



HILLINGDON
LONDON



Residents' and Environmental Services Policy Overview Committee

Councillors on the Committee

Michael White, (Chairman)
Michael Markham, (Vice-Chairman)
Jas Dhot (Labour Lead)
Patricia Jackson
Kuldeep Lakhmana
Allan Kauffman
Judy Kelly
Brian Stead
John Morse

Date: THURSDAY, 27 OCTOBER
2016

Time: 5.30 PM

Venue: COMMITTEE ROOM 3 -
CIVIC CENTRE, HIGH
STREET, UXBRIDGE UB8
1UW

**Meeting
Details:** Members of the Public and
Press are welcome to attend
this meeting

Published: Wednesday, 19 October 2016

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This Agenda is available online at:

<http://modgov.hillingdon.gov.uk/ieListMeetings.aspx?CId=114&Year=0>

Putting our residents first

Lloyd White
Head of Democratic Services
London Borough of Hillingdon,
3E/05, Civic Centre, High Street, Uxbridge, UB8 1UW
www.hillingdon.gov.uk

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Terms of Reference

A central role of a Policy Overview Committees is to undertake in-depth policy reviews on specific issues. Reviews provide the opportunity to hear from members of the public and expert witnesses, including people from a wide range of external organisations. Reviews usually make recommendations to the Cabinet on how the Council could improve its work. They therefore perform an important role in opening up the policy-making process to a wider audience, including people who would not normally have the opportunity to participate.

This Committee undertakes the policy overview role in relation to the following matters:

- Highways, traffic, parking & street environment
- Local transport, including rail, cycling & London Underground
- Footpaths and Bridleways
- Road safety and education
- Planning & Building Control
- Libraries
- The Borough's heritage and history
- Sport & Leisure services
- Waste management & recycling
- Green spaces, allotments, woodlands, conservation and sustainable development
- Consumer Protection, Trading Standards & Licensing
- Registrars & Bereavement Services
- Local watercourses, drainage and flooding
- Environmental Health, Air & Noise Quality
- Local impacts of Heathrow expansion
- Local impacts of High Speed Rail

Agenda

Chairman's Announcements

- 1 Apologies for Absence
- 2 Declaration of Interest in matters coming before this meeting
- 3 To confirm that all items marked Part 1 will be considered in Public and that any items marked Part 2 will be considered in Private
- 4 To agree the Minutes of the previous meeting - 21 September 2016 1 - 4
- 5 Major Review 2016/17 - Disposal of Charity Waste through New Years Green Lane Civic Amenity Site 5 - 10
- 6 Weed Control
To be provided with an oral update.
- 7 Forward Plan 11 - 14
- 8 Work Programme 15 - 18

Minutes

RESIDENTS' AND ENVIRONMENTAL SERVICES POLICY OVERVIEW COMMITTEE



HILLINGDON
LONDON

Wednesday 21 September 2016

Meeting held at Committee Room 5 - Civic Centre,
High Street, Uxbridge UB8 1UW

	<p>Committee Members Present: Councillors Michael White (Chairman), Michael Markham (Vice-Chairman), Jas Dhot, Patricia Jackson, Judy Kelly, John Morse and Scott Seaman-Digby.</p> <p>Apologies: Councillors Kuldeep Lakhmana and Allan Kauffman (Councillor Scott Seaman-Digby substituting).</p> <p>Officers: Nigel Dicker (Deputy Director, Residents Services), Colin Russell (Waste Services Manager) and Khalid Ahmed (Democratic Services Manager).</p>	
9.	<p>TO CONFIRM THAT ALL ITEMS MARKED PART I WILL BE CONSIDERED IN PUBLIC AND THAT ANY ITEMS MARKED PART II WILL BE CONSIDERED IN PRIVATE</p> <p>It was confirmed that all items on the agenda would be considered in public.</p>	
10.	<p>MINUTES OF THE MEETING HELD ON 16 JUNE 2016</p> <p>Agreed as an accurate record.</p>	
11.	<p>RESIDENTS' & ENVIRONMENTAL SERVICES POLICY OVERVIEW COMMITTEE - DISPOSAL OF CHARITY WASTE AT NEW YEARS GREEN LANE CIVIC AMENITY SITE</p> <p>The Deputy Director of Residents Services and the Waste Services Manager attended the meeting and provided the background to the Committee's review into the disposal of Charity Shop Waste through the Council's New Years Green Lane Civic Amenity site.</p> <p>In addition Members were provided with a draft scoping report which provided the reasons for the review.</p> <p>The Committee was informed that the disposal of waste from charity shops was currently permitted by the Council, free of charge, at New Years Green Lane Civic Amenity Site. Members were informed that this had been a long standing arrangement, which was common amongst local authorities that operated waste disposal or amenity sites.</p> <p>However, many charities now operated as businesses and disposed of greater quantities of waste through New Years</p>	<p>Action By:</p>

