing the constituent boroughs household waste by means of a levy. Historically this levy has been apportioned between the boroughs' on a statutory default basis based originally on population and more recently on the Council Tax base. Use of these default bases has meant that there has been no direct relationship between the expenditure incurred in disposing of the waste from each borough and the levy that each constituent council paid.
188. Defra has introduced new default levy arrangements for 2006/07 which are partially based on tonnage and will go some way towards addressing this anomaly so that the higher a borough's tonnage the more it pays, and vice versa. This new system moves closer to meeting the "polluter pays" principle and does encourage waste minimisation. However, it does not allow the costs associated with treating each individual waste stream to be passed directly through to the constituent councils and for this reason the Partnership's preferred option remains a direct charging mechanism rather than a levy
189. The Regulations require that the levy shall be apportioned between the constituent councils on the default basis unless there is unanimous agreement on an alternative. It is hoped that the new levy arrangement will mean that the constituent councils may be able to agree to a voluntary charging mechanism in the future.
190. The "Polluter Pays" principle is a well established policy advocated by successive

Governments. In essence it means that the producers of consumables should pay the costs of their ultimate disposal. This policy will very shortly be introduced into mainstream waste matters most notably with regard to Abandoned Vehicles and Waste Electronic Equipment (see Section 11). In these cases the policy is being applied directly to the manufacturers of the goods concerned with the costs ultimately being transferred onto the price of new products and therefore the consumer.

191. By law, the costs of Household Waste collection and disposal are passed onto householders as an element of the Council Tax charged by their local authority. There is therefore no direct financial incentive on a householder to minimise or recycle their waste.
192. Lack of connection between producers of waste (householders) and the cost of waste management is thought by many to be a significant obstacle in achieving waste minimisation and recycling improvements. Charging households for the amount of waste produced – ‘pay as you throw’ – has been applied successfully in many other parts of the world resulting in significant reductions in waste, greater levels of recycling through raised awareness, and satisfaction and support from communities where it has been introduced.
193. Although the cost of household waste collection and disposal is considerably cheaper than other utility bills, there is a fear that the introduction of a direct charge for household waste collection would result in a significant element of this waste stream being fly tipped and a corresponding increase in the general litter collected by local authorities from their street cleansing operations. Both of which overall, could result in a more expensive and environmentally damaging situation.
194. At present, UK legislation prevents variable charging for the amount of waste collected, effectively closing off one of the most potentially effective means of minimising household waste and raising awareness. The effectiveness of relatively small financial incentives is demonstrated by the levy on plastic bags imposed by the Irish government since 4th March 2002. The levy of approximately 10 pence per bag saw a 90% reduction in the number of bags sold in the first year.
195. The Partnership will lobby Government to review the law and examine the scope for introducing a more flexible system in relation to the costs of household waste collection and treatment, with councils able to apply financial incentives such as charging if they wish.

Timetable for Waste Awareness, Reduction and Re-Use Initiatives

196. The aim of the waste minimisation initiatives described in this section is to firstly reduce the rate of increase in waste generation, before stabilising and ultimately reducing the volumes generated. Although the waste awareness and minimisation programme are targeted at householders it is expected that these people will carry forward the messages into the workplace.
197. The initiatives detailed in this section are targeted to be provided in the timescales below.

Initiative Number	Initiative Description	Paragraph	Principal Partner(s)	Timescale
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				2006	2007	2008	2009	2010	2011+
Minimise 1	<p>Advertise the availability of its facilities for the correct disposal of waste and, in conjunction with the Environment Agency, pursue fly tippers</p> <p>Ensure that businesses are transferring their waste in accordance with the law. Track down and prosecute fly-tippers.</p>	158	Riverside Waste Partnership	Ongoing					
Minimise 2	<p>Slow Down, stabilise and reverse the rate of growth of Municipal Waste</p> <p>To promote the practise of Waste Minimisation by householders and local businesses.</p>	166	Riverside Waste Partnership	Ongoing					
Minimise 3	<p>Community Focused Campaigns</p> <p>Start-up funding and support will be available to local community groups, such as tenants' associations, church groups or women's organisations, to help them develop their own localised campaigns and to contribute to the programme targets.</p>	175	Riverside Waste Partnership	*	*				
Minimise 4	<p>Home Composting Campaign</p> <p>To maximise the potential for households to compost at home, and promoting the setting up of more community composting schemes.</p>	175	Riverside Waste Partnership	*	*				
Minimise 5	<p>Re-use Campaign</p> <p>Activities will include the marketing of existing projects, such as children's scrap stores, furniture schemes and nappy laundering services, as well as helping them to develop expertise to maximise their own effectiveness. For example, furniture projects may expand into repairing and recycling computers, which could then go to local schools.</p>	175	Riverside Waste Partnership	*	*				

Initiative Number	Initiative Description	Paragraph	Principal Partner(s) Responsible	Timescale					
				2006	2007	2008	2009	2010	2011+
Minimise 6	<p>'Closing the Loop' Campaign</p> <p>Activities can be linked to other campaigns, such as the national "Recycle Now" Initiative being driven by the Waste and Resources Action Programme and the Local Authority Recycling Advisory Committee's 'Buy Recycled' campaign. Co-ordinated activities may include retail campaigns and road-shows.</p>	175	Riverside Waste Partnership	*	*				
Minimise 7	<p>Communication and Information</p> <p>Provision of a telephone hotline and dedicated website</p> <p>Leaflets and newsletters. High-profile exhibitions to reinforce the Reduce, Re-use and Recycle message.</p>	175	Riverside Waste Partnership	*	*				
Minimise 8	<p>Education</p> <p>Rethink Rubbish at School</p>	175	Riverside Waste Partnership	*	*				
Minimise 9	<p>Attain Level B2 of the Mayor's Green Procurement Code for London</p> <p>The Riverside Waste Partnership has an important leadership role in adopting and implementing 'green procurement' policies and publicising the fact.</p>	178	Riverside Waste Partnership		*	*			
Minimise 10	<p>Re-brand Civic Amenity Sites</p> <p>Promote them as re-use and recycling centres</p>	182	Western Riverside Waste Authority	*					
Minimise 11	<p>Best Value Review of Civic Amenity Sites</p> <p>Identify potential improvements/efficiencies in respect of the civic amenity site service.</p>	183	Western Riverside Waste Authority	*					

Initiative Number	Initiative Description	Paragraph	Principal Partner(s) Responsible	Timescale					
				2006	2007	2008	2009	2010	2011+
Minimise 12	<p>Redesign Civic Amenity Sites</p> <p>Separate members of the public from the waste handling activities.</p> <p>Minimise the environmental impact of Civic Amenity Sites.</p>	184	Western Riverside Waste Authority	*	*	*	*		
Minimise 13	<p>Tonnage Based Charges</p> <p>In order to encourage efficiency and waste minimisation, Western Riverside Waste Authority's policy is to support a change to allow charges on a tonnage basis to constituent councils.</p>	187	Western Riverside Waste Authority	Ongoing					
Minimise 14	<p>Lobby Government to review the law and examine the scope for introducing a more flexible system in relation to the costs of household waste collection and treatment, with councils able to apply financial incentives such as charging if they wish.</p> <p>UK legislation generally only permits the recovery of the costs associated with household waste through the Council Tax. Other cost recovery mechanisms which might be more effective in encouraging household waste minimisation are not permissible.</p>	195	Constituent Councils	Ongoing					

SECTION SEVEN – WASTE RECYCLING AND COMPOSTING

Introduction

198. How the Partnership processes recycled materials and the method by which they are collected is inextricably linked. Close co-operation within the Partnership is therefore essential so as to be able to:

- devise the most efficient and cost-effective service possible; and
- ensure that processing capacity is always in excess of demand.

199. Based upon detailed investigations, a comprehensive but practical programme of continuous improvement has been developed based upon four essential components:

- Partnership schemes to improve and expand existing recovery programmes
- Development of a Materials Recovery Facility (MRF) at Smugglers Way
- A comprehensive market development programme for recovered materials
- A commitment to continuing innovation to meet changing community needs.

200. The Partnership has agreed that recycling schemes must be as simple and as convenient as possible so as to maximise both public participation and capture rates.²⁵ High population transience within the Partnership's area means that publicity and promotion work needs constantly to be undertaken so as to keep pace with resident turnover.

201. It has been agreed that in order to meet this Strategy's targets, all constituent councils will need to:

- operate an "opt-out" kerbside recycling system whereby all residents are automatically included unless they specifically request to leave the scheme;
- collect all dry recyclables (i.e. glass bottles and jars, mixed paper and cardboard, steel and aluminium cans and plastic bottles) kerbside in a single bag or container (ideally on the same day(s) of the week as the normal refuse is collected);
- provide micro bring-recycling systems for estates, mansion blocks and so forth which are unsuited to kerbside collection schemes;
- possibly provide kerbside collections for green garden waste, but not so as to provide disincentives for home-composting, which is far preferable on both environmental and financial grounds.

202. Getting the 'reduce, re-use and recycle' message, described in Section 6, embedded in the

²⁵ Participation rate is the number of people or households actively involved in a recycling scheme. Capture rate is the amount of material that people or households actively participating in a recycling scheme are putting out for collection.

consciousness of the constituent councils' residents will complement these collection schemes.

203. The individual Action Plans produced by the boroughs detail how the tonnage of recycled and composted waste will continue to grow within each borough and contribute to the overall objectives of this Strategy, including the achievement of a combined household recycling and composting level in excess of 30% by 2010.

