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Report

Subject : Wiltshire Wide Joint Waste Strategy - Adoption

Report to : The Cabinet

Date : 07 June 2006

Author : Bob Chequer

Cabinet Member for Environment & Transport : Councillor Dennis Brown

1. Purpose of Report

- 1.1 Apprise members of the Draft Joint Municipal Waste Management Strategy for Wiltshire 2006¹ (JMWMS), incorporating amendments made in response to comments received during public consultation² as attached **Appendix 1**.

Note:

¹ Submitted to Cabinet as a consultation document in November 2005.

² A copy of the report on consultation showing the changes proposed to the JMWMS in response to comments received is available from the council's Waste Management Officer.

- 1.2 Recommend to Full Council the adoption of the Joint Municipal Waste Management Strategy for Wiltshire 2006.

2. Background

- 2.1 The Waste Emissions Trading (WET) Act 2003 (Section 32) requires Waste Collection and Disposal Authorities in two tier areas of local government to have in place a joint strategy for the management of municipal waste and to send a copy to the secretary of state.

- 2.2 The Wiltshire waste authorities are currently exempt from this requirement, due to their recycling performance against statutory targets in 2003/04 (s 33 WET Act 2003). However, there are a number of reasons for producing a joint strategy now:-

- 2.2.1 Wiltshire County Council's 2002 strategy, although produced in consultation with the Waste Collection Authorities, is not a formal joint strategy and is now in need of updating.
- 2.2.2 There is a need to provide up to date and long-term objectives and targets for the Wiltshire Waste Partnership, to guide business plans and further service improvements.
- 2.2.3 Exemption from the WET Act 2003 would end if its rather complex future requirements were not met; if no strategy was in place, it would be required urgently and production costs would have to be met.
- 2.2.4 The JMWMS will be instrumental in making bids for government support for future service improvements.



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Housing Services
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- 2.3 Work on an updated strategy commenced in March 2004. The main technical process used was an investigation of Best Practicable Environmental Option (BPEO), which was the recommended procedure at that time. Since then, the introduction of Environmental Assessment procedures has led to new rules, which will govern the production of future strategies. However, under the Regulations, strategies commenced before July 2004 and submitted for adoption before 21st July 2006 can be adopted without the new environmental assessment procedures³.

In practice the strategic issues normally covered by environmental assessment have been addressed during the BPEO process. Considerable time and other resources have been spent in preparing and consulting upon the current draft JMWMS.

Note:

³ SI 2004 No. 1633 The Environmental Assessment of Plans and Programmes Regulations 2004

- 2.4 This strategy supports our political priority of improving waste management and indeed our own waste strategy.
- 2.5 References to the Salisbury District Council Recycling Plan are based upon the four-year plan "Improving Waste Management & Meeting Recycling Targets" adopted by Cabinet on the 5th May 2004.
- 2.6 The Wiltshire Waste Forum have been involved in the preparation of the JMWMS throughout the process, approving the Consultation Draft in September 2005 and the amended JMWMS following consultation (As appendix 1) in January 2006. Salisbury District Council's representatives on the Forum include the Cabinet Member for Environment & Transport, Head of Environmental Services and the Waste Management Officer.
- 2.7 All comments received by council officers from Members, members of the public and representatives of parish / town councils as a result of the consultation exercise were collated and forwarded to Wiltshire County Council's Waste Services Manager.

3. Incorporated Amendments

- 3.1 Strategy Principle 5. This is to refer to the role of partnership working with the private sector in the provision of facilities. (Appendix 1 page 8)
- 3.2 Addition of a table to the supporting text for Principle 1, illustrating the effect of the 1% waste minimisation target on waste tonnage and tonnage per head of population. (Appendix 1 page 5)
- 3.3 Clarification of the table in the supporting text to Principle 3, to focus on the forecast gap between a recycling target of 50% by 2020 and Wiltshire's LATS allowance. (Appendix 1 page 6)
- 3.4 Policy 2 – to refer to increased public participation by means of information, education and incentivisation. (Appendix 1 page 8)
- 3.5 Policy 8 – to refer to the national planning context, as well as local and regional. (Appendix 1 page 8)
- 3.6 Policy 10 – to refer to Community Plans. (Appendix 1 page 8)

4. Environmental Impact of the Proposed Strategy.

- 4.1 The JMWMS has been subject to Best Practicable Environmental Option (BPEO), which has identified the mix of services proposed as being the most advantageous in environmental terms.

