

## REPORT TO CABINET

REPORT OF: HEALTHY ENVIRONMENT PORTFOLIO HOLDER

REPORT NO.: WCS26

DATE: 10 MARCH 2008

<b>TITLE:</b>	JOINT MUNICIPAL WASTE STRATEGY FOR LINCOLNSHIRE
<b>FORWARD PLAN ITEM:</b>	NO
<b>DATE WHEN FIRST APPEARED IN FORWARD PLAN:</b>	NA
<b>KEY DECISION OR POLICY FRAMEWORK PROPOSAL:</b>	N/A

<b>COUNCIL AIMS/PORTFOLIO HOLDER NAME AND DESIGNATION:</b>	Councillor John Smith Healthy Environment Portfolio Holder	
<b>CORPORATE PRIORITY:</b>	Recycling	
<b>CRIME AND DISORDER IMPLICATIONS:</b>	NA	
<b>FREEDOM OF INFORMATION ACT IMPLICATIONS:</b>	This report is available on the local democracy section of the Council's website <a href="http://www.southkesteven.gov.uk">www.southkesteven.gov.uk</a>	
<b>INITIAL EQUALITY IMPACT ASSESSMENT</b>	<b>Carried out and appended to report?</b>  <b>Not Applicable</b>	<b>Full impact assessment required?</b>
<b>BACKGROUND PAPERS:</b>	Document on which this report is based is appended.	

## **1. INTRODUCTION**

Lincolnshire County Council has recently published the Lincolnshire Waste Management Partnership's Joint Municipal Waste Management Strategy (JMWMS) for consultation ( Appendix 1 to this report). The Environmental Assessment of Plans Regulations 2004 introduced a requirement for a Strategic Environmental Assessment (SEA) to be produced for a range of statutory documents including municipal waste management strategies. The assessment process is being carried out alongside the revision of the JMWMS.

Consultation is currently being carried out via Lincolnshire County Council's website, and through a series of public events. The Cabinet portfolio holder for Healthy Environment attended a stakeholder consultation workshop on 29 February 2008. Feedback on the content of the draft strategy and the supporting environmental report will be presented to the Lincolnshire Waste Management Partnership prior to finalisation of the strategy.

This report sets out the key features of the proposed strategy and highlights issues relating to recycling and the treatment of residual waste which may form part of the Council's formal response to the consultation questions.

## **2. RECOMMENDATIONS**

Following publication of the draft Joint Municipal Waste Management Strategy for Lincolnshire it is recommended that the responses to the consultation questions detailed in section 3 of this report be forwarded to Lincolnshire County Council.

## **3. KEY FEATURES OF THE STRATEGY**

The proposed Joint Municipal Waste Management Strategy is intended to provide a structure to enable the nine partnering authorities in Lincolnshire to manage the municipal waste produced within the county. The strategy aims to set a framework for the improvement of waste management services, minimise associated costs and support the achievement of challenging recycling and landfill diversion targets.

### **STRATEGIC DRIVERS**

The strategic drivers influencing the content of this draft management strategy include:

### **National Waste Strategy 2007 targets**

- Strong emphasis on waste minimisation
- Recovery of municipal waste 53% by 2010, 67% by 2015 and 75% by 2020
- Recycling/composting targets – 40% household waste by 2010, 45% by 2015 and 50% by 2020.

### **Growth in municipal solid waste**

- 96% of municipal solid waste is household waste which is predicted to grow at 1.7% each year across Lincolnshire (including a factor for growth in households)

### **The cost of continuing to landfill substantial quantities of biodegradable waste**

- Landfill tax is paid for each tonne of waste disposed of at landfill sites and this tariff will increase by £8/tonne each year reaching £48/tonne by 2010/11.
- Landfill Allowance Trading Scheme (LATS) – This scheme sets limits on how much biodegradable municipal waste can be disposed of at the landfill each year. Failure of an authority to meet its allowance could result in a Government fine of £150/ excess tonne. Lincolnshire currently landfills 220,000 tonnes of waste each year. If Lincolnshire meets its overall recycling target of 50% in 2015 there will remain 230,000 tonnes of residual waste to deal with. This equates to 157,000 tonnes of biodegradable waste. The LATS allowance for 2015 will be 61,231 tonnes. Potential the level of fine at this point could be £23.46 million pounds which is equivalent to £65/household in addition to disposal cost.

