

Community Safety, Environment and Residents Services Policy and Accountability Committee

Agenda

Tuesday 4 November 2014

7.00 pm

Courtyard Room - Hammersmith Town Hall

MEMBERSHIP

Administration	Opposition	Co-optees
Councillor Iain Cassidy Councillor Larry Culhane (Chair) Councillor Sharon Holder	Councillor Steve Hamilton Councillor Harry Phibbs	

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http://www.lbhf.gov.uk/Directory/Council_and_Democracy

Members of the public are welcome to attend. A loop system for hearing impairment is provided, along with disabled access to the building.

Date Issued: 27 October 2014

Community Safety, Environment and Residents Services Policy and Accountability Committee

Agenda

4 November 2014

<u>Item</u>	<u>Pages</u>
1. MINUTES To approve the minutes of the meeting held on 2 nd September 2014	1 - 8
2. APOLOGIES FOR ABSENCE	
3. DECLARATIONS OF INTEREST If a Committee member has any prejudicial or personal interest in a particular item they should declare the existence and nature of the interest at the commencement of the consideration of that item or as soon as it becomes apparent. At meetings where members of the public are allowed to be in attendance and speak, any Councillor with a prejudicial interest may also make representations, give evidence or answer questions about the matter. The Councillor must then withdraw immediately from the meeting before the matter is discussed and any vote taken unless a dispensation has been obtained from the Audit, Pensions & Standards Committee. Where Members of the public are not allowed to be in attendance, then the Councillor with a prejudicial interest should withdraw from the meeting whilst the matter is under consideration unless the disability has been removed by the Audit, Pensions & Standards Committee.	
4. PUBLIC PARTICIPATION To invite questions from members of the public present. Questions relating to items later in the agenda will be taken as part of that item. Members of the public with more complex issues are invited to submit their questions in advance in order to allow a more substantive answer to be given. Questions can be sent to the contact officer shown on the front page of the agenda.	
5. TFL CONSULTATION ON PROPOSED NEW OVERGROUND STATION AT OLD OAK COMMON To receive a presentation from Transport for London on the proposals and options for a new overground station at Old Oak Common. TfL's consultation leaflet is attached.	9 - 18

- 6. RECYCLING IN HAMMERSMITH & FULHAM** 19 - 26
- To receive a report from the Bi-borough Head of Waste and Street Enforcement discussing current arrangements for recycling in the borough and how recycling could be made easier for residents
- 7. THE WASTE FRAMEWORK DIRECTIVE (TEEP REGULATIONS)** 27 - 45
- To receive a report from the Bi-Borough Director of Cleaner, Greener & Cultural Services on the impact of the TEEP Regulations
- 8. ESTABLISHMENT OF A WORKING GROUP TO ASSESS HEATHROW AIRPORT EXPANSION** 46 - 52
- To establish a resident-led working group to consider the proposals for the expansion of Heathrow airport and to help form the Council's response to the Airport Commission
- 9. WORK PROGRAMMING** 53 - 58
- The Committee is asked to consider the Work Programme of future items and suggest any additional topics or relevant resident groups who should be involved
- 10. DATES OF FUTURE MEETINGS**
- The following dates are proposed:
- Tuesday 13th January 2015
 - Tuesday 3rd February 2015
 - Tuesday 21st April 2015



London Borough of Hammersmith & Fulham

Community Safety, Environment and Residents Services Policy and Accountability Committee Minutes

Tuesday 2 September 2014

PRESENT

Committee members: Councillors Iain Cassidy, Larry Culhane (Chair), Steve Hamilton, Sharon Holder and Harry Phibbs

Other Councillors: Councillors Ben Coleman, Wesley Harcourt and Max Schmid

Officers: Naveed Ahmed (Parking Projects & Policy Manager), Craig Bowdery (Scrutiny Manager), Pat Cox (Head of Policy & Spatial Planning), Mark Jones (Director of Finance, ELRS), Janette Mullins (Principal Solicitor), Mahmood Siddiqi (Director of Transport & Highways), George Warren (Flood Risk Manager) and Jane West (Executive Director for Finance & Corporate Services)

11. MINUTES

RESOLVED –

That the minutes of the meeting held on 7th July 2014 be approved as a correct record and signed by the Chair.

12. APOLOGIES FOR ABSENCE

Apologies for absence were received from Cllr Michael Cartwright, Deputy Leader.

13. DECLARATIONS OF INTEREST

There were no declarations of interest.

14. PUBLIC PARTICIPATION

The Chair explained that members of the public present would have the opportunity to ask any questions they had as part of each agenda item.

15. PARKING ON FOOTBALL MATCH DAYS

The Committee received a report from the Parking Projects & Policy Manager outlining the existing parking controls that operated in the borough on football match days. Officers described the current restrictions which differed across each of the 27 zones, and highlighted that any new signs for new restrictions would first need to be approved by the Department for Transport, which had recently announced that it would not be authorising any non-standard signage while it conducted a large-scale review.

Following a public question asking why match day restrictions only applied to some zones, officers explained that a public consultation had taken place between December 2010 and January 2011. During this consultation there had been no public support for match day restrictions in these zones, and the arrangements had not been reviewed since. The 27 zones were each reviewed on a cyclical basis, with zones being prioritised if there were public complaints or evident parking stress. Officers described how there were always instances where some residents supported the restrictions and others didn't. For example when match day restrictions were introduced in zones Q and R following public demand, the Council received complaints from some residents who found it too restrictive. As such there was often no clear mandate to introduce parking policies that would be popular with all residents.

The Committee heard from officers that there were two types of match day restrictions currently in use. In the areas surrounding Stamford Bridge, there were blanket restrictions which applied at weekends even if there was not a match taking place. However around Craven Cottage the restrictions only applied when a match was actually taking place, with specially designed signage advising drivers of the restrictions in place on that particular day. The match day only controls around Craven Cottage were introduced following the 2010/11 consultation. In response to a public question, officers confirmed that as the Highway Authority, the Council had the power to change the controls in place, but that it would ultimately be a decision for the Cabinet, which would consider the levels of public support.

Members of the public questioned the use of consultations suggesting it was a flawed process that had too many non-responses and cost £30,000 each time. It was suggested that it would be more efficient to introduce the changes and then consult only if there was public opposition. Officers explained that the consultation exercises were the best way of gauging public opinion and that consultations regarding parking had a far higher response rate than on other subjects.

The Committee heard a suggestion from the public that a system should be introduced where one side of busy roads was reserved for residents, and the other was shared. Such a system would allow residents to have visitors without being inconvenienced. The Chair agreed that the idea had merits that the Council could look into.

It was noted that Kensington & Chelsea had a single zone covering the entirety of the borough so residents could park anywhere, however officers highlighted that this caused other issues. For example areas with high levels of parking need got worse with residents effectively encouraged commute in-borough by driving to tube stations and shops and use their resident permits to park. However this also had the advantages of convenience for residents. Like most London Boroughs, Hammersmith & Fulham had split the borough into the 27 zones as a way of addressing residents' concern, as the pressures in each area were different.

It was asked whether the Council took into account the addresses of respondents to parking consultations, as in some zones the issues varied road by road. Officers explained that all consultations had zonal mapping to help identify issues. This was apparent in zone CC, which was created in recognition of its different pressures to the rest of zone C. Noting the potential for the situation to vary road by road, the Chair suggested that a member task group might be established to look at parking restrictions in detail.

Some members commented that they were surprised that the new administration had not delivered clear recommendations regarding parking restrictions as it was such a large part of the Labour Party manifesto and campaigning. Other members responded to explain that the manifesto had a commitment to review parking arrangements and that the PAC meeting was the start of the process. The Council would therefore be developing new parking policies, but it would do so in consultation with residents.

Members discussed the cost of the specially designed signage used around Craven Cottage and it was suggested that section 106 funds could be used in future. Officers explained that increased permit costs and looking to use section 106 funds were just two early suggestions and that the report presented to the committee was exploratory in nature with no firm proposals at this stage. Members of the public asked how these costs had been met previously. Officers explained that as they were part of a trial scheme, the Council absorbed the costs in 2007 and that there had been no further changes since.

Members of the public expressed the view that residents with permits should not be given parking tickets and asked for confirmation of how much money was collected from match day parking restrictions. Officers explained that they didn't have the figures to hand, but agreed that the Council could adopt a more sympathetic approach, whilst recognising that there would be instances when cars would need to be removed for safety concerns. The Committee was informed by a member of the public that their vehicle had been towed by the Council and that on appeal the Appeals Court had recommended that the Council should refund the tow costs, which it had refused to do.

Cllr Harcourt described how he had been working on addressing parking issues for a number of years and had found that sometimes a consensus was not possible with many competing interests. However the new administration was keen to listen to residents to develop a 'bottom up' approach. He explained that whilst the Council might not be able to give everyone everything they wanted, it would listen and take into account all views expressed. For example he agreed that the Council should take a more sympathetic approach to parking enforcement.

RESOLVED –

That the Committee establish a task group to look at parking issues in the borough and whether existing match day restrictions should be revised.

It was suggested that the task group's work should not be compromised by a strict deadline, but that proposals would be developed in around six months. It was agreed that the Committee would receive regular updates of the task group's work.

16. RESIDENTS' VISITOR PARKING OPTIONS

The Committee received a report from the Parking Projects & Policy Manager which considered options for altering the system of parking permits for use by residents' visitors. There were currently 13,015 Smart Visitor Permits (SVPs) issued and the report described three options to improve the current system.

Noting the disadvantages of scratch cards detailed in the report, members of the public disagreed and explained that they had spoken to Camden Council, who had stated that they had a system to post replacement scratch cards without delay. The member of the public had also been informed by Camden that the scratch cards were not susceptible to fraud as indicated in the report. Officers explained that the identified delay referred to the time it took for new scratch cards to arrive in the post. The Committee was also informed that officers were in regular contact with colleagues from across London, and the overwhelming trend was for councils to move away from using scratch cards due to issues with fraud.

Members of the public also identified that some residents could be excluded if they were to be required to use internet-based methods of paying for parking. Officers reported that they received very few complaints regarding access to the SVP system, with more users complaining about the costs and the extent of the restrictions in place.

The Committee also noted the comment from the public that the reduced price for disabled users was still too expensive and put vulnerable residents at risk as carers could not visit as often. Officers explained that the half price for disabled users was initially trialled in 2007 and feedback was monitored. At the time there were some concerns that the price was prohibitive, but there had been no complaints about cost from disabled residents. The Council used resident feedback to make adjustments to the scheme, such as the number of

days that the reduced fee was applicable, but to date it had not received any. Members asked how visitors to disabled residents were charged prior to the SVP system, and officers explained that they were charged the same rate as other users via on-street ticket machines.

Some members of the public argued that paying for parking and having restrictions on visitor parking were one of the costs of living and driving in London, and that the current SVP system worked well. However the cost of the permits was recognised as being too high by members of the public present.

A member of the public suggested that the system should be modified to give Hammersmith & Fulham residents preferential access by allowing them to use their permits across the borough, regardless of parking zone. Officers explained that the Council was considering this alongside several other possibilities, and that all SVP users were to be surveyed to understand residents' experiences and preferences. The survey would include an open comments box and all responses would be captured and codified.

Members commented that the Council's complaints process seemed to be limited and that policies should not be based on whether complaints had been received, as many were not being accurately captured. The survey of SVP users should therefore capture accurate satisfaction levels and elicit responses from vulnerable user groups. Officers sought guidance on whether the survey should be better advertised and whether it should be open to all residents rather than just car owners. Members of the public and the committee agreed that as many responses as possible should be sought.

RESOLVED –

That the report be noted.

17. 2015 MEDIUM TERM FINANCIAL STRATEGY (MTFS) - UPDATE

The Committee received a report from the Executive Director for Finance & Corporate Governance, the Executive Director for Environment, Leisure & Resident Services and the Executive Director for Transport & Technical Services. The report outlined the anticipated budget gap for the Council and the pressures on the departmental budgets.

The Committee discussed the extent to which the budget pressures were the result of Government cuts. Officers explained that the austerity agenda generally sought to protect funding for health and education, leaving limited funds available for local government. Other reforms had also impacted on local government finances, such as reductions to the benefits paid by the DWP which increased the pressure on benefits paid by local authorities. Officers also confirmed that councils with areas of deprivation such as Hammersmith & Fulham had been disproportionately affected as they were more reliant on the grant funding, which is how most of the Government reductions were made.

Members noted that the costs of waste disposal were increasing and asked why this was. Officers explained that the trend of increased general waste tonnage and decreasing levels of recycled waste was common across London, but there was not a specific reason for this. It was suggested that levels of waste decreased during the recession, but as the economy recovers people have started buying more and so disposing more. Members highlighted a Government announcement that a fund had been established to financially reward councils which collected waste weekly rather than fortnightly. Officers were not aware of the scheme, but undertook to investigate further.

RESOLVED –

That the report be noted.

18. REGULATION OF INVESTIGATORY POWERS ACT (RIPA)

The Committee received a report from the Principal Solicitor presenting the annual report on the Council's use of covert surveillance techniques and policies.

A member of the public asked whether the Council's CCTV cameras were really for the prevention of crime or for catching parking offences. Officers explained that across the borough, the Council had around 700 cameras and that only around 15 were used for parking enforcement, which were clearly signposted.

Members asked how many prosecutions had been made as a result of Council surveillance. Officers explained that they were not formally informed if prosecutions were made, but anecdotally they were aware that surveillance had been passed to the Police and that an ASBO and a possession charge had recently been made. Officers undertook to include further information in future reports to establish the value of surveillance.

A member of the public asked whether the Council intercepted telephone calls and officers explained that the Council could only get access to subscriber information and phone bills and that to do so required permission from a magistrate.

