



<b>Policy, Finance and Development Committee</b>	<b>Tuesday, 07 December 2021</b>	<b>Matter for Information and Decision</b>
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**Report Title:** **Leicestershire Municipal Waste Management Strategy**

**Report Author(s):** **Jon Wells (Strategic Manager)**

<b>Purpose of Report:</b>	The Leicestershire Municipal Waste Management Strategy (LMWMS) is due for review. As part of the review there is a requirement to consult with the public and this report seeks approval and support for this to take place.
<b>Report Summary:</b>	The key focus of the LMWMS is to achieve net zero carbon by 2050 in Leicestershire by embracing waste prevention and increasing recycling and reuse. The report provides background to the review process, the proposed engagement approach, strategy headline and options appraisal.
<b>Recommendation(s):</b>	<p><b>A. To approve and support the public consultation approach and process described in section 7; and</b></p> <p><b>B. That delegation be given to the Head of Customer Services and Transformation in consultation with Councillors J W Boyce and G A Boulter to agree the final content of the documents (Headline Strategy, Options Appraisal report and Environment Report) to accompany the public consultation process as they are currently in draft format.</b></p>
<b>Senior Leadership, Head of Service, Manager, Officer and Other Contact(s):</b>	<p>Philippa Fisher (Head of Customer Services and Transformation) (0116) 257 2677 <a href="mailto:philippa.fisher@oadby-wigston.gov.uk">philippa.fisher@oadby-wigston.gov.uk</a></p> <p>Jon Wells (Strategic Manager) (0116) 257 2692 <a href="mailto:jon.wells@oadby-wigston.gov.uk">jon.wells@oadby-wigston.gov.uk</a></p>
<b>Corporate Objectives:</b>	<p>Providing Excellent Services (CO3)</p> <p>Building, Protecting and Empowering Communities (CO1)</p> <p>Growing the Borough Economically (CO2)</p>
<b>Vision and Values:</b>	<p>"A Stronger Borough Together" (Vision)</p> <p>Accountability (V1)</p> <p>Respect (V2)</p> <p>Teamwork (V3)</p> <p>Customer Focus (V5)</p> <p>Customer Focus (V5)</p>
<b>Report Implications:-</b>	
Legal:	There are no implications directly arising from this report.
Financial:	There are no implications arising from this report.

Corporate Risk Management:	Political Dynamics (CR3) Reputation Damage (CR4) Decreasing Financial Resources / Increasing Financial Pressures (CR1) Organisational / Transformational Change (CR8) Regulatory Governance (CR6)
Equalities and Equalities Assessment (EA):	The implications are as set out at section 11 of this report.
Human Rights:	There are no implications arising from this report.
Health and Safety:	There are no implications arising from this report.
<b>Statutory Officers' Comments:-</b>	
Head of Paid Service:	The report is satisfactory.
Chief Finance Officer:	The report is satisfactory.
Monitoring Officer:	The report is satisfactory.
<b>Consultees:</b>	Leicestershire County Council and all Local Authorities in Leicestershire
<b>Background Papers:</b>	Draft LMWMS Draft Environment Report Draft Options Appraisal
<b>Appendices:</b>	<b>1.</b> Evaluation Matrix

## **1. Introduction**

- 1.1 To support the process of a full review of the LMWMS, a public consultation should be undertaken for a period of 12 weeks.
- 1.2 Leicestershire Waste Partnership (LWP) consists of the Leicestershire County Council and all District and Borough Councils within the County. Each authority within the LWP is in the process of seeking approval to the approach for the public consultation which forms part of the process of a review of a Joint Municipal Waste Management Strategy as per Government guidelines.
- 1.3 The documents outlined (Headline Strategy, Options Appraisal and Environment Report) are currently being finalised and subject to further review. Due to timings, the supporting documentation sign off will need to be approved and finalised after this meeting.

## **2. Timetable for Decisions**

- 2.1 All partner authorities will consider the approach to the public consultation in December 2021 and January 2022 before the public consultation is launched.
- 2.2 It is anticipated that the public consultation process will be launched during January 2022.

- 2.3 A final report on the results of the consultation process will be presented to the PFD Committee along with a request for adoption of the strategy in summer 2022.

### **3. Policy Framework and Previous Decisions**

- 3.1 The LMWMS sets out how the LWP intends to manage municipal waste. The strategy was last updated in 2011. The 2011 LMWMS covered the period up to 2020. Government guidance suggests that municipal waste management strategies should be completely reviewed every five years to ensure it remains current.
- 3.2 Under the Waste and Emissions Trading (WET) Act 2003 all two tier authorities are required to have in place a Joint Municipal Waste Management Strategy for the management of their municipal waste.

### **4. Resource Implications**

- 4.1 The public consultation exercise is being funded from a pre-existing Leicestershire Waste Partnership budget.

