
Report to: Cabinet Member – Environmental Overview and Scrutiny Committee (Regeneration & Environmental Services) Cabinet
Date of Meeting 21 December 2011
17 January 2011
19 January 2011

Subject: Joint Recycling and Municipal Waste Management Strategy for Merseyside

Report of: Director of Built Environment
Wards Affected: All

Is this a Key Decision? Yes
Is it included in the Forward Plan? Yes

Exempt/Confidential No

Purpose

To adopt the Joint Recycling and Municipal Waste Management Strategy for Merseyside and the Sefton Council Waste Action Plan.

Recommendation(s)

That the Cabinet Member Environmental - supports and champions corporate adoption of the Joint Recycling and Municipal Waste Management Strategy for Merseyside and the Sefton Council Waste action Plan.

That Regeneration and Environmental Services Overview and Scrutiny Committee - consider and support the approval and adoption of the Joint Recycling and Municipal Waste Management Strategy for Merseyside and the Sefton Council Waste Action Plan.

That Cabinet:

1. Approves and adopts the Joint Recycling and Waste Management Strategy for Merseyside (appendix 1).
2. Approves and adopts the Sefton Council Waste Action Plan (appendix 2).

How does the decision contribute to the Council's Corporate Objectives?

	<u>Corporate Objective</u>	<u>Positive Impact</u>	<u>Neutral Impact</u>	<u>Negative Impact</u>
1	Creating a Learning Community		√	
2	Jobs and Prosperity	√		
3	Environmental Sustainability	√		
4	Health and Well-Being		√	
5	Children and Young People		√	
6	Creating Safe Communities		√	

7	Creating Inclusive Communities		√	
8	Improving the Quality of Council Services and Strengthening Local Democracy		√	

Reasons for the Recommendation:

Metropolitan Local Authorities have a duty under the Waste Emissions Trading Act 2003 to produce a Joint Recycling and Waste Management Strategy.

What will it cost and how will it be financed?

(A) Revenue Costs : There are no immediate financial costs as a result of this report, but Members are asked to consider the comments on future Financial Implications below, contained in paragraphs 23 - 28

(B) Capital Costs: See above

Implications:

The following implications of this proposal have been considered and where there are specific implications, these are set out below:

Finance FD 1208 Comments have been incorporated into the report	
There are no direct financial implications associated with this report but the Strategy once ratified will be a key material document for future project development and budget setting for the Authority.	
Legal LD 574/11 The adoption of a joint waste strategy is a statutory requirement under the Waste Emissions Trading Act 2003.	
Human Resources	
Equality	
1. No Equality Implication	<input checked="" type="checkbox"/>
2. Equality Implications identified and mitigated	<input type="checkbox"/>
3. Equality Implication identified and risk remains	<input type="checkbox"/>

Impact on Service Delivery:

The impact on Sefton Councils waste collection services is detailed in the Sefton Council Waste Action Plan in Appendix 2. The key elements of the Plan is to meet 50% recycling and composting of household waste by 2020 (currently 40%) by; Supporting waste reduction initiatives, introducing plastic and cardboard kerbside collection by no later than the 2014

statutory deadline, increasing the amount of food waste collected and composted, recycling collected bulky item materials, recycling / composting street sweepings.

What consultations have taken place on the proposals and when?

The Head of Corporate Finance & ICT (FD1208/11) and Head of Corporate Legal Services (LD 574/11) have been consulted and their comments have been incorporated into the report.

Are there any other options available for consideration?

The only alternative would be not to endorse the Joint Recycling and Municipal Waste Management Strategy. This option was rejected because the approval of a strategy is a statutory requirement

Implementation Date for the Decision

Following the expiry of the “call-in” period for the Minutes of the Cabinet/Cabinet Member Meeting

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Background Papers:

The documents that form the substance of the decision are available at

Appendix 1 -
<http://modgov.sefton.gov.uk/moderngov/documents/s36618/JRWMSAnnex1.doc.pdf>

Appendix2 -
<http://modgov.sefton.gov.uk/moderngov/documents/s36616/JRWMSAnnex2.doc.pdf>

Background papers can be found on the merseysidewda.gov.uk website or via contact with the above officer:

Consultation results
Waste Analysis
Strategic Environmental Assessment

Background

1. Under the provisions of the Waste and Emissions Trading Act 2003, Merseyside Waste Disposal (MWDA) and the Merseyside Waste Collection Authorities are required to produce a joint Strategy for the management of municipal waste. The Joint Recycling and Municipal Waste Management Strategy for Merseyside was first published in 2005 and then updated and approved each Merseyside Authority in early 2008.
2. A full review of the strategy commenced in 2009. The strategic focus of the review was to move waste management higher up the Waste Hierarchy in line with the EU Waste Framework Directive by supporting activities on waste prevention, re-use, recycling and composting whilst recognising the impacts these actions have on the amount of residual waste requiring treatment or disposal.
3. Members and officers from all Merseyside Metropolitan Councils and MWDA attended workshops in March 2010 and January 2011 to contribute to the development of the strategic objectives, targets and prioritised delivery options presented in the Strategy.
4. Between February and September 2011, MWDA officers gave a programme of presentations to scrutiny committees in each Merseyside district including Sefton Council. All scrutiny committees have supported the direction of the Strategy and their comments have been taken into account in the preparation of the final Strategy.
5. MWDA approved the final draft strategy "Resources Merseyside" (appendix 1) in November 2011 and it now requires formal adoption by each Merseyside Metropolitan Authority to become the agreed joint strategy.