The Committee questioned the development of a bi-borough RIPA policy and asked whether it would deliver savings through fewer officers and whether it would impact upon the Council's sovereignty. Officers explained that the bi-borough policy wouldn't require fewer officers, but it would enable more people to authorise surveillance which would speed up and make the process more efficient. The Council's sovereignty was preserved as it was not required to have the same policy as RBKC so members could revise it if they wished.

A member of the public suggested that if a resident was under surveillance and it did not lead to a prosecution, then that resident should be informed.

The Chair highlighted that to do so could compromise future criminal proceedings and that he would not be in support of such a policy.

RESOLVED –

That the report be noted.

19. SURFACE WATER MANAGEMENT PLAN (SWMP)

The Committee received a report from the Flood Risk Manager providing a summary of the Surface Water Management Plan. Officers explained that flood risk data was key to determining many planning applications, but that there was currently only borough-wide data provided by the GLA. The Council would therefore be preparing detailed mapping of all of the critical flood risk areas, although it was yet to be decided whether this should be in the public domain with possible impacts on property prices.

Members asked for further information on the £330,000 funding from DEFRA for flood risk management. Officers explained that this paid for officer posts and that the majority of it was spent on various projects such as at Goldhawk Road where surface water was diverted into tree pits. Other work including assessing the strength of the river wall and reports and modelling of future risks.

Noting the plans for more detailed mapping of flood risk areas, members asked whether households in higher risk areas would be written to to inform them. Officers reported that the intention was not to write to those affected, but that the data could be used to develop appropriate planning policy. For example the Council could limit the number of new extensions in high risk areas as they reduce the amount of surface water drainage.

The Cabinet Member for Environment, Leisure & Resident Services welcomed the detailed mapping as it would provide an evidence base for effective planning policies, noting that the impact on surface water run-off had not yet been fully considered for new developments. He also advocated a more innovative approach to managing and recycling water to reduce flood risk and argued that permeable road surfaces should be explored further.

RESOLVED –

That the report be noted.

20. WORK PROGRAMMING

The Chair informed the Committee that a Work Programme of future items was being developed, and invited members to suggest agenda items.

The Chair also noted that a Vice-Chair had not yet been appointed, and he nominated Cllr Hamilton.

RESOLVED –

That Cllr Hamilton be appointed as Vice-Chair of the Committee for the remainder of the municipal year.

21. DATES OF FUTURE MEETINGS

The following dates were agreed:

- Tuesday 4th November 2014
- Tuesday 13th January 2015
- Tuesday 3rd February 2015
- Tuesday 21st April 2015

Meeting started: 7.00 pm
Meeting ended: 9.23 pm

Chairman

Contact officer: Craig Bowdery
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Have your say

on a proposed London
Overground station at Old Oak

Consultation closes 24 November 2014



Overview

The Government has announced proposals for a new High Speed 2 (HS2), National Rail and Crossrail station at Old Oak by 2026, potentially making it one of the best connected railway stations in the UK.

This, along with plans to regenerate Old Oak and the surrounding area, could give rise to significant potential for economic development with up to 55,000 jobs and up to 24,000 new homes, as well as schools, open spaces, shops and leisure facilities.

However, the current HS2 proposals don't include a connection to the London Overground services that currently pass through the area. Both the Mayor and Transport for London (TfL) consider this is a missed opportunity to integrate HS2 with the local transport network, improving connectivity and supporting further economic growth of the area.

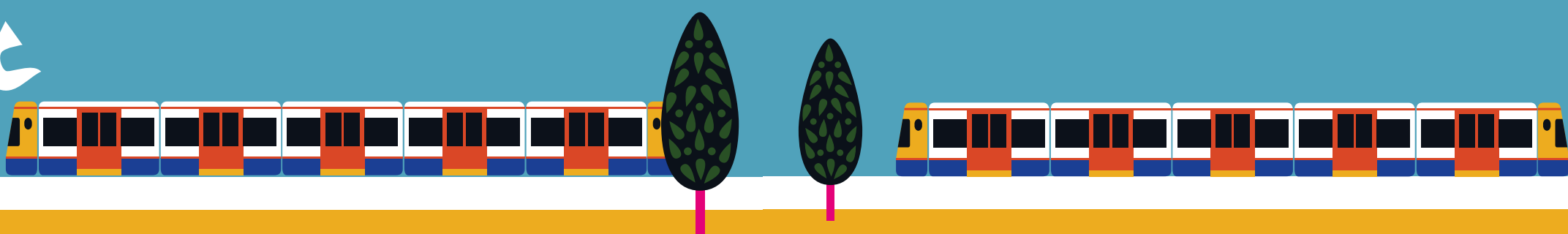
We are looking for your views on a new London Overground station and three options to connect with HS2 and Crossrail. All three options are feasible, but offer different levels of passenger benefits and local impacts.

Building on the HS2 plans

The HS2 proposals will see the construction of a new HS2, Crossrail and National Rail station at Old Oak. Although the Clapham Junction to Stratford and Richmond to Stratford routes pass very close to the site, the HS2 proposal does not include plans to link these lines into the new interchange. The nearest station served by London Overground services would be Willesden Junction, some 1.5km away.

In the absence of a London Overground station at Old Oak:

- Passengers from northwest, west and southwest London, and locations in the southeast, will have to travel into Euston to access HS2. This will add unnecessary time to journeys and increase crowding at both Euston and the wider London Underground network
- Regeneration of the Old Oak Opportunity Area will be constrained, reducing the number and range of jobs available to local people and the number of essential new homes
- West London will continue to be disadvantaged by a lack of interchanges, leading to unnecessary journeys to and from central London



Benefits of a new London Overground station

Quicker journeys and more route options

The interchange will help make journeys quicker and easier across west London, which currently lacks high quality interchanges between routes.

Access to Heathrow Airport will also be greatly improved – passengers will be able to take London Overground services and interchange onto either Crossrail or Heathrow Express services to the airport’s five terminals.

Some examples of journey time savings brought about by a new London Overground station at Old Oak are:

Route	Without scheme	With scheme
Richmond to Paddington	30-35 mins 1 change	20-25 mins 1 change
Clapham Junction to Heathrow	50-60 mins 3 changes	30-35 mins 1 change
Acton Central to Bond Street	35-40 mins 2 changes	20-25 mins 1 change
Willesden Junction to Liverpool Street	35-40 mins 1 change	25-30 mins 1 change

The map opposite shows the connections made possible as a result of adding a London Overground station to the Old Oak interchange.



Less crowding in central London

The scheme will benefit central London, by encouraging more HS2 passengers to interchange at Old Oak avoiding central London. Up to 5,000 fewer HS2 passengers (or 10 per cent) will use Euston to access HS2 in the morning peak period (between 07:00 and 10:00). Instead, a large number of passengers from southwest, west and northwest London will use the London Overground station at Old Oak to access HS2.

This will bring benefits to the Tube system at Euston, with fewer HS2 passengers needing to access the crowded Victoria and Northern lines. In providing an interchange to orbital rail services, journeys for new and existing passengers will be easier and quicker, as well as freeing up capacity in central London.

Support the regeneration of Old Oak

A new London Overground station would help support the regeneration plans for the area. Old Oak is designated as an Opportunity Area in the Mayor's London Plan, with plans being prepared for the creation of 55,000 jobs and 24,000 homes. Improved local transport infrastructure will be essential to support this level of regeneration.

Without a London Overground station, the area is almost entirely dependent on Crossrail and National Rail services for rail access, with limited connections to much of southwest, west and northwest London. The London Overground station would bring 250,000 additional people and 150,000 additional jobs within an hour's journey time of Old Oak.

The options

We have identified three options for a new station that we believe will provide significant benefits for local communities in west London as well as new and existing rail passengers.

All three options for a London Overground station would serve Richmond, Clapham Junction and Stratford. The following pages of this leaflet give further details of each option.



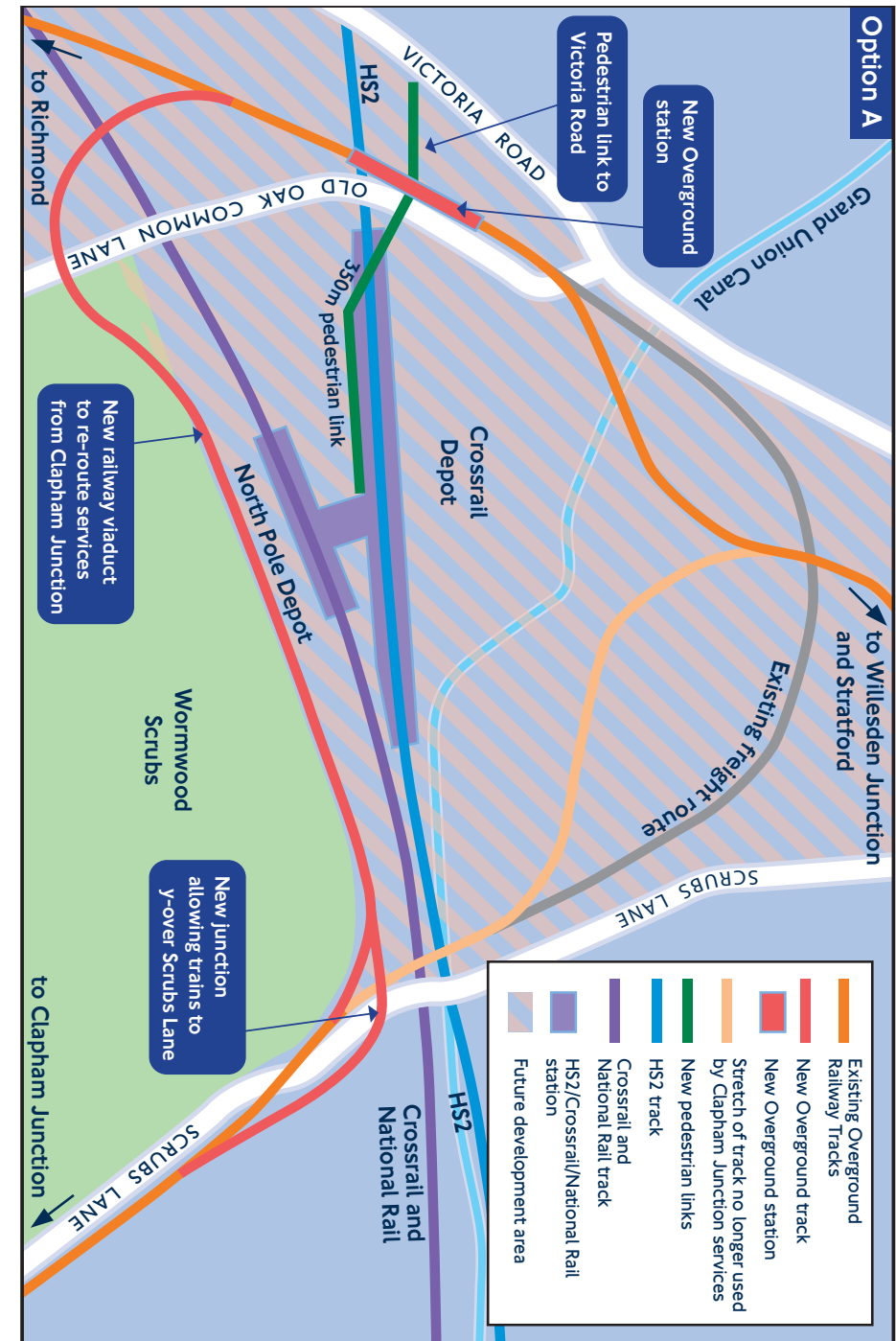
Option A: A new London Overground station at Old Oak Common Lane with a railway viaduct to the north of Wormwood Scrubs

- Interchange distance is 350m to HS2 station from all Overground services
- A railway viaduct to the north of Wormwood Scrubs is included in the station plans which will have localised impacts
- New station can be accommodated into existing timetable with minimal disruption

This option would see a new two-platform station on the Richmond to Stratford route adjacent to Old Oak Common Lane, with access to the HS2 station (to the east) and Victoria Road (to the west) via a subway link. Clapham to Stratford services would be diverted from their current alignment to run on a new viaduct along the northern edge of Wormwood Scrubs allowing both Richmond and Clapham Junction services to Stratford to call at the same station.

The proposed viaduct structure would begin at the north-eastern corner of Wormwood Scrubs where it would be around 4m above ground level, before running over the northwest corner of the Scrubs, Old Oak Common Lane and Telford Way industrial estate, where it would be up to 15m high.

Trains from the station would run approximately every 5 minutes during the peak, in each direction.