	<p>Green Lane. Reference was made to some charity shops which operated on a commercial basis and who could be considered by some retailers as direct competitors. Therefore, providing a free waste disposal service could be considered a public subsidy or state aid to some charities/businesses.</p> <p>Members were informed that some neighbouring authorities had started charging charities for using waste disposal sites and there was evidence to suggest that some charity waste originated from outside the Borough.</p> <p>This could be because of the charges introduced in other Boroughs which meant New Years Green was taking waste which should be taken to other Borough's waste sites.</p> <p>Particular reference was made to house clearances which were undertaken by some charities. Items which could be sold were transferred to charity shops, whilst the remainder was disposed of as mixed waste.</p> <p>Members were informed that charities did not charge the house owner for disposing of the waste but the Council had to pick up the costs which would have normally been carried either by the estate of the deceased or a waste clearance company..</p> <p>Legislative context</p> <p>Reference was made to the Controlled Waste (England and Wales) Regulations 2012 which gave local authorities the scope to charge for depositing waste from Charity Shops at New Years Green Lane Civic Amenity site.</p> <p>Financial Cost</p> <p>Reference was made to the rate for disposal of mixed waste by West London Waste which was £131 per tonne. A breakdown of the waste from charities to New Years Green Lane Civic Amenity Site was provided which in 2015/16 financial year, totalled 262 tonnes.</p> <p>The cost of disposing of this waste was over £34,000. Members were informed if this charity waste had been treated as trade waste, with the rate per tonne charged at £160; this charity waste could have brought in revenue of over £41,000 to the Council.</p> <p>Members asked that for the next meeting of the Committee, witnesses be invited from both national and local charities to enable the Committee to establish the waste strategy of these organisations.</p> <p>In addition officers were asked to contact neighbouring authorities to find out what charging regimes were in place.</p>	<p>Action By:</p>
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	<p>The Committee noted that there was a distinction between the "uniformed" charity groups such as Girl Guides, Boy Scouts etc, and the larger charity organisations, which this review would focus on.</p> <p>The Committee noted that it would be important to be able to track charity waste, to ensure that charity waste disposed of at New Years Green lane, originated from within the Borough.</p> <p>RESOLVED –</p> <p>1. That the information provided both in the scoping report and in the presentation by officers, be noted and be taken into consideration as part of the review.</p>	<p>Action By:</p> <p>Khalid Ahmed</p> <p>Khalid Ahmed / Colin Russell</p>
<p>12.</p>	<p>UPDATE ON THE LOCAL PLAN PART 2</p> <p>The Committee was provided with an update on Local Plan Part 2. Since the last update to this Committee, documents had been peer reviewed by a former government Planning Inspector.</p> <p>Members were informed that officers were now progressing discussions to resolve outstanding objections from the last round of consultation and the documents would be submitted for examination before the end of the year.</p> <p>The next part of the process would be the appointment of an independent Planning Inspector by the Government to ensure that the emerging Local Plan Part 2 met the requirements of planning legislation.</p> <p>The process would then involve a series of public hearing sessions where objectors could attend to make their cases in person to the Inspector. These sessions would likely to be held around 2 to 3 months after the plan had been submitted for examination.</p> <p>RESOLVED –</p> <p>1. That the information provided be noted.</p>	
<p>13.</p>	<p>FORWARD PLAN</p> <p>Noted.</p>	
<p>14.</p>	<p>WORK PROGRAMME</p> <p>The Committee noted the report but asked that consideration be given to briefings on Shisha Bars, an update on Khat in the Borough and the Council's current policy on cycle lanes.</p> <p>Noted.</p>	<p>Khalid Ahmed</p>

	Meeting commenced at 5.30pm and closed at 6.10pm Next meeting: 27 October 2016 at 5.30pm	
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These are the minutes of the above meeting. For more information on any of the resolutions please contact Khalid Ahmed on 01895 250833. These minutes are circulated to Councillors, Officers, the Press and Members of the Public.