### **5. Background**

- 5.1 The Leicestershire Waste Partnership have commissioned Frith Resource Management (FRM) to undertake a full review of the Leicestershire Municipal Waste Management Strategy.
- 5.2 The national Resources and Waste Strategy (RWS) was released in 2018. The RWS focuses on known problems with effective solutions that will reduce reliance on single use plastics, cut confusion over household recycling, tackle the problems of packaging and end food waste.
- 5.3 The RWS outlines how the Government aims to make the UK more resource efficient and to move towards a circular economy which keeps resources in use for longer. The RWS covers the period until 2050 and includes the Circular Economy Package (CEP) target of 65% recycling rate of municipal solid waste by 2035.
- 5.4 Following on from the publication of the national RWS two rounds of consultations were released. These include the proposals that are anticipated to impact on local waste services including mandatory weekly food waste collections, free garden waste collections, the introduction of a deposit return scheme for single use drinks containers, extended producer responsibility for packaging (this is in essence where the full cost of collection, recycling and disposing of packaging is met by the producers of the packaging) and a move towards consistent collections for all local authorities. The results of the second round of consultations have not yet been published.
- 5.5 Legislation to enable the policy changes within the RWS are contained within the Environment Act which received Royal Assent on 9 November 2021.
- 5.6 The review of the LMWMS has considered the potential forthcoming legislative changes and these are reflected accordingly.

### **6. Joint Municipal Waste Management Strategy Review Process**

- 6.1 The purpose of a joint municipal waste management strategy is to;
- a. Identify the baseline position
  - b. Outline where we want to be and when by

c. Articulate how this will be achieved

6.2 To achieve the above the following steps are being undertaken;

<b>Strategy Review Steps</b>	<b>Outputs</b>
Production of a detailed project plan	Project Plan
Project planning, gap analysis, data analysis	Baseline Report
Undertake full Equalities and Human Rights Impact Assessment	Equalities and Human Rights Impact Assessment
Agree objectives and options and options assessment criteria	Draft Options Appraisal Report and Draft Headline Strategy
Strategic Environmental Assessment (SEA)	Scoping Report and 5-week statutory consultation; Draft Environmental Report
Public Consultation	Public Consultation Report
Finalisation of Strategy	Final Headline Strategy
Action Plan	Final Action Plan

## **7. Proposed Public Consultation and Engagement Approach**

7.1 It is proposed that a 12 week public consultation will be launched in January 2022. The planned approach to the consultation is outlined below;

- a. Online questionnaire will be available through all LWP websites
- b. The consultation will be promoted by all authorities in the LWP.
- c. Targeted engagement with stakeholders via events whenever possible by County
- d. Will consider value of focus groups for more in-depth discussions.
- e. Will seek views on the vision, objectives and pledges contained within the headline strategy.
- f. Will gain insight into waste prevention, reuse and recycling behaviours to inform future waste initiatives.
- g. Will explore current sources of information to enable more targeted communications in the future.
- h. Will be mindful of other public consultations and ensure alignment.
- i. The feedback obtained from the public consultation will be used to develop the final strategy.

7.2 The full suite of documents for public consultation comprise of the following and are currently under review;

- a. The draft headline strategy
- b. The draft options appraisal report – evidence behind service changes/pledges within the headline strategy
- c. The draft environmental report – from the Strategic Environment Assessment (SEA) process
- d. Summary document

## **8. Headline Strategy**

8.1 The draft headline strategy (to be known as the Leicestershire Resources and Waste Strategy – LR&WS) will be the main focus of the consultation and be accompanied by a series of consultation questions. The updated draft LR&WS describes the approach that the LWP will take in delivering the recycling and waste management services from 2022 to 2050. The vision of the LR&WS is;

*"To work towards developing the circular economy and achieving net zero carbon by 2050 in Leicestershire. This means fully embracing the waste hierarchy by preventing waste and keeping resources in circulation for as long as possible through reuse, repair and recycling, to realise their maximum value whilst minimising environmental impacts".*

- 8.2 The vision is supported by specific strategy objectives and a range of pledges that sit alongside forthcoming national changes, setting a direction for long term management of material resources for the benefit of Leicestershire residents and communities.
- 8.3 The draft pledges contained in the draft LR&WS are:

**Strategy Pledge no. 1:**

All Councils within the Partnership will review their purchasing activities and internal waste management services to seek to promote waste prevention, reuse and recycling to support the objectives of this strategy and lead by example

**Strategy Pledge no. 2:**

The Partnership pledge to support and encourage waste prevention activity across LWP. This will include working with stakeholders, residents and communities to prevent unnecessary waste arising, for example through food waste reduction campaigns such as Love Food Hate Waste.