Public Consultations and Key Findings

6. Two major public consultations have been undertaken to inform the development of the Strategy.
7. The "Don't Waste Your Say" campaign was a three-month consultation conducted between October 2010 and January 2011 by Enventure Ltd on behalf of the Merseyside and Halton Waste Partnership. Over 3000 residents were actively involved and considered the draft strategic objectives and delivery options.
8. The Draft Strategy public consultation was conducted between 27 July and 7 September 2011 using the "Don't Waste Your Say" website as a portal for online feedback from over **1180** directly consulted residents and stakeholders. Residents engaged in the earlier "Don't Waste Your Say" consultation were also invited to participate. Work was undertaken to raise awareness of the consultation to all residents

on Merseyside including media releases, radio adverts and newspaper advertorials and the provision of summaries and hard copies of the review document.

9. As part of the Strategic Environmental Assessment of the Strategy, a workshop was held for key stakeholders including the Environment Agency and Friends of the Earth in July 2011.

10. The key consultation findings from the Merseyside wide consultation demonstrated that:

- The majority of respondents support the direction of the Strategy;
- Support was focused around the development of waste prevention, education and recycling services including backing for higher levels of engagement with residents on the development of new services and to support behavioural change to deliver the Strategy;
- Satisfaction with current household waste management services was generally high and recognition was given to the progress made in Merseyside to increase recycling rates and reducing waste to landfill;
- Some concerns were expressed about specific delivery options such as changing the frequency of waste collections and charging for green waste collections, although the majority of Merseyside respondents had no specific concerns on the delivery options.
- There was a mixed Merseyside response to the introduction of food waste collections but wider support for action to reduce the amount of wasted food. There was support for more home composting as an option to manage both garden and food waste; and
- Residents expressed concerns about the quantity of packaging and an interest in being able to recycle a wider range of materials.

Joint Merseyside Recycling and Waste Strategy 2011- 2041

11. The format of the Strategy is in line with DEFRA guidance and contains six main chapters:

- **Chapter 1: Introduction** explains what the Strategy is and who has produced it. It details the focus and aims of the Strategy and information on the public consultation;
- **Chapter 2: Current Waste Management on Merseyside** explains how waste is managed now, recycling performance by districts and the amounts

and types of waste residents recycle or throw away. It also examines waste growth, trade waste and legislation and policy drivers;

- **Chapter 3: Facing the Future** looks at waste in the wider context of delivering resource efficiency and explores the opportunities and challenges facing Merseyside to be a place where nothing goes to waste;
- **Chapter 4: Results of the Strategic Environmental Assessment** which summarises the key findings from the Assessment and Environmental Report;
- **Chapter 5: Delivering the Strategy** sets out the Vision, Aims and Strategic Objectives, Targets, menus of Priority and Secondary Delivery Options and additional strategic recommendations; and
- **Chapter 6: Monitoring and Review of the Strategy** lists how the Partnership will monitor and report on the performance and delivery of the Strategy.

12. The focus of the final joint Strategy is as a headline strategic document and route map for Merseyside Metropolitan Councils and partners to deliver sustainable waste management, transform the waste agenda and move towards greater resource efficiency.

13. The key challenges and opportunities to be addressed over the next thirty years will be to:

- Prevent waste arisings and reduce the total amount of waste we produce;
- Maximise opportunities to re-use or repair goods;
- Recycle more;
- Increase treatment and recovery of waste;
- Support the pathway towards zero waste to landfill;
- Avoid any significant negative environmental impacts to air, water or land and reduce the ecological footprint of waste management;
- Engage, incentivise and collaborate with local communities and stakeholders;
- Recognise and develop the economic value and benefits of waste and resources;
- Take forward opportunities for joint working on waste management;
- Contribute to the low carbon economy and reduce the carbon footprint of waste management services; and
- Deliver effective education and communications to encourage residents and businesses to do more to reduce, reuse and recycle; and
- Reduce the ecological footprint of waste management.

14. Delivery of the Strategy will support residents and businesses on Merseyside to take the right actions, recognise the value of waste as an economic asset and waste

management can contribute to security for Merseyside in areas such as materials, energy and food.

15. The Strategy also reflects that we can't act in isolation and must face the future. As manufacturers and retailers redesign their products and seek to take back the resources they sell, Merseyside needs to be flexible in how local authority collected waste is managed and address the changing nature, volume and value of waste entering its systems and facilities.

