

**THE JOINT RECYCLING AND WASTE MANAGEMENT STRATEGY FOR  
MERSEYSIDE  
WDA/39/11**

**Recommendation**

That:

Members endorse the amendments to the draft Joint Municipal Waste Management Strategy at paragraphs 4.7 and 4.8 of the report; and

1. Members approve RESOURCES Merseyside 2011-2041 as the new re-named Joint Recycling and Waste Management Strategy for Merseyside.

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**Report of the Chief Executive**

**1. Purpose of the Report**

- 1.1 To present Members with the Joint Municipal Waste Management Strategy for Merseyside (JMWMS) following the ten week public consultation in summer 2011;
- 1.2 To seek Members approval for the proposed amendment to the title to the Joint Recycling and Waste Management Strategy for Merseyside; and
- 1.3 To seek Members approval of the Joint Recycling and Waste Management Strategy for Merseyside 2011-2041 and its key recommendations.

**2. Background**

- 2.1 Under the provisions of the Waste and Emissions Trading Act 2003, MWDA and the Merseyside Waste Collection Authorities are required to produce a joint Strategy for the management of municipal waste. The Joint Municipal Waste Management Strategy for Merseyside was first published in 2005 and then updated and approved by Members on 1<sup>st</sup> February 2008 (Report WDA 04/08).
- 2.2 A full review of the JMWMS commenced in 2009 and a programme of projects was agreed (WDA 08/09). 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.
- 2.3 Members were updated on progress of the Waste Strategy review in November 2010 (WDA 36/10) and received presentations on the JMWMS as part of the MWDA Strategic Review Workshops. Members and officers from the Districts 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.

- 2.4 Between February and September 2011, MWDA officers gave a programme of presentations to scrutiny committees in each district. All the scrutiny committees have supported the direction of the Strategy and their comments taken into account in the preparation of the final Strategy.
- 2.5 Members agreed the draft strategic objectives and delivery options in April 2011 (WDA 08/11) and approved that the draft JMWMS and draft Environmental Report be issued for public consultation.

### **3. Public Consultations and Key Findings**

- 3.1 Two major public consultations have been undertaken to inform the development of the Strategy.
- 3.2 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.
- 3.3 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.
- 3.4 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.
- 3.5 145 responses were received during the consultation (an acceptable 12% response rate in line with marketing and research industry standards) with 83% from residents. Most respondents used the online feedback system provided.
- 3.6 The key consultation findings 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 on Merseyside to increase recycling rate 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 respondents had no specific concerns on the delivery options. This reflected the earlier view from the Don't Waste Your Say Campaign where, in general, the public responded that the strategic objectives and delivery options were appropriate and very much interlinked;
- There was a mixed 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.

#### **4. Main changes proposed for the Strategy**

- 4.1 There are a number of changes proposed to improve the final Strategy and as a response to the findings from the public consultation.
- 4.2 **Title of Strategy:** DEFRA has revised the terminology and definition of municipal waste to remove ambiguity in future reporting and policy documents.
  - **Local Authority Collected Municipal Waste (LACMW)** refers to the previous “municipal” element of the waste collected by a local authority’ i.e. household waste and commercial and industrial waste collected by the local authority which is similar in nature and composition as required by the Landfill Directive. It excludes construction and demolition waste;

- **