**Strategy Pledge no. 3:**

The Partnership pledge to continue delivering reuse services and expand activities where practicable, working in partnership with other stakeholders and to signpost to places that advocate for waste prevention and reuse, in support of developing a circular economy. This includes a pledge to continue to improve the collection of items for reuse at Household Waste Recycling Centres and explore the development of re-use shops at suitable sites.

**Strategy Pledge no. 4:**

Subject to confirmation on Government policy, legislation and the provision of funding to support, the Partnership will implement and promote separate food waste collections to all households. This will be as soon as possible when contracts and circumstances dictate. The County Council will procure Anaerobic Digestion capacity to treat the collected food waste in a manner that contributes to effective carbon emissions reduction across the County and improves soil quality.

**Strategy Pledge no. 5:**

The Partnership will explore the use of alternative fuels for collection vehicles and the transportation of waste and resources to further reduce carbon emissions of the service and improve air quality

**Strategy Pledge no. 6:**

The Partnership will continue to offer a garden waste collection system to Leicestershire residents and will follow Government guidelines as to the form of the collection and will be subject to legislation and total Government funding. The Partnership will continue to procure composting capacity to treat the collected garden waste in a manner that supports carbon reduction and improves soil quality.

**Strategy Pledge no. 7:**

The Partnership shall ensure that the full range of recyclables (as specified by Government and subject to funding) are collected from residents (and businesses where applicable) across Leicestershire by 2025, or as soon as possible when contracts and circumstances dictate.

**Strategy Pledge no. 8:**

The Partnership shall continue to explore the viability of adding extra materials to recycling collections (e.g. for batteries, small electric goods or clothing) aiming to keep Leicestershire performance above the national average.

**Strategy Pledge no. 9:**

The Partnership will put in place collection systems to contribute towards the achievement of the national 65% recycling target by 2035, this may include restricting residual waste capacity to encourage greater materials separation, carbon savings and resource recovery. Improvements in materials recovery at Household Waste Recycling Centres will also contribute towards the national target.

**Strategy Pledge no. 10:**

The Partnership will continue to allocate a communications budget sufficient to help promote good recycling behaviour and maximise resource recovery to support the circular economy and low carbon objectives of this strategy.

**Strategy Pledge no. 11:**

The County Council will reduce waste sent to landfill to less than 5% by 2025, well in advance of the 10% national target by 2030. The County Council will undertake future procurement processes for residual waste treatment (alternatives to landfill) in line with the vision and objectives of this Resources & Waste Management Strategy.

**9. Options Appraisal**

9.1 In developing the strategy nine options have been modelled, seven of which take account of anticipated service changes following Government consultations and are set out below:

Option	Description
Baseline	Current service
Option 1: Waste minimisation	Focus on waste awareness / education / waste reduction / recycling and prevention initiatives
Option 2: Reuse and repair	Focus on facilitating or promoting reuse / repair activities
Option 3: Revised Baseline with Consistent Collection measures, EPR & DRS	As Baseline, plus: <ul style="list-style-type: none"> <li>• Recycling collection consistent with materials indicated in consistent collections consultation (plastic, glass, metal, paper and card)</li> <li>• 'Free' garden waste collection for all districts</li> <li>• Separate weekly food waste collection for all households</li> </ul>

	<ul style="list-style-type: none"> <li>Extended Producer Responsibility (EPR) and Deposit Return Scheme come into effect</li> <li>Sensitivity on recycling to include batteries, textiles, small Waste Electronic and Electrical Equipment (WEEE)</li> </ul>
Option 4: Retained charged garden	As Option 3, except: <ul style="list-style-type: none"> <li>Garden waste collection is retained as a charged service for all districts that currently operate a subscription service</li> </ul>
Option 5: Restricted residual waste (A and B)	As Option 3, plus: <ul style="list-style-type: none"> <li>A: Residual waste collected fortnightly in 140L wheeled bins</li> </ul> <p><b>OR</b></p> <ul style="list-style-type: none"> <li>B: Residual waste collected three-weekly in 240L/180L wheeled bins</li> </ul>
Option 6: Twin stream recycling, fibre out	Option 3, plus: <ul style="list-style-type: none"> <li>Fortnightly twin stream collection of dry recycling, paper and card in one box, plastics, glass and cans in wheeled bin</li> </ul>
Option 7: Kerbside sort	Option 3, plus: <ul style="list-style-type: none"> <li>Fortnightly kerbside sort collection of dry recycling</li> </ul>
Option 8: Three-stream recycling	Option 3, plus <ul style="list-style-type: none"> <li>Fortnightly three-stream collection of dry recycling: paper and card in box 1, glass in box 2, plastic and cans in box 3.</li> </ul>

9.2 Options one and two (waste prevention and reuse) have been subject to a qualitative assessment and are activities that all councils should undertake and vary in their outputs and inputs. Good practise and initiatives that the LWP could deliver are contained within the draft LW&RS

9.3 The recycling collections were modelled using the Kerbside Analysis Tool (KAT) which gives comparative annualised costs for different systems. All options modelled incur an additional cost for the LWP when considering total net costs. Service changes are required to contribute towards achieving the national recycling rate of 65% by 2035. Reaching these higher targets means more investment is required and the Government has stated a commitment to covering additional costs to local authorities for the new required measures. Furthermore, Government is also intent on introducing Extended Producer Responsibility (EPR).

