

Wiltshire Council

Cabinet

19 November 2019

Subject: Household Waste Management Strategy

Cabinet Member: Cllr Bridget Wayman Cabinet Member for Highways, Transport and Waste

Key Decision: Key

Executive Summary

In 2017 the council carried out a county-wide consultation to help develop a new household waste management strategy. The waste management service engaged with Environment Select Committee to propose a draft Household Waste Management Strategy and the format for annual performance reports and annual action plans. The current drafts of these documents are appended to this report.

This report confirms that the waste hierarchy upon which the strategy is based continues to remain central to environmental legislation and prioritises those waste management practices which are more environmentally sustainable than sending waste to landfill, which is the option of last resort.

Reference in the report (paragraphs 9 to 13) is made to the government consultations which commenced in February 2019 and the government responses to the results of the consultations which were published in July 2019 on the following:

- a) Reforming the UK packaging producer responsibility system
- b) Consistency in household and business recycling collections in England
- c) Introducing a deposit return scheme in England, Wales and Northern Ireland
- d) Introduction of a plastic packaging tax.

This report also refers to the publication by government of the Environment Bill on 15 October 2019 and highlights the requirement to collect food waste at least once a week. Proposals will be subject to further consultation.

During 2018-19 recycling performance fell to 42.63% compared to performance in 2017-18 which was a consequence of the dry summer resulting in a fall of garden waste composted by 2,100 tonnes. This was despite an increase in the number of tonnes of dry recyclable materials collected of more than 700 tonnes. The end use register for 2018-19 showing the destination of all the materials collected has been published and is appended to this report.

Other key performance indicators for 2018-19 are:

- a) the council sent less than 16% of the waste it collects to landfill
- b) 86% of Wiltshire's roads were predominantly free of litter and 80% free of detritus
- c) Reports of fly tipping fell from a high point of 3,167 in 2017-18 to 2,822 in 2018-19.

The annual action plan for 2019-20 refers to introducing changes to the kerbside collection of recyclable materials. There will be a full communications programme to ensure residents are aware of the changes.

The report confirms engagement with Overview and Scrutiny and the changes made, as requested by Environment Select Committee, to include an update on the action plan from the previous year. It also notes the encouragement from Environment Select Committee to work towards providing a food waste collection service for the county.

Proposal(s)

That Cabinet:

- i) Notes and approves the draft strategy; and
- ii) Refers the strategy to full Council with a recommendation for final approval by the Council as part of the Council's Policy Framework.

Reason for Proposal(s)

There are significant changes anticipated in the legislative framework which governs the delivery of waste management services which would result in the council having to make decisions about the services it delivers in order to remain compliant with statutory requirements. This could impact on the waste and recycling services delivered to all Wiltshire households. It is therefore appropriate that the strategy be approved by full Council to ensure that all aspects of the council abide by the strategy with any proposed deviations having to be approved by a majority of full Council.

Alistair Cunningham OBE
Executive Director Growth, Investment and Place

Wiltshire Council

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Purpose of Report

1. To:
 - a) Provide an updated draft of the Household Waste Management Strategy 2017-27 for comment
 - b) Report on performance of the waste management service during 2018-19
 - c) Propose an action plan for the waste management service for 2019-20for comment by members of Cabinet prior to referral to full Council for approval.

Relevance to the Council's Business Plan

2. A key priority is strong communities. We want people in Wiltshire to be encouraged to take responsibility for their well-being, build positive relationships and to get involved, influence and take action on what's best for their own communities. One of the council's goals is high recycling rates and reduced litter. Supporting local communities on issues such as fly tipping and littering, which are costly to address, is also important. We will support community initiatives such as litter picks and activities that reduce waste.

Background

3. In 2017 the council carried out a county-wide consultation to help develop a new household waste management strategy. A report was presented to Environment Select Committee at its meeting held on 18 January 2018 which set out that 3,875 responses had been received to the consultation. The report gave an overview of the results of the survey and the key themes emerging from the consultation.
4. A report was presented to Environment Select Committee at its meeting held on 26 June 2018. Appended to the report was a draft strategy, an annual performance review 2017-18 and an annual action plan 2018-19. The committee resolved to endorse the draft strategy.

5. The Government (via the Department for Environment, Food and Rural Affairs (Defra) published a resources and waste strategy on 18 December 2018 along with notification of a number of consultations which Defra intended to carry out in 2019.
6. The consultations commenced in February 2019 and ran for 12 weeks. The council submitted individual responses and engaged with Association of Directors of Environment, Economy, Planning and Transport and the National Association of Waste Disposal Officers to inform their responses. The consultations were
 - a) Reforming the UK packaging producer responsibility system
 - b) Consistency in household and business recycling collections in England
 - c) Introducing a deposit return scheme in England, Wales and Northern Ireland.At the same time HM Treasury published a consultation on the introduction of a plastic packaging tax.
7. The government responses to the results of the consultations were published in July 2019.