Agenda Item 5

Residents' & Environmental Services Policy Overview Committee - Major Review 2016/17 - Disposal of Charity Waste at New Years Green Lane Civic Amenity Site.

Contact Officers: Khalid Ahmed
Telephone: 01895 250833

REASON FOR ITEM

The Committee will hear from witnesses in relation to the major review on the Disposal of Charity Waste at New Years Green Lane Civic Amenity Site.

OPTIONS OPEN TO THE COMMITTEE

The Committee is asked to consider the evidence given by the witnesses, together with the information provided on what other local authorities do in relation to disposing of charity waste.

INFORMATION

1. At the last meeting of the Committee, Members were provided with the scoping report for the review (**Appendix 1**) and were provided with details on the background to the reasons for the review.
2. For this meeting invitations have been sent to a number of national and local charities, which included Age UK Hillingdon, Groundwork, Michael Sobell Hospice Organisation and British Heart Foundation.
3. The British Heart Foundation's Waste & Recycling Manger reported that the organisation had merchants that collected unsaleable items primarily for re-use as follows:
 - Textiles sorted and exported, with a proportion recycled for wipers, felt, flocking etc in the UK
 - Bric-a-brac again sorted and exported, recycling of glass, ceramics, plastics, metal
 - Books sold online, recycling at a UK paper mill
4. In addition cardboard was regularly recycled. There was a fraction which the organisation could not re-use or recycle, which included plastic bags that the donations come in, but these were disposed of, along with the shop's own waste through a commercial collection service. The only items which the organisation had difficulty with were unsaleable furniture and electrical goods.
5. The British Heart Foundation did not have any stores within Borough so selling these items was not an issue for the Borough. However, elsewhere they will always seek to

return these to the municipal waste stream via household waste recycling centres or to transfer station.

Witnesses

6. **Peter Okali, Chief Executive Officer of Age UK Hillingdon** has said he will attend the meeting to help the Committee with their review.
7. In addition, **Alan Whiting**, from **the London Borough of Harrow**, will attend the meeting to provide information of what Harrow do, and information is being sort for the London Borough of Ealing on their policy and operating practise in relation to Charity Waste.



Policy Overview & Scrutiny Committee Review Scoping Report

Disposal of Charity Shop Waste through New Years Green Lane Civic Amenity Site

1. REVIEW OBJECTIVES

Aim and Background to review

The review seeks to make Members aware of the growing amounts of charity shop waste being disposed of by the Council, free of charge, and to explain the legislative background relating to this type of waste disposal.

The disposal of mixed waste currently costs the Council £130 per tonne and so Charity shop waste disposal has an appreciable financial impact for the authority. Whilst there are local charities that benefit from this, there are also charities from outside the Borough who use the Council's Civic Amenity Site at New Years Green Lane.

Whilst any review will need to be balanced against the beneficial nature of the work carried out by many charities, after considering all the information, options and witness testimony, it is hoped that Members will develop suitable recommendations to Cabinet around the continuation or otherwise of the current situation.

Terms of Reference

1. To examine fluctuations in the tonnages of waste disposed of through New Years Green Lane over the past 3-4 years and how this has changed;
2. To examine the current and predicted future disposal costs to the Council;
3. The activities of the various charities bringing waste to New Years Green Lane, for disposal, where these charities operate in the main and what beneficial work is done by the charities in the Borough;

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4. To look at options available, in terms of allowing disposal and ways of mitigating costs if appropriate and report to Cabinet as appropriate.

2. INFORMATION AND ANALYSIS

Disposal of waste from charity shops is currently permitted by the Council, free of charge, at New Years Green Lane. This is a long standing arrangement and is common amongst local authorities that operate waste disposal or civic amenity sites.

Some charities have started to dispose of greater and greater quantities of waste through New Years Green Lane. Quantities brought into New Years Green Lane (NYGL) are thought to be increasing because neighbouring authorities are charging charities for using their sites.

This waste is likely to be arising from charity shop activity in Buckinghamshire or Hertfordshire and possibly other London Boroughs. Some of the charities using NYGL are therefore not actually 'residents'. i.e. their retail shops are outside the borough.

Some charities may undertake house clearances. Any items that can be usefully sold are transferred to the charity shop and the remainder is disposed of as mixed waste. As the charity does not charge the house owner for doing this, the Council then picks up a cost that would normally be carried by either the estate of the deceased or a waste clearance company. The charity could adopt a different approach to avoid this.

