

# **BROMSGROVE DISTRICT COUNCIL**

## **CABINET**

**4 November 2009**

### **Joint Municipal Waste Management Strategy for Herefordshire and Worcestershire**

Responsible Portfolio Holder	Cllr D Booth
Responsible Head of Service	Head of Street Scene and Community
Key Decision / Non-Key Decision	

#### **1. SUMMARY**

- 1.1 The purpose of the report is to endorse the revised Joint Municipal Waste Management Strategy for Herefordshire and Worcestershire (first review) and agree its adoption.

#### **2. RECOMMENDATION**

- 2.1 That Cabinet endorse the reviewed Joint Municipal Waste Management Strategy and agrees the adoption of the revised Strategy for Herefordshire and Worcestershire
- 2.2 That Cabinet requests that the County Council provides Worcestershire District Councils with suitable additional financial support to better enable the authorities to work jointly toward the goals set in the JMWMS and that the Head of Street Scene and Community in consultation with the Portfolio Holder for Street Scene and Community be delegated responsibility to undertake such negotiations
- 2.3 That Cabinet requests the County Council to work with the District Councils to identify any efficiency savings on waste collection and disposal that arise from the revised JMWMS that can be shared amongst the Partners.

#### **3. BACKGROUND**

- 3.1 In December 1998 Herefordshire Council and Worcestershire Council signed a 25-year contract for the provision of a landfill site, transfer stations, household waste sites, and a range of treatment and disposal methods, which are operated by Severn Waste Services.
- 3.2 The Government published Guidance on Municipal Waste Strategies in March 2001. Since then the Waste and Emissions and Trading Act 2003 (WET) has placed an obligation upon authorities to produce a Joint Municipal Waste Strategy.

- 3.3 The Council adopted the Joint Municipal Waste Management Strategy (JMWMS) in 2004. The Strategy includes 10 principles and 24 policies which are detailed in the Headline Strategy document and these provide a framework for all of the Council's waste policies.
- 3.4 The present Joint Municipal Waste Management Strategy for Herefordshire and Worcestershire "Managing waste for a brighter future" was developed in Partnership with all members of the Joint Members Waste Resource Management Forum. It was adopted by all the Councils within Herefordshire & Worcestershire in 2004 and 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.
- 3.5 The Strategy was developed when municipal waste 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.
- 3.6 The main concern in producing the Strategy was to meet restrictions on landfilling of municipal waste introduced under the Landfill Allowance Trading Scheme. Substantial financial penalties are incurred if restrictions are exceeded. 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 commingled dry recyclables and residual refuse from each household on alternate weeks. Commingled dry recyclables were to be sorted in a new facility to be constructed within Worcestershire ('Envirosort' is currently under construction at Norton near Worcester). At that time 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 in Worcestershire and Madley in Herefordshire but it has not proved possible to conclude a satisfactory contractual arrangement to construct these facilities.
- 3.7 This Council's recycling and waste management performance has improved steadily each year since district wide kerbside recycling was introduced in 2003/04. The Council's current recycling rate is forecast at around 32% this year
- 3.8 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.
- 3.9 Significant issues remain however, especially in relation to treatment and disposal of residual waste to meet future restrictions on landfilling. The original Strategy contained a commitment to regular three year reviews. The Joint Waste Resource Management Forum commenced its review of the Strategy in 2007 following the publication of the overarching national Government Strategy, Waste Strategy for England 2007. The need to complete a more robust document,

supported by a number of technical studies (forming the annexes), along with the introduction of the new performance framework part way through the process, have meant that the revised document is now ready to be published five years since the original was published in November 2004.

- 3.10 For the revised Strategy to be credible and robust, it was essential to be able demonstrate that it has been subject to rigorous, extensive and properly balanced consultation with the public and interested parties. A sequential, structured approach was adopted using an initial series of focus groups to identify key issues that were explored and quantified through a sample survey. This provided balanced and statistically valid feedback on the consultation draft enabling final refinement of the Strategy document to fully reflect responses. Partners had the opportunity at a number of stages to endorse the evolving document to reduce the risks of non-adoptions of the final Strategy.
- 3.11 The consultation period ran for a period of 13 weeks from 16th February until 15th May 2009 and concentrated on the changes to the strategy arising from the review process, for example Climate Change and the new challenges posed by Waste Strategy 2007.
- 3.12 Independent specialists with knowledge and expertise in running similar public consultation exercises were engaged to lead this process. Support was provided through existing technical and communications resources.
- 3.13 Waste Strategy for England 2007 focuses much more on the contribution made by waste collection, treatment and disposal to Climate Change. It also sets 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 landfill and recovery of value are now more demanding than those established previously. The previous non statutory national target of recycling 33% of household waste by 2015 has been significantly increased to 45%, rising to 50% by 2020. To achieve these levels of recycling, it will be necessary to introduce new collection/treatment systems.
- 3.14 The draft revised joint Strategy takes on board this revised national position. 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. Statutory Guidance has been issued by central government on the production of joint municipal waste management strategies subsequent to the adoption of our original Strategy. 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. The revised Strategy now comprises a Headline Strategy and a series of detailed supporting documents as listed in 15.2.

- 3.15 The 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 landfilled. These are described in more detail in Annexes B, C and D.
- 3.16 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. An important change to the Strategy is the introduction of the Core Collection Service where all councils will collect the same recyclable materials.
- 3.17 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 landfill supported by a Residual Options Appraisal (Annex D). This provides a detailed appraisal for waste treatment options capable of increasing the value derived from the residual waste stream. The appraisal informs the method for future treatment of residual waste, proposals for which are expected to come forward from the Waste Disposal Contractor (Severn Waste Services). The robustness of the strategy is important in supporting necessary applications for planning consent.
- 3.18 Targets within the revised strategy are presented on a pooled basis. Each partner Council will have an identified contribution to meeting these targets. The Council's contribution to meeting the pooled 43% recycling target by 31st March 2014 will be fulfilled by increasing our overall recycling & composting rate to 44.%.