Main Considerations for the Council

8. The service reviewed the government responses to the results of the consultation documents and at present sees no reason to recommend changes to the vision and priorities outlined in the council's strategy. The waste hierarchy upon which the strategy is based continues to remain central to environmental legislation and prioritises those waste management practices which are more environmentally sustainable than sending waste to landfill, which is the option of last resort. The section of the draft household waste management strategy on national policy and legislation has been updated to reflect the government responses see appendix 1. Key points and next steps are set out below.

Reforming the UK packaging producer responsibility system

9. Government intends to introduce an extended producer responsibility scheme for packaging in 2023. Defra has taken primary powers in the Environment Bill to enable them to implement new extended producer responsibility (EPR) systems. They plan to bring forward detailed proposals on the specific nature of an EPR system for packaging and associated secondary legislation for consultation in 2020. This should lead to an increased demand for recyclable materials to be used in the production of new packaging.

Consistency in household and business recycling collections in England

10. Government will work with local authorities and other stakeholders to develop more detailed regulations and guidance to implement

consistency in recycling. Defra anticipate bringing forward more detailed proposals early in 2020 and implementing the necessary changes to achieve greater consistency in household and business recycling as soon as possible thereafter. The target year for measures to come into effect from is 2023. The key impacts for Wiltshire Council would be the proposal to mandate weekly collections of food waste and the consideration being given to the provision of fortnightly free of charge garden waste collections.

Introducing a deposit return scheme in England, Wales and Northern Ireland

11. Government also intends to introduce a deposit return scheme in 2023. The expectation is that there will be a further consultation on the detail of the scheme in early 2020. The key impact for Wiltshire Council would be the loss of plastic bottles, steel and aluminium cans and glass bottles from the collection of dry recyclable materials.

Introduction of a plastic packaging tax

12. For all areas of the plastic packaging tax design, government will continue to consider which approaches will best support the objectives of the tax, are most administratively feasible and do not have a disproportionate impact on business. HM Treasury will also continue to work closely with Defra to ensure that the plastic packaging tax complements the reforms to the packaging producer responsibility regulations and proposals for consistent collection of waste in England and a potential deposit return scheme for drinks containers. The government had intended to set out the next steps at Budget 2019. HMRC will publish a technical consultation on the detail of the tax design at a later date, and publish draft legislation for consultation in 2020.
13. Wiltshire Council will continue to engage with government on the further development and subsequent consultations on these proposals. Once there is certainty on the detail of implementation the council will need to review and amend its household waste management strategy and services to ensure compliance with any new legislation.

Publication of the Environment Bill

14. The Environment Bill was introduced to Parliament on 15 October 2019. The bill establishes a regulatory body, the Office for Environmental Protection, to hold the government and public bodies to account and to set legally binding environmental improvement targets.
15. The bill aims to transform the way we manage our waste through providing powers to ensure that producers take responsibility for the waste they create, introducing a consistent approach to recycling, tackling waste crime, introducing bottle deposit return schemes and more effective litter enforcement. Powers to introduce new charges will minimise the use and impacts of single use plastics. It remains

government's intention that measures come into effect in 2023 as outlined in the paragraphs above.

16. The bill requires local authorities to collect the following recyclable household waste separately:

- a) Glass
- b) Metal
- c) Plastic
- d) Paper and card
- e) Food waste and
- f) Garden waste.

In addition, recyclable household waste which is food waste should be collected at least once a week. The explanatory notes to the bill state that the circumstances in which it is not technically or economically practicable to separate waste streams, or it would have no significant environmental benefit, will be set out in statutory guidance and subject to consultation.

Annual Performance Review 2018-19

17. Since 30 July 2018 residents have been able to recycle plastic pots, tubs and trays and food and drink cartons from the kerbside by adding these materials to the blue lidded bin. The tonnes of dry recyclable materials collected from the kerbside in 2018-19 increased by more than 700 tonnes to over 40,400. Although the cartons are a lightweight material the council has collected over five million to date since the service was introduced.
18. Alongside the increase in the tonnes of dry recyclable materials collected, there was a decrease in the tonnes of garden waste collected at the kerbside in 2018-19. This reduced by over 2,100 tonnes compared to 2017-18 with fewer tonnes collected month by month from July to October last year. The reduction contributed to a fall in recycling performance to 42.63% in 2018-19.
19. The council published the end use register for the first time for 2017-18 showing the destination of all the waste and recyclable materials collected that year. The end use register for 2018-19 has now been published. This is attached at appendix 3.
20. A strategic aim for the council is to reduce the waste sent to landfill as this is widely recognised as being the least environmentally sustainable way of managing waste. All the waste services and contracts the council has in place are designed to ensure that the amount of waste sent to landfill is reduced. Through improvements to waste prevention information and recycling services and diverting a significant proportion of non-recyclable household waste to energy from waste plants, the council now sends less than 16% of Wiltshire Council's collected waste to landfill each year. This is a significant reduction compared to previous years.