Practical Initiatives

Co-Mingled Recycling

204. Co-mingled recyclables are collected by the constituent councils primarily through their “Orange” co-mingled recycling schemes and increasingly from co-mingled bring site recycling banks. The collected materials are currently transported by road to a new £5 million Materials Recovery Facility (MRF) owned and operated by Grosvenor Waste Management and situated in the London Borough of Bexley at Crayford. At the MRF the co-mingled recyclable material is separated out into its constituent parts – paper, glass, aluminium and steel cans, plastic and so forth. The plant includes the UK's first optical sorter for waste paper which further increases the value of the paper component by separating it into its own constituent parts - newspapers and pamphlets, white office paper and so forth. Added value processes for the glass and plastic components are expected to be added in the future.
205. The Western Riverside Waste Authority has planning permission to build its own Materials Recovery Facility at its Smugglers Way site with a capacity of at least 84,000 tonnes per annum.
206. Locating a Materials Recovery Facility within the Partnership's area will conform to the proximity principle and will avoid the cost of transporting the material to a third party MRF.
- Limited markets present a major barrier to increasing the amount of materials recovered by local authorities. At present, demand is often low, and price fluctuations can be substantial. A pragmatic approach has been taken to overcome these barriers.
207. The Partnership will continue to work with existing reprocessors and other market development agencies to ensure increased price stability and investment in new reprocessing capacity.
208. Establishing a local Materials Recovery Facility - designed to meet the Partnership's specific needs will:
- broaden the range of markets available to the programme; increase the value received for recovered materials;
 - provide greater programme stability and flexibility; and

- provide opportunities for the constituent councils to improve the efficiency and cost effectiveness of their recycling collection programmes.

Civic Amenity Sites

209. Recycling from Civic Amenity Sites - or “Re-Use and Recycling Centres” as they have been rebranded - will further increase the public’s awareness of recycling. Recent measures to increase recycling rates at the Civic Amenity Sites include:

- expanding the area of the sites that is dedicated to recycling;
- the introduction of facilities to recycle household batteries in addition to car batteries;
- the introduction of facilities to facilitate the re-use and recycling of computers;
- the provision of additional recycling facilities for paper/cardboard, green waste and metal;
- new signs at the exits asking people to contact the Western Riverside Waste Authority if there was a specific reason why they had not recycled their waste;
- stores for redundant but usable furniture that is subsequently collected by local charities; and
- improved facilities for glass, paper, textiles, timber, and oil recycling.

210. A full Best Value review of Civic Amenity Sites is anticipated to be completed in 2006. The results of this review will inform the detailed major redesign of the Civic Amenity Sites that is planned (subject to planning approval). This review and the redesign will help ensure that the following minimum recycling levels are achieved at the Civic Amenity Sites:

- 30% recycling by 2010
- 33% recycling by 2015.

Composting

211. Compostable and other organic wastes are those that cause the production of methane and leachate at landfill sites (methane is a gas which can contribute to global warming, and leachate is a polluting liquid which can contaminate groundwater). Composting of these wastes can reduce such harmful effects.

212. Green Waste can account for up to a third of the waste produced by an average household with a garden. Composting this waste at home helps to reduce the household waste that is required to be collected in the constituent boroughs each year and the Partnership will continue to encourage the use of home composting wherever possible.

213. Campaigns focusing on areas where there are many households with gardens will feature:

- composting bin sales - if appropriate and necessary;
 - informal training and master composter events aimed at allotment societies and other community groups;
 - shredding days - mobile shredders showing up at different locations; and
 - the promotion of the use of centralised or community composting schemes as they develop.
214. A further synergy could be created through the “Recycle Western Riverside” initiative by identifying schools with composting space and linking these with local allotment societies who would be willing to assist the students with their composting activities.
215. Green Waste collected kerbside by the constituent councils is delivered to the Western Riverside Waste Authority’s transfer stations where it is bulked for onward transportation to a number of centralised composting facilities within or marginally outside of the London area. The final product from these composting processes is transported back for use by the constituent councils in municipal parks and open spaces, utilising the same vehicles that are transporting the green waste. By returning the treated material to the local community it is possible to demonstrably ‘complete the loop’ in this recycling life cycle.
216. The Partnership will continue to monitor the potential to compost the other major organic element of the household waste stream, namely kitchen or catering waste.
217. The composting of kitchen or catering waste that could contain meat was banned in 2001 after the foot and mouth outbreak. This ban was lifted in July 2003 in the UK by the Animal By-Products Regulation 2003²⁶. It is a wide-ranging Regulation laying down animal and public health rules for collection, handling, transport, storage and disposal of animal by-products including former foodstuffs.
218. The Regulations include strict controls such as using enclosed composting facilities at a certain temperature for a set period of time. Uncertainty still exists as to the practical and commercial implications of this directive and the Partnership must decide whether increasing their composting rate and diversion from landfill through composting kitchen waste is viable.

High Rise and Multi-Occupancy Material Collections

219. All the low-rise properties within the Partnership’s area have been provided with a co-mingled recycling collection service but the constituent councils are at different stages with regard to providing similar facilities to multi-occupancy and high-rise properties.
220. Recycling for residents is more difficult in these types of residence as facilities for recycling and residual waste are often in different locations and often refuse chutes are provided. Also

²⁶ The Animal By-Product Regulations can be found at website <http://www.defra.gov.uk/animalh/by-prods/publicat/ABP%20Regulation%202003.pdf>

these types of residence are generally smaller with less space available for storage of separated materials.

221. This type of residence accounts for well over 50% of the housing stock in the Partnership's area and there is therefore a great potential to increase both the participation and capture rates from these types of residence. The Partnership is looking to achieve this in two ways; firstly by making it easier for residents to recycle by increasing the number of sites on which banks are located and by converting sites to receive co-mingled material and secondly to increase public awareness by the use of door-stepping and other intensive resident engagement programs.

Recycle Western Riverside

222. The Recycle Western Riverside (RWR) campaign provides technical and communications support for Partners needing assistance with new and expanding recycling services and RWR support is currently focussed on the expansion of collection services on high rise estates and mansion blocks although support on kerbside schemes continues where needed.
223. RWR continues to identify opportunities to optimise borough waste management services as the quantities of recyclables diverted from refuse increases and information on best practice is constantly provided to help Partners to identify methods applicable to their operations.
224. Assistance is provided to the boroughs in implementing new technologies e.g. onboard weighing and Partnership data is analysed in order to help improve recycling performance, monitoring and management.

Planning Tools

225. The Partners have already taken steps to ensure that UDPs in the four constituent boroughs make it clear that new developments must have built in sufficient storage space for recyclables. The Partners will further examine the scope for harnessing the planning regime to the recycling and waste minimisation effort.

Policy Initiatives

Targets

226. The Government has, through the Best Value regime, required local authorities to reach recycling targets for household waste. Most, if not all, local authorities (including three within the Partnership) that have a commercial waste stream of any significance, collect waste from household and commercial premises co-mingled in the same collection vehicle as to do otherwise would not represent the Best Practical Environmental Option. As a consequence local authorities very accurately know the total tonnage of municipal waste collected in their area but to monitor compliance with Government Best Value targets

generally have to estimate the proportions of this total which are household and commercial in origin. In Wandsworth, commercial waste is collected almost exclusively by private waste management firms with the council collecting only a small amount of commercial waste generated by its street markets. Wandsworth are able therefore to determine almost exactly their household waste tonnage

227. The aim of Waste Strategy 2000 is to move all waste types as far up the waste hierarchy as possible and therefore the Partnership believes that the Government has been too prescriptive in only applying targets to the household waste stream and the Partnership will lobby for future local authority targets, if any, to be applied to the whole municipal waste stream under local authority control and not just to the household element.

Civic Amenity Sites

228. There is currently a duplication of legislation with regard to Civic Amenity Site provision with the Western Riverside Waste Authority as the Waste Disposal Authority required to provide sites under the *Environment Protection Act 1990* and the constituent councils required to provide sites as waste collection authorities under the *Refuse Disposal (Amenity) Act 1978*. The matter is further complicated by the definitions of what waste is to be accepted at a Civic Amenity Site being different under the two pieces of legislation. The Partnership will continue to lobby government to repeal the relevant section of the *Refuse Disposal (Amenity) Act 1978*.

Waste and Resources Action Programme

229. The Partnership will engage positively with the non-profit organisation Waste and Resources Action Programme set up by the government to promote stable and efficient markets in recyclables. The Partnership looks forward to the Programme producing specific proposals in this regard.

Limiting Residual Waste Collections

230. The Partnership will investigate the effects of limiting the amount of non recyclable waste that will be collected from households so as to encourage increased recycling participation and capture rates.

Compulsory Kerbside Recycling

231. The Partnership will monitor the effectiveness of the London Borough of Barnet's scheme (trials from April 2004 in four wards and introduced borough wide from March 2005) whereby residents have been compelled to recycle.
232. Barnet Borough Council is using powers under Sections 46 (1), (2) and (6) of the EPA 1990 as the legal basis for the introduction of compulsory recycling and prosecutions of non-participants. The relevant sub-sections are reproduced here:

(1) Where a waste collection authority has a duty by virtue of section [...] to arrange for the collection of household waste from any premises, the authority may, by notice served on him, require the occupier to place the waste for collection in receptacles of a kind and number specified.

(2) The kind and number of the receptacles required under subsection (1) above to be used shall be such only as are reasonable but, subject to that, separate receptacles or compartments of receptacles may be required to be used for waste which is to be recycled and waste which is not.

(6) A person who fails, without reasonable excuse, to comply with any requirements imposed [...] above shall be liable on summary conviction to a fine not exceeding level 3 on the standard scale.

