

BROMSGROVE DISTRICT COUNCIL

OVERVIEW BOARD

3RD FEBRUARY 2009

REVISED JOINT MUNICIPAL WASTE MANAGEMENT STRATEGY

Responsible Portfolio Holder	Councillor Mrs. M. A. Sherrey JP
Responsible Head of Service	Head of Street Scene and Community

1. SUMMARY

- 1.1 As requested at the last Overview Board meeting on 6th January 2009, this report updates Members on progress of the Joint Municipal Waste Resource Management Forum in revising the Joint Municipal Waste Management Strategy. It will be recommended that Cabinet endorses the strategy, subject to modification made following the current public consultation.

2. RECOMMENDATION

- 2.1 That Overview Board requests that the Cabinet endorses the strategy subject to modifications made following public consultation.

3. BACKGROUND

- 3.1 The Joint Municipal Waste Management Strategy for Herefordshire and Worcestershire was developed by the Joint Waste Resource Management Forum. It was adopted by all the County and District Councils within the two counties in 2004. This strategy set down for the first time how all the Councils would work together in a coordinated manner to reduce the amount of waste being land-filled.
- 3.2 The present strategy, "Managing waste for a brighter future" was developed at a time when the amount of municipal waste collected and disposed of was increasing year on year. The strategy was founded on six key principles from which emanated eighteen key policies and eight specific targets. Applying the waste hierarchy, the strategy focused on restricting waste growth, increasing recycling and composting and reducing the amount of waste treated and ultimately disposed of to land-fill. The uppermost concern in producing this strategy was to meet restrictions on land-filling of municipal waste introduced under the Landfill Allowance Trading Scheme. Substantial financial penalties are incurred if restrictions are exceeded.
- 3.3 An integrated collection and disposal system known as the "Vision for Waste Collection" was central to future joint working. In this system, collection authorities would collect comingled dry recyclables and

residual refuse from each household on alternate weeks. Comingled dry recyclables will be processed in an automated recycling facility, EnviroSort, currently under construction at Norton near Worcester. It was planned that residual waste would be treated using an autoclave process capable of reducing its bulk and producing a usable fibre by-product. Planning permission was gained for autoclave plants at Hartlebury and Madley but it has not proved possible to conclude a satisfactory contractual arrangement to construct them.

- 3.4 This Council's recycling and waste management performance has improved steadily each year since we introduced district wide kerbside recycling and green garden waste collections in 2004. Our current recycling rate is forecast at almost 43% this year and the amount of residual waste we collect is reducing. Other Councils in Herefordshire and Worcestershire have also made substantial improvements which means that levels of municipal waste across the two Counties have begun to fall in recent years. Significant issues remain however, especially in relation to treatment and disposal of residual waste to meet future restrictions on land-filling.
- 3.5 The original strategy contained a commitment to regular formal review on a three yearly basis recognising the dynamic nature of both waste management legislation and technology. The Joint Waste Resource Management Forum commenced its review of the strategy in 2006 which has taken longer than originally anticipated due to delays in the refresh of overarching national government strategy.
- 3.6 Since the original strategy was developed and adopted, government has refreshed national waste strategy with the publication of Waste Strategy for England 2007. This focuses much more on the contribution made by waste collection, treatment and disposal to climate change. It also set out to break the link between economic growth and the growth in waste production, by seeing waste as a resource from which value can be derived. Targets for recycling, diversion of waste from land fill and recovery of value from waste set out in Waste Strategy for England are now more demanding than those established previously. The draft revised joint strategy takes on board this revised national position.
- 3.7 Since 2004, the issue of climate change has become of increasing concern and importance. Councils in Herefordshire and Worcestershire have adopted robust policies and strategies to meet obligations and targets placed upon them to contribute towards reducing their emissions of greenhouse gases and to mitigating the effects of climate change. New National Indicators require councils to measure their performance in relation to greenhouse gas emissions and adapting to climate change.
- 3.8 Statutory Guidance has been issued by central government on the production of joint municipal waste management strategies subsequent to the adoption of our original joint strategy. These strategies have also become subject to assessment in accordance with Strategic

Environmental Impact Assessment legislation. These requirements have meant that it has been necessary to change the format of the strategy, which is also of considerably greater size.

3.9 The draft revised strategy now comprises a Headline Strategy (attached at Appendix 1) and a series of detailed supporting Annexes as detailed within the appendices. Please note that this have not yet been finalised:

Annex A	Waste Growth projections (Draft)
Annex B	Waste Prevention Options Appraisal (Draft)
Annex C	Recycling & Composting Options appraisal (Draft)
Annex D	Residual Waste Options Appraisal (Draft)
Annex E	Scoping Report to inform Strategic Environmental Assessment (Draft)
Annex F	Strategic Environmental Assessment (Draft)
Annex G	Where are We Now (Draft)
Annex H	Feedback from public consultation & how the strategy was developed (Not yet complete)
Annex I	Action Plan (Not yet complete)
Annex J	Glossary and abbreviations (Draft)

3.10 The draft revised strategy builds upon the strengths and successes of the original strategy. Commitment to the waste hierarchy remains a key principle. This is reflected in policies focusing on reducing the amount of waste arising, increasing the proportion recycled and from which value is derived and minimising the amount of waste that is land-filled. These are described in more detail in Annexes B, C and D.

3.11 The “Vision for waste collection” has been replaced by a policy of providing a core service to all households of kerbside services for commingled recyclables and residual waste together with additional services for other waste streams that may be provided on a charged for basis. The previous blanket approach of alternating weekly collections has been replaced with a focus on waste reduction being achieved by all authorities increasing the amount recycled and restricting either residual waste collection frequency and/or container capacity.