16. A summary of the headline objectives and targets for the Merseyside Strategy are to:

- Recycle 50% of household waste by 2020;
- Reduce the amount of Local Authority Collected Municipal Waste landfilled to 10% by 2020 and 2% by 2030;
- Demonstrate continuous improvement in the reduction of carbon emissions from the local authority collected municipal waste management service on Merseyside (from a baseline of 33,384 tonnes of CO₂ in 2011);
- All waste management choices should seek to optimise carbon reduction and prioritise and capture materials that offer greater carbon benefits, wherever practicable;
- Maximise waste prevention and reduce the total amount of waste arising produced per household on Merseyside by 8% by 2030 (from 1,300kgs in 2009/10 to 1,227kgs in 2020 and 1,180kgs in 2030);
- Raise awareness and understanding of waste management issues to encourage and support residents and business organisations to change their behaviour and take part, particularly in waste prevention and resource efficiency activities; and
- Demonstrate continuous improvement in reducing the ecological footprint of local authority waste management services on Merseyside (from a baseline of 0.038 hectares per person in 2011).

17. Cabinet is requested to approve and adopt the Joint Recycling and Municipal Waste Management Plan "Resources Merseyside" attached at **Appendix 1**.

18. It is for each constituent Merseyside Local Authority to decide the best collection system and waste management schemes for their area to deliver the Strategy, based on their performance, available resources and in consultation with their local communities. Those delivery options will be identified and taken forward by each Merseyside

Metropolitan Council through their own Waste Action Plan which will form supplementary reports to the final Strategy.

19. The Sefton Council Waste Action Plan (attached as **Appendix 2**) sets out how Sefton Council will meet its elements of the joint strategy given its current starting point. Cabinet is asked to approve the Sefton Council Waste Action plan.
20. The key elements of the Sefton Council Waste Action Plan is to meet 50% recycling and composting of household waste by 2020 (currently 40%) by;
 - Supporting waste reduction initiatives
 - Introducing plastic and cardboard kerbside collection, by no later than the 2014 statutory deadline.
 - Increasing the amount of food waste collected and composted
 - Recycling collected bulky item materials
 - Recycling / composting street sweepings
21. A Merseyside Waste Disposal Authority Action Plan will be submitted to MWDA for agreement early in 2012 alongside a review of the Merseyside Waste Education and Awareness Programme to promote behavioural and cultural change to deliver the Strategy objectives.
22. The aim is to have the Strategy fully ratified by all councils on Merseyside and published by the end of March 2012. This timescale is important to continue to demonstrate Council commitment to partnership working. The joint strategy will be part of the evidence for the submission of the Final Business Case to DEFRA for £90m PFI credit draw down to support the current procurement of the Resource Recovery Contract (Waste to Energy procurement).

Financial Implications

23. The UK is required to meet legally binding European Landfill Directive and Waste Directive targets to effectively cease the landfill of biodegradable waste (to reduce climate change gas emissions) and recycle 50% of household waste (for sustainable resource use) by 2020. Failure to meet key targets could result in EU infringement penalties (fines) being imposed on the UK Government. European Fines for breach of Directive targets can be £0.5 million per day.
24. The recent Localism Act 2011 has created the provision for any European fine imposed on the UK to be passed on to those local authorities who by their default have contributed to the collective UK underachievement. MWDA is accountable for the

achievement of the Merseyside waste targets to Government. However, MWDA is directly funded by the constituent Merseyside Metropolitan Councils with approximately 20% of their total costs being funded by Sefton Council through the waste disposal levy apportionment mechanism. Any fine reaching MWDA as a result of joint Merseyside underachievement would have a direct financial implication for Sefton Council under the current waste disposal levy apportionment calculation methodology.

25. The approval of this strategy affects all of the Merseyside Authorities in achieving the necessary reductions in the level of household waste going to landfill and for achieving the 50% recycling target. Paragraph 22 above, specifically refers to commitment to this strategy being used by MWDA in presenting its final business case for the drawdown of the provisionally approved £90m PFI allocation from DEFRA to assist the funding of an Energy from Waste facility for Merseyside's unrecyclable household waste. MWDA is at the final stages of the European rules procurement of the Resource Recovery Contract. The Resource Recovery Contract procurement is said to be one of the largest waste procurement exercises in Western Europe and has taken several years to get to this point. Contract closure is expected by the end of 2012. The commissioned facility will not be in Merseyside.
26. Members will recall previous reports that have clearly indicated that due to the annual increase in landfill tax the costs of **not** providing alternative waste disposal to landfill, for the waste that cannot be recycled, will cost considerably more than doing so. Also failure to provide an alternative to landfill disposal or reach the joint Merseyside 50% recycling target could see Sefton directly share any potential European Union fine imposed.
27. Members will be aware that the Resource Recovery Contract procurement has been a long standing commitment and the costs for providing the facility will be met through the Waste Disposal Levy (assisted by the PFI allocation). Indeed, gradual increases to the Waste Disposal levy have been made in this respect over the last few years in order to help alleviate the future associated costs of the contract once commissioned.
28. These issues are included in the Council's risk plan and the Medium Term Financial Planning mechanism has accounted for the associated levy increases as the costs of waste disposal inevitably increase.