4.2 The JMWMS meets the 5 principles set out in the recently issued “guidance on Municipal Waste Management Strategies (DEFRA July 2005):

- 4.2.1 The community and authorities should take responsibility for the waste produced
 - 4.2.2 There should be a systematic consideration of options for waste management
 - 4.2.3 The preparation process should engage the local community and key stakeholders
 - 4.2.4 The environmental impact of options – both short and long term – should be assessed
 - 4.2.5 Proposals should provide the most support for objectives to break the link between economic growth and waste, drive waste management up the waste hierarchy, increasing use of waste as resources and reducing disposal to landfill, protect human health and the environment and provide a long term strategy and a basic “route map” for service developments.
- 4.3 The guidance does not require joint strategies to provide details of action and delivery. In Wiltshire, the WWP Business Plan and successive reviews will fulfil this role. The Business Plan for 2005 – 2006⁴ was published in September 2005 and the WWP Officer Group is currently working on the 2006 – 2009 Business Plan. The WWP Business Plan is based upon each individual authority’s plans and targets that will include this council’s plans to introduce an Alternate Week Collection service.

Note:

⁴ A copy of the 2005 – 2006 Wiltshire Waste Partnership Business Plan is available from the council’s Waste Management Officer.

5. Risk Assessment

- 5.1 The JMWMS is based on the Best Practicable Environmental Option (BPEO) analysis and its main principles have been supported by most consultees. It reflects the strategic factors prevailing upon local government waste management services. For these reasons, no particular risks have been identified for adopting the JMWMS.

6. Financial Implications

- 6.1 The JMWMS sets demanding targets for service improvement which will have implications for the budgets and medium term financial plans of the waste collection and disposal authorities. However, the main proposals are made to meet statutory recycling and composting targets and to avoid incurring very high costs for landfilling in excess of Wiltshire’s allocation under the Landfill Allowance Trading Scheme (LATS). Adoption of the JMWMS will enable the WWP to provide mutual support where possible, notably the support from County to District Councils to offset the costs of introducing new collection services.

The financial implications for Salisbury District Council are included in the council’s Medium Term Financial Strategy.

7. Management Team Comment

- 7.1 The Management Team very much welcome the waste strategy. It provides a clear direction for the future local management of an international problem. We also look forward to seeing how the strategy can be translated into practical actions on the ground. It is understood that this will be outlined in the business plan, which will be considered at a future Cabinet meeting. Given the significant scale of the problem and its prominence in Salisbury as a political priority, it has been disappointing that communication between the county council and district on particular issues that directly affect the district has not been effective. The strategy rightly recognises the importance of partnership working between the organisations and it is hoped that following discussions with the county council, relevant councillors and officers will be able to directly influence waste management matters fully in the district.

8. Recommendations:

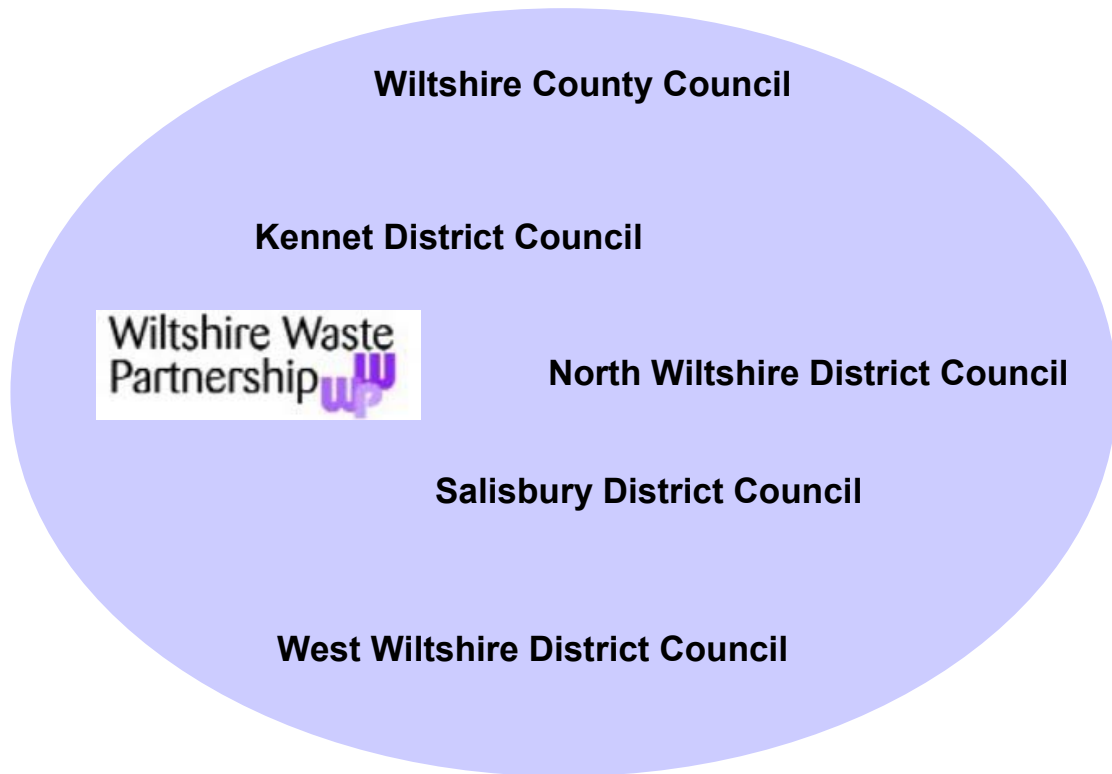
- 8.1 That Cabinet approves the Draft Joint Municipal Waste Management Strategy for Wiltshire 2006¹ (JMWMS), incorporating amendments made in response to comments received during public consultation² as attached Appendix 1.
- 8.2 Recommend to Full Council the adoption of the Joint Municipal Waste Management Strategy for Wiltshire 2006.