9.4 The collection options were also modelled using WRATE (The Waste and Resources Assessment Tool for the Environment) to determine the carbon impact as kg CO<sub>2</sub>-eq savings.

9.5 As part of the process there have been a series of workshops held which allowed for input into the review. The criteria for the options to be measured against and their associated weighting were chosen at a workshop in June 2021 (which was attended by Officers and Councillors from all LWP authorities) and are outlined in the table below;

Criteria	Weighting
Carbon	4.7
Recycling performance / reuse performance / waste prevention performance	4.3
Cost	4.3
Residual waste arisings	4.1
Educational / awareness raising	4.1
Compliance with National Policy	4
Public acceptability	3.9
Social value	3.5
Operational flexibility	3.4
Resource use	3.2

9.6 FRM have considered each option in turn and evaluated using criteria agreed by the Partnership. Public acceptability, operational flexibility, compliance to regulations and social value indicators are more qualitative judgements and are scored using a 1 – 5 scoring system. The score has then been applied to an agreed weighting for each option.

9.7 The overall results of this evaluation are presented below (this table is also presented as an Appendix);

		<i>Business as Usual</i>	<i>Revised Baseline with Consistent Collection measures, EPR &amp; DRS</i>	<i>As Option 3, with retained charged garden</i>	<i>As Option 3, plus restricted residual (140L WHB)</i>	<i>Option 3, plus restricted residual (3-weekly collection)</i>	<i>As Option 3, plus fortnightly twin stream collection of dry recycling</i>	<i>As Option 3, plus kerbside sort collection of dry recycling</i>	<i>As Option 3, plus three-stream recycling</i>
Criteria	Weighting	Baseline	Option 3	Option 4	Option 5A	Option 5B	Option 6	Option 7	Option 8
Carbon	4.7	3	3	3	5	5	1	1	1
Recycling performance	4.3	1	4	3	5	5	4	4	4
Cost	4.3	5	1	4	2	2	1	2	2
Residual waste arisings	4.1	1	4	4	5	5	4	4	4
Educational / Awareness Raising	4.1	1	4	3	4	4	3	4	4
Compliance with National Policy	4.0	2	3	2	3	2	4	5	5
Public Acceptability	3.9	3	5	4	2	1	4	3	3
Social Value	3.5	2	4	3	3	3	4	4	4
Operational Flexibility	3.4	4	5	5	5	2	3	2	4
Resource Use	3.2	2	3	3	5	5	3	3	3
<b>Total Score (with weighting applied)</b>		<b>94.8</b>	<b>140.5</b>	<b>133.6</b>	<b>153.8</b>	<b>135.7</b>	<b>120.3</b>	<b>125.4</b>	<b>132.2</b>
<b>Highest Number = Best Option</b>									

## Key

1	2	3	4	5
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Worst performing

Best performing

9.9 All options result in an increase in the kerbside recycling rate for the LWP. Option 5a scores the highest overall for the assessment against the chosen criteria. Costs and recycling data estimated in the Options Appraisal report is at this stage indicative and



modelled for comparative purposes only. There is therefore no commitment from any LWP member for a particular option.

## **10. Strategic Environmental Assessment (SEA)**

- 10.1 An assessment of how a strategy meets the aims of sustainable development can be delivered through an approach known as Strategic Environmental Assessment (SEA). An SEA is a framework for ensuring that environmental and sustainability impacts are integrated into high level policy, planning and programme making.
- 10.2 The first stage of this SEA process was to scope out the key sustainability issues relevant to the LMWMS and the geographical area of Leicestershire. There were two workshops held where key sustainability issues were agreed along with sustainability objectives and assessment criteria. These elements were captured in a SEA scoping report.
- 10.3 The Statutory consultees (the Environment Agency, Natural England and Natural Heritage) were consulted on the SEA scoping report over a five week period. Any comments received from these organisations were addressed and updated in the draft Environmental Report. The draft Environmental Report identifies, describes and evaluates the likely significant effects on the environment from the LR&WS. The public and the statutory consultee bodies must be consulted on the Environmental Report.
- 10.4 It is important to note the strategy is high level and therefore non site specific.

## **11. Equality and Human Rights Implications**

- 11.1 An Equality and Human Rights Impact Assessment (EHRIA) Screening has been undertaken and concludes that the review of the LMWMS will be subject to a full EHRIA, detail of which will be included in the final report scheduled for summer 2022.