3.12 The prescriptive approach to treatment of residual waste by an autoclave process has been removed from the draft revised strategy. There is now a new policy to increase diversion away from land fill supported by Annex D which provides a detailed appraisal for waste treatment options capable of increasing the value derived from the residual waste stream. The options appraisal in this Annex will inform the method for future

treatment of residual waste, proposals for which are expected to come forward from the Waste Disposal Authorities' contractor during the first half of 2009. The robustness of the strategy is important in supporting necessary applications for planning consent.

- 3.13 Targets within the draft revised strategy are presented on a pooled basis, aligned to the Worcestershire Local Area Agreement to which this Council is already committed. Each partner Council will have an identified contribution to meeting these targets which will, where necessary be reflected in an action plan for delivery of the strategy. This action plan is currently being drafted and will be presented for adoption with the final revised strategy following public consultation. This Council's contribution to meeting the pooled 43% recycling target by 31st March 2014 is already in place and will be further improved when co-mingled collections are introduced within the next 12 months.
- 3.14 Endorsement of this consultation draft revised strategy is being sought from all member Councils of the Joint Waste Resource Management Forum.
- 3.15 A verbal update of the results of the consultation will be given at the Cabinet meeting in April.

4. CONSULTATION

- 4.1 For the revised joint strategy to be credible and robust, it is essential to be able demonstrate that it has been subject to rigorous, extensive and properly balanced consultation with the public and interested parties. The Joint Waste Forum has adopted a sequential, structured approach using an initial series of focus groups to identify key issues that will then be explored and quantified through a sample survey. This will provide balanced and statistically valid feedback on the consultation draft enabling final refinement of the strategy document to fully reflect the views expressed by consultees. The sequential approach has been selected as this ensures that partners have opportunities at a number of stages to endorse the evolving document reducing risks of non-adoptions of the final strategy.
- 4.2 The consultation exercise will concentrate on the changes to the strategy arising from the review process. In particular this will focus on how the revisions have addressed the issue of climate change which has become of much greater significance since the original strategy was adopted (and on which many Forum partners have now taken robust policy positions). There will also be a focus on how the revised strategy has responded to the challenges posed in Waste Strategy for England 2007. It is not intended to consult upon aspects of the strategy that have not changed.
- 4.3 Independent specialists with appropriate knowledge and expertise in consultation on waste and environmental matters have been engaged to lead this process. Support will be provided through existing technical and

communications resources. The consultation process and timetable agreed by the Joint Waste Forum is set out at Appendix 2.

4. FINANCIAL IMPLICATIONS

- 4.1 In the medium term there are no further financial implications from this report. This Council has already included capital bids for different vehicles and new containers to facilitate the introduction of co-mingled collections in 2010.
- 4.2 Because we already operate a service that ensures a recycling rate in excess of 40% changes to the service will generate revenue savings in the medium term. These savings are already built into the medium term financial plan.

5. LEGAL IMPLICATIONS

- 5.1 This Strategy supports our contribution to meeting the Worcestershire Local Area Agreement target for diverting waste away from landfill (NI193).

6. COUNCIL OBJECTIVES

- 6.1 This Strategy will impact on both 'Improvement' and 'Environment' in the Council Objectives.

7. RISK MANAGEMENT

- 7.1 The main risks associated with the detail included in this report are:
 - That the process for dealing with the remaining residual waste (not yet determined) will not be agreed and consequently the facility will not be built. This will have an impact on the total tonnage of waste being landfilled and may attract financial penalties from central government.
 - That when agreed the building of the appropriate facility may be delayed with the same consequences as above.

8. CUSTOMER IMPLICATIONS

- 8.1 Changes to the collection system for co-mingled recyclates will improve the process for householders. It will also provide a greater storage capacity for recycled materials. (A 240 litre bin replacing a 55 litre and 44 litre box.)

9. EQUALITIES AND DIVERSITY IMPLICATIONS

- 9.1 The consultation draft revised strategy contains principles and policies relating to engagement of all groups within the community.

The consultation process is designed to ensure the views of all groups are sought, including hard to reach groups.

- 9.2 Equalities impact assessments will form part of the action plan to implement this strategy.

10. VFM IMPLICATIONS

- 10.1 The operation of a co-mingled collection system is far more efficient than the existing system resulting in savings in the cost of the service.

11. OTHER IMPLICATIONS

Procurement Issues:	Vehicle procurement.
Personnel Implications:	Yes. Changes to JD's
Governance/Performance Management:	
Community Safety including Section 17 of Crime and Disorder Act 1998:	None
Policy:	Yes introduction of Co-mingled collections
Environmental:	Yes. Climate change benefits and improved recycling and waste processing.

12. OTHERS CONSULTED ON THE REPORT

Portfolio Holder	Yes
Chief Executive	Yes
Corporate Director (Services)	Yes
Assistant Chief Executive	Yes
Head of Service	Yes
Head of Financial Services	Yes
Head of Legal, Equalities & Democratic Services	Yes
Head of Organisational Development & HR	Yes
Corporate Procurement Team	No

13. APPENDICES

Please note that the attached Appendices have not yet been finalised.

Appendix 1: Consultation Draft Headline Strategy (Draft)

Appendix 2: Consultation process and timetable (Draft)

Annex A: Waste Growth projections (Draft)

Annex B: Waste Prevention Options Appraisal (Draft)

Annex C: Recycling & Composting Options appraisal (Draft)

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Annex I: Action Plan (Not yet complete)

Annex J: Glossary and abbreviations (Draft)

14. BACKGROUND PAPERS

Review of the Refuse Collection and Recycling Operation: Cabinet 2nd July 2008

Review of the Refuse Collection and Recycling Operation. Supplementary Report: Cabinet 3rd September 2008

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