9. Background Papers

- 9.1 Report on consultation showing the changes proposed to the JMWMS in response to comments received is available from the council's Waste Management Officer or on the Wiltshire Waste Partnership website www.wasteinwiltshire.com
- 9.2 Background Report and supporting papers for the Joint Municipal Waste Management Strategy available from the council's Waste Management Officer or on the Wiltshire Waste Partnership website www.wasteinwiltshire.com
- 9.3 The 2005 – 2006 Wiltshire Waste Partnership Business Plan is available from the council's Waste Management Officer or on the Wiltshire Waste Partnership website www.wasteinwiltshire.com

10. Implications:

- | | |
|--------------------------------|---|
| • Key decisions | : None |
| • Financial | : Included in the council's Medium Term Financial Strategy. |
| • Legal | : Contained in report. |
| • Human Rights | : None |
| • Personnel | : None |
| • Community Safety | : None |
| • Environmental | : contained in report |
| • Council's Core Values | : excellent service, environmentally conscious, and a willing partner |
| • Wards Affected | : All |



Wiltshire Joint Municipal Waste Management Strategy 2006

Foreword

Society now recognises that raw materials are not in infinite supply and the environment is not an indestructible sink for emissions, pollution and waste. EU and government policy, backed by stiff financial penalties seeks a rapid move away from landfill towards more use of waste as a resource. Despite this, individuals continue to produce increasing amounts of waste, with each household in Wiltshire producing approximately one tonne of waste on an annual basis which is above the national average. We therefore need a radical rethink of how to reduce the amount of waste we produce, and put more of our waste to productive use. The more we reduce, reuse and recycle the fewer waste treatment facilities will be required. Together we can make a difference.

Wiltshire's authorities have recognised this problem and have taken steps to minimise the impact on our County by producing this Joint Municipal Waste Management Strategy (JMWMS).

The adopted JMWMS is the product of a partnership between the County Council and District Councils and is intended to reflect the emerging policies across Wiltshire. As a range of stakeholders, including householders, all have a crucial role to play in the delivery of such policies the councils have sought to consult widely and the responses to this consultation have helped shape the adopted Strategy.

T.R. Sturgis
Chairman Wiltshire Waste Partnership
and
Cabinet Member for Planning and Waste, Wiltshire County Council

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1. Executive Summary

- 1.1. Wiltshire's Joint Municipal Waste Management Strategy (JMWMS) needs to take account of rapid developments in waste services locally and nationally. Particular drivers include the Landfill Allowance Trading Scheme (LATS) which aims to greatly reduce the landfilling of biodegradable municipal waste (BMW), and the Wiltshire Strategic Board's (WISB) objective of making Wiltshire the most waste efficient County by 2014.
- 1.2. Wiltshire's Local Authorities will use the JMWMS to guide the development of waste collection and disposal services. They will work together within the aims of the Wiltshire Waste Partnership (WWP), which will provide advice to the Wiltshire Strategic Partnership (WISB). The WWP will also produce Business Plans to manage the implementation of targets set out in the JMWMS. The Business Plans will deal with operational issues and service developments in more detail than would be possible within the JMWMS.
- 1.3. Wiltshire has experienced a rapid growth in municipal solid waste (MSW), rising at a rate above the national average. For this reason the WWP has embarked on an ambitious programme of waste minimisation with a goal of minimising waste by 1% year on year. Much of this work is undertaken by the Wiltshire Wildlife Trust, which works closely with the WWP.
- 1.4. Wiltshire has made rapid progress in providing new recycling and composting services for MSW. The recycling rate has doubled over the last 5 years, and in 2005/06 is approximately 31.5%. However, forecasts prepared for the Best Practicable Environmental Option (BPEO) for analysis of future options for LATS allowances allocated to Wiltshire and for the preparation of the Waste Local Plan, all point to the need for further substantial development of recycling and composting services. In addition, the forecasts highlight the need for substantial secondary recovery capacity (for example Energy from Waste, including incineration, or Mechanical/Biological Treatment), to reduce landfill. Much of this will be required by 2010 if the costs of LATS penalties are to be avoided.