233. Barnet are confident that they could successfully bring prosecutions on this basis if necessary. Independent survey work revealed that whilst a vocal minority of residents were opposed to the new scheme they were outnumbered five-to-one by residents that support the policy of compulsory recycling. This level of support was found to be fairly consistent across all resident groups whether they are enthusiastic or reluctant recyclers.

Timetable for Waste Recycling and Composting Initiatives

Initiative Number	Initiative Description	Paragraph	Principal Partner(s) Responsible	Timescale						
				2006	2007	2008	2009	2010	2011+	
Recycling 1	Develop a Materials recovery facility (MRF) at Smugglers Way To enable constituent councils to maximise kerbside recyclable collection.	199	Western Riverside Waste Authority	*	*					
Recycling 2	Develop a market development programme for recovered materials To assist with the development of new local markets for recyclables.	199	Western Riverside Waste Authority	Ongoing						
Recycling 3	Ensure that recycling schemes are made as simple and as convenient as possible To maximise both public participation and capture rates.	200	Riverside Waste Partnership	Ongoing						
Recycling	Operate "opt-out" kerbside	201	Constituent	*	*	*				

Initiative Number	Initiative Description	Paragraph	Principal Partner(s) Responsible	Timescale					
				2006	2007	2008	2009	2010	2011+
4	<p>recycling systems</p> <p>To maximise public participation all residents will be automatically included in recycling schemes unless they specifically request to leave the scheme.</p>		Councils						
Recycling 5	<p>Dry recyclables (i.e. glass bottles and jars, mixed paper and cardboard, steel and aluminium cans and plastic bottles) will be collected kerbside in a single bag or container (ideally on the same day(s) of the week as the normal refuse is collected)</p> <p>To encourage high participation and capture rates.</p>	201	Constituent Councils	*	*	*			
Recycling 6	<p>Provide micro bring-recycling systems for estates, mansion blocks and so forth which are unsuited to kerbside collection schemes</p> <p>This is to make recycling as easy as possible for households which are not able to be included in kerbside schemes.</p>	201	Constituent Councils	*	*	*			
Recycling 7	<p>Investigate the provision of kerbside collections for green garden waste</p> <p>Whilst ensuring that this does not produce a disincentive for home-composting, which is far preferable on both environmental and financial grounds.</p>	201	Constituent Councils	Ongoing					
Recycling 8	<p>To make uniform progress towards achieving a recycling and composting rate in excess of 30% by 2010/11.</p>	203	Riverside Waste Partnership	Ongoing					
Recycling 9	<p>Work with existing reproprocessors and other market development agencies</p>	207	Riverside Waste Partnership	Ongoing					

Initiative Number	Initiative Description	Paragraph	Principal Partner(s) Responsible	Timescale						
				2006	2007	2008	2009	2010	2011+	
	to enable increased price stability and investment in new reprocessing capacity.									
Recycling 10	Re-brand Civic Amenity Sites Promote them as re-use and recycling centres.	209	Western Riverside Waste Authority	*						
Recycling 11	Civic Amenity Sites targets To achieve 30% recycling by 2010	210	Western Riverside Waste Authority					*		
Recycling 12	Best Value Review of Civic Amenity Sites To ensure the provision of facilities that are at the forefront of best practice.	210	Western Riverside Waste Authority	Ongoing						
Recycling 13	Centralised Composting Support the development of centralised composting schemes	213	Riverside Waste Partnership	Ongoing						
Recycling 14	Home Composting Campaigns To promote the use of home composting.	213	Riverside Waste Partnership	Ongoing						
Recycling 15	Community Composting Schemes To promote local composting initiatives, linked with parks schemes, thereby capturing households that do not have gardens.	213	Riverside Waste Partnership	*	*					
Recycling 16	Investigate transporting composted green waste back for use within the Partnership's area (utilising the same vehicles that are transporting the green waste) By returning the treated material to the local community it is possible to demonstrably 'complete the loop' in this recycling life cycle.	215	Western Riverside Waste Authority	*	*					

Initiative Number	Initiative Description	Paragraph	Principal Partner(s) Responsible	Timescale					
				2006	2007	2008	2009	2010	2011+
Recycling 17	<p>The Partnership will continue to monitor the potential to compost the other major organic element of the household waste stream, namely kitchen or catering waste</p> <p>There has been a ban on the composting of catering waste in the UK since 2001 due to the potential for the spread of diseases such as Foot and Mouth.</p>	216	Riverside Waste Partnership	Ongoing					
Recycling 18	<p>To ensure that Unitary Development Plans and their successor documents (Local Development Frameworks) make it clear that new development must have sufficient storage space for recyclables.</p> <p>So as to ensure that future recycling initiatives are not impeded by physical building constraints.</p>	225	Constituent Councils	Ongoing					
Recycling 19	<p>Engage positively with the Waste and Resources Action Programme set up by the government to promote stable and efficient markets in recyclables.</p> <p>New and stable markets will make the recycling of increased tonnages more likely to be achieved.</p>	229	Riverside Waste Partnership	Ongoing					

Initiative Number	Initiative Description	Paragraph	Principal Partner(s) Responsible	Timescale					
				2006	2007	2008	2009	2010	2011+
Recycling 20	<p>Lobby government for household recycling targets to be recalculated and be applied to municipal waste as a whole.</p> <p>The purpose of the Waste Strategy 2000 is to apply the waste hierarchy to municipal waste arisings and therefore the distinction between household and commercial waste is an unnecessary complication with regard to recycling targets.</p>	227	Riverside Waste Partnership	Ongoing					
Recycling 21	<p>Lobby government to repeal the section of the Refuse Disposal (Amenity) Act 1978 that requires waste collection authorities to provide Civic Amenity Sites</p> <p>This duplicates and contradicts provisions made in the <i>Environmental Protection Act (1990)</i>.</p>	228	Riverside Waste Partnership	Ongoing					

SECTION EIGHT – RESIDUAL WASTE TREATMENT

Introduction

234. It is clear from paragraphs 134 to 137 of Section 5 above that residual waste i.e. that, which has not been recycled or composted, is likely to represent between 70% and 80% of the municipal waste stream for the life of this Strategy.
235. Currently the Partnership transports its residual waste by river to Cory's Mucking landfill site in Thurrock and although landfill gas is recovered and used to produce some 11 MW of electricity (enough electricity to power around 20,000 homes) this represents a very inefficient method of energy recovery. Also, Mucking is due to close from the end of 2007 and Cleanaway's Rainham landfill site (which is the only other landfill site adjacent to the Thames) is predicted to close not long afterwards. The Partnership therefore urgently needs alternative facilities to be available for its residual waste in the near future.
236. The Partnership would like to recover as much energy as possible from residual waste and minimise the amount that goes to landfill. Landfill is the least environmentally sustainable waste management method and, as a consequence of landfill tax and the landfill allowance trading scheme, it is also likely to become the least financially attractive option.

Practical Initiatives

Proposed Belvedere Energy from Waste Facility

237. Beyond 2007, there is currently only one planned and no existing waste recovery or disposal facilities capable of handling the Partnership's residual waste (i.e waste which the Partnership has not been able to recycle or compost) either:
- within London; or
 - outside of London that would enable the Partnership to utilise river or, due to the lack of a suitable railhead, rail transportation.
238. The only planned facility is the proposed Belvedere Energy from Waste (EfW) plant which is currently the subject of a planning application to the Department of Trade and Industry under Section 36 of the 1988 Electricity Act. A re-opened Public Inquiry into the application concluded in October 2005 (two years after the original enquiry closed) and a decision by the Minister of State is expected in 2006.
239. The Partnership has secured access for its residual waste at the proposed Belvedere EfW plant and has, through the associated tendering process together with a Best Value Review of waste management services and evidence to both Public Inquiries, repeatedly demonstrated that the EfW plant at Belvedere represents the Best Practicable Environmental Option for its residual waste.

240. The proposed Belvedere EfW plant will also provide a secure and reliable recovery option that will contribute to both the Mayor's and the Government's targets for the production of energy from renewable targets.
241. The plant will also have the potential to be developed into a Combined Heat and Power plant with the possible supply of hot water and steam to the neighbouring Isis Reach industrial area, depending on demand.
242. Additionally the Partnership has secured guaranteed capacity at the the Belvedere EfW plant without needing to give reciprocal guarantees to deliver any minimal level of tonnage and as such the use of this recovery option cannot artificially limit the levels of waste minimisation and recycling that the Partnership can achieve.
243. Under the terms of the Waste Management Services Agreement Cory have also guaranteed that during the period of use of the EfW facility, not less than 95% of the Partnerships's waste (up to 420,000 tonnes per annum) will be recovered by means other than landfill. This will ensure that the Authority is equipped to meet all of the biodegradable municipal waste diversion targets of the Landfill Directive and use of the EfW facility will regularly achieve some 90% recovery or recycling of input waste by energy recovery, metals extraction and utilisation of bottom ash for construction purposes.
244. Both Government and the Environment Agency (EA) view EfW as an integral part of sustainable waste management and once built the EA will independently monitor the plant's environmental performance against the terms of its Integrated Pollution Prevention Control (IPPC) permit.
245. The facility will be a source of renewable energy and, from processing residual waste from a number of waste authorities, would generate approximately 66MW of electricity, sufficient to meet the needs of 66,000 homes. Over 85% of the waste will be delivered to the facility by river.
246. Incineration achieves a reduction of about 90 per cent by volume and 65-70 per cent by weight of the waste. The residue material is composed of three main elements:
- ferrous and non-ferrous metals;
 - bottom ash; and
 - fly ash.
247. The ferrous and non-ferrous metals will be removed by magnets and eddy current separators from the bottom ash and sent for recycling. The bottom ash itself is an inert substance and has, for many years, been used as a building material on the continent. Bottom ash recycling is also increasingly happening in the UK and has been endorsed in principle as an acceptable process by the Environment Agency. It is proposed that bottom ash from the Belvedere EfW would similarly be utilised in a productive manner, thus maximising the recycling and re-use potential and further reducing the amount of waste going to landfill.
248. Fine ash, known as 'flyash', will be captured by air pollution control systems, treated as a hazardous waste and disposed of at appropriately licensed landfill sites.