## **STRATEGY OBJECTIVES**

Ten high-level objectives are identified in the draft strategy:

**Objective 1** – To prevent growth in municipal waste by promoting waste reduction and reuse initiatives

**Objective 2** – To promote waste awareness through co-ordinated public education and awareness campaigns, and effective community engagement

**Objective 3** – Across Lincolnshire, to achieve 44% recycling and composting by 2010 and 50% by 2015

**Objective 4** – Across Lincolnshire to achieve a uniform dry recyclables waste stream

**Objective 5** – To progressively increase the recovery and diversion of biodegradable waste from landfill to meet and exceed the Landfill Directive diversion targets

**Objective 6** – To ensure that residual waste treatment supports practices higher up the waste hierarchy

**Objective 7** – To deliver better value for money services addressed on a countywide basis

**Objective 8** – To consider approaches to managing waste from commercial and industrial sources

**Objective 9** – To lobby and work with others on waste management issues

**Objective 10** – As local authorities to set an example by preventing, reusing, recycling and composting own waste and using our buying power to positively encourage sustainable resource use

## **CURRENT ARRANGEMENTS FOR MANAGING WASTE**

Municipal solid waste (MSW) is defined as household waste and any other waste collected by Waste Collection Authorities or its agents including waste from gardens and parks which comes into the possession of Waste Disposal Authorities and/or is trade waste and waste resulting from the clearance of flytipped materials. Household waste includes waste from kerbside collection rounds (residual, dry recyclables and garden waste), Household Waste Recycling Centres (HWRC), bring schemes, bulky waste collection, hazardous waste collection and street sweepings

During 2006/7 across Lincolnshire there were 365,537 tonnes of municipal solid waste arisings, of which 96% was household waste.

### **Current dry recycling arrangements across the county**

South Kesteven, South Holland and North Kesteven currently provide kerbside collection services for a similar range of materials which are processed under district council contracts. Similarly Boston and West Lindsey have contracts in place for receipt and processing, although these are for a smaller range of recyclable materials. Dry recyclable material from East Lindsey and the City of Lincoln is managed through contracts between Lincolnshire County Council and private sector operators. The County Council has let a contract for the construction and operation of a materials

recycling facility which is anticipated to be operational at some stage during 2009.

The draft strategy identifies the fact that recycling and composting rates have increased significantly across Lincolnshire over the last five years as a result of changes made to collection services. The following table illustrates how performance levels have changed since 2001.

#### **Recycling/composting rates between 2001 and 2007**

	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>
Boston	7%	7%	7%	20%	28%	22%	26%
East Lindsey	8%	7%	9%	17%	20%	21%	36%
City of Lincoln	10%	10%	11%	16%	24%	29%	36%
North Kesteven	5%	5%	16%	10%	39%	52%	56%
South Holland	9%	9%	15%	15%	16%	21%	23%
South Kesteven	7%	7%	7%	14%	15%	26%	30%
West Lindsey	7%	7%	9%	15%	24%	32%	33%
Lincolnshire	8.7%	8.4%	12.0%	18.1%	27.6%	33.9%	39.9%

#### **Draft Strategy Proposals for Recycling and Composting**

To achieve the objective targets across the county the partnership aims to

- achieve a greater commonality of services (although it does not specify how)
- increase the recycling performance of Household Waste Recycling Centres (HWRCs,) and to complete the Household Waste Recycling Centre network by providing sites at Stamford, Market Rasen, Long Sutton and Mablethorpe. Progress is being made to standardise the types of material accepted at all HWRCs subject to site constraints.
- Review the number of bring facilities and the expansion of existing recycling and composting services to remote locations and problematic types of dwelling will be considered wherever feasible.

The following targets for recycling and composting are proposed within the draft strategy in order to meet the overall county-wide targets for 2010 and 2015:

## Recycling targets for 2010 and 2015

	<b>Boston</b>	<b>EL</b>	<b>Lincoln</b>	<b>N K</b>	<b>S H</b>	<b>SKDC</b>	<b>W L</b>	<b>HWRC</b>	<b>National targets</b>
<b>2010</b>									
<b>Dry recycling</b>	30%	24%	24%	30%	27%	<b>25%</b>	26%	30%	
<b>Composting</b>	0%	20%	20%	28%	0%	<b>20%</b>	18%	30%	
<b>Overall recycling</b>	30%	44%	44%	58%	27%	<b>45%</b>	44%	60%	40%
<b>2015</b>									
<b>Dry recycling</b>	30%	30%	30%	30%	30%	<b>30%</b>	30%	32%	
<b>Composting</b>	1%	27%	20%	30%	0%	<b>25%</b>	20%	32%	
<b>Overall recycling</b>	30%	57%	50%	60%	30%	<b>55%</b>	50%	64%	45%

Performance in South Kesteven is likely to exceed the 2010 target by the end of 2007/8 as a result of introducing alternate weekly collection of such a wide range of dry recyclable materials. Recycling rates for 2007/08 are likely to be 36% and composting 14%. Planned proposals to extend the green waste collection service within the district will divert additional biodegradable waste from landfill during 2008. South Kesteven District Council has set itself the more challenging target to divert 60% of waste from landfill through recycling and composting by 2011(42% recycling and 18% composting). The ability of South Kesteven to deliver this level of performance should be reflected in the strategy targets.