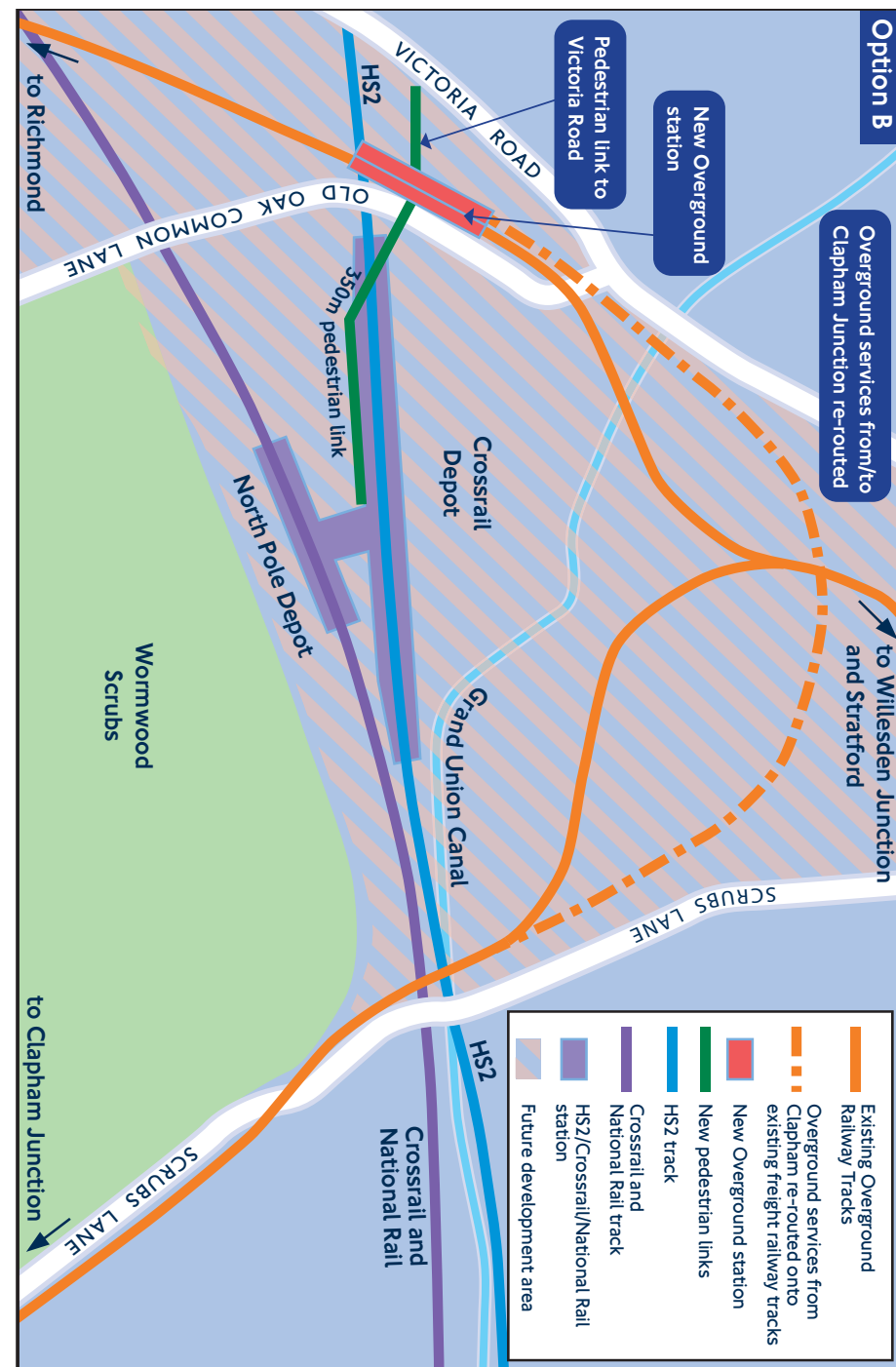
Option B: A new London Overground station at Old Oak Common Lane using existing track near Willesden

- Interchange distance is 350m to HS2 station from all London Overground services
- Uses existing rail alignment with some modifications to track nearby, avoiding Wormwood Scrubs
- In order to accommodate into the existing timetable, there would be a reduction in trains running between Clapham and Stratford

This option would see Clapham Junction to Shepherd's Bush services extended into Old Oak, running onto the existing freight lines into a new three-platform station on the Richmond to Stratford route, adjacent to Old Oak Common Lane. Access to the HS2 (to the east) and Victoria Road (to the west) would be via a subway link.

Clapham Junction to Stratford services would bypass the station completely. Four trains an hour would run between Clapham Junction and Old Oak, where they would reverse. The precise service pattern is to be determined, but less services from Clapham Junction could call at the new station in this option.

Services to Clapham Junction and Richmond to Stratford services would call at the same station, albeit from different platforms. Trains from the station would run approximately every 7-8 minutes during the peak, in each direction.



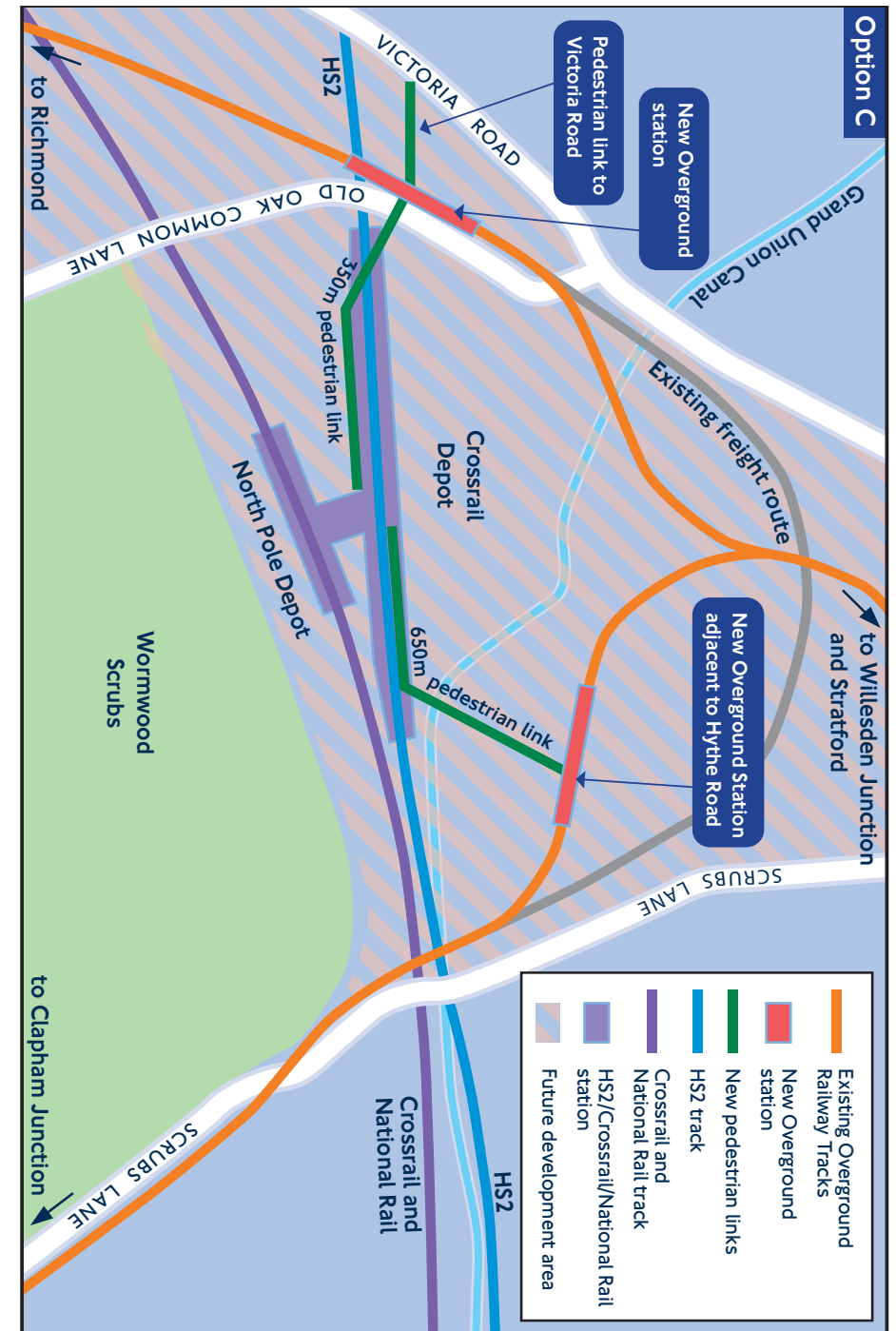
Option C: Two separate London Overground stations at Old Oak Common Lane and Hythe Road

- Interchange distance is 350m to HS2 station from Richmond to Stratford services and 650m from Clapham Junction to Stratford services
- Uses existing rail alignment with some modifications to track nearby, avoiding Wormwood Scrubs
- Minimum additional journey time to allow trains to call at station

This option would see two new stations constructed; a two-platform station on the Richmond to Stratford route adjacent to Old Oak Common Lane, with access to the HS2 (to the east) and Victoria Road (to the west) via a subway link and three-platform station on the Clapham to Stratford route, adjacent to Hythe Road.

Passengers heading to or from the Clapham to Stratford route would be required to use a pedestrian link of around 650m in order to transfer from the London Overground network to HS2, Crossrail and National Rail services. The details of the design of this interchange continue to be developed.

However, the additional station at Hythe Road would improve accessibility to the proposed Opportunity Area by offering a station in the eastern area of the site. A train every 15 minutes in each direction would serve the Old Oak Common Lane station during the peak. A train approximately every seven to eight minutes in each direction would serve the Hythe Road station during the peak.



Comparison of station location options

	Option A	Option B	Option C
Interchange quality	350m link for both Richmond to Stratford services and Clapham to Stratford services (approx 2.5 min walk with travelator).	350m link for both Richmond to Stratford services and Clapham to Stratford services (approx 2.5 min walk with travelator).	350m link for Richmond to Stratford services (approx 2.5 min walk with travelator) and a 650m link for Clapham to Stratford services, with a series of level changes (5-10 min walk with travelator).
Passenger experience	Relatively short distance between all services. All trains leave from a single island platform, minimising passenger confusion. Trains every five minutes per direction, all calling from the same platform.	Reduction in services from Clapham Junction to Stratford. Trains every 7-8 minutes per direction, calling at a common station but from different platforms.	Long walk (5-10 minutes) between HS2 station and Clapham Junction to Stratford services. Trains every 15 minutes per direction on Richmond to Stratford route. Trains every 7-8 minutes per direction on Clapham Junction to Stratford route.
Operational impacts	New station can be accommodated into existing timetable with minimal disruption.	Reduction in services from Clapham Junction to Stratford. Trains every 15 minutes per direction on Stratford to Richmond route. Trains every 15 minutes would operate between Old Oak and Clapham Junction. All services would call at a common station but from different platforms.	New station can be accommodated into existing timetable with minimal disruption.
Impact at Euston	Expected to remove 5,000 (or 10%) of HS2 passengers from Euston during morning peak period.	Expected to remove 1,000 (or 2%) of HS2 passengers from Euston during morning peak period.	Expected to remove 3,000 (or 6%) of HS2 passengers from Euston during morning peak period.
Capital cost	£400 – £600m (excluding land costs)	£100 – £200m (excluding land costs)	£150 – £250m (excluding land costs)
Regeneration impacts	Adds a single station to serve the western side of the Old Oak Opportunity Area.	Adds a single station to serve the western side of the Old Oak Opportunity Area.	Adds two separate stations to serve the wider Old Oak Opportunity Area catchment. Hythe Road station will directly serve the proposed residential development. Adds a pedestrian link across the canal.
Environmental impacts	The viaduct along the northern boundary and above part of Wormwood Scrubs would remove vegetation and habitats at some locations and have an adverse visual impact. Choosing the right materials, replacing vegetation and creating compensatory habitats could reduce the impact. Noise from the new station and curved viaduct could disturb local residents. Screening, effective designs and good operational procedures would help manage this.	Land outside the railway boundary may be required for the three-platform station. Noise could disturb local residents during both construction and operation of the station. Screening, effective design and good operational procedures would help manage this.	The station near Hythe Road would require a pedestrian link on land outside the station boundary. This link would cross over the historical Grand Union Canal. Noise at the new station to the west could disturb local residents during both construction and operation. Screening, effective design and good operational procedures would help manage this.

How to find out more

Further information is available online at tfl.gov.uk/old-oak or by request via phone or email. A hard copy of this information will also be available at **The Duty Planner Office, First Floor, Hammersmith Town Hall Extension, King Street W6 9JU**, until **Monday 24 November 2014**.

The type of additional information includes:

- Further details on the benefits and limitations of each option
- Large scale maps of each option
- Supporting background information including the wider policy context
- How the feasibility of each option was assessed

Environmental impacts and land requirements for each option

Other proposed changes in the area

For information on HS2 Ltd's plans for the Old Oak area, please visit hs2.org.uk

For information on the Old Oak Opportunity Area please visit tfl.gov.uk/general/old-oak-mayors-development-corporation

Public exhibitions

We will be holding a series of public exhibitions where you will have an opportunity to view more detailed plans of the options and speak to members of the project team too.

Public exhibitions at:

Holiday Inn Express Park Royal,
Victoria Road, North Acton, W3 6UP

Thursday 2 October 1530-1930

Old Oak Community Centre,
76 Braybrook St, W12 0AP

Saturday 4 October 1100-1500

The Atrium, Burlington Danes Academy,
Wood Lane, W12 0HR

Wednesday 8 October 1600-2000

Saturday 11 October 1000-1400

Contact details

Website: tfl.gov.uk/old-oak

Email: consultations@tfl.gov.uk

Post: FREEPOST TFL CONSULTATIONS

Tel: 0343 222 1234*

To request a copy of this leaflet in Braille or large-text, please call us on 0343 222 1234 or email us at consultations@tfl.gov.uk

*Service and Network charges may apply.



Next Steps

We will consider the results of this consultation alongside the final outcome of the feasibility study for the three options. The feasibility study will identify a preferred option from a technical, environmental and operational perspective and the consultation feedback will be considered alongside this in order to determine the final preferred option. We hope to publish the outcome of the consultation and the final decision on the preferred option in early 2015.

Have your say

You can let us know if you support the principle of a new station and which of the options you would prefer by taking part in our survey at tfl.gov.uk/old-oak or by completing the questionnaire attached.

How to return the attached questionnaire

Please return your completed questionnaire to the Freepost address overleaf by **Monday 24 November 2014**.

To seal the envelope, wet the gum strip, fold along the crease and press down. If you need more space to write feedback, please enclose an additional sheet of paper.



