

CABINET – 9TH DECEMBER 2021

Report of the Head of Cleansing and Open Spaces Lead Member: Councillor Leigh Harper-Davies

Part A

ITEM 13 Consultation on the Draft Leicestershire Resources and Waste Strategy

Purpose of Report

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).

Recommendations

1. That the approach to the consultation is approved.
2. That delegated authority is given to the Lead Member for Community Support and Equalities to sign off of the documents that accompany the public consultation. These being the draft headline strategy, the draft options appraisal report and the draft environmental report.

Reasons

1. To ensure that the joint consultation can go ahead within the agreed timescales.
2. To ensure that the content of the consultation documents has been agreed.

Policy Justification and Previous Decisions

The LMWMS sets out how the Leicestershire Waste Partnership (LWP) intends to manage municipal waste. The Strategy was last updated in 2011. The 2011 LMWMS update 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.

Under the Waste and Emissions Trading (WET) Act 2003 all two tier local authorities are required to have in place a Joint Municipal Waste Management Strategy for the management of their municipal waste.

Implementation Timetable including Future Decisions and Scrutiny

All partner authorities will consider the approach to the consultation in December 21/January 22 before the consultation is launched.

It is anticipated that the consultation process will be launched in January 2022.

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.

Report Implications

The following implications have been identified for this report.

Financial Implications

The consultation exercise is being funded by a pre-existing Leicestershire Waste Partnership budget.

Equality and Diversity

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 which will be included in the Cabinet report scheduled for summer 2022

Sustainability

An assessment of how a strategy meets the aims of sustainable development will be delivered through an approach known as Strategic Environmental Assessment (SEA).

Risk Management

The risks associated with the decision Cabinet is asked to make and proposed actions to mitigate those risks are set out in the table below.

Risk Identified	Likelihood	Impact	Overall Risk	Risk Management Actions Planned
Some residents may have concerns around some of the collection options presented in the report.	Unlikely (2)	Minor (1)	Very Low (2)	Communications required to inform residents that the strategy does not commit the Council to a particular collection method.

Key Decision: No

Background Papers: None

Officers to contact: Matt Bradford
Head of Cleansing and Open Spaces
01509 634695
matthew.bradford@charnwood.gov.uk

Part B

Background

1. The Leicestershire Waste Partnership (LWP) have commissioned Frith Resource Management (FRM) to undertake a full review of the Leicestershire Municipal Waste Management Strategy.
2. The national Resources and Waste Strategy (RWS) was released in December 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.
3. The RWS outlines how the Government aims to make the UK more resource efficient and to move towards a more circular economy which keeps resources in use for longer. The Strategy covers the period until 2050 and includes the Circular Economy Package (CEP) target of 65% recycling rate of municipal solid waste by 2035.
4. Legislation to enable the policy changes with the RWS are contained within the Environment Bill which received Royal Assent on 9 November 2021.
5. The review of the LMWMS has considered the potential forthcoming legislative changes and these are reflected accordingly.

Joint Waste Management Strategy Review Process

6. The purpose of a waste management strategy is to:
 - a. Identify the baseline position – where are we now.
 - b. Outline where we want to be, and when by.
 - c. Articulate how this will be achieved.
7. To achieve the above the following strategy review 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

Proposed Public Consultation and Engagement Approach

8. It is proposed that a 12 week public consultation will be launched in early 2022. The planned approach to the consultation is outlined below:
 - a. An online questionnaire will be available through the LCC's 'have your say' webpage.
 - b. The consultation will be promoted by all authorities within the LWP.
 - c. Targeted engagement with key stakeholders via events wherever 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 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 consultations and ensure alignment.

9. The full suite of documents for public consultation exercise comprise of the following and are currently under review;
 - a. The draft Headline Strategy (the strategy) document.
 - b. The draft Environment Report (from the SEA process) .
 - c. The Options Appraisal – evidence behind service changes / pledges within the Headline Strategy.
 - d. Summary document.

Headline Strategy

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 accompanied by a series of consultation questions. The updated draft strategy 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 draft R&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"

11. This vision is supported by specific strategy objectives and a range of pledges that sit alongside national changes – setting a direction for long term management of material resources for the benefit of Leicestershire residents and communities.

12. The draft pledges 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 HWRCs and explore the development of re-use shops at suitable sites.

Strategy Pledge no. 4:

Subject to confirmation of Government policy, legislation and the provision of funding to support it, the Partnership will implement and promote separate food waste collections to all households. 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

Strategic Environmental Assessment (SEA)

13. 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.
14. The first stage of this SEA process was to scope out the key sustainability issues relevant to the LR&WS 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.
15. 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.

16. It is important to note the strategy is high level and therefore non site specific.

Options Appraisal

17. The national RWS included forthcoming changes that are anticipated to impact on local waste services, these are: 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 in essence is where the full cost of collection, recycling and disposing of packaging is met by producers of the packaging) and a move towards 'consistent' collections for all local authorities. The service implications of these policies have been included in the modelling.

18. The options modelled in the appraisal are as 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 latest Government consultation on consistent recycling collections (plastic, glass, metal, paper and card) • 'Free' garden waste collection for all WCAs • Separate weekly food waste collection for all households • Extended Producer Responsibility and Deposit Return Scheme come into effect as set out in consultation • 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 <p>OR</p> <ul style="list-style-type: none"> • 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.

19. Options 1 and 2 (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 practice and initiatives that the Partnership could deliver are contained within the draft headline strategy.
20. 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 Partnership when considering total net costs. Service changes are required in order 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 measures.
21. 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.
22. 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;

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

23. 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.

24. 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) Highest Number = Best Option		94.8	140.5	133.6	153.8	135.7	120.3	125.4	132.2

Key

1	2	3	4	5
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Worst performing

Best performing

25. All options result in an increase in kerbside recycling rate for the LWP. Option 5a scores highest overall for the assessment against the chosen criteria.
26. Any costs and savings and recycling figures estimated in the report should not be used to 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.

Partnership Working and Associated Issues

27. The LR&WS is a joint strategy for the County Council and the seven Leicestershire district and borough councils, which collectively comprise the LWP.