21. In 2018-19 there was a significant improvement in the percentage of Wiltshire roads which were predominantly free of litter and detritus, with 86% being predominantly free of litter and 80% being free of detritus. Reports of fly tipping fell for the first time in some years to 2,822 compared to a high point of 3,167 in 2017-18.

Annual Action Plan 2019-20

22. The annual action plan 2019-20 is attached at appendix 4. This action plan documents priorities and activities for the waste service team for the coming year. It also outlines how the service will develop within the next year to meet the strategic aims and priorities within the overarching strategy. Some of the actions from 2018-19 continue in 2019-20 as they are part of longer term programmes to improve services for residents and to enable the council to achieve its vision of working towards zero avoidable household waste in Wiltshire.
23. A key action for 2019-20 is to introduce changes to the kerbside collection of recycling, including introduction of a comingled collection service with paper, cardboard, plastic bottles, pots, tubs and trays, cans and food and drink cartons collected from the blue lidded bin and glass from the black box. To achieve this the service will effectively communicate the changes in collection services and collection dates to residents, ensuring that they are aware of the changes and the importance of collecting high quality recycling. There will be renewed focus on working with community area boards, the corporate communications team, customer services and other key stakeholders to achieve this.

Overview and Scrutiny Engagement

24. At its meeting held on 3 September 2019 Environment Select Committee considered an update report on the draft Household Waste Management Strategy. The committee supported the report, subject to future reports including an update on progress made against the action plan in previous years. Appendix 2 now includes a review of the action plan for 2018-19 setting out progress against each of the actions identified. The committee also encouraged the Executive to work towards providing a food waste collection service for the county.

Safeguarding Implications

25. There are no safeguarding implications arising from this report.

Public Health Implications

26. There are no public health implications arising from this report.

Procurement Implications

27. There are no procurement implications arising from this report.

Equalities Impact of the Proposal

28. There is no equalities impact arising from this report.

Environmental and Climate Change Considerations

29. There are no specific environmental and climate change considerations arising from this report. The council's household waste management strategy continues to prioritise reducing the waste sent to landfill as landfill is widely recognised as being the least environmentally sustainable way of managing waste.

Risks that may arise if the proposed decision and related work is not taken

30. The strategy provides a framework within which decisions about the waste management service will be made. If the decision to adopt the strategy is not taken the council would still need to make decisions to enable it to comply with its statutory duties as a waste disposal authority and waste collection authority.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

31. There are no risks arising from the decision to adopt the strategy.

Financial Implications

32. There are no financial implications arising from this report. Actions identified are subject to separate decisions and should be delivered in accordance with allocated budgets.

Legal Implications

33. The Council operates under a Budget and Policy Framework as set out in Part 3 of its constitution.
34. The effect of having a policy, strategy or plan approved by Council means that all aspects of the Council (i.e. Council committees, Cabinet, Cabinet committees, Cabinet members and officers) are obliged to abide by that policy, strategy or plan and if any part of the Council wished to deviate from that policy, strategy or plan they would have to have that deviation approved by a majority of full Council.

Workforce Implications

35. There are no workforce implications arising from this report.

Options Considered

36. a) Not to adopt a strategy for the management of household waste
b) To adopt a strategy for the management of household waste but not to refer it to full Council for approval

c) For Cabinet to approve the draft strategy and refer it to full Council for approval.

37. There is no statutory requirement to adopt a strategy. However, there are significant changes anticipated in the legislative framework which governs the delivery of waste management services which will result in the council having to make decisions about the services it delivers in order to remain compliant with statutory requirements. This could impact on the services delivered to all Wiltshire households. It is therefore appropriate that the strategy be approved by full Council to ensure that all aspects of the council abide by the strategy with any proposed deviations having to be approved by a majority of full Council.

Conclusions

38. The report sets out key considerations for reviewing the council's household waste management strategy, including government's response to the results of consultations carried out in 2019 and the publication by government of the Environment Bill. The report contains a draft Household Waste Management Strategy, including a performance report for 2018-19 and an action plan for 2019-20 for approval by Cabinet and referral to full Council for final approval and adoption.

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Appendices

Appendix 1: Draft Household Waste Management Strategy
Appendix 2: Draft Annual Performance Report 2018-19
Appendix 3: End Use Register 2017-18
Appendix 4: Draft Annual Action Plan 2019-20

Background Papers

None