	<p>London Borough of Hammersmith & Fulham</p> <p>COMMUNITY SAFETY, ENVIRONMENT & RESIDENTS SERVICES POLICY & ACCOUNTABILITY COMMITTEE</p> <p>4th NOVEMBER 2014</p>
RECYCLING IN HAMMERSMITH AND FULHAM	
Report of the Divisional Director	
Open Report	
Classification: For PAC Review & Comment	
Key Decision: No	
Wards Affected: All	
Accountable Executive Director: Lyn Carpenter, Executive Director for Environment, Leisure, and Residents' Services	
Report Author: Kathy May Bi-borough Head of Waste and Street Enforcement	Contact Details: Tel: 020 7341 5616 E-mail: kathy.may@rbkc.gov.uk

1. EXECUTIVE SUMMARY

- 1.1. The Council's manifesto contains the following pledge regarding recycling:
 'To review the Council's current recycling performance and ways of making it easier for residents to recycle, including community composting and food growing projects'. This paper sets out some background to the current position, and actions that are in hand or proposed to help our residents to recycle.
- 1.2 The Committee Chairman has also said that the Administration wants to make it easier for everyone to recycle as much waste as possible, to ask residents what they like and dislike about recycling in the borough, and to enable suggestions and debate regarding possible solutions.

2. RECOMMENDATIONS

- 2.1. This report is for information and comment.

3. INTRODUCTION AND BACKGROUND

- 3.1 There are two particularly important areas: generally, (and in common with many other local authorities), waste tonnages are going in the wrong direction: residual waste tonnages are going up, recycle is going down, and there is a marginal increase in the total amount of municipal waste collected by the Council. Added to which, the high levels of contamination rates being experienced by all four boroughs going into Smugglers MRF (Materials Recovery Facility), is costing a significant amount each year.
- 3.2 Collected recycling is falling for a number of reasons and not least as a result of less wasteful and lighter packaging and the rise of online print media, such as newspapers and magazines. However, total waste is not falling simultaneously and so the Council is devoting greater attention to the promotion of waste reduction initiatives, such as 'Love Food Hate Waste', washable nappies and community composting, as well as promoting recycling. Further detail on recent and planned activities is given below.
- 3.3 Recycling contamination is not helping matters as higher rates of contamination provide a higher risk of good recycling being spoiled and disposed of as residual waste as a result of contaminants, such as food waste, being spread throughout a collection vehicle, making it impossible for the contents to be sorted or rendering the materials undesirable to reprocessors as a result of their impurity. The Council is particularly focusing, therefore, on providing information about the negative effects of contamination to those in areas with the highest rates of contamination in general or identified as having a particular problem with food waste appearing in the recycling. Through reinforcing this message during the doorstepping campaign carried out in 2013, contamination in the target areas dropped from an average of 21% to 10% and it is hoped that the 2014 campaign might replicate, or even better, this. A concerted effort is also being made to identify serial misuse of our recycling sacks, i.e. by those using them simply as free rubbish bags, in order to stop supplies to those concerned. Finally, we are running an advertising campaign highlighting the importance of recycling only the correct materials. This features a series of cartoon characters, the 'non recyclables', and can be seen on the majority of our waste collection vehicles.
- 3.4 Over the last year there has been a decrease in contamination from approximately 19% to around 15%. There is a contamination action plan in place which tracks operational projects to reduce both sack and container contamination, internal and external communications, trade waste contamination and actions undertaken by Serco crews. A recent WRWA campaign portrays the most common contaminants as 'monsters'. As sample sizes are quite small, contamination rates are still volatile and budgeting is therefore prudent in this area.

Recycling figures

- 3.5 Although recycling figures are falling, they increased in Sept which is similar to previous Septembers in recent years:



	WM1 KG of residual waste per household	WM2 % H/hold waste sent for recycling/reuse/composting (not inc ash recycled)	WM3 % Municipal waste for reuse/recycling composting (exc ash recycled)	WM4 Municipal waste sent for recycling/reuse/composting inc ash recycled
Target	470kg	23.40%	18.30%	41.5%
April	38.89	21.07	14.96	37.37
May	42.96	19.96	14.89	36.43
June	38.50	21.27	14.43	35.92
July	41.14	21.15	14.66	36.65
Aug	41.32	17.99	14.17	40.26
Sep	40.15	21.33	15.23	38.20
Final 2013/14 Performance	481.23	21.67	15.43	39.02
2014/15 Year Projection	486.35	20.91%	15.32%	39.51%

Recycling contamination figures

- 3.6 Below is a summary of WRWA contamination sampling results for H&F loads from the beginning of April 2014:

	April	May	June	July	August	Sept
Overall contamination rate	15.03%	14.80%	15.27%	14.7%	14.16%	11.65%
Number of samples taken	20	19	19	23	20	22
Least contaminated Sample	2.83%	4.32%	2.54%	1.92%	5.20%	3.23%
Most contaminated sample	34.93%	29.74%	30.84%	51.9%	30.55%	27.76%
Resulting Charge	£21,110	£21,422	£22,602	£21,754	£16,846	£16,507

Consultation

- 3.7 The Annual Survey Residents' results 2013 showed improved scores for keeping public land clear of litter, local tips and household waste recycling centres. Refuse collection and doorstep recycling saw a similar result to the previous year, with a very slight drop in satisfaction of 1 percentage point.

3.8 Satisfaction with doorstep recycling demographics

Area - 79% of those in the south of the borough felt satisfied with doorstep recycling. This is compared with 72% in the north of the borough.

Age - 87% of those aged 65+ felt satisfied with doorstep recycling. This is compared with 67% of 30-44 year olds.

Tenure - 77% of social renters felt satisfied with doorstep recycling. This is compared with 73% of owner occupiers.

- 3.9 Fieldwork for the 2014 survey will be conducted in October /November and results will be available in December 2014. Meanwhile, much work has been done to map recycling performance with demographic information. Limited information is available regarding suggestions for improvement, but officers extract what information they can to try to improve services as a result of feedback.

4. ISSUES AND PROPOSALS

- 4.1. The following are some of the key issues that present a challenge to increasing recycling:

Targets – the issues already discussed in this paper are in the context of the European requirement for the United Kingdom to recycle at least 50% of its household waste by 2020 without significant Government intervention, and in light of proposals from the European Commission to increase household recycling targets to 70% by 2030.

Transient population - the difficulty of communicating with diverse and mobile people (both residents and businesses), which is an ongoing task.

Communications methods – these need to be agreed with Members.

Budget – officers must plan communications spend according to finite and limited budgets available.

Commercial waste – the focus is mainly on domestic waste (as targeted by the EU), but there are also concerns about capturing clean and dry recycling from businesses, and minimising the unpaid-for commercial waste that ends up in the 'black bag' waste stream that the Council then collects and pays for to dispose.

Waste Framework Directive 'TEEP' Regulations - officers have undertaken a 'TEEP' (Technically, Environmentally and Economically Practicable) test to check H&F's compliance with the Waste (England and Wales) (Amendment) Regulations 2012. These are designed to implement the requirements of the EU's Waste Framework Directive with regard to the handling and processing of certain recyclable materials. The aim is to ensure that materials collected as recyclables are in fact recycled and not disposed of in another way, and that the quality of the recycle is high. The Directive considers this requirement from the starting point that Waste Collection Authorities should collect recyclable materials, and in particular paper, glass, plastic and metals, as separate waste streams. At first sight, therefore, this appears to preclude commingled collections as made by Hammersmith and Fulham. A separate report is being presented to this Committee regarding the outcome of the 'TEEP' assessment. The recommendation in that report is that approval be given to continue collecting recyclables in commingled form, i.e. make no changes to the current system of collection.

4.2 Recent and proposed activity to engage residents in recycling

- **Doorstepping**

During November, a team of volunteers will be 'doorstepping' (doorknocking) kerbside properties (not flat or estate properties) in certain underperforming areas of the borough in order to promote waste reduction and recycling. The areas are in the Wormholt and Askew Road wards as the recycling target in these wards is generally lower than other parts of the borough.

- **White City**

White City container recycling collections produce the highest levels of contamination in the borough. There are a range of projects being applied across the estate to identify which are the most effective. These include:

- Use of reverse containers – traditionally, the lid opening and aperture are both on the front of the bin. Reverse bins have the lid opening at the rear of the bin with the aperture for deposit at the front.
- Central location containers – it has been found that people who do not wish to recycle will place their waste in the nearest container - which may be for recycling. By relocating containers to a central point, residents who wish to recycle tend to proactively participate.

- **Preparation of bids for the DCLG's recycling reward scheme**

Officers have recently been working on options for applications for funding under the above scheme. It is intended to make two submissions.

1: An area based trial food waste trial collection scheme in the north of the borough – costing £211k in year one and providing the opportunity to gauge success and consider whether it could be rolled out borough wide;

2. A recycling communications and incentive scheme to encourage greater participation in existing recycling schemes alongside the provision of some new community recycling facilities – costing £60k in year one

A Cabinet Member Decision is awaited on this matter.

- **Leafing Programme**

As part of Serco's contract, additional resources are brought in each Autumn to deal with leaf fall. A leafing plan, submitted by Serco, commenced in October. Environment Agency guidelines advise that street leaf sweepings are not suitable for producing compost (due to heavy metal content) but leaves from parks and gardens are. On this basis, Serco will collect street leaves as waste whilst the leaves from parks will be collected for compost. The diversion of 350 tonnes of leaves to waste results in a 0.1% decrease in the recycling rate.

- **Communications**

Latest communications activities and those that are forthcoming include:

So far in 2014:

- Social media campaigns – mainly Twitter
- Contamination stickers used to alert residents to co-mingling

- Promotion of the Report It! app for residents
- Stall at Play Day in Ravenscourt Park
- Campaign for bulky waste collections with London Re-Use
- Student volunteer day at Imperial College

Activities planned for the remainder of 2014:

- Door-knocking campaign in problem areas (funded by RWR)
- Stall in Kings Mall to engage with local residents (staff costs only)
- London Re-Use campaign to expand to new liveries on new bin lorries and street cleaning vehicles (LRN funded)
- Major Christmas leaflet campaign on Xmas collections
- A targeted paper and glass campaign (funded by LWARB – being finalised)

Budget:

The available budget for communications is around £7,500k, which will mainly be spent on design/print/distribution of Christmas collection leaflets. This could involve targeted leaflets or generic H&F leaflets.

Ideas for a targeted communications project:

Officers are planning how to incorporate some targeted communications within the Christmas collection leaflets, within existing pressured budgets, and given that there is no traditional print media in the borough to carry Christmas collections information. As the intention is to deliver 80,000 x A5 folded leaflets to every residential address in H&F, it seems an apt time to try to incorporate some key messages for residents in particular areas. It could include specific messages to residents on housing estates, where problems with Smart Banks and contamination continue to have a negative financial impact.

- **Community Composting**

A community composting scheme was introduced by Groundwork on Queen Caroline Estate in 2013 whereby residents volunteered to participate in on-site composting. The site was handed over to residents to manage in October 2013, and residents continue to dispose of their food waste and run the facility whilst the Council continues to provide materials to support the composting process. Officers are currently seeking further opportunities with Groundwork for estate composting.

4.4 Residents' Surveys

In October 2013, an action plan was implemented based on feedback from resident survey data. Ensuing actions included amending pages on the website to provide more information on different types of materials, update of the FAQ area of the website, a link to the WRWA website to reduce contamination, and revised leaflets to include contaminants.

4.5

In the 2013 doorstepping report, there was a large number of comments related to sack distribution. Consequently, officers updated the relevant

website information on how to obtain sacks, and visited all sack distribution points to ensure availability. An example of the recycling sack leaflet is given below:

CLEAR sacks for CLEAN recycling

The clear sack is ONLY for CLEAN and DRY:

paper ✓ card ✓ cardboard ✓ paper	glass containers ✓ glass bottles ✓ jars	metal containers ✓ tins ✓ cans ✓ aerosols	plastic containers ✓ plastic bottles ✓ tubs and trays ✓ pots	cartons ✓ cartons ✓ Tetra Pak
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✗ The clear sack is NOT for:

food waste	plastic wrappers	shredded paper
food-soiled packaging	polystyrene	foil
paper towels/tissues	plastic bags/bin bags	textiles

recycle
for Hammersmith & Fulham

Please turn over for more
information on clear sack recycling.

We have switched from orange to clear sacks to encourage residents to recycle responsibly and allow recycling collectors to clearly spot items that cannot be recycled.

Clear sack collections:

- 1) Please fill your clear sack with CLEAN and DRY items for recycling.
- 2) Put your clear sack out for collection in your front garden or outside your property where it is clearly visible, **ONLY** after 9.00pm on the day before your collection day or before 6.00am on your collection day. We collect your recycling and rubbish on the same day, using a one pass collection vehicle. The vehicle has two compartments to keep the recycling and rubbish separate.
- 3) Be careful - If the wrong items are found in your clear sack it may not be collected until the wrong items are removed.

Destination of clear sacks:

All clear sacks are initially taken to our Materials Recovery Facility in Wandsworth. If they contain the correct recycling materials in a clean and dry condition the content will be separated and then bound with similar materials. These bales can then be taken to reprocessing plants to be turned into new products.

If they contain the wrong items the contents can damage our sorting machinery and can 'contaminate' whole loads of recycling. A contaminated load costs nearly seven times as much to dispose of than if it were recycled. This is because the content then has to be separately bulked and loaded onto barge containers to transport it down the Thames to an Energy from Waste facility in Bexley.

If in doubt, leave it out!

Clear sack deliveries:

We deliver packs of clear sacks at regular three month intervals. Please check the website for our delivery schedule and more information on where to pick up additional sacks if you need them between collections.