#### **4. FINANCIAL IMPLICATIONS**

- 4.1 There are no additional financial implications on the Council resulting from the adoption of the revised Strategy. An Action Plan to deliver the new strategy forms part of the revised documentation (Annex I). Currently it is envisaged that any actions which the Council needs to carry out will be met from within existing budgets.
- 4.2 The Landfill Allowance Trading Scheme penalties and annually increasing Landfill Tax will both impose significantly higher costs on the Waste Disposal Authority (Worcestershire County Council) than the costs of developing a waste treatment infrastructure to divert waste from landfill.
- 4.3 In the past the County Council has paid grants to all districts for achieving improved recycling rates. These grants have now ended, however officers are

currently investigating options for gaining further financial support for the waste collection authorities.

## **5. LEGAL IMPLICATIONS**

- 5.1 Under the Waste and Emissions and Trading (WET) Act 2003 there is a legal requirement to have a Waste Strategy in place. The WET Act also requires Local Authorities to meet stringent targets set by the Landfill Directive. Under the Landfill Allowance Trading Scheme (LATS) allowances will be allocated to waste disposal authorities that set limits for the amount of biodegradable waste sent to landfill. There will be severe penalties (currently set at £150 per tonne) for exceeding the allocation.
- 5.2 The Environmental Protection Act 1990 requires Waste Collection Authorities to carry out waste collection/recycling services.
- 5.3 The Household Waste Recycling Act 2003 requires that all Local Authorities in England provide a kerbside collection of at least two recyclable materials from all households by December 2010, unless the cost of doing so would be unreasonably high or comparable alternative arrangements are available.

## **6. COUNCIL OBJECTIVES**

- 6.1 The revised Joint Municipal Waste Management Strategy is founded on the principles of sustainability and Climate Change. These are recognised by the Council as key issues which need to be considered not only for the future delivery of waste services but also in the delivery of all Council activities.

## **7. RISK MANAGEMENT**

- 7.1 The main risks associated with not endorsing the Joint Municipal Waste Management Strategy are:
  - Reductions in municipal waste to landfill will not be achieved.
  - Damage to the Council's reputation in its Partnership with Local Councils in Worcestershire
  - Delays with progress in developing a Residual Waste Treatment solution for Herefordshire and Worcestershire
- 7.2 These risks can be mitigated as follows:
  - Ensure that the final adopted revised strategy is robust and well supported.
- 7.3 Currently the risks identified are not addressed by any risk register and will be added to the risk register should the Joint Municipal Waste Management Strategy not be adopted.

## **8. CUSTOMER IMPLICATIONS**

- 8.1 With the adoption of the revised JMWMS, the Council will be endorsing the Partnership to engage with local people and other partners about the way in which waste is managed. Services will be designed around customer needs to balance the longer term need of reducing the amount of waste generated with the range and type of services necessary to meet customer needs.
- 8.2 A move to the core kerbside service will enhance the customer experience by expanding the materials collected for recycling and increasing consistency across Herefordshire and Worcestershire Councils.
- 8.3 Upon adoption of the revised JMWMS a press release will advise customers of the developments, the full strategy will also be made available on the Council web site (paper copies will be sent out on request).

## **9. EQUALITIES AND DIVERSITY IMPLICATIONS**

- 9.1 None

## **10. VALUE FOR MONEY IMPLICATIONS**

- 10.1 The new core collection systems are centered around an alternate week collection of residual waste and co-mingled recyclates. This change to co-mingled collections will provide a better value for money than the existing service.

## **11. OTHER IMPLICATIONS**

Procurement Issues
None
Personnel Implications
None
Governance/Performance Management
None
Community Safety including Section 17 of Crime and Disorder Act 1998
None
Policy
None
Environmental The revised Joint Municipal Waste Management Strategy is founded on the principles of sustainability and Climate Change is recognised as a key issue which needs to be considered in the future delivery of

waste services
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## 12. OTHERS CONSULTED ON THE REPORT

Portfolio Holder	<b>Yes</b>
Chief Executive	<b>Yes at CMT</b>
Executive Director - Partnerships and Projects	<b>Yes at CMT</b>
Executive Director - Services	<b>Yes</b>
Assistant Chief Executive	<b>Yes at CMT</b>
Head of Service	<b>Yes</b>
Head of Financial Services	<b>Yes</b>
Head of Legal, Equalities & Democratic Services	<b>Yes at CMT</b>
Head of Organisational Development & HR	<b>Yes at CMT</b>
Corporate Procurement Team	<b>No</b>

## 13. WARDS AFFECTED

All wards

## 14. APPENDICES

None

## 15. BACKGROUND PAPERS

15.1 The Joint Municipal Waste Management Strategy for Herefordshire and Worcestershire 2004 – 2034 published in November 2004, “Managing waste for a brighter future”

15.2 The Joint Municipal Waste Management Strategy for Herefordshire and Worcestershire – First Review - November 2009 as detailed below. In order to reduce printing, copies of the Strategy are available electronically.

- Headline Strategy
- Annex A Waste Growth
- Annex B Waste Prevention Options Appraisal
- Annex C Recycling & Composting Options Appraisal
- Annex D Residual Waste Options Appraisal
- Annex E Scoping Report to inform Strategic Environmental Assessment
- Annex F Strategic Environmental Assessment
- Annex G Achievements So Far
- Annex H Consultation Process and Outcomes
- Annex I Action Plan
- Annex J Glossary

Waste Strategy for England 2007

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