## RESIDUAL WASTE COLLECTION AND DISPOSAL

Residual waste facilities in the county are currently based on the use of ten landfill sites. During 2006/07 Lincolnshire County Council disposed of a total of 219,361 tonnes of waste to landfill. The partnership is committed to continue the diversion of biodegradable waste through recycling and composting and is on course to achieve the 2010 biodegradable waste diversion target. However, despite high recycling rates relying solely on recycling and composting will not be sufficient to meet the medium (2013) and long term (2020) Landfill Directive diversion targets. Therefore, in addition to recycling and composting, a significant proportion of the residual waste will need to be treated in some way other than landfilling to ensure the partnership meets its LATS targets. This will require investment in new waste treatment infrastructure to treat approximately 150,000 tonnes per annum of residual waste.

## Draft Strategy Proposals for the Treatment of Residual Waste

Lincolnshire's original waste strategy identified that an Energy from Waste treatment process formed the basis of the preferred option. However, as

part of this new waste strategy, a Strategic Environmental Assessment has been completed both to re-evaluate this option and to assess other waste treatment technologies before confirming the preferred option.

The treatment of residual waste has been modelled for a number of different technologies. The assumptions for each scenario are as follows:

- Baseline year is 2006/07 with MSW arising of 364,612 tonnes
- Average waste growth across the County of 1.7% (includes growth in the number of households)
- Increased recycling and composting rates to achieve 50% recycling in 2015 (20% composting, 30% recycling)
- Biodegradable content of MSW set at 68% as per the Landfill Allowance Trading Schemes Regulation 2004
- New residual waste treatment facility with a 150,000 tonnes per annum capacity to meet the LATS targets.
- Limited landfilling may continue but only within permitted allowance

A set of assessment criteria have been applied to each of the residual waste treatment options available. These criteria are categorised as follows:

- Environmental objectives
- Economic objectives
- Social Objectives
- Deliverability of scenarios
- Waste Hierarchy and policy

The output from the Strategic Environmental Assessment shows that Energy from Waste (EfW) with Combine Heat and Power (CHP) generation ranks the highest, primarily due the benefits the CHP can provide in the environmental performance. EfW with electricity generation is second and gasification of waste is ranked third (largely due to the lack of proven implementation in the UK).

The total scores have been calculated on the basis that all criteria have equal importance, and thus an equal weighting. However, this does not take into account the fact that the public and stakeholders may consider that some of the assessment criteria are more important than others. Consultees will be asked to weight the criteria in terms of importance. These weightings will then be used to re-calculate the total scores once the weightings have been applied.

## **RE-USE OF POTENTIAL WASTE**

The draft strategy sets out the partnership's support of waste reuse schemes promoted by many of the district authorities in Lincolnshire and its ongoing commitment to this approach.

## **APPROACH TO NON-MUNICIPAL WASTE**

The majority of the waste produced within the county consists of industrial and commercial waste and most is managed by private waste management businesses. Many of these wastes are subject to differing legislation and therefore require specialist collection and treatment processes. The partnership authorities have a duty to arrange for the collection of trade waste on request from businesses, however it is subject to a charge. Where trade waste is collected, it forms part of the municipal waste arisings and is subject to the biodegradable waste diversion targets. As private sector operators are not subject to the diversion targets, it currently gives them a competitive advantage over the partnership authorities. Although the partnership does not currently offer recycling services for commercial waste producers, they actively promote organisations that provide these services. The Partnership will be considering the short, medium and long-term options for dealing with commercial/trade waste collected by the waste collection authorities, in particular the potential for commercial waste recycling services.

## **EDUCATION AND COMMUNICATION**

A key partnership objective, which will improve waste prevention and increase recycling and composting rates, is to raise awareness of waste issues and educate the public on sustainable waste management. The partnership authorities are committed to delivering a joint information and education campaign that will deliver common messages and provide information on how the public can help implement the strategy. In addition the Partnership has developed a partnership website which provides a central point for the partnership authorities and other organisations to promote sustainable waste management and also act as an educational/consultation resource.