For further information:
www.lbhf.gov.uk/recycling • cleaner.greener@lbhf.gov.uk • 020 8753 1100

If you require any part of this document produced in large print or Braille please call 020 8753 1100

4.6 In September 2013 to January 2014, Citizenspace was used to gauge resident feedback on the clear sacks and contamination. From the small sample set, although residents knew what was recyclable, there was still uncertainty over what was classed as contamination. Much publicity has taken place on this topic. However, the advice from WRWA is now to focus on increasing recycling. The emphasis is therefore moving away from the 'monster' contamination graphics (for food, nappies, shredded paper etc) to a recycling 'superhero' (an example of the 'super hero' leaflet to be used for doorstepping is below).

RECYCLE RIGHT

WASH, SQUASH, LIDS OFF!

Paper, card
& cardboard

Glass bottles
& jars

Metal tins, cans
& aerosols

Plastic bottles, pots,
tubs & trays

Cartons
& Tetra Pak



We've made this handy guide for you to put on your fridge so that you can refer to it when you are unsure about what you can put in your recycling sack or recycling bin. Recycling is an easy way for us all to make a real difference to the environment and it will help save the Council money that can be better spent on other Council services, so please recycle as much as you can.

What happens to my recycling?

Your recycling goes to a Materials Recycling Facility in Wandsworth where it is sorted into different material types. The materials are then baled and most are sent to locations in the UK to be remade into something new. Some materials are exported because of a shortage of demand in the UK. These exports are strictly controlled.

For more information visit nonrecyclables.com


WMA4 (2014) Wandsworth

5. OPTIONS AND ANALYSIS OF OPTIONS

- 5.1 These have been outlined in section 4.

6. CONCLUSION

- 6.1 Many of the key challenges associated with trying to raise recycling levels have been set out in this paper. It is worth noting that, in addition to the various activities highlighted, ongoing communications seem to be crucial in reaching the diverse population, and capturing the transient audience. The Committee's views are welcome.

	<p>London Borough of Hammersmith & Fulham</p> <p>COMMUNITY SAFETY, ENVIRONMENT & RESIDENTS SERVICES POLICY & ACCOUNTABILITY COMMITTEE</p> <p>4th NOVEMBER 2014</p>
<p>WASTE FRAMEWORK DIRECTIVE – TEEP REGULATIONS</p>	
<p>Report of the Executive Director for Environment, Leisure and Residents' Services</p>	
<p>Open Report</p>	
<p>Classification: For PAC review and comment</p>	
<p>Key Decision: No</p>	
<p>Wards Affected: All</p>	
<p>Accountable Executive Director: Lyn Carpenter, Executive Director Environment, Leisure and Residents' Services</p>	
<p>Report Author: Jay Amies, Bi Borough Waste Action Development Manager</p>	<p>Contact Details: Tel: 020 7341 5199 E-mail: jay.amies@rbkc.gov.uk</p>

1. EXECUTIVE SUMMARY

- 1.1 The Waste (England and Wales) (Amendment) Regulations 2012 are designed to implement the requirements of the EU's Waste Framework Directive with regard to the handling and processing of certain recyclable materials. The aim is to ensure that materials collected as recyclables are in fact recycled and not disposed of in another way. The Directive is therefore concerned with the quality of materials collected and the ability of materials processors to sort materials and provide high quality materials for subsequent reprocessing and use.
- 1.2 However, the Directive considers this requirement from the starting point that Waste Collection Authorities should collect recyclable materials, and in particular paper, glass, plastic and metals, as separate waste streams. At first sight, therefore, this appears to preclude commingled collections as made by Hammersmith and Fulham.
- 1.3 The Directive and the Regulations which translate that into law have therefore introduced what is known as TEEP (Technically, Environmentally and Economically Practicable) and, in forming a judgement about the type of

collection methodology that should be used, a TEEP analysis has been undertaken by officers to demonstrate whether or not it is 'Technically, Environmentally and Economically Practicable' to collect the four described waste streams separately.

2. RECOMMENDATIONS

- 2.1 That the PAC agree that the Council should continue collecting recyclables in commingled form, i.e. make no changes to the current system of collection.

3. REASONS FOR DECISION

- 3.1 Following the relevant assessment (included as Appendix 1), it is evident that there is no requirement for the Council to separately collect paper, plastics and metals. With an element of doubt about the collection of glass, the Practicability Test, or TEEP analysis, was also applied to this material.
- 3.2 Where assessment indicates a need to collect a material separately, commingled collection of that material is only allowable where it can be demonstrated that separate collection is not practicable. However, separate collection must meet all three elements of the Practicability Test to be required, i.e. be "technically, environmentally and economically practicable" (TEEP). If it fails any one of them then commingled collection is permissible.
- 3.3 The TEEP assessment undertaken (included as Appendix 1) suggests that for reasons of both technical and environmental impracticability it is considered unnecessary for the Council to collect glass separately.

4. BACKGROUND

- 4.1 In 2003, the Council elected to operate commingled collections because of their suitability and effectiveness. Residents do not need to be issued with a multitude of containers, there is no need for complex and time consuming kerbside sorting at the point of collection, collection timings and vehicle waiting times are minimised, and it has been demonstrated that commingled collections result in higher levels of participation and greater recycling performance.
- 4.2 However, the EU Directive, as indicated above, challenges the Council's methods in that it appears to preclude commingled collections.
- 4.3 The Directive and the Regulations which translate that into law have therefore introduced what is known as TEEP ("Technically, Environmentally and Economically Practicable") and, in forming a judgement about the type of collection methodology that should be used, a TEEP analysis has to be undertaken to demonstrate that it is not Technically, Environmentally and Economically Practicable to collect the four described waste streams separately.
- 4.4 Although DEFRA has not issued guidance on how Councils should approach TEEP and the need for assessment, earlier this year the Waste and Resources

Action Programme (WRAP) published a tool giving advice on how to navigate the TEEP process on behalf of a working group comprising members of local authority waste networks, the London Waste and Recycling Board (LWaRB) and WRAP itself. The TEEP process is extremely complex and must be carefully undertaken, since all local authorities using commingled collections or considering their introduction must satisfy themselves that they have considered the requirements of the Directive and the Regulations and, in the event that commingled collections continue or are introduced, can demonstrate their rationale for doing so.

- 4.5 As a result of the complexity of this process, many local authorities seem to be commissioning independent, technical advice on this matter. However, officers have undertaken the process in-house, using the guidance published by WRAP.
- 4.6 Decisions about whether commingled collections are justifiable need to be taken locally, based on the particular circumstances in each area and each Local Authority will need to carry out its own assessment. To assist with this decision making process the Waste and Resources Action Programme (WRAP) has produced a 'Route Map' to help waste authorities assess whether their waste collection services are compliant.
- 4.7 The Council is required to make its own assessment for those materials it collects and this has been done using the 'Steps' set out in the published Route Map.

5. PROPOSAL AND ISSUES

- 5.1 The Council needs to assess whether or not separate collection is necessary to facilitate or improve recovery (the Necessity Test) and then whether it is Technically, Environmentally and Economically Practicable (TEEP) to collect separately (the Practicability Test).
- 5.2 The Necessity Test asks '*Is it clear that separate collection will lead to an increase in either the quantity or quality of material collected*' and '*Is it clear that separate collection will lead to an increase in either the quantity or quality of recycling?*'
- 5.3 Experience gained over the last eleven years suggests that separate collection would not lead to an increase in the quantity of material collected and would, in fact, most likely lead to a reduction. Equally, officers have found no evidence to suggest that separate collection would lead to a reduction in contamination and an improvement in the quality of material collected.
- 5.4 Higher quality recyclate is important as it will improve the public's confidence and therefore their participation in recycling, improve resilience in the recyclate market and ensure that materials are suitable for reprocessors within the UK as well as for export. Information provided by Western Riverside Waste Authority (WRWA) suggests that its MRF is achieving good prices for all materials as a result of their quality and that separate collection would not improve this.

- 5.5 Whilst the Necessity Test indicated that separate collection is unnecessary for paper, plastics and metals, it was considered prudent to also apply the Practicability Test to glass for additional assurance, whereby separate collection still has to prove 'technically, environmentally and economically practicable' (TEEP).
- 5.6 For reasons including traffic congestion, density of population, a lack of household waste storage (both internal and external), and the requirement for twice weekly collections in some areas, separate collections of glass are not considered technically practicable. Separate collection will also have negative environmental implications in the sense that a separate collection round will result in additional vehicle emissions, a possible increase in traffic congestion and the likely manufacture of separate containers, whilst there is a further question mark over the fact that evidence suggests that separate collections are likely to produce significantly lower collected weights and will therefore be environmentally inferior in that respect.
- 5.7 If separate collection of a material fails any one of the elements of TEEP then commingled collection of the material is permissible. The TEEP assessment undertaken suggests that for reasons of both technical and environmental impracticability it is considered unnecessary for the Council to collect glass separately. It is proposed therefore that the Council continues to collect recyclables as at present.

6. OPTIONS AND ANALYSIS

- 6.1 Along with a number of other London Boroughs, the Council has been experiencing a decline in recycling performance, with the recycling rate dipping to 21.67% in 2013/14.
- 6.2 Even without the need to conduct a TEEP assessment, changing the collection system in operation is not considered desirable for the simple reason that it would lead to further depression of the recycling rate. On top of this, a separate service collecting glass would be extremely costly and certainly in excess of £0.5m per annum.
- 6.3 For these reasons, officers are further minded to recommend opposition to any moves to operate separate collections.

7. CONSULTATION

- 7.1 This report has been drafted in consultation with the Western Riverside Waste Authority and Cabinet Member for Environment, Transport & Residents Services and will be reported to the relevant PAC in November.

8. EQUALITY IMPLICATIONS

8.1 Not applicable.

9. LEGAL IMPLICATIONS

9.1 The Waste (England & Wales) Regulations 2011 as amended provide that separate collection of waste paper, metal, plastic or glass need only be taken if these are technically, environmentally and economically practicable and further appropriate to meet the necessary quality standards of the relevant recycling sectors. Such duty for separate collection applies only when it facilitates or improves recovery. As the assessment report mentions that for environmental, technical and economical reasons, separate collections are not considered practicable, therefore the recommendations are endorsed by the Director of Law.

10. FINANCIAL AND RESOURCES IMPLICATIONS

10.1 The council is currently budgeted to spend circa £15.7m per annum on the collection and disposal of waste across the borough (including commercial waste). The cost of processing a tonne of recyclate is significantly less than the cost of processing a tonne of general waste (£142 per tonne compared to £25 per tonne respectively). As such, any operational changes that might shift recyclate to the general waste stream will significantly increase the borough's disposal costs. Assuming overall tonnages and prices per tonne remain static, costs will increase by circa £365k for every 5% of waste transferred from the recyclate to the general waste stream. Additionally, current budgets are set on the basis of the existing collection arrangements. As such, budget growth would be required to fund any additional collection costs, which could be significant.

10.2 The TEEP analysis recommends that it is not necessary for the Council to collect the described waste streams separately and therefore proposes no changes to the existing waste collection and disposal arrangements. Consequently, there are no financial implications resulting from supporting this recommendation.

10.3 Finance comments completed by Kellie Gooch, Head of Finance – ELRS, telephone 0208 753 2203.

11. RISK MANAGEMENT

11.1 The risk that the TEEP requirements could result in a need to separately collect materials is included in the Bi Borough Risk Register.

12. PROCUREMENT AND IT STRATEGY IMPLICATIONS

12.1 Not applicable.

13. CURRENT PERFORMANCE

13.1 For some time now we have been experiencing a downward trend in the total amount of household waste recycled, an upward trend in residual waste

tonnages and a marginal increase in the total amount of municipal waste collected by the Council.

- 13.2 Collected recycling is falling for a number of reasons and not least as a result of less wasteful and lighter packaging and the rise of online print media, such as newspapers and magazines. However, total waste is not falling simultaneously and so the Council is devoting greater attention to the promotion of waste reduction initiatives, such as 'Love Food Hate Waste', washable nappies and community composting, as well as promoting recycling. During November, a team of volunteers will be 'doorstepping' (knocking on doors) in certain underperforming areas of the borough in order to promote waste reduction and recycling and a publicity campaign aimed at increasing the amounts of glass and paper we recycle will also launch soon.
- 13.3 Recycling contamination is not helping matters as higher rates of contamination provide a higher risk of good recycling being spoiled and disposed of as residual waste as a result of contaminants, such as food waste, being spread throughout a collection vehicle, making it impossible for the contents to be sorted or rendering the materials undesirable to reproducers as a result of their impurity. The Council is particularly focusing, therefore, on providing information about the negative effects of contamination to those in areas with the highest rates of contamination in general or identified as having a particular problem with food waste appearing in the recycling. Through reinforcing this message during the doorstepping campaign carried out in 2013, contamination in the target areas dropped from an average of 21% to 10% and it is hoped that the 2014 campaign might replicate, or even better, this. A concerted effort is also being made to identify serial misuse of our recycling sacks, i.e. by those using them simply as free rubbish bags, in order to stop supplies to those concerned. Finally, we are running an advertising campaign highlighting the importance of recycling only the correct materials. This features a series of cartoon characters, the 'non recyclables', and can be seen on the majority of our waste collection vehicles.
- 13.4 There is also an opportunity to apply for central government funding to run an incentive scheme to encourage our residents to recycle more. Results of that application and a more detailed programme of proposals to increase the recycling rate will be submitted to a future PAC meeting.