Key Information

Legal Position

Although the Council should collect domestic waste that has been donated to the charity shops for free under Section 45 of the EPA 1990, using definitions given in the Controlled Waste (England and Wales) Regulations 2012 there is scope to charge for depositing waste at NYGL site.

Under section 51 subsection 3 of the EPA 1990:

'A waste disposal authority may include in arrangements made under subsection (1)(b) above arrangements for the places provided for its area for the deposit of household waste free of charge by residents in its area to be available for the deposit of household or other controlled waste by other persons on such terms to payment (if any) as the authority determines'

Financial Cost

The rate for disposal of mixed waste by WLWA is £131 per tonne. The waste delivered by the various charities into New Years Green Lane in the financial year 15/16 and its cost to the Council is as follows:

RSPCA = 115.6 tonnes - £15,143

Trinity = 77.02 tonnes - £10,089

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Thames Hospice = 44.82 tonnes - £5,871
Harlington Hospice = 8.62 tonnes - £1129
Michael Sobell = 7.82 tonnes - £1024
P3 = 7.38 tonnes - £966
Hillingdon Partnership = 0.44 tonnes - £57.64

The total weight was 262 tonnes, costing a total of £34,279 to dispose of. If this waste had been treated purely as trade waste, where the rate per tonne is £160, this charity waste would theoretically have bought in revenue of £41,872, with a notional profit element of £7,593.

Responsibilities

This review will concern the Council's Waste Services Function in Residents Services. The Cabinet Portfolio is Planning and Recycling. External organisations involved are regional and national charities.

4. EVIDENCE & ENQUIRY

Disposal data will be provided by Waste Services on tonnages of charity waste delivered to NYGL over a time period of around 3 years. Information on the practices of surrounding boroughs will also be presented to Members. More detail will be provided on the legal position and how the law applies to different types of waste disposal and the charging regimes currently in place.

Witness testimony

Witnesses may be invited from national charity organisations, as well as local charities or umbrella organisations. Also from neighbouring local authorities.

Lines of enquiry

It may be pertinent to enquire as to other charging regimes at other local authority sites. Information on the locations of charity shops within the Borough will assist with the review and also, where there are no shops operating in the Borough it may be pertinent to hear of examples where assistance to Borough residents has been provided by charities.

The business practices of charities that undertake house clearances could be analysed, with emphasis on the potential for unnecessary creation of waste for disposal by the authority that might ordinarily have been disposed of by local businesses.

Emerging conclusions or themes for development

If Members are minded to recommend changes to the status quo on charging, as it becomes apparent which charities are operating in the Borough and which bring in waste from the outside, because other Councils are charging, it might be useful to consider allowing only certain charities to use NYGL free of charge.

Alternatively, as the position becomes clearer, it may be worth considering the introduction of an annual allowance for all charities, below which they do not pay. Charges might then be levied and directed more towards the bigger operators, who may be in a position to

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afford to contribute to either some or all of the cost of their waste disposal through NYGL

5. REVIEW PLANNING & ASSESSMENT

Proposed timeframe & milestones for the review up to Cabinet and beyond in terms of monitoring:

Meeting Date	Action	Purpose / Outcome
21 September 2016	Agree Scoping Report and to be provided with background information	Information and analysis
27 October 2016	Witness Session 1 - Representative from a neighbouring Waste Management Service and representatives from national and local charities	Evidence & enquiry
22 November 2016	Witness Session 2 - Representatives from charities	Evidence & enquiry
10 January 2017	Draft Final Report and suggested recommendations	Proposals – agree recommendations and final draft report

* Specific meetings can be shortened or extended to suit the review topic and needs of the Committee

Resource requirements

None

Equalities impact

It is possible that if changes are made following this review, smaller local charities could be impacted financially. This and the possible knock on effect on reduced charitable activity for some groups of residents should be considered.

Forward Plan

Contact officer: Khalid Ahmed
Telephone: 01895 250833

REASON FOR ITEM

The Committee is required by its terms of reference to consider the Forward Plan and comment as appropriate to the decision maker on key decisions that relate to services within its remit (before they are taken by Cabinet or Cabinet Member).

OPTIONS OPEN TO THE COMMITTEE

- To comment on items going to the Cabinet or Cabinet Members for decision.
- Or to note the items and decide not to comment.