249. The energy generated from the biodegradable waste fraction within the Partnership's residual waste at the Belvedere EfW plant is defined as renewable energy but is not eligible for Renewable Obligation Certificates because the Government felt that that EfW technology was already commercially viable and the Government wished to encourage the development of other, less commercially viable, technologies.
250. Council Directive 2001/77/EC sets an individual target for the UK of 10% energy production from renewable energy resources by 2010 and the Government does believe that EfW has a particular role to play in meeting that target and has provided an incentive for that contribution by exempting it from the climate change levy.
251. The delays in the planning process mean that the earliest that the Belvedere facility is now likely to be completed is 2010/11 some three years beyond the planned closure of the Mucking landfill site. During this period Cory will, under the terms of the waste management services agreement, continue to provide facilities to manage the Partnership's residual waste probably at landfill sites in the Home Counties.
252. This will mean that the Partnership will be forced – for reasons outside of its control – to temporarily
- reject the proximity principle;
 - transport its waste by road through London to the home counties (in the order of an additional 80,000 heavy goods vehicle movements per annum); and
 - pay premium rates and government penalties to secure landfill capacity (money that could be better spent on further waste minimisation and recycling initiatives) the least sustainable of waste management options.

Alternative Residual Waste Management Options

253. Should the proposed Belvedere Energy from Waste plant not receive planning permission the Western Riverside Waste Authority will, under its contract arrangement with Cory, have a three year period of secured landfill capacity during which time the Western Riverside Waste Authority would probably re-tender its waste management contract although the number of practical residual waste treatment methods available is very limited.
254. Other than landfill, only mass burn incineration and possibly MBT can be described as proven technology for large volumes of waste such as that handled by the Authority although there are serious question marks over what to do with the outputs from MBT processes.
255. The proven reliability of a technology is of paramount importance to the Authority. It is not practicable or environmentally acceptable to store waste for any length of time prior to treatment. The Partnership currently has storage capacity for around two to three days of waste to allow for disruption caused by adverse weather conditions (primarily fog, preventing river navigation) and bank holiday periods.

256. Should it be necessary to re-tender it is clear that the it could take up to another ten years to arrive at the situation the Partnership finds itself in today i.e. awaiting the announcement of a public inquiry into a residual waste management facility. In the meantime the Partnership will have been experiencing all the negative consequences listed in paragraph 252 above for those 10 years together with any construction time necessary.

Policy Initiatives

257. The ferrous and non-ferrous metals recovered from bottom ash are discounted by the Government when local authorities calculate the recycling rates. A large proportion of this material is in the form of drinks cans and recovery in this manner, rather than through the kerbside collection of such low density materials can represent the Best Practicable Environmental Option. The Partnership will lobby government to review this inconsistency.

Timetable for residual waste Initiatives

Initiative Number	Initiative Description	Paragraph	Principal Partner(s) Responsible	Timescale					
				2006	2007	2008	2009	2010	2011+
Residual 1	<p>To minimise the use of Landfill</p> <p>This will be achieved through the initiatives described in Sections 7, 8 and 9 of this Strategy.</p>	236	Riverside Waste Partnership	Ongoing					
Residual 2	<p>To support the planning application by Riverside Resource Recovery Limited for the Belvedere Energy from Waste plant.</p> <p>Both Government and the Environment Agency view EfW as an integral part of sustainable waste management.</p>	239	Riverside Waste Partnership	Ongoing					
Residual 3	<p>To support the use of Energy Recovery that does not displace Waste Minimisation or Recycling</p> <p>Both Government and the Environment Agency view EfW as an integral part of sustainable waste management.</p>	242	Riverside Waste Partnership	Ongoing					

Initiative Number	Initiative Description	Paragraph	Principal Partner(s) Responsible	Timescale					
				2006	2007	2008	2009	2010	2011+
Residual 4	<p>Lobby government to allow local authorities to include ferrous and non-ferrous metals recovered from bottom ash in the calculation of recycling rates</p> <p>Metal recycling carried out in this manner can represent the Best Practicable Environmental Option.</p>	257	Riverside Waste Partnership	Ongoing					

SECTION NINE – HANDLING OF SPECIALISED WASTES

258. As part of the municipal waste stream the Partnership is required to handle a number of waste types that do/will require an element of specialised handling or treatment, the following sections outline the Partnership's policies, current practices and future proposals, where applicable for those waste types that cannot be classified as normal household municipal waste.

Abandoned Vehicles

259. The Partners have powers and duties under the Refuse Disposal (Amenity) Act 1978 to remove, store and dispose of abandoned vehicles in their area. Abandoned vehicles can be a safety hazard and the constituent councils endeavour to remove all abandoned vehicles promptly.

260.

261. Vehicles that are only of scrap value are delivered by the constituent councils to licensed site near Vauxhall or a site just outside the Partnership's boundary in Willesden. These vehicles are de-polluted before being recycled as scrap metal. The costs of de-pollution are currently met by the value of the scrap metal but scrap metal is a commodity that historically has experienced large and rapid fluctuations in value and the number of vehicles illegally abandoned each year has been greatly influenced by the value of scrap metal locally.

262. Vehicles that are abandoned but are deemed to have value are stored at a secure site. If the owner fails to redeem the vehicle it is sold at auction.

263. The End of Life Vehicles (ELV) Directive (2000/53/EC) came into force on 21 October 2000 and the Department of Trade and Industry brought the first set of UK ELV regulations into force on November 3, 2003. These introduced design standards for vehicle manufacturers as well as permitting and environmental standards for the dismantling, recycling and disposal of ELVs by authorised treatment facilities (ATFs).

264. The second set of UK ELV regulations came into UK law on February 9, 2005. These address how manufacturers will set up networks of ATFs to process vehicles of their own brands at no cost to last owners from January 2007.

265. The Driver and Vehicle Licensing Agency (DVLA) has also dramatically improved its monitoring of unlicensed vehicles and the registered keeper of a vehicle must now ensure that his vehicle is either licensed or a Statutory Off Road Notification (SORN) declaration has been made. Under the system of Continuous Registration, which commenced in January 2004, it is not necessary for your vehicle to be sighted on the public road, for an offence to have been committed. DVLA now has the authority to carry out enforcement action against the registered keeper directly from information held on the vehicle licence records. The registered keeper of an unlicensed vehicle could be fined a minimum of £1000 and in addition will either be required to purchase a licence or declare SORN, pay arrears of duty accrued whilst the vehicle was unlicensed and pay a penalty of £80.

266. This combination of a manufacturer responsibility to process vehicles at no cost to last

owners and increased DVLA license enforcement should mean that from January 2007 the Partnership should see a reduction in the number of abandoned cars it handles and also in its exposure to associated costs.

267. The practicalities of how manufacturers will set up ATFs in the Partnership's area should become clearer during 2006 and the situation will be closely monitored by the Authority.

Clinical Waste

268. Waste Collection Authorities have a duty to collect clinical waste on request. This waste stream is generally collected from local nursing homes, dialysis patients, diabetics and so forth. There are particular and obvious hazards associated with the handling of this particular waste stream which the Partnership has addressed in line with current best practice. The larger producers of this type of waste i.e. hospitals and doctors surgeries are catered for by local health authorities and/or the private sector.
269. The Western Riverside Waste Authority provides a storage and disposal facility for clinical waste collected by its constituent councils. This consists of refrigerated containers provided at the Smugglers Way Site for the receipt and storage of Clinical Waste collected prior to onward transporting to an authorised high temperature incinerator for disposal.
270. There are currently no known issues surrounding this service but the Partnership will continue to monitor the development of best practise in this area.

Asbestos Waste

271. There are particular hazards associated with the handling of this particular waste stream and the Partnership has made arrangements to use the Corporation of London's Hazardous Waste Collection and Disposal Service to collect asbestos waste from local residents.
272. There are currently no known issues surrounding this service but the Partnership will continue to monitor the development of best practise in this area.

Tyre Waste

273. The End-of-Life Vehicle Directive is likely to apply to used tyres, where these are part of a vehicle and together with the Landfill Directive ban on sending tyres to landfill, this will require substantial increases in recycling and recovery of used tyres.
274. The Partnership currently only handles tyres that are flytipped or which are deposited at the Civic Amenity Sites by members of the public and these are all recycled.
275. There are currently no known issues surrounding this service but the Partnership will continue to monitor the development of best practise in this area.

Detritus Waste

276. Specialised facilities are provided at the Smugglers Way Transfer Station for the receipt, drainage, and storage of detritus waste prior to onward transportation for disposal to landfill. Vehicles delivering detritus wastes are generally gully suction or street sweeping machines. Use of these facilities is currently restricted to the operating hours of the Smugglers Way transfer station.
277. Increasingly, in order to achieve more efficient utilisation of their specialist vehicles the waste collection authorities in the Partnership are carrying out street cleansing operations during the night. The Waste Management Services agreement with Cory Environmental, allows for the provision of an additional 24 hour facility to be provided at its Cringle Dock following the completion of other capital works on the site and this additional facility will be provided at the earliest opportunity.