LOCAL GOVERNMENT ACT 2000

LIST OF BACKGROUND PAPERS USED IN PREPARING THIS REPORT

No.	Description of Background Papers	Name/Ext of holder of file/copy	Department/ Location
1.	n/a	n/a	n/a

LIST OF APPENDICES:

Appendix 1: The Waste (England and Wales) Regulations 2011 (Amended 2012)
Review of Waste Collection Arrangements – TEEP [full report]

The Waste (England and Wales) Regulations 2011 (Amended 2012) Review of Waste Collection Arrangements - TEEP

1. Introduction

- 1.1 The Waste (England and Wales) Regulations 2011 (Amended 2012) are designed to implement the requirements of the EU Waste Framework Directive, Article 4, with regard to the handling and processing of certain recyclable materials. The aim is to ensure that materials collected as recyclables are in fact recycled and not disposed of in another way. The Directive is therefore concerned with the quality of materials collected and the ability of materials processors to sort materials and provide high quality materials for subsequent reprocessing and use.
- 1.2 However, the Directive considers this requirement from the starting point that Waste Collection Authorities should collect recyclable materials, and in particular paper, glass, plastic and metals, as separate waste streams. At first sight, therefore, this appears to preclude commingled collections as made by the Royal Borough.
- 1.3 The London Borough of Hammersmith and Fulham elected to operate commingled collections because of their suitability and effectiveness. Residents do not need to be issued with a multitude of containers, there is no need for complex and time consuming kerbside sorting at the point of collection, collection timings and vehicle waiting times are minimised, and it has been demonstrated that commingled collections result in higher levels of participation and greater recycling performance.
- 1.4 However, the EU Directive, as indicated above, is targeting the final product rather than the style of collection as a result of concerns that the quality of collected materials is often poor and that high contamination leads to them being rejected.
- 1.5 The Directive and the Regulations which translate that into law have therefore introduced what is known as TEEP (Technically, Environmentally and Economically Practicable) and, in forming a judgement about the type of collection methodology that should be used, a TEEP analysis has to be undertaken to demonstrate that it is not 'Technically, Environmentally and Economically Practicable' to collect the four described waste streams separately.
- 1.6 Although DEFRA has not issued guidance on how Councils should approach TEEP and the need for assessment, earlier this year the Waste and Resources Action Programme (WRAP) published a tool giving advice on how to navigate the TEEP process on behalf of a working group comprising members of local authority waste networks, the London Waste and Recycling Board (LWWRB) and WRAP itself. The TEEP process is extremely complex and must be carefully undertaken, since all local

authorities using commingled collections or considering their introduction must satisfy themselves that they have considered the requirements of the Directive and the Regulations and, in the event that commingled collections continue or are introduced, can demonstrate their rationale for doing so.

- 1.7 Enforcement of the new Regulations, which will become effective on 1 January 2015, will be the responsibility of the Environment Agency, although any legal challenge to the Council's collection arrangements is probably more likely to come from a local resident or association. On the definition of high quality recycling, the Agency points to guidance published by the European Commission which implies that high quality 'means the standard that can be achieved by separate collection'. The Agency has also outlined how it will take account of local circumstances when judging the compliance of any service, conceding that different solutions may be practicable in different neighbourhoods and stating "It is clear that practicable solutions will vary according to the type, size and make-up, etc. of each waste collection authority. We will expect to see that the collection authority has thoroughly reviewed the issue based on evidence and can present a clear audit trail of their decisions. 'Practicability' is intended to be a high hurdle. 'Impracticable' does not just mean difficult, inconvenient, more expensive or unpopular."
- 1.8 As a result of the complexity of this process, most local authorities seem to be commissioning independent, technical advice on this matter. However, officers have attempted to undertake the process in-house, using the guidance published by WRAP.
- 1.9 Decisions about whether co-mingled collections are justifiable need to be taken locally, based on the particular circumstances in each area and each Local Authority will need to carry out its own assessment. To assist with this decision making process the Waste and Resources Action Programme (WRAP) has produced a 'Route Map' to help waste authorities assess whether their waste collection services are compliant.
- 1.10 The Council is required to make its own assessment for those materials it collects and this has been done using the 'Steps' set out in the Route Map, a copy of which is attached as Appendix A.

2. Step 1: What Waste is Collected and How

- 2.1 The tonnages of the principle commodities collected for reuse, recycling or energy recovery by the Council are shown in Table 1 below.

Table 1: Household waste composition (data taken from WRWA waste analysis - Oct. 2009)

Material	Tonnes	%
Paper/card	14587.43	27.68%
Glass	7982.70	15.15%
Plastic	4466.51	8.48%
Metals	1710.58	3.25%

Fines	522.68	0.99%
Hazardous	237.58	0.45%
Misc. Combustible	3468.67	6.58%
Misc. Non-combustible	1948.16	3.70%
Garden waste	3563.70	6.76%
Textiles	1758.09	3.34%
WEEE	237.58	0.45%
Putrescibles	12211.63	23.17%
TOTAL	52695.31	100.00%

2.2 The collection methods for the principle commodities collected for reuse, recycling or energy recovery by the Council are shown in Table 2 below.

Table 2: Collection methods for each material

Collection method	Materials	Tonnes*	Total Gross Cost of Collections 2014/15
Kerbside refuse (domestic & commercial)	Residual waste	59,635	£2,488,046
Containerised refuse			
Kerbside commingled recycling	Paper, card, glass, metals, plastic	12,769	£1,396,684
Estates commingled recycling (containerised)			
Bring sites commingled recycling (containerised)			
Separately collected (kerbside)	Bulky waste	48	£80,982
	WEEE	30	
	Garden waste	0	n/a

*Tonnage data taken from 2013/14

2.3 The disposal costs for the principle commodities collected for reuse, recycling or energy recovery by the Council are shown in Table 3 below.

Table 3: Materials collected separately and commingled

Waste type	Collection channel	Tonnes*	Collected separately from refuse?	Collected separately from other recycle?	Collected in sub-streams?	Cost per tonne sent for treatment/recycling**	Total cost (per annum)
Paper & card	Kerbside	12769.00	Yes	No	No	£25.00	£319,225.00
Glass							
Plastic							
Metals							
Paper & card	Estates		Yes	No	No		
Glass							
Plastic							
Metals							
Paper & card	Bring		Yes	No	No		
Glass							
Plastic							
Metals							
WEEE	Kerbside	30.00	Yes	Yes	No	£48.00	£1,440.00
TOTAL							£320,665.00

*Tonnage data taken from 2013/14

** 2014/15 costs

2.4 An assessment of the output of the principle commodities collected for reuse, recycling or energy recovery by the Council from the Materials Recovery/Reclamation Facility (MRF) at Western Riverside Waste Authority (WRWA) is provided in Table 4 below.

Table 4: MRF output assessment (data provided by WRWA)

Sold as	% of output	Purity of output	Recycled (%)	High quality recycling (%)
News & PAMS	17.17	Meets specification	94.85-100%	94.85-100%
Mixed paper	32.57	Meets specification	90-100%	90-100%
Card	9.99	Meets specification	95-100%	95-100%
Tetrapak	0.71		No samples taken	No samples taken
Mixed Glass	32.42		No samples taken	No samples taken
Aluminium	0.61		88-92%	88-92%
Steel	1.28		78-90%	78-90%
Mixed plastics	1.03		No samples taken	No samples taken
PET	2.69	Meets specification	71-90%	71-90%
HDPE	1.54	Meets specification	85-95%	85-95%
HDPE (coloured)	Included in 1.54% above		46-60%	46-60%
SRF	0.00	Not applicable		
TOTAL	100			

2.5 Details of the types of households in the borough are shown in Table 5 below.

Table 5: Household types

Ward	Household types			
	No. of standard kerbside	No. of high rise	No. with difficult/narrow access	Total
Addison	5151	841	0	5992
Askew	5781	790	0	6571
Avonmore and Brook Green	5381	661	0	6042
Collage Park and Old Oak	3585	190	0	3775
Fulham Broadway	4298	1002	0	5300
Fulham Reach	3832	913	0	4745
Hammersmith Broadway	4323	1088	0	5411
Munster	4674	314	0	4988
North End	4484	1168	0	5652
Palace Riverside	3055	372	0	3427
Parsons Green and Walham	4709	280	0	4989
Ravenscourt Park	4467	382	0	4849
Sands End	5728	912	0	6640
Shepherds Bush Green	4467	1221	0	5688
Town	3924	966	0	4890
Wormholt and White City	2892	2371	0	5263

2.6 The numbers of households by type and collection method are provided in Table 6 below.

Table 6: Number of households by type and collection

Recycling collection type	Household types				
	Standard kerbside	High rise	No. with clearway/stopping restrictions	No. with limited storage	Total
Kerbside separate	0	0	n/a	n/a	0
Kerbside commingled	70,751	0	0	70751	70,751
Kerbside special (narrow access)	0	0		0	13,471
Near access commingled	0	13,471			
No service	0	0	n/a	n/a	0
TOTAL	70,751	13,471	0	70,751	84,222

3. Step 2: How Collected Materials are Treated and Recycled

3.1 Table 7 below shows how the commodities collected are processed.

Table 7: Types of waste and collection covered (data provided by WRWA)

			Position on hierarchy 1 = prevention 2 = reuse 3 = recycling 4 = other recovery 5 = disposal	Quantity produced by WRWA's MRF (%)	Purity of the separated stream produced (%)	How is recycling reprocessed, e.g. how much of it feeds in to 'closed loop' processes?			
Material	Initial destination	Mixed with other waste after collection y/n					EfW incinerator efficiency	Gate fee for each treatment	Do prices change depending on tonnage or a market index?
Paper	WRWA's MRF	Yes	3	100	95-100	Estimated 95% closed loop	Net Calorific Value (NCV) = 9.6MJ/kg so 89.4t/hr x 9.6MJ/kg (x 1000 = /ton) / 3600 = 89.4 x 9600 / 3600 = 238.4MW @100% Maximum Continuous Rating (MCR). Gross Electrical Output/Efficiency Factor at the terminals @ 100% MCR (guarantees) = 71.8MW/238.4 = 30.11%.	£25.00	Both - the contract is between Cory and reprocessors
Glass						Estimated 65% closed loop			
Plastic						Estimated 50% closed loop			
Metals						Estimated 40% closed loop			
Card						Estimated 95% closed loop			
Fines	WRWA's bulking facility	Yes	4/5	n/a	n/a	n/a		£142.00	n/a
Furniture	LRN	No	2	n/a	n/a	Reused		£0.00	n/a
Hazardous	n/a	n/a	n/a	n/a	n/a	n/a		n/a	n/a
Mattresses	LRN	No	2	n/a	n/a	n/a		£0.00	n/a
Misc. combustible	WRWA's bulking facility	Yes	4	n/a	n/a	n/a		£142.00	n/a
Misc. non-combustible	WRWA's bulking facility		5	n/a	n/a				
Sanitary	WRWA's bulking facility		5	n/a	n/a				
Soil	n/a	n/a	n/a	n/a	n/a	n/a		n/a	n/a
Garden waste	WRWA's bulking facility	No	3	n/a	n/a	n/a		£78.48	Both - the contract is between Cory and reprocessors
Textiles	WRWA's MRF	No	2/3	n/a	n/a	Reused and estimated 0% closed loop		£25.00	
WEEE	HWRC	No	2/3	n/a	n/a	Estimated 50% closed loop		£0.00	
Wood	WRWA's bulking facility	Yes	4	n/a	n/a	n/a		£107.50	n/a

4. Step 3: Apply the Waste Hierarchy

- 4.1 None of the waste types collected by the Council go to landfill. All waste is recovered, recycled or reused.
- 4.2 The only waste type to go for recovery is Residual Waste that cannot be recycled.
- 4.3 The Council encourages the reuse of white goods and furniture via the London Re-use collection scheme which runs alongside the Council's own bulky waste collection service. Some small Waste Electrical and Electronic Equipment (WEEE) is also sent for reuse but WRWA's third sector partners have generally found it uneconomic to prepare this material for reuse and so it is mostly recycled. In addition, textiles are pulled out of the mixed recyclables (in which they are one of the major contaminants) delivered to WRWA and sent for reuse or recycling, depending on their condition.
- 4.4 All other items are recycled.

5. Step 4: Decide Whether Separate Collection of the Four Materials is required

- 5.1 The Council has been operating a commingled collection service since 2003 and currently collects glass, metal, paper and plastic in commingled form from its households.
- 5.2 The Council needs to assess whether or not separate collection is necessary to facilitate or improve recovery (the Necessity Test) and then whether it is Technically, Environmentally and Economically Practicable (TEEP) to collect separately (the Practicability Test).

6. The Necessity Test

- 6.1 To determine whether or not the separate collection of glass, metal, paper and plastic is necessary, the Route Map suggests two questions to examine the quantity and quality of materials collected. The first question is: *Is it clear that separate collection will lead to an increase in either the quantity or quality of material collected?*
 - 6.1.1 LBHF is a densely populated urban area with a highly transient population and little or no available space to house waste and recycling containers. Experience gained over the last 11 years suggests that separate collection would not lead to an increase in the quantity of material collected and would, in fact, most likely lead to a reduction.
 - 6.1.2 Contamination, where waste that should be put into the residual waste stream is placed out for collection as recycling, generally occurs either by accident, where the 'offender' is unaware that they are in fact trying to recycle an unwanted item, or deliberately, where the offender is using

the recycling bag provided by the Council for their residual waste instead of purchasing their own black refuse bags. There is no evidence, however, to suggest that separate collection would lead to a reduction in contamination and an improvement in the quality of material collected.

6.2 The second question is: *Is it clear that separate collection will lead to an increase in either the quantity or quality of recycling?*

6.2.1 The quantity of recycling is firstly limited to that which is separated by the public. If that material is collected without sorting, irrespective of whether it is collected separately or not, all the material collected (including the contamination) will be sent for recycling.