The Partnership views the educational sector as offering major opportunities for the promotion of sustainable waste management. Lincolnshire County Council actively promotes the Schools Waste Action Club (SWAC). This provides an established education programme that offers schools the opportunity to incorporate waste education into the curriculum and cut waste by up to 80%. Trained staff support teachers and help deliver a series of activities to introduce the ideas of reducing, reusing and recycling. The Partnership will continue to support the SWAC programme in Lincolnshire.

### **Consultation Questions**

The consultation process is requesting feedback on a number of specific questions. The table below details the questions together with a proposed response:



	<b>Consultation questions</b>	<b>Proposed response</b>
1	Do you agree with the strategy objectives?	South Kesteven District Council supports the aims contained in the draft strategy but feels that more specific, time bound objectives would provide more clarity and signal the partnerships' commitment to addressing this key environmental issue.
2	Should the strategy aim to reduce waste arisings as much as possible?	Yes.
3	Are the recycling and composting targets challenging enough?	The introduction of a comprehensive, easy to use collection system for mixed dry recyclable materials has resulted in a substantial increase in the recycling rate within South Kesteven over a short period of time. The Partnership should consider the benefit of including a specific objective aimed at maximizing recycling performance across all Lincolnshire districts. This would lead to more rapid harmonisation of the waste stream and a reduction in residual waste in a relatively short period of time.
4	Should there be investment in waste treatment facilities now in order to avoid the fines in the future?	The Partnership requires the availability of appropriately located, sustainable and reliable residual waste

		treatment facilities to provide a more environmentally sound and cost effective solution for the final disposal of municipal waste in accordance with LATS targets. Securing this objective should be its primary focus and all options available considered, including the use of private sector providers.
5	Will education and awareness campaigns help to achieve the objectives of the strategy?	Public engagement and participation with the recycling agenda is an important factor in reducing residual waste levels.
6	Should some value be recovered, in terms of materials and energy, from waste?	Optimizing recycling levels and using residual waste to generate energy and electricity are more positive environmental options that the present arrangements in place across Lincolnshire. Using waste to generate electricity will also contribute to national and regional energy policy objectives.
7	What are the public's priorities in deciding the best means of treating waste in the future?	Cost, environmental impact and impact on the local community are likely to be at the top of the general public's priority list.

#### **4. COMMENTS OF SECTION 151 OFFICER**

This report identifies the aim of the strategy is to set a framework for the Waste Management Service, minimise costs and support recycling and landfill diversion targets, thus minimising the impact of landfill tax fines/penalties on the Council Tax payer overall. It is recommended that in the response to the consultation, the Cabinet requests that the Strategy and existing Waste Partnership documentation clearly define responsibility of individual partners if the aims of the strategy are not met, to avoid any unforeseen financial implications for the Council in the future.

#### **6. COMMENTS OF MONITORING OFFICER**

The recommendation is for Cabinet members to approve the responses detailed at section 3 above as the Council's response to the draft Strategy.

The Strategy will provide a focus for the Lincolnshire Waste Partnership of which this council is a partner and to which a member of the Council has been appointed as council representative. The strategy must be clear about the responsibilities of each individual member authority and not in any way impose the responsibilities of other authorities on this Council

#### **7. CONCLUSION/SUMMARY**

*The overall aims of the draft JMWMS are supported although the objectives contained within it are relatively vague. The Partnership could take this opportunity to provide a greater degree of clarity and demonstrate its commitment to delivering environmental gains in this area by including more specific , time bound objectives.*

*Rates of recycling and composting in South Kesteven have improved dramatically since the twin bin collection system was introduced and performance for 2007/8 should be reflected in the final strategy document.*

*Performance on recycling/composting in understood to have improved this year across the Lincolnshire districts, a fact which is not yet reflected in the draft strategy document. The Council has set itself a target of 55% for recycling and composting by March 2009 and 60% for 2011 and it is difficult to see why the targets within the joint strategy should remain a such a low level.*

*The strategy identifies the likelihood that the landfill diversion target will not be met in 2013 and therefore accepts there is a risk of attracting financial penalties at this point in time. It is suggested that Objective 5 should be more specific and include a timescale for the delivery of a*

*suitable residual waste treatment option, whether or not this requires direct investment by Lincolnshire County Council.*

## **8. CONTACT OFFICER**

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