Inert Waste

278. In 2002 the Government introduced an Aggregates Levy to ensure that the environmental costs of quarrying are more fully reflected in prices paid for aggregates, and to encourage demand for and supply of alternative materials – such as mineral wastes and recycled construction and demolition waste. Inert construction and demolition waste is also subject to Landfill Tax to further encourage alternative uses of the material.
279. The Partnership generally handles inert waste produced as a result of highways works and from the general public at Civic Amenity Sites. Inert Waste is stored in bulk prior to being transported to an appropriate facility for recycling. This type of waste is classified as “Industrial Waste” and does not therefore form part of the Municipal Waste stream; as a consequence the recycling of this waste is not included in any statutory performance targets.
280. There are currently no known issues surrounding Inert Waste but the Partnership will continue to monitor the development of best practise in this area.

Hazardous Household Waste and Waste Electrical and Electronic Equipment

281. From the 16 July 2005, some types of “everyday” wastes have been classified as hazardous waste, these include:
- asbestos
 - pesticides
 - fluorescent tubes
 - oils
 - some paints
 - batteries and discarded electrical equipment such as TVs and computer monitors,

fridges and freezers

282. The European Union has produced a full classification of harmonised waste types (hazardous or otherwise) against which all waste types are assessed. Producers of hazardous waste need to register with the Environment Agency and all hazardous wastes needs to be recovered or disposed of at properly authorised sites.
283. The Partnership will for endeavour to reduce the occurrence of hazardous household waste by encouraging residents to purchase the correct amount for their intended purpose and thus avoid having wasteful surpluses for disposal.
284. The constituent councils support and belong to the City of London's Household Hazardous Waste Collection and Disposal Service (HHWCDS) which it runs on behalf of 31 of the 32 London boroughs (the exception being London Borough of Hillingdon).
285. The service is able to arrange for the removal of wrapped asbestos and packaged chemicals from households, local authority and educational establishments.
286. When the Waste Electrical and Electronic Equipment (WEEE) Directive is implemented it will place additional requirements on producers and retailers of Electrical and Electronic Equipment (EEE) - who will have to ensure the take-back of WEEE and its treatment to the standards set out in the Directive. However, this is unlikely to be implemented until 2007.
287. Mixed municipal waste (including that from civic amenity sites) is not hazardous waste even if it contains some items of WEEE. This waste can continue to be recovered or disposed of as non-hazardous waste.
288. Where hazardous WEEE is separately collected, it must be handled as hazardous waste. The Partnership is currently monitoring the introduction of the WEEE directive and will attempt, where practicable, to assist producers and retailers in complying with their duty.

Ozone Depleting Substances - Refrigerators

289. On 1st January 2002 the European Council's Regulations on Ozone Depleting Substances (ODS) came into force. No domestic refrigerators or freezers are now able to be recycled unless all CFCs have been removed - Stage 1 removal of CFCs from coolant equipment and Stage 2 removal of CFCs contained in PU foam insulation.
290. Fridges collected by the Partnership are currently de-polluted in the required manner but this will ultimately be a diminishing problem as the Regulations also prohibited the use of CFCs in new refrigerators so ultimately the need for CFC removal from refrigerators will cease. There are currently no known issues surrounding the handling of domestic fridges and freezers but the Partnership will continue to monitor the development of best practise in this area.

Timetable for Specialised Waste Initiatives

Initiative Number	Initiative Description	Paragraph	Principal Partner(s) Responsible	Timescale					
				2006	2007	2008	2009	2010	2011+
Special 1	<p>To remove abandoned vehicles with the utmost promptness</p> <p>to prevent environmental hazards and prevent accidents to local residents, particularly children</p>	259	Constituent Councils	Ongoing					
Special 2	<p>Lobby Government to ensure that the ELV directive is implemented as planned in 2007</p> <p>and thus avoid local authorities incurring unnecessary additional costs.</p>	264	Riverside Waste Partnership	*					
Special 3	<p>Provide a 24 hour detritus service at Cringle Dock</p> <p>Increasingly, in order to achieve more efficient utilisation of their specialist vehicles the waste collection authorities in the Partnership are carrying out their street cleansing operations during the night</p>	277	Western Riverside Waste Authority	Ongoing					
Special 4	<p>Educate the public on the responsible use of hazardous substances</p> <p>for example the best environmental option for waste pesticides and garden chemicals is to use them for their intended purpose. Purchasing amounts that will be used up in two years will minimise the amount wasted.</p>	283	Riverside Waste Partnership	Ongoing					

Initiative Number	Initiative Description	Paragraph	Principal Partner(s) Responsible	Timescale					
				2006	2007	2008	2009	2010	2011+
Special 5	<p>To support the London wide Hazardous Household Waste Collection and Disposal Service</p> <p>as being the most cost effective manner in which to deal with unique one of hazardous household waste problems.</p>	284	Riverside Waste Partnership	Ongoing					
Special 6	<p>Where practicable, to assist producers and retailers in complying with their duty to recover and dispose of WEEE</p> <p>so as to ensure, as far as is practicable, that the opportunity for correct disposal by the public exists.</p>	288	Riverside Waste Partnership	Ongoing					

SECTION TEN – WASTE PLANNING

General

291. The infrastructure of waste management facilities must allow for the development of sustainable waste management. However, much of the built waste infrastructure was designed and constructed during the late 1970s and early 1980s, when little waste was being re-used, recycled or used for energy recovery.
292. The current position, where the majority of the waste handled is sent for final disposal to landfill and only a small amount is separated for recycling, needs to be reversed. The logistics will need to be radically different, with a different built infrastructure.
293. The future network needs to support re-use, recycling and energy recovery as well as disposal. It must be strategically located, suitably designed, sized, and equipped and of sufficient capacity.
294. All these facilities must be in place within the next five years if the Partnership is to meet its statutory targets for recycling and composting and, even more fundamentally, if it is to have anywhere to treat/dispose of the majority of its residual waste (i.e. waste which the Partnership has not been able to recycle or compost).
295. The Western Riverside Waste Authority is the partner within the Riverside Waste Partnership responsible for the provision of these new facilities. It has over the last six years, through a detailed process of competitive tendering, public consultation and Best Value review clearly mapped out the mix of waste management techniques and transportation options that represent the Best Practicable Environmental Option (BPEO) for the waste arising in the Riverside Waste Partnership's area.
296. The most significant obstacle, indeed almost the only obstacle, in the way of realising this BPEO is the planning system. The difficulties not only lie in the obtaining of a planning consent for a new facility but also in the inordinate length of time taken by the relevant authorities to deliberate upon such an application.
297. Section 9 of this Strategy shows that by 2010/11 some 380,000 tonnes per annum of the Partnership's waste will still need to be treated by methods other than recycling and composting and the Mayor's draft Municipal Waste Management Strategy acknowledges that riparian landfill will be exhausted in the near future.
298. The facts dictate that without the Belvedere EfW plant, the Partnership may well be forced to continue to landfill its residual waste, probably in the home counties or beyond in the short to medium term (5 to 15 years) and could be required to abandon river transport during this period and potentially forever as a consequence.
299. The Western Riverside Waste Authority's transfer stations (Cringle Dock in particular) are specifically designed to transfer waste by river. They can, in emergency situations, transport waste they receive by road at a significantly increased cost. However, they are not designed

to support a permanent road transport operation and to convert them would involve considerable capital expenditure on new infrastructure.

300. Were the Belvedere planning application to fail, the Western Riverside Waste Authority would need to consider the re-development of its stations to support road transport. Such development could limit their potential use as river stations in the future. Also, the infrastructure of tugs and barges together with the skilled labour needed to operate them are all controlled by the private sector. Without long term contracts, this resource could well be lost to London forever, especially when one considers the decline of other areas of London port work.

Safeguarded Wharves

301. On 3rd July 2000 the Mayor assumed responsibility for assessing planning applications on safeguarded wharves. This was achieved by reissuing the directions under the Town and Country Planning (General Development Procedure) Order to take account of the Mayor's planning powers. The sites now fall within Part IV of the Town and Country Planning (Mayor of London) Order 2000 and as such any application lodged on the site should be treated as a strategic referral to the Mayor under the procedures set out in the Order.
302. The Mayor's report on Safeguarded Wharves on the River Thames identifies that the challenge is to minimise conflict between new and the old land uses and sees that this must be met both through modifications and safeguards built into new and established developments. Wharf operators should use the latest available technology, equipment and business practices and new development next to or opposite wharves should utilise the layout, use and environmental credentials of buildings to design away potential conflicts.
303. The Partnership fully supports:
- the retention of the Western Riverside Waste Authority's Transfer Stations and the adoption of the Belvedere Power Station/Borax site as safeguarded wharves; and
 - the Mayor's proposals to minimise conflict between new and the old land uses

Property Design

304. Government should produce legislation to make mandatory the provision of adequately sized and designed systems for the collection of waste from new or refurbished buildings. Provisions in such legislation might include:
- the provision of sufficient space inside buildings for the adequate storage and the necessary sorting of recyclable materials, as well as other waste collection and recycling containers, e.g. multiple waste chutes in high rise accommodation.
 - space for the provision of public recycling sites in large housing or commercial developments, storage space within the home for recyclables, and provision of home composting units when properties with a garden are developed.