6.2.2 Sorting can either be done by hand or mechanically. Hand sorting, if properly resourced, will produce a high quality recycling product. Hand sorting is generally done at the point of collection with operatives removing any obvious contaminants. However this will slow the collection process significantly and is more suited to low rise properties that have sufficient off street storage space to keep the required number of containers rather than high rise properties that will have large communal containers.

6.2.3 Mechanical sorting is unlikely to be able to match the quality of a good hand sort but, given the volume of material collected by the Council and WRWA's other constituent councils, is unlikely to be either practicable or cost effective at WRWA's MRF.

6.2.4 As Table 8 below shows, the MRF at Smugglers Way generally sorts materials effectively with the proportions of outgoing materials generally corresponding well with the incoming sampling results. There will be some discrepancies in the percentages of outgoings as a result of onsite stock levels but glass does appear to have a proportion of other materials included in it following the sorting process.

Table 8: MRF sorting efficiency (data provided by WRWA)

Material	Sampled Incoming	Actual Outgoing	Difference
Paper	52.1%	50.3%	-1.8%
Glass	21.2%	27.5%	6.4%
Cans	2.7%	1.9%	-0.8%
Plastic	6.7%	4.6%	-2.1%
Cartons	0.9%	0.0%	-0.9%
Total Acceptable	83.6%	84.3%	0.8%
Textiles	0.9%	0.3%	-0.6%
Electricals	0.6%	0.1%	-0.4%
Total Objectionable	1.5%	0.4%	-1.1%
Total Prohibited	15.0%	15.3%	0.3%
Total	100.0%	100.0%	0.0%

6.2.5 As the percentage of incoming and outgoing prohibited material, i.e. contamination, is almost identical, we can be confident that good

recyclate is not unintentionally ending up in the residual waste stream and the quantity of recycling is not therefore being compromised by not having separate collection.

- 6.2.6 It is also important to consider that all of the Council's residual waste, including the contamination removed via the sorting process at the MRF, is sent for energy recovery at Riverside Resource Recovery Limited's (RRRL) Energy from Waste (EfW) Facility at Belvedere in the London Borough of Bexley. Any metals and glass contained within the residual waste stream therefore end up in the bottom ash from that process, with metals ultimately removed for recycling and the ash, including any glass, being recycled into aggregate for use in the construction industry.
- 6.2.7 Higher quality recyclate is important as it will improve the public's confidence and therefore their participation in recycling, improve resilience in the recyclate market and ensure that materials are suitable for reprocessors within the UK as well as for export.
- 6.2.8 There is no simple definition of "high quality" recycling but, in June 2014, the Environment Agency published draft guidance on the Regulations in which it points to guidance published by the European Commission which implies that high quality 'means the standard that can be achieved by separate collection'.
- 6.2.9 There is currently very little information on the actual quality standards being achieved as there is no standardised method by which quality is assessed. However, it is hoped that the Environmental Permitting (England and Wales) (Amendment) Regulations 2014, whereby all MRFs will need to routinely sample and test the composition of their input and output materials from 1st October 2014, will help address this.
- 6.2.10 Most output sampling is currently carried out by the reprocessors themselves and the Council does not have access to those results. WRWA's contractor, Cory Environmental, has carried out some limited output sampling itself and the results in Table 9 below are representative.

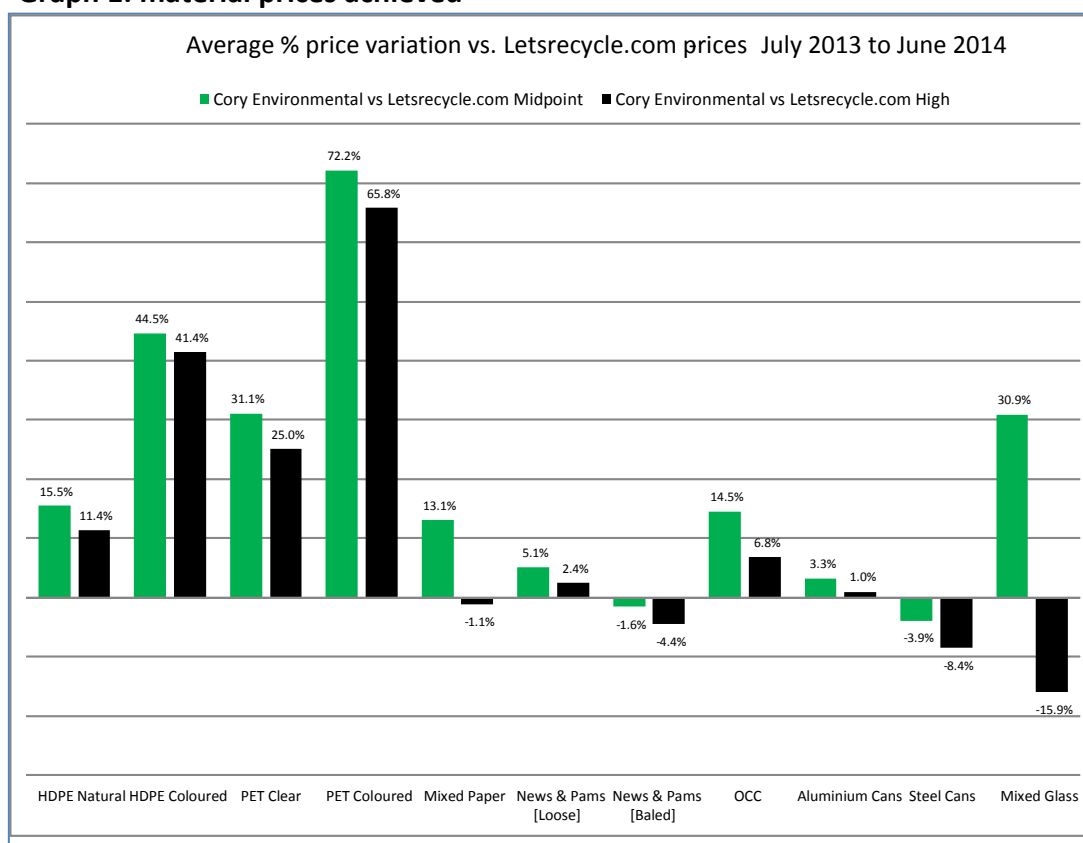
Table 9: MRF output sampling (data provided by WRWA)

Material	Contamination
Newspapers and Magazines	<5%
Cardboard	<1%
Mixed Paper and Card	5%
Aluminium Cans	<10%
Steel Cans	<25%

- 6.2.11 It has to be remembered that reprocessors themselves will further sort individual commodities and therefore require that the material to them falls within a specification determined by the technology they have in place. Due to economies of scale, it is unlikely that individual suppliers would individually have sufficient tonnage to economically invest in such technology themselves.

6.2.12 Another measure of quality is the price received for a commodity on the open market. Letsrecycle.com, a well known online publication for the waste management industry, publishes a monthly guide as to prices that may be paid for collected materials. Graph 1 below compares the actual prices achieved by the Authority's MRF with the prices published by Letsrecycle.com.

Graph 1: material prices achieved



6.2.13 It can be seen that the prices achieved by the MRF generally exceed the highest figures quoted on Letsrecycle.com by a significant margin. It should be noted that News and PAMS (newspapers and magazines) are generally only baled when there is a problem with sending the material loose and baled materials represent less than 2% of outputs.

6.2.14 Steel cans from the Authority's MRF are not achieving premium market values (reflecting the contamination rate of up to 25%) but they are still being recycled without any difficulty. As mentioned earlier, all metals (including cans) in the residual waste are also recovered for recycling.

6.2.15 The quality of glass from WRWA's MRF means it does not attract premium prices but around 90% of it is recycled for re-melt, i.e. to be made into new glass bottles and jars, as opposed to aggregate for the construction industry.

- 6.2.16 All recycle collected is being recycled and the evidence would suggest that separate collection would lead to a reduction in the tonnage collected. On the basis of this evidence the Council would argue that, perhaps with the exception of glass, the Necessity Test indicates that separate collection is not required.
- 6.2.17 However, while the Route Map does highlight that particular issues have been raised regarding the inclusion of glass within a dry recycling mix, Graph 1 above shows that the MRF is achieving good prices for all materials, including paper and cardboard (OCC), which would strongly indicate that the inclusion of glass is not affecting the quality of other commingled materials.

7. The Practicability (TEEP) Test

- 7.1 If the Necessity Test shows that separate collection is required for any material then the Practicability Test should be applied, whereby separate collection still has to prove 'technically, environmentally and economically practicable' (TEEP). If separate collection of the material(s) concerned fail(s) any one of these elements then commingled collection of the material(s) is permissible.

- 7.2 Whilst overall the Necessity Test indicates that separate collection is unnecessary for paper, plastics and metals, it is considered prudent to also apply the Practicability Test to glass for additional assurance given that it is the weakest output, in terms of quality, from the MRF.

7.3 *Technically Practicable*

Questions to consider when undertaking this test are:

1. Have you previously collected the material separately?
2. Is separate collection used by any authority with similar relevant characteristics?
3. Does your area have unusual characteristics that make separate collection impracticable?

- 7.3.1 The answer to both questions 1 and 2 above is 'No'.

- 7.3.2 The answer to question 3 above is 'Yes', for the following reasons:

- a) heavy traffic/congestion
- b) density of population
- c) lack of household waste storage (both internal and external)
- d) twice weekly collections are required in some areas

7.4 *Environmentally Practicable*

Questions to consider when undertaking this test are:

1. Would separate collection for recycling achieve a net environmental benefit?
2. Does an alternative collection approach yield a better environmental outcome?

- 7.4.1 Currently, all glass collected, whether for recycling or as residual waste, is recycled as all the glass in the residual waste stream ends up being

recycled for aggregate use as part of the Bottom Ash from the EfW facility.

7.4.2 Collecting glass specifically for recycling (whether separately or commingled) means that it is used for re-melt purposes, which is environmentally preferable. On the other side of the equation, WRWA's MRF uses energy to sort glass that is collected in commingled form.

7.4.3 There is a large question mark, however, over the environmental impact of separate collections of glass in the sense that evidence suggests that these are likely to produce significantly lower collected weights and will therefore be environmentally inferior in that respect.

7.4.4 An alternative collection approach will also have negative environmental implications in the sense that a separate collection round will result in additional vehicle emissions, a possible increase in traffic congestion and the likely manufacture of separate containers.

7.5 *Economically Practicable*

Questions to consider when undertaking this test are:

1. Would separate collection result in excessive costs in comparison with alternatives?
2. Are any extra costs proportionate to the environmental benefits? Does an alternative collection approach yield a better environmental outcome?

7.5.1 Unless one of the two existing recycling collection days was designated a day for glass only, separate collections of glass would require the deployment of additional vehicles and crews at significant cost. It is also most likely that the Council would need to supply residents with additional receptacles for the collection of glass. It has already been established that such an approach is unlikely to yield any significant environmental benefit.

7.5.2 The Council pays a gate fee into WRWA's MRF of £25 per tonne for recyclate but receives 80% of the commodity income, above £51 per tonne, that the sorted commingled recyclables achieve. Conversely the gate fee for residual waste is £142 per tonne.

7.5.3 As glass is a relatively low value commodity it depresses the commodity values received by WRWA and therefore the Council. Using these values, Table 10 below shows (using an average separated cullet value of £27/tonne) that losing all the 16,000 tonnes of glass from WRWA's MRF would, under the commodity share mechanism, result in an increase of income to be shared amongst WRWA's constituent councils of around £320,000 per annum.

Table 10: Recycling and recovery costs for glass (data provided by WRWA)

MRF Tonnes	Cullet Tonnes	EfW Tonnes	MRF Gate Fee (£)	MRF Income (£)	Cullet Income (£)	EfW Cost (£)	Total (£)	Difference (£)
16,000	0	0	400,000				400,000	


	16,000	0		- 320,000	- 432,000	-	- 752,000	- 1,152,000
		16,000		- 320,000		2,272,000	1,952,000	+ 1,552,000
	9,184	6,816	-	- 320,000	- 247,968	967,872	399,904	- 96

- 7.5.4 If all 16,000 tonnes of glass were separately collected as cullet and the constituent councils received an income of £27 per tonne for it they would make an overall saving, collectively, of around £1.15 million per year in their charges from WRWA. However the constituent councils would need to be able collect, bulk and transport those 16,000 tonnes to reproprocessors for less than £72 per tonne to achieve an overall saving. This would again most likely yield an inferior environmental outcome.
- 7.5.5 The cost of operating a weekly collection of glass from every property currently receiving commingled collections would be in excess of £0.5m per annum. However, this is only a very rough estimate and a full costing exercise would be necessary should the Council wish to pursue such a course of action. It should be mentioned here, however, that noise levels are likely to be of major concern to residents.
- 7.5.6 Conversely if all 16,000 tonnes of glass were to go into the residual waste stream the constituent councils would end up with an overall additional cost of £1.55 million. Table 10 shows that if around 6,000 tonnes (43%) of the cullet were to be lost to the residual waste stream, as might be likely with separate collections of glass, then the constituent councils would effectively lose all of the savings from the Authority but would be incurring the additional collection costs and overall running at a loss whilst yielding a significantly inferior environmental outcome.

8. Conclusion

- 8.1 Following application of the Necessity Test, it is evident that there is **no requirement for the Council to separately collect paper, plastics and metals**. With an element of doubt about the collection of glass, the Practicability Test was also applied to this material.
- 8.2 Where the Necessity Test indicates a need to collect a material separately, commingled collection of that material is only allowable where it can be demonstrated that separate collection is not practicable. However, separate collection must meet all three elements of the Practicability Test to be required, i.e. be "technically, environmentally and economically practicable" (TEEP). If it fails any one of them then commingled collection is permissible.
- 8.3 The TEEP assessment undertaken suggests that for reasons of both technical and environmental impracticability **it is considered unnecessary for the Council to collect glass separately**.
- 8.3 The TEEP assessment and associated documentation will need to be retained in order to demonstrate compliance with Regulation 13 of the Waste Regulations and to facilitate subsequent TEEP assessments.