INFORMATION

1. The Forward Plan for the following months has been published. Those items that are within this Committee's remit are shown on the attached version of the Forward Plan. The Committee may wish to consider and comment on these items.
2. Committee Members are requested to send in any questions they have regarding the attached Forward Plan or on any reports going to the next meeting of Cabinet, and to notify any officers that they would like to attend to give advice.

SUGGESTED COMMITTEE ACTIVITY

- To consider whether there are comments or suggestions that the Committee wishes to make that will aid Cabinet's decision making.

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Ref	Upcoming Decisions	Further details	Ward(s)	Final decision by Full Council	Cabinet Member(s) Responsible	Officer Contact for further information	Consultation on the decision	NEW ITEM	Public / Private Decision & reasons
SI = Standard Item each month Council Departments: RS = Residents Services SC = Social Care AD = Administration FD= Finance									
Cabinet – 17 November 2016									
153	Review and Update of Voluntary Sector Leasing Policy	This report seeks Cabinet endorsement of a review of the Voluntary Sector Leasing Policy currently in place for qualifying community groups occupying Council property within the Borough.	All		Cllr Jonathan Bianco	RS - Michael Paterson		NEW	Public
Cabinet – 15 December 2016									
145a	The Council's Budget – Medium Term Financial Forecast 2017/18 – 2021/22 BUDGET & POLICY FRAMEWORK	This report will set out the Medium Term Financial Forecast (MTFF), which includes the draft General Fund reserve budget and capital programme for 2017/18 for consultation, along with indicative projections for the following four years. This will also include the HRA rents for consideration.	All	23-Feb-17	Cllr Ray Puddifoot MBE & Cllr Jonathan Bianco	FD - Paul Whaymand	Public consultation through the Policy Overview Committee process and statutory consultation with businesses & residents	NEW	Public
147	Designation of Ickenham Neighbourhood Area and Forum	Cabinet will consider whether to formally determine the application for a Neighbourhood Area and Forum.	Harefield, Hillingdon East, Ickenham, South Ruislip, Uxbridge North, Uxbridge South, West Ruislip		Cllr Keith Burrows	RS - James Gleave	Statutory consultation is inherent as part of the process.	NEW	Public

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Agenda Item 8

WORK PROGRAMME 2016/17

Contact Officer: Khalid Ahmed
Telephone: 01895 250833

REASON FOR ITEM

This report is to enable the Committee to review meeting dates and forward plans. This is a standard item at the end of the agenda.

OPTIONS AVAILABLE TO THE COMMITTEE

1. To confirm dates for meetings
2. To make suggestions for future working practices and/or reviews.

INFORMATION

All meetings to start at 5.30pm

Meetings	Room
16 June 2016	CR3A
27 July 2016	CR3A
21 September 2016	CR5
27 October 2016	CR4
22 November 2016	CR6
10 January 2017	CR4
22 February 2017	CR4
22 March 2017	CR4
26 April 2017	CR4

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PART I – MEMBERS, PUBLIC & PRESS

Residents & Environmental Services Policy Overview Committee

2016/17 DRAFT Work Programme

Meeting Date	Item
16 June 2016	Residents & Environmental Services Policy Overview Committee Possible Review Topics 2016/17
	Weed Control - Information report
	Work programme for 2016/17
	Cabinet Forward Plan
27 July 2016 - CANCELLED	Budget Planning Report for Residents Services
	Scoping Report and witness session for First Major Review
	Safety at Sports Grounds Report
	Work Programme
	Cabinet Forward Plan
21 September 2016	
	Scoping Report and witness session for First Major Review
	Update on the Local Plan 2
	Cabinet Forward Plan
	Work Programme
27 October 2016	Major Review - Second Witness session
	Weed Control - Update
	Cabinet Forward Plan
	Work Programme
22 November 2016	Major Review - Witness Session and suggested recommendation
	Safety at Sports Grounds
	Single Meeting review

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PART I – MEMBERS, PUBLIC & PRESS

	Cabinet Forward Plan
	Work Programme

10 January 2017	Draft Budget Proposals Report for Residents Services 2017/18
	Second Major Review - Witness Session
	Cabinet Forward Plan
	Work Programme

22 February 2017	Major Review - Consideration of draft recommendations of the Second Major Review
	Single meeting review
	Cabinet Forward Plan
	Work Programme

22 March 2017	Consideration of draft final report
	Single meeting review
	Cabinet Forward Plan
	Work Programme

26 April 2017	Consideration of future review topics
	Cabinet Forward Plan
	Work Programme

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PART I – MEMBERS, PUBLIC & PRESS

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