Timetable for Planning Initiatives

Initiative Number	Initiative Description	Paragraph	Principal Partner(s) Responsible	Timescale					
				2006	2007	2008	2009	2010	2011+
Planning 1	<p>Lobby Government and the Mayor to actively support the development of the Belvedere Energy from Waste plant</p> <p>so as to enable the Partnership to provide a fully integrated waste management solution for its residents.</p>	298	Riverside Waste Partnership	Ongoing					
Planning 2	<p>To support the Mayor in his proposals to:</p> <ul style="list-style-type: none"> • retain the Western Riverside Waste Authority's Transfer Stations as safeguarded wharves; • adopt the Belvedere Power Station/Borax site as a safeguarded wharf; and • minimise conflict between new and the old land uses <p>these proposals will assist the Partnership to provide a fully integrated waste management solution for its residents.</p>	303	Riverside Waste Partnership	Ongoing					
Planning 3	<p>Support the introduction of statutory guidance to make mandatory the provision of adequately sized and designed systems for the collection of waste from new or refurbished buildings</p> <p>This will lead to increased recycling participation and capture rates.</p>	304	Riverside Waste Partnership	Ongoing					

SECTION ELEVEN – FINANCIAL CONSIDERATIONS

Waste awareness, reduction and re-use

305. Table 9 below shows the cost of waste collection per household (Best Value Performance Indicator 86) for each of the four constituent councils and the Western Riverside Waste Authority's cost of waste disposal per tonne of municipal waste (Best Value Performance Indicator 87).

Table 9

Partner	Cost of waste collection per household			
	2001/02	2002/03	2003/04	2004/05
Hammersmith and Fulham	£32.40	£29.40	£29.82	£31.25
Kensington and Chelsea	£47.50	£45.71	£47.02	£50.93
Lambeth	£43.20	£46.00	£44.29	£53.17
Wandsworth	£27.60	£30.84	£41.05	£48.95
	Cost of waste disposal per tonne of municipal waste			
Western Riverside Waste Authority	£29.32	£32.53	£37.25	£41.40

306. The average household produces around a tonne of waste per annum. Therefore Table 9 demonstrates that the average total cost of processing a tonne of household waste is in the order of £70 to £100 per tonne.
307. With landfill tax and the landfill allowance trading scheme, see paragraph 312, likely to further increase the cost of landfill by a significant factor the potential financial benefits from the successful pursuit of waste minimisation and re-use schemes are substantial.
308. In promoting this message, the partners will have regard to the practical scope for the public to extend minimisation and re-use, and to the effectiveness of promotional initiatives.

Waste recycling and composting

309. The extension of collection services for waste recycling will increase collection and disposal costs significantly. The partners will be more ready to incur these costs to the extent that they are confident that these will be offset by savings made from diverting the waste from landfill and other waste disposal methods.
310. Regrettably, there are very substantial uncertainties about the cost of these alternatives, as noted below. This makes it much more difficult for the partners to justify recycling on financial grounds. Through the local authority associations and directly, the partners will continue to urge the Government to provide a more predictable financial regime for waste management, so that these decisions can be taken more readily and with more confidence.

Energy from Waste

311. Whilst the Partnership has some certainty about the operational long term costs of EfW in the future, it can have no indication as to what levels of taxation (if any) future Governments will place on the sector. It would be reasonable to assume, however, that Government will remain consistent with its waste hierarchy and ensure that EfW is always a more viable option than landfill disposal.

Landfill

312. The costs of disposal to landfill are going to increase due to a number of factors:
- Landfill tax was introduced at a general rate of £7 per tonne in October 1996 and has now reached £21 per tonne in 2006/07. This has caused a sharp increase in the costs of the Partnership and its charges. The Government has indicated that it may continue to increase the tax by £3 per year on the way to a medium to long-term rate of £35 per tonne.
 - The Landfill Allowance Trading Scheme will, as discussed at paragraphs 138 to 144 , add a cost to the disposal of municipal waste to landfill. The quantum of this cost will generally depend upon the biodegradability of the material being landfilled and the market value of a LATS permit at any given time.
 - As landfill space becomes increasingly scarce in the South East of England, landfill disposal prices will in all likelihood rise, owing to the operation of normal market forces.

Finances generally

313. Theoretically the Western Riverside Waste Authority is in a strong financial position as it has unlimited powers to raise funds through annual levies on the constituent borough councils, and the Local Government Bill 2003 would seem to offer correspondingly unlimited powers to borrow for capital investment. Realistically, however, the resources of that Authority are restrained by the willingness of the constituent councils to contribute - the Authority members are all drawn from and appointed by the constituent councils.
314. The constituent councils of course face a host of conflicting demands: pressures for improving their own services, rising demands from the Greater London Authority, taxpayers wishing to constrain rising bills and, in some cases, declining government grants and threats of worse to come. This is not a favourable context for finding new money for waste management.
315. The desirability of a predictable financial regime for waste management has been emphasised above. This also applies to the financial regime for local authority finance generally. In addition the framework of financial incentives for good waste management could usefully be strengthened. Although each council stands to benefit from waste minimisation by reducing

its own collection costs, it shares the benefit of the reduced disposal costs with the other three partner councils, through the mechanism of the disposal authority's levy. Most of the partners therefore favour a system for charging disposal costs to the constituent councils on a tonnage basis, as discussed in Section 7 at paragraphs 187 to 189. For similar reasons, the partners favour initiatives to provide individual households with incentives to reduce their waste or else to recycle.

316. To date there has only been a small volume of LATs trading and none for the first target year of 2009/10 and beyond. The value of LATs allowance will be determined by the usual market forces of supply and demand but informed forecasting on this is likely to be impossible until all waste disposal authorities have reconciled their tonnages for 2005/06; something which may not happen until the end of September 2006.
317. The costs of landfill, including any costs associated with LATs, will influence the commercial viability of other waste management techniques but these alternatives, can themselves be the subject of large, market driven, price fluctuations.
318. Waste legislation has been in a state of change for many years as European Directives have been transposed into UK Law. As is explained in Section 10, this drive for change has been hampered in the UK by the planning system having been unable to provide the necessary infrastructure to deliver the change. It is almost impossible to predict the outcome of major UK planning applications and it can take a decade for a decision to be made.
319. With so much uncertainty, in so many areas, meaningful mid to long term financial forecasting is impossible.
320. The regular budget setting processes of the Partners monitor the financial effect of new legislation, waste initiatives, grant and other funding availability (such as that from the Waste Implementation Program) and so forth. Financial forecasting will therefore be an important element of the Strategy's feedback commitment detailed in Section 15.

Timetable for Finance Initiatives

Initiative Number	Initiative Description	Paragraph	Principal Partner(s) Responsible	Timescale					
				2006	2007	2008	2009	2010	2011+
Finance 1	<p>Lobby Government to provide a more predictable financial regime for waste management</p> <p>so that these decisions can be taken more readily and with more confidence.</p>	310	Riverside Waste Partnership	Ongoing					

Initiative Number	Initiative Description	Paragraph	Principal Partner(s) Responsible	Timescale					
				2006	2007	2008	2009	2010	2011+
Finance 2	<p>Continue to lobby for a System of Tonnage Based Charges</p> <p>In order to encourage efficiency and waste minimisation, Western Riverside Waste Authority's policy is to support a change to allow charges on a tonnage basis to constituent councils.</p>	315	Western Riverside Waste Authority	Ongoing					
Finance 3	<p>Lobby Government to change the Law so as to allow local authorities to be able to choose the system of charging that is most suitable for their area</p> <p>At present, UK legislation prevents variable charging for the amount of waste collected, effectively closing off one of the most potentially effective means of minimising household waste.</p>	315	Constituent Councils	Ongoing					
Finance 4	<p>Take advantage of grants and other external funding opportunities</p> <p>to support the start of as many initiatives as possible in this Strategy.</p>	320	Riverside Waste Partnership	Ongoing					

SECTION TWELVE – SUMMARISED INITIATIVES

These will be copied and repeated from previous sections upon completion of the document.

Proximity Principle and Other Transportation Issues

Waste Awareness, Reduction and Re-Use

Waste recycling and composting

Residual Waste Treatment

Specialised Waste

Planning

Finance

SECTION THIRTEEN – PROGRESS FEEDBACK AND REVIEW

321. Feedback will be carried out via “user satisfaction” and strategy updates. Included will be the following:

- progress on implementation, the need to respond to new drivers and the availability of new opportunities will be monitored regularly at liaison meetings involving officers representing the five partnership authorities and annually as part of the Best Value Performance Plans of the five authorities; and
- the Strategy will apply for a six year period from the date of publication. In 2007, or earlier should the proposed Belvedere Energy from Waste plant not receive planning permission, the Partners will begin the process of reviewing the Strategy including further consultation with residents and other stakeholders.

SECTION FOURTEEN – CONCLUSIONS

322. It is probably reasonable to conclude that following:

- the recent major changes to the waste policy framework; and
- trends to greater environmental concern worldwide;

that the strategic waste management environment has not yet reached a "mature" state.

323. It appears likely that the EU will continue to drive up environmental standards and this will have a direct effect on national policy. The Government's strategy was only recently finalised, in 2000, but left some areas of policy open to interpretation and the Mayor's strategy will add to the legislative framework with which the Partnership must have regard.

324. This strategy has clearly identified that the nature of waste management is changing and that the Partnership needs to respond - and indeed is already responding - to the change that is taking place. The nature of that change can best be summed up in the phrase: "from throughput to input". No longer is waste management simply about a throughput exercise i.e. getting the waste out of residential areas and into holes in the ground. It is now an increasingly complex task requiring considerable input in terms of technology, environmental controls, materials processing and information.

325. This Strategy also demonstrates to what extent waste collection and disposal authorities are bound by legislation, strategies and targets. It is clear that local authorities are expected to:

- develop waste management strategies that are waste minimisation and recycling led;
- not introduce artificial contractual constraints on the amount of waste minimisation or recycling that can be achieved;
- invest substantial resources into increasing waste minimisation and recycling levels;
- 'lead by example' in the use of recycled materials; and
- be pro-active in seeking to develop markets for recyclables.