Agenda Item 8

 hammersmith & fulham	London Borough of Hammersmith & Fulham COMMUNITY SAFETY, ENVIRONMENT AND RESIDENTS' SERVICES POLICY AND ACCOUNTABILITY COMMITTEE 4th November 2014
ESTABLISHMENT OF A WORKING GROUP TO ASSESS HEATHROW EXPANSION	
Report of the Divisional Director	
Open Report	
Classification: For Decision Key Decision: NO	
Wards Affected: All	
Accountable Executive Director: Jane West, Executive Director of Finance and Corporate Governance	
Report Author: Peter Smith, Head of Policy & Strategy	Contact Details: Tel: 020 8753 2206

1. EXECUTIVE SUMMARY

- 1.1 This paper recommends that the Community Safety, Environment and Residents' Services (CSERS) PAC establishes a resident-led working group which acts as a Commission to gather evidence on the impact of Heathrow expansion on the borough.
- 1.2 The Commission will report back to the PAC in January and will help determine the Council's formal response to the Airports Commission which has been set up under the chairmanship of Sir Howard Davies.

2. RECOMMENDATIONS

- 2.1. That CSERS PAC appoints a resident-led working group to assess the impact of Heathrow expansion, working with the Terms of Reference set out in this report.
- 2.2. That the working group should report its recommendations to PAC on 13th January which, if approved, will help form the Council's current and future policy position in relation to Heathrow expansion.

3. INTRODUCTION AND BACKGROUND

3.1 The Airports Commission was set up by Government in September 2012 to examine the scale and timing of any requirement for additional capacity to maintain the UK's position as Europe's most important aviation hub and to identify and evaluate how any need for additional capacity should be met in the short, medium and long term.

3.2 It was charged with:

- identifying and recommending options for maintaining the UK's status as an international hub for aviation and immediate actions to improve the use of existing runway capacity in the next 5 years by the end of 2013 (Interim Report)
- assessing the environmental, economic and social costs and benefits of various solutions to increase airport capacity – considering operational, commercial and technical viability – by summer 2015 (Final Report)

3.3 The Interim Report was published on 17 December 2013. It announced that it will be taking forward, for further detailed study, proposals for new runways at 2 locations:

Gatwick Airport

Gatwick Airport Ltd's proposal for a new runway to the south of the existing runway

Heathrow Airport (two options)

Heathrow Airport Ltd's proposal for one new 3,500m runway to the northwest

Heathrow Hub's proposal to extend the existing northern runway to at least 6,000m, enabling the extended runway to operate as 2 independent runways.

3.4 On 2 April 2014 the Commission published its Appraisal Framework for assessing the three options for additional capacity shortlisted in the Interim Report. The Appraisal Framework explains how the Commission expects scheme designs to be developed, and how it will appraise the schemes.

3.5 The Commission has committed to consult on its appraisal of the shortlisted options in autumn 2014 and this is still awaited.

4. PROPOSAL AND ISSUES

4.1. The Council will need to formally respond to the appraisal on shortlisted options while setting out a longer-term policy position on Heathrow expansion.

- 4.2. The Council's previous position has been to oppose Heathrow expansion on the grounds that it would severely impact on the quality of life of our residents. This is an opportunity to gather evidence to inform future policy.
- 4.3. It is recommended that a working group be established, led by residents. It is proposed that this be chaired by former senior civil servant and borough resident, Christina Smyth.
- 4.4. Christina has lived in the borough for 32 years. She chaired the Safer Neighbourhood Panel for Hammersmith Broadway for 6 years and has also served on the Brackenbury Residents' Association Committee. She has a strong interest in quality of life issues as they affect all residents. As a former HM Revenue & Customs and Cabinet Office official she brings strong analytical and research skills. Other current interests include work with the charity Home-Start Westminster, as a trustee and a volunteer.
- 4.5. It is proposed that Christina works with other residents, working with a council-appointed secretariat, to assess all available evidence against the Terms of Reference set out below. The working group will work within a small budget and will invite evidence from residents, businesses and stakeholders.

5. TERMS OF REFERENCE

- 5.1 The proposed Terms of Reference are set out in the appendix and include:
 - Examination of both Heathrow options in relation to likely impact on the quality of life of residents under the flight path including, but not limited to, environmental and health issues including, but not limited to, noise disruption and sleep deprivation.
 - Examination of both Heathrow options in relation to impact on transport in the borough, including roads and public transport
 - Scrutiny of all available published evidence on the impact of Heathrow expansion;
 - Scrutiny of all available data and other information in relation to operational trials
 - Calls for evidence from borough-based residents, business owners and wider stakeholders, including environmental and aviation experts;
 - An examination of the remaining option highlighted by the Airports Commission, namely expansion of Gatwick Airport.

6. TIMETABLE

- 6.1 Below sets out an expected timetable for the working group

Date	Component	Actions
November 10	Launch of the working group	Press release on the launch and invitation to submit written evidence (six week window) Establishment of web pages
November 11	First meeting (group to meet fortnightly thereafter)	Assemble and study evidence
November 18 th	Call for evidence - invitations to public hearing	Invite key representative groups and stakeholders to a one day evidence hearing in public
W/C December 8 th	Call for evidence – hearing in public	One day hearing to question representative groups and stakeholders
December 19 th	Call for evidence period closes	
January 5 th -12 th	Recommendation report	Working group to consider recommendations
January 13 th	Report submitted and published	To be considered by PAC on January 13th
w/c January 26th	Airports Commission	Evidence and PAC recommendations to be used in the Council's response to the Airports Commission

7. FINANCIAL AND RESOURCES IMPLICATIONS

7.1 A budget of £7,250 is recommended to support the work of the Commission, broken down to:

Secretariat support:	£5000
Printing of flyers and posters	£1750
Miscellaneous	£500
TOTAL	£7250

7.2 It is recommended that the budget is funded from Corporate Contingency.

LOCAL GOVERNMENT ACT 2000
LIST OF BACKGROUND PAPERS USED IN PREPARING THIS REPORT

No.	Description of Background Papers	Name/Ext of holder of file/copy	Department/ Location
1.	None		

LIST OF APPENDICES:

APPENDIX 1: Draft Terms of Reference

**Hammersmith and Fulham Commission of Inquiry into the Airports
Commission Appraisal of the Shortlisted Options for Increasing Airport
Capacity**

Draft Terms of Reference

Background

The Airports Commission, under the chairmanship of Sir Howard Davies, was set up by Government in September 2012 to examine the scale and timing of any requirement for additional capacity to maintain the UK's position as Europe's most important aviation hub and to identify and evaluate how any need for additional capacity should be met in the short, medium and long term.

It was charged with:

- identifying and recommending options for maintaining the UK's status as an international hub for aviation and immediate actions to improve the use of existing runway capacity in the next 5 years by the end of 2013 (Interim Report)
- assessing the environmental, economic and social costs and benefits of various solutions to increase airport capacity – considering operational, commercial and technical viability – by summer 2015 (Final Report)

On 2 April 2014 the Commission published its Appraisal Framework for assessing the three options for additional capacity shortlisted in the Interim Report. The Appraisal Framework explains how the Commission expects scheme designs to be developed, and how it will appraise the schemes.

The Commission has committed to consult on its appraisal of the shortlisted options in autumn 2014 and this is still awaited.

Aims and Objectives

The H&F Commission is charged with examining the impact of Heathrow expansion on Hammersmith and Fulham and reporting its findings to Hammersmith and Fulham Council and the Airports Commission. In delivering on this aim, the H&F Commission will:

- Examine the evidence prepared for both Heathrow options in relation to likely impact on the quality of life of residents under the flight path including, but not limited to, environmental and health issues including, but not limited to, noise disruption and sleep deprivation;
- Examine the evidence of both Heathrow options in relation to impact on transport in the borough, including roads and public transport

- Scrutinise all available published evidence on the impact of Heathrow expansion including all available data and other information in relation to operational trials carried out over the last 18 months;
- Issue a call for evidence from borough-based residents, business owners and wider stakeholders, including environmental and aviation experts;
- Examine the alternative option highlighted by the Airports Commission for increasing airport capacity at Gatwick Airport.;
- Report its findings to Hammersmith and Fulham Council and the Airports Commission.

Process

The work of the Commission will be carried out in four stages:

Stage 1: A review of all existing written evidence

All relevant evidence gathered by the Airports Commission and Heathrow Association for the Control of Aircraft Noise (HACAN) will be subject to a review.

Stage 2: A call for further written evidence


An open call for written evidence will be issued.

Stage 3: An oral evidence hearing

The Commission will invite experts, key stakeholders and local residents to a hearing to give evidence on the Airports Commission proposals.

Stage 4: Publication of findings

The Commission will publish its findings within one month of the completion of evidence hearings and consideration of all written evidence. The findings will be presented to Hammersmith and Fulham Council, and the Airports Commission.

	<p>London Borough of Hammersmith & Fulham</p> <p>COMMUNITY SAFETY, ENVIRONMENT & RESIDENT SERVICES POLICY & ACCOUNTABILITY COMMITTEE</p> <p>4 NOVEMBER 2014</p>
WORK PROGRAMME 2014-2015	
Report of the Director of Law	
Open Report	
Classification - For Review & Comment Key Decision: No	
Wards Affected: All	
Accountable Executive Director: Jane West, Executive Director of Finance and Corporate Governance	
Report Author: Craig Bowdery, Scrutiny Manager	Contact Details: Tel: 020 8753 2278 E-mail: craig.bowdery@lbhf.gov.uk

1. EXECUTIVE SUMMARY

- 1.1 The Committee is asked to give consideration to its work programme for the forthcoming year and to suggest any relevant community groups or residents who should be invited to attend future meetings.

2. RECOMMENDATIONS

- 2.1 The Committee is asked to consider its proposed work programme, and suggest any additional items to be included.

LOCAL GOVERNMENT ACT 2000

LIST OF BACKGROUND PAPERS USED IN PREPARING THIS REPORT

No.	Description of Background Papers	Name/Ext of holder of file/copy	Department/ Location
1.	None		

LIST OF APPENDICES:

Appendix A – Work Programme

Community Safety, Environment & Residents Services PAC Work Programme 2014/15

14th July 2014

White City Community Centre. 7:00pm.

ITEM	LEAD OFFICER	REPORT BRIEF
The Police in Hammersmith & Fulham	David Page	To receive a presentation from the Borough Commander regarding priorities and concerns
Cycling in the Borough	Chris Bainbridge	To monitor cycling rates in the borough and how the Council is encouraging more people to cycle
Wormholt Park works update	David Page	To receive an update on the plans to redevelop the site
Air quality	Elizabeth Fonseca	To receive the 2014 Air Quality Progress Report

2nd September 2014

Fulham Broadway Methodist Church. 7:00pm.

ITEM	LEAD OFFICER	REPORT BRIEF
Parking issues on football match-days	Naveed Ahmed	To consider the effectiveness of existing restrictions on parking on football match days
MTFS and budget update	Jane West	To receive an update on the budget affecting departments in the PAC's remit
Flood preparedness	George Warren	To review the Council's strategy for flood preparedness
Regulation Of Investigatory Powers Act Annual Report	Janette Mullins	To receive a report on the use of RIPA legislation in the tri-borough

Community Safety, Environment & Residents Services PAC Work Programme 2014/15

4th November 2014 Venue tbc. 7:00pm.		
ITEM	LEAD OFFICER	REPORT BRIEF
Consultation on proposed new overground station at Old Oak Common	Chris Bainbridge / TfL	To receive a presentation from Transport for London on the proposed new station at Old Oak Common
Recycling in the borough	Sue Harris	To review the Council's current recycling performance and ways of making it easier for residents to recycle, including community composting and food growing projects
The Waste Framework Directive (TEEP Regulations)	Sue Harris	To consider how the Council meets the requirements of the Waste England and Wales Regulations 2011, which come into effect on 1 st January 2015
Airport commission	Simon Jones	To approve the establishment of a resident-led working group to consider the proposals for airport expansion

Community Safety, Environment & Residents Services PAC Work Programme 2014/15

13th January 2015 Venue tbc. 7:00pm.		
ITEM	LEAD OFFICER	REPORT BRIEF
The draft Budget 2015/16	Mark Jones	To review the 2015/16 budget for the TTS and ELRS departments
The Police in Hammersmith & Fulham	David Page	To receive a presentation from the Borough Commander regarding priorities and concerns
Greening update	Mahmood Siddiqi	To receive an update on the implementation of Sustainable Drainage Solutions (SuDS)
Airport Commission response	Peter Smith and Paul Baker	To receive the findings of the resident-led working group considering airport expansion proposals

Community Safety, Environment & Residents Services PAC Work Programme 2014/15

3rd February 2015 Venue tbc. 7:00pm.		
ITEM	LEAD OFFICER	REPORT BRIEF
Cycling in the Borough	Chris Bainbridge	Following the Committee's consideration of the issue in July, to consider action taken since the meeting
20mph speed limit proposals	Mahmood Siddiqi	To consider the implications of the proposed 20mph speed limit for all residential roads in the Borough
Highway maintenance	Mahmood Siddiqi	To consider the Council's highways maintenance programme and the prioritisation of streets

Community Safety, Environment & Residents Services PAC Work Programme 2014/15

21st April 2015 Venue tbc. 7:00pm.		
ITEM	LEAD OFFICER	REPORT BRIEF
Provision of sport and leisure facilities – tbc		Three years after London 2012, what is the legacy? Has child participation increased? What is the Council doing to promote activity and reduce obesity?
Street cleansing – tbc		