- 1.5. An ambitious target is proposed for further developments of recycling and composting: an increase from 31.5% in 2005/06 to 50% by 2020. This is in conformity with the Regional Waste Strategy (RWS) and reflects the findings of the Wiltshire BPEO and work undertaken on the Waste Local Plan (WLP), that recycling and composting should be maximised.
- 1.6. This report is supported by a Background Document explaining the main factors addressed by the Strategy, plus a number of supporting technical documents. Appropriate reference is made to these throughout the report. All data contained within the reports were accurate at the point of authoring and some improvements have been achieved since. It is also important to emphasise that the JMWMS should not be read in isolation as it links to the Waste Local Plan, Regional Waste Strategy and the Regional Spatial Strategy.
- 1.7. This JMWMS represents a forward looking vision towards a more sustainable future for Wiltshire. It is the foundation to taking a major step forward in true partnership working within the County. Although, on the surface, the main partners are the District Councils and the County Council, there are others who, with their involvement, are essential to turn vision into reality. These include the Wiltshire Wildlife Trust, contractors, developers of new technologies, community groups and householders, who will play a crucial role in achieving higher recycling rates and greater sustainability in waste management. All these partners will play an important role in turning the strategy into reality.

2. Proposals highlighted in the Joint Municipal Waste Management Strategy - 2005 to 2020

- 2.1. The JMWMS for Wiltshire is based on the objectives set out in section 3.1 and the assumptions in section 3.3 of the Background Report (Available on the Wiltshire Waste Partnership website www.wasteinwiltshire.com) Proposals build on existing commitments, and public support for waste minimisation, recycling and composting. They reflect the findings of the Wiltshire BPEO study and other studies and forecasts. These principles will help define how future treatment capacity and collection services develop. However, the operational evolution of these services will be defined within the supporting WWP Business Plan.
- 2.2. The Wiltshire Waste Partnership will work together and with the Wiltshire Wildlife Trust and appointed contractors, to:

Principle 1:
Support and encourage the minimisation/re-use of MSW by Wiltshire's householders, local authorities and businesses in pursuit of an objective to reduce waste growth to 1% less than the forecast growth rate¹ each year, illustrated in the table below:

¹ Wiltshire's MSW is growing at approximately 4% each year (2005). It is forecast to continue to grow at this annual average rate until 2011, and thereafter to grow at a declining rate, reaching a nil growth rate by 2015

	Year	Pop'n	H'hld Waste*	Tonnage per head of pop'n pre-minimisation target	Tonnage per head of pop'n with 1% minimisation target
Actual*	2001/02	433,508	202,873	467.98	
	2002/03	437,321	219,206	501.25	
	2003/04	440,661	218,184	495.13	
	2004/05	445,153	226,885	509.68	
Forecast	2005/06	449,632	238,265	529.91	524.81
	2006/07	454,271	247,796	545.48	534.99
	2007/08	459,146	257,708	561.28	545.13
	2008/09	463,115	268,016	578.72	556.62

Note * H'hld waste figure adjusted to take account of definition changes between 2001 and 2005.

2.3. Examples of actions to be taken:

- 2.3.1. working with schools to educate young people about waste issues, in particular purchasing decisions, re-use and recycling (Waste Action)
- 2.3.2. Encouraging home/community composting and the use of re-usable nappies
- 2.3.3. Providing local directories for waste re-use and recycling opportunities
- 2.3.4. Supporting a development network of re-use services in Wiltshire, to extend the life of household items such as furniture and electrical goods
- 2.3.5. Encouraging waste efficiency and recycling in the commercial sector
- 2.3.6. Utilising Local Plan polices when working with developers to carry out waste audits as part of any new development

Principle 2:

Carry out the separate collection of recyclable and compostable waste materials for reuse purposes, supported by publicity campaigns to encourage the use of these services by householders, to be consistent with the following targets for Wiltshire:

- 2005/06 – 33% of household waste recycled and/or composted (WWP target²)
- 2010/11 – 40% of household waste recycled and/or composted (WWP interim target)
- 2019/20 – 50% of household waste recycled and/or composted (WWP target³)
- 2010/11 – 95% of households served by kerbside collection of multiple recyclables⁴
- 2010/11 – All collections of residual waste to be fortnightly

Principle 3:

Recover sufficient waste tonnage to reduce Wiltshire’s reliance on landfill for biodegradable waste under the Landfill Allowance Trading Scheme (LATS), as follows:

Year	LATS tonnage allocation for biodegradable MSW (per annum/rounded)	The gap between forecast waste and the LATS allowance required recovery tonnage additional to recycling/composting target ⁵
2005/06	134,000	-
2010/11	82,800	76,000
2015/16	54,100	122,000
2019/20	43,400	118,000

2.4. Increased recovery will be pursued by recycling and composting, plus the use of secondary recovery methods identified in the Regional Waste Strategy

² The former BVPI target of 33% by 2005/06 has been capped by Central Government at 30%. However, 33% has been retained as a local target.

³ Consistent with the SW Regional Waste Strategy target of 45% of MSW recycled and/or composted. For information, current forecasts indicate that the recycled and/or composted tonnage will need to increase from 27.5% in 2004/05 to 30% in 2005/06, 40% in 2010/11 (132,000 tonnes) and 50% in 2020/21 (182,000 tonnes)

⁴ Household Waste Recycling Act 2003 requires WCAs to collect at least 2 types of recyclable waste by 2010

⁵ The forecast recovery tonnage reflects the proposal for recycling and composting performance of 50% by 2020 (maximised)

BPEO⁶ and the Wiltshire BPEO, i.e. mechanical and biological treatment (MBT) and/or Energy from Waste (including incineration, pyrolysis, gasification and other technologies as they become available) or biological treatment (including in-vessel composting and anaerobic digestion and other technologies as they become available), with landfill to be increasingly considered as an option of last resort.

Principle 4:

Increase MSW management facilities in pursuit of recycling, composting and overall recovery targets, as follows:

Facilities required to meet targets up to 2010/11

- Maximisation of capacity at the Compton Bassett MRF (25,000 tonnes per annum)
- Maximisation of capacity at the Compton Bassett outdoor composting facility (30,000 tonnes per annum)
- Provision of additional outdoor composting capacity (up to 20,000 tonnes per annum)
- MBT and/or Energy from Waste (including incineration, pyrolysis, gasification) or biological treatment (including in vessel composting and anaerobic digestion), to meet a forecast need of 76,000 to 93,000 tonnes per annum in total

Facilities required to meet targets up to 2015/16

- Additional MRF capacity to serve areas away from Compton Bassett (25,000 tonnes per annum)
- Up to 3 additional Household Recycling Centres (HRCs) to fill gaps in the network
- MBT and/or Energy from Waste (including incineration, pyrolysis, gasification) or biological treatment (including in vessel composting and anaerobic digestion), to meet a forecast need of 122,000 to 161,000 tonnes per annum in total

Facilities required to meet targets up to 2019/20

- MBT and/or Energy from Waste (including incineration, pyrolysis, gasification) or biological treatment (including in vessel composting and anaerobic digestion), to meet a forecast need of 174,000 tonnes per annum in total

⁶ BPEO – Best Practicable Environmental Option.

Principle 5:

Support and encourage the provision of facilities by working in partnership with the private sector, with a particular emphasis upon development in the south and west of the County, in accordance with the Proximity Principle and the Wiltshire and Swindon Waste Local Plan.

Facilities for municipal waste treatment and disposal are currently concentrated in North Wiltshire mainly at Compton Bassett. Development of additional required capacity in the south and west of the County would enable more waste to be treated at source.

3. Key Policies

- 3.1. Work with the WWP to maintain and improve the capacity for managing household and commercial waste in Wiltshire by re-use, recycling and recovery
- 3.2. Increase the levels of public participation in recycling and minimisation schemes through education, information and incentivisation.
- 3.3. Improve collective working via the WWP to ensure the best net benefit to householders
- 3.4. Understand how emerging technologies could manage waste more sustainably
- 3.5. Facilitate the potential development of facilities for the treatment of residual waste from household and commercial streams
- 3.6. Develop closer working practices to address commercial waste streams
- 3.7. Work in partnership to optimise the procurement, delivery and success of new services
- 3.8. Give consideration to the local, regional and national planning context of waste management
- 3.9. Recognise the needs, and contributions, that other stakeholders have in developing the Strategy
- 3.10. Improve communication and working with local community organisations, referring to Community Plans as appropriate.