326. The key question for the future may well be this: do the waste authorities have sufficient legal powers and financial resources at their disposal to back the drive to increase waste minimisation, recycling and energy recovery in line with Government targets? Without such powers it may be the case that there is in reality a limit to what the Partnership can achieve.

327. Nevertheless the Partnership considers that, within the current legal framework, the public can be confident that this strategy will produce the Best Value package that meets their requirements and which will provide "state of the art" solutions for waste minimisation, recycling and energy recovery from the waste that they, the public, produce.

SECTION FIFTEEN – GLOSSARY OF TERMS

Aggregate is granular material used in construction. Aggregates may be natural, artificial or recycled.

Best Practicable Environmental Option (BPEO) is the outcome of a systematic and consultative decision making procedure which emphasises the protection and conservation of the environment across land, air and water. The BPEO procedure establishes, for a given set of objectives, the option that provides the most benefits or the least damage to the environment as a whole, at acceptable cost, in the long term as well as in the short term

Best Value is a Government programme to seek continuous improvement in service quality in the way in which authorities exercise their functions.

Bottom Ash is burnt out residues from the bottom grate of waste incinerators, which represents between 20 and 25 percent of the processed waste by weight. Ferrous metals can be removed by magnetic separation for recycling and bottom ash itself is being increasingly used in the manufacture of masonry blocks and in road construction.

Capture rate is the amount of material that people or households actively participating in a recycling scheme are putting out for collection.

Centralised Composting is a large-scale scheme which handles garden waste from households and which may also accept suitable waste from parks and gardens.

Civic Amenity Sites are sites operated by either the Waste Disposal Authority (under the Environment Protection Act 1990) or the local Waste Collection Authority (under the Refuse Disposal (Amenity) Act 1978) where residents within a specified area can dispose of their household waste, in particular bulky waste, free of charge. The focus of these sites is due to change to concentrate on re-use and recycling.

Clinical Waste is waste which consists of human or animal tissue, bodily fluids, pharmaceuticals, sharps etc. and any waste arising from medical, dental veterinary or similar practices etc.

Combined Heat and Power is the combined production of electricity and usable heat. Steam or hot water, which would otherwise be rejected when electricity alone is produced, is used for space or process heating.

Commercial Waste is waste arising from premises which are wholly or mainly for trade, business, sport, recreation or entertainment as defined in Schedule 4 of the Controlled Waste Regulations 1992.

Community Organisations include charities, campaign organisations and not for-profit companies.

Composting this is the biological degradation of organic materials, such as garden and kitchen waste, in the presence of oxygen producing gas and residue suitable for use as a soil improver (see centralised composting and home composting).

Controlled Waste is household, industrial or commercial waste as set out in the Controlled Waste Regulations 1992.

Construction and Demolition Waste is waste arising from the construction, repair, maintenance and demolition of buildings and structures, including roads. It consists mostly of brick, concrete, hardcore, subsoil and topsoil, but it can contain quantities of timber, metal, plastics and occasionally special (hazardous) waste materials.

Duty of Care as defined in Section 34 of the Environment Protection Act 1990 places a general duty on waste producers (or anyone else with responsibility for waste) to take all reasonable steps to keep their waste safe. If they transfer their waste to someone else, they must ensure that that person is authorised to take it and can transport, recycle or disposed of it safely. The duty of care does not apply to waste produced by householders in their own homes.

Emerging Technologies - technologies that are either still at a developmental stage or have only recently started operating on a commercial scale. It may also include new applications of existing technologies. In relation to waste, these include anaerobic digestion, in-vessel composting, biological-mechanical treatment (BMT), pyrolysis and gasification.

Energy Recovery From Waste (EfW) includes a number of established and emerging technologies, though most energy recovery is through incineration technologies. Many wastes are combustible, with relatively high calorific values – this energy can be recovered through (for instance) incineration with electricity generation.

Energy Recovery is the recovery of useful energy in the form of heat and/or electric power from waste. Includes combined heat and power, energy recovery from waste combustion of landfill gas and gas produced during anaerobic digestion.

Environment Agency (England and Wales) was formed by the Environment Act 1995. It took over the functions and responsibilities of its predecessor organisations, the National Rivers Authority, Her Majesty's Inspectorate of Pollution, the 83 Waste Regulators of England and Wales and a number of smaller Waste Technical Departments from the (former) Department for the Environment, Transport and the Regions. Amongst other things the Agency's functions and duties include the management of radioactive waste, other forms of waste and industrial pollution control. The Agency has been given a key role in implementing Waste Strategy 2000 and also regulates the waste industry through, amongst other things, the waste management licensing regime.

Environmental Protection Act 1990 (EPA) is designed to implement an approach to prevent harm to human health and the environment by ensuring an integrated (air, land and water) approach to environmental regulation and protection.

Flytipping is the illegal deposit of waste on land.

Greater London is the geographical area encompassed by the 32 London boroughs and the City of London.

Greater London Authority (GLA) is the organisation responsible for carrying out the functions set out in the Greater London Authority Act, including the Mayor, Assembly and four functional bodies: the London Development Agency, Transport for London, the Metropolitan Police Authority and the London Fire and Emergency Planning Authority. There is a clear separation of powers within the GLA between the Mayor – who has an executive role, making decisions on behalf of the GLA – and the London Assembly, which has a scrutiny role.

Household Waste is all waste collected by Waste Collection Authorities under section 45(1) of the *Environmental Protection Act 1990*, plus waste arisings from Civic Amenity sites and waste collected by third parties for which collection or disposal credits are paid under Section 52 of the *Environmental Protection Act 1990*. Household waste includes waste from collection rounds of domestic properties (including separate rounds for the collection of recyclables), street cleansing and litter collection, beach cleansing, bulky household waste collections, hazardous household waste collections, household clinical waste collections, garden waste collections, Civic Amenity wastes, drop-off/bring systems, clearance of fly-tipped wastes, weekend skip services and any other household waste collected by the waste authorities. Household waste accounts for approximately four fifths of London's municipal waste.

Household Hazardous Waste (HHW) - there is currently no legal definition of Hazardous Household Waste but it is generally meant to include any material discarded by a household which is difficult to dispose of or which puts human health or the environment at risk because of its chemical or biological nature. This would include items such as paint, paint thinners, medicines, pet care products, garden chemicals batteries, brake fluid, engine oil and so forth. These materials represent about one percent of the household waste stream.

Home Composting is compost made at home using a traditional compost heap, a purpose designed container, or a wormery.

Incineration is the burning of waste at high temperatures in the presence of sufficient air to achieve complete combustion. MSW incinerators recover power and/or heat. The main emissions are carbon dioxide, water and ash residues.

Industrial Waste means waste from any factory and any premises occupied by industry (excluding mines and quarries) as defined in Schedule 3 of the Controlled Waste Regulations 1992.

Inert Waste means waste which, when deposited into a waste disposal site, does not undergo any significant physical, chemical or biological transformations and which complies with the criteria set out in Annex III of the EU Directive on the Landfill of Waste.

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.

Kerbside Collection is any regular collection of recyclable from premises, including collections from commercial or industrial premises as well as households.

Landfill Sites are areas of land in which waste is deposited. Landfill sites are often located in disused quarries or mines. In areas where there are limited, or no ready-made voids, the practice of landraising is sometimes carried out, where some or all of the waste is deposited above ground, and the landscape is contoured.

Landfill Tax - landfill operators are liable for tax on all consignments of waste disposed at landfill, except for certain exempt categories of waste.

Landfill Tax Credit Scheme - landfill tax is paid quarterly to the Inland Revenue. The Landfill Tax Credit scheme allows up to 20 per cent of the funds generated by the tax to be channelled into bodies with environmental objectives. The aim of the scheme mirrors those of the tax, in that it aims to help projects which benefit communities in the vicinity of landfill sites, therefore helping to compensate for the local

environmental impacts of landfilling. The system of registering Environmental Bodies and approving projects is overseen by ENTRUST.

Licensed Site - a waste disposal or treatment facility, which is licensed under the Environmental Protection Act for that function.

London Plan – the Spatial Development Strategy is one of the eight strategies for London that the Mayor is required by law to produce (the Greater London Authority Act 1999). It will replace existing strategic planning guidance for London (RPG3). The Mayor has chosen to call it the London Plan.

Materials Recovery Facility (MRF) a sorting station for the segregation of recyclable materials.

Municipal Solid Waste (MSW) this includes all waste under the control of local authorities or agents acting on their behalf. It includes all household waste, street litter, waste delivered to council recycling points, municipal parks and gardens wastes, council office waste, Civic Amenity waste, and some commercial waste from shops and smaller trading estates where local authorities have been requested to collect the waste and have waste collection agreements in place. It can also include industrial waste collected by a waste collection authority with the authorisation of its waste disposal authority.

Participation rate is the number of people or households actively involved in a recycling scheme.

Producer Responsibility - is about producers and others involved in the distribution and sale of goods taking greater responsibility for those goods at the end of the products life.

Proximity Principle - dealing with waste as near as practicable to its place of production.

Recovery encompasses recycling, energy recovery and composting.

Recycling involves the reprocessing of waste, either into the same product or a different one. Many non-hazardous industrial wastes such as paper, glass, cardboard, plastics and scrap metals can be recycled. Special wastes such as solvents can also be recycled by specialist companies, or by in-house equipment.

Recycling Plans under Section 55 of the EPA 90, WCA's must also draw up a plan for the recycling of waste. This should include details of the amounts and types of (controlled) waste to be recycled, arrangements for dealing with it and the associated costs.

Recycling Site a group of containers for the collection of a variety of materials for recycling. Often located in supermarket or public building car parks or on street corners. Commonly referred to as 'bottle banks' but usually collecting a variety of materials.

