

IHARBOROUGH DISTRICT COUNCIL

URGENT REPORT TO THE CABINET MEETING OF 10TH JANUARY 2022

PUBLIC REPORT: Y

EXEMPT REPORT: N

Report Title	Review of the Leicestershire Municipal Waste Management Strategy (LMWMS)
KEY DECISION	Yes
Report Author	Russell Smith
Purpose of Report	<p>The purpose of this report is to agree the approach to the public consultation for the review of the Leicestershire Municipal Waste Management Strategy (LMWMS).</p> <p>To seek support and approval for the approach which is a public consultation on the partnership agreed questions, for a 12 week period.</p> <p>To seek a delegation for the Planning, Environment and Waste Portfolio Holder in conjunction with the officers to sign off the documents to accompany the public consultation, namely the headline strategy, the options appraisal report and the environmental report. These are all currently in draft format.</p>
Reason for Decision	<p>To create a new Waste Strategy for Leicestershire and to bring this in line with the Governments Waste Strategy proposals.</p> <p>To support the process of a full review of the LMWMS, a public consultation should be undertaken for a period of 12 weeks.</p> <p>Each authority within the Leicestershire Waste Partnership (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. A consistent template report has been produced for the LWP, setting out the approach to the public consultation, including key elements to allow for all Partners to secure collective approval for the next stage of the process. Please note all District/Boroughs and the County Council in Leicestershire form the (LWP).</p> <p>Due to timings, the supporting documentation sign off will need to be approved and finalised by Chief Officers. The documents referred to in the report are all currently being finalised and are in draft form and subject to further review.</p>

Portfolio (holder)	Councillor Bateman
Corporate Priorities	Your Council – Innovative, Proactive and Efficient
Financial Implications	The public consultation exercise is being funded from a pre-existing Leicestershire Waste Partnership budget.
Environmental Implications	<p>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.</p> <p>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.</p> <p>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 Leicestershire Resources and Waste Strategy – (LR&WS) . The public and the statutory consultee bodies must be consulted on for the Environmental Report.</p> <p>It is important to note the strategy is high level and therefore non site specific.</p>
Legal Implications	For the purpose of this report, there are no legal implications
Equality Implications	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 and included in the Cabinet report scheduled for summer 2022.
Data Protection Implications	There are no data protection implications.
Consultation	A County wide approach to communications has been agreed.
Options	No further options, than those listed below in the body of the report.

<p>Background Papers</p>	<p>Consultation Questions</p>
<p>Recommendation</p>	<ol style="list-style-type: none"> 1. To support the process of a full review of the LMWMS, a public consultation should be undertaken for a period of 12 weeks. 2. Each authority within the Leicestershire Waste Partnership (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. A consistent template report has been produced for the LWP, setting out the approach to the public consultation, including key elements to allow for all Partners to secure collective approval for the next stage of the process, please see below. 3. In view of the above ,delegated authority to approve the documents in recommendation 2 above is delegated to the Director Communities and Wellbeing, following consultation with the portfolio holder.

1. Introduction

- 1.1. The Leicestershire Waste Partnership have commissioned Frith Resource Management (FRM) to undertake a full review of the Leicestershire Municipal Waste Management Strategy.
- 1.2. 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.
- 1.3. 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.
- 1.4. Following on from the national RWS two rounds of consultations have been released. These include the forthcoming changes 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 consultations have not yet been published.

- 1.5. Legislation to enable the policy changes within the RWS are contained within the Environment Act which received Royal Assent on 9 November 2021.

2. Key facts

- 2.1. All partner authorities will consider the approach to the public consultation in December 21/January 22 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 Cabinet along with a request for adoption of the strategy in summer 2022.
- 2.4. 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.
- 2.5. LWP comprises the County Council and the seven district councils and the city council (associate member).
- 2.6. 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.
- 2.7. The review of the LMWMS has considered the potential forthcoming legislative changes and these are reflected accordingly.
- 2.8. 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

2.9. To achieve the above the following steps are being undertaken;

Strategy Review Steps	Outputs
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

2.10. The draft headline strategy (to be known as the Leicestershire Resources and Waste Strategy – LR&WS) will form the basis of the consultation and be accompanied by a series of consultation questions. The updated draft LR&WS reflects the global current thinking and describes the recycling and waste management services which will be delivered by the LWP from 2022 to 2050.

The vision of the LR&WS is;

“To work towards a circular economy and contribute to 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”.

2.11. 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.

2.12. 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:

The Partnership will implement and promote separate food waste collections to all households, subject to confirmation of Government policy, legislation and funding. This will be as soon as required and 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.

3. Options to be considered

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

3.2. 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.

3.3. 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).

- 3.4. The collection options were also modelled using WRATE (The Waste and Resources Assessment Tool for the Environment) to determine the carbon impact as kg CO₂-eq savings.
- 3.5. 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 and attended by Officers and Councillors and are outlined in the table below in order of importance;

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

- 3.6. 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.

3.7. The overall results of this evaluation are presented below;

		<i>Business as Usual</i>	<i>Revised Baseline with Consistent Collection measures, EPR & 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
Total Score (with weighting applied)		94.8	140.5	133.6	153.8	135.7	120.3	125.4	132.2
Highest Number = Best Option									

Key:

1	2	3	4	5
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Worst performing

Best performing

- 3.8. 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.
- 3.9. Any costs and savings and recycling figures estimated in the report should not be used directly to justify specific costs of service changes. The figures are indicative and modelled in comparison to LWP estimated baseline costs on an annualised basis.

4. Consultation Process

4.1. 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 the Councils 'Have your Say' webpage.
- b. The consultation will be promoted by all authorities in the LWP.
- c. Targeted engagement with stakeholders via events whenever possible
- 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.

4.2. The full suite of documents for public consultation comprise of the following and are currently under review, these will be provided at a later date once agreed;

- j. The draft headline strategy
- k. The draft options appraisal report – evidence behind service changes/pledges within the headline strategy
- l. The draft environmental report – from the Strategic Environment Assessment (SEA) process
- m. Summary document