Reduction - achieving as much waste reduction as possible is a priority action. Reduction can be accomplished within a manufacturing process involving the review of production processes to optimise utilisation of raw (and secondary) materials and recirculation processes. It can be cost effective, both in terms of lower disposal costs, reduced demand for raw materials and energy costs. It can be carried out by householders through actions such as home composting, re-using products and buying goods with reduced packaging.

Regional Self-sufficiency - dealing with wastes within the region or country where they arise.

Residual Waste - means waste which Partnership has not been able to recycle or compost.

Re-use - can be practised by the commercial sector with the use of products designed to be used a number of times, such as re-usable packaging. Householders can purchase products that use refillable containers, or reuse plastic bags. The processes contribute to sustainable development and can save raw materials, energy and transport costs.

Re-use and Recycling Centres - are Civic Amenity Sites operated by either the Waste Disposal Authority (under the Environment Protection Act 1990) or the local waste collection authority (under the Refuse Disposal (Amenity) Act 1978) where residents within a specified area can dispose of their household waste, in particular bulky waste, free of charge. When the focus of these sites has changed to concentrate on re-use and recycling they have been rebranded as Re-use and Recycling Centres.

Riverside Waste Partnership – a partnership between the Western Riverside Waste Authority and its constituent councils – namely the London Boroughs of Hammersmith and Fulham, Lambeth and Wandsworth and the Royal Borough of Kensington and Chelsea – who will work in co-operation with each other and the private and not-for-profit sectors to provide a sustainable waste management service which will focus on the needs of its residents and local businesses.

Special Waste - waste which because of the risks posed to human health and the environment (is dangerous to life, has a combustion flashpoint of 21oC or less, or is a medical product) are subject to additional controls under the Special Waste Regulations 1996. Before such waste can be collected, the waste producer must notify the Environment Agency of the waste's final destination through a Consignment Note system. All those party to the waste transfer must retain copies of the completed note on a register for at least three years.

Sustainable Development - development that is sustainable is that which can meet the needs of the present without compromising the ability of future generations to meet their own needs.

Sustainable Waste Management means using material resources efficiently; to cut down on the amount of waste we produce. And where waste is generated, dealing with it in a way that actively contributes to the economic, social and environmental goals of sustainable development.

Treatment means the processing of certain types of waste for the purposes of rendering them harmless, reducing volumes before landfilling, or recycling certain wastes.

Waste - the strict legal definition of waste is extremely complex but it encompasses most unwanted material which has fallen out of the commercial cycle or chain of utility, which the holder discards, or intends to, or is required to discard.

Waste Arising the amount of waste generated in a given locality over a given period of time.

Waste Collection Authority (WCA) - the authority responsible for arranging the collection of household waste in their area (in London this is on a borough wide basis) and commercial or industrial waste upon request.

Waste Disposal this is defined by the list of operations that constitute disposal (for under Part III of Schedule 4 of the Waste Management Licensing Regulations). This includes landfill, land raising, incineration and permanent storage.

Waste Disposal Authority (WDA) the Authority responsible for arranging for the disposal of waste collected in their area by the Waste Collection Authority. They also provide sites where householders can

deposit waste free of charge (Civic Amenity Sites). Waste Disposal Authorities are the County Councils in non-metropolitan areas. Special arrangements apply in some metropolitan areas and unitary Councils, including London and in other metropolitan areas the District Councils are the WDAs.

Waste Hierarchy a conceptual framework that acts as a guide to what should be considered when assessing the Best Practicable Environmental Option. In essence it is a presentational tool for delivering a complex message in a comparatively simple and accessible way:

- the most effective environmental solution is often to reduce the generation of waste – **reduction**,
- products and materials can sometimes be used again, for the same or a different purpose – **re-use**,
- value can often be recovered from waste, through **recycling, composting or energy recovered**,
- only if none of the above offer an appropriate solution should waste be disposed of.

Waste Management Industry the businesses (and not-for-profit organisations) involved in the collection, management and disposal of waste.

Waste Management Licensing - a waste management licence (operated and enforced by the Environment Agency) authorises the treatment, keeping or disposal of Waste. These are separate but complimentary to the Land Use Planning System.

Waste Transfer Station a site to which waste is delivered to prior to transfer to another place for recycling, treatment or disposal.

SECTION SIXTEEN – CONTACT AND SITE DETAILS

Partner Contact Details

Partner	Address	Telephone	E-Mail	Web
Western Riverside Waste Authority	Smugglers Way Wandsworth SW18 1JS	<u>All Enquiries</u> 020 8871 2788	info@wrwa.gov.uk	www.wrwa.gov.uk
<i>The London Borough of Hammersmith and Fulham</i>	Town Hall, King Street, London W6 9JU	<u>General Enquires</u> 020 8748 3020 <u>Emergency out of hours information</u> 020 8748 8588 <u>Waste Collection Enquiries</u> 020 8753 1100 <u>Residents “free tip” letters</u> 020 8753 1100 <u>Abandoned Vehicles</u> 020 7371 5678	information@lbhf.gov.uk	www.lbhf.gov.uk

Partner	Address	Telephone	E-Mail	Web
<i>The Royal Borough of Kensington and Chelsea</i>	The Town Hall, Hornton Street, London W8 7NX	<u>General Enquires</u> 020 7937 5464 <u>Waste Collection Enquiries</u> 020 7341 5284 <u>Residents “free tip” letters</u> 020 7341 5284 <u>Abandoned Vehicles</u> 020 7341 5284	information.services@rbkc.gov.uk	www.rbkc.gov.uk
<i>The London Borough of Lambeth</i>	Lambeth Town Hall Brixton London SW2 1RW	<u>General Enquires</u> 020 7926 1000 <u>Waste Collection Enquiries</u> 020 7926 9000 <u>Residents “free tip” letters</u> 020 7926 9000 <u>Abandoned Vehicles</u> 020 7926 9000	infoservice@lambeth.gov.uk	www.lambeth.gov.uk

Partner	Address	Telephone	E-Mail	Web
<i>The London Borough of Wandsworth</i>	Town Hall Wandsworth High Street London SW18 2PU	<u>General Enquires</u> 020 8871 6000 <u>Waste Collection Enquiries</u> 020 8871 8558 <u>Residents “free tip” letters</u> 020 8871 8558 <u>Abandoned Vehicles</u> 020 8871 6709	wasteservices@wandsworth.gov.uk/	www.wandsworth.gov.uk

Transfer Station Details

Transfer Station	Address	Opening Hours	Trade Waste
<i>Western Riverside</i>	Smugglers Way Wandsworth SW18 1JS	07-30 to 16-00 Mon – Fri, 07-30 to 15-00 Sat & 07-30 to 12-00 Sun	Enquiries to the operator: Cory Environmental Limited Tel: 020 8871 3924
<i>Cringle Dock</i>	Cringle Street Battersea SW8 5BX	24 hours per day 7 days per week except closed Christmas Day and reduced hours on Boxing Day	Enquiries to the operator: Cory Environmental Limited Tel: 020 8871 3924

Household Rubbish and Recycling Sites

Household Rubbish and Recycling Site	Address	Opening Hours	Re-Use and Recycling Facilities Available
<i>Western Riverside</i>	Smugglers Way Wandsworth SW18 1JS Tel: 020 8871 3924	07-30 to 18-00 Mon – Fri, 07-30 to 18-00 (20-00 BST) Sat & 08-00 to 18-00 (20-00 BST) Sun Closed Christmas Day, Boxing Day and New Years Day	<ul style="list-style-type: none"> • Glass bottles and jars, • All types of Paper, • Mixed Tins and Cans, • Cardboard, • Paint, • Oil, • Textiles, • Green Garden Waste, • Furniture, • Car and household Batteries, • Bricks, soil and rubble, • Computers • Wood • Scrap Metal • White Goods including Fridges • Plastic • Gas Bottles
<i>Cringle Dock</i>	Cringle Street Battersea SW8 5BX Tel: 020 7622 1046	24 hours per day 7 days per week except closed Christmas Day re-opens 6-00am on Boxing Day	<ul style="list-style-type: none"> • Glass bottles and jars, • All types of Paper, • Cardboard, • Oil, • Textiles, • Bricks, soil and rubble, • Scrap Metal, • White Goods including Fridges • Gas Bottles

Household Rubbish and Recycling Site	Address	Opening Hours	Re-Use and Recycling Facilities Available
<i>Vale Street</i>	Vale Street West Norwood SE27 8PA Tel: 020 7926 8026	07-30 to 16-30 Mon – Fri, 08-00 to 17-00 Sat & Sun Closed Christmas Day, Boxing Day and New Years Day	<ul style="list-style-type: none"> • Glass bottles and jars, • Glass bottles and jars, • All types of Paper, • Mixed Tins and Cans, • Cardboard, • Paint, • Oil, • Textiles, • Green Garden Waste, • Car Batteries, • Scrap Metal, • White Goods including Fridges

Recycling Storage and Transfer Sites

Cremorne Wharf

Lots Road
 Chelsea
 SW10 0GH

Tel: 020 7376 4527

Useful Websites

Hammersmith and Fulham: www.lbhf.gov.uk
 Kensington and Chelsea: www.rbkc.gov.uk
 Lambeth: www.lambeth.gov.uk
 Wandsworth: www.wandsworth.gov.uk

Western Riverside Waste Authority: www.wrwa.gov.uk
 Recycle Western Riverside: www.westernriverside.org

Cory Environmental: www.coryenvironmental.co.uk
 London Remade: www.londonremade.com
 Waste Watch: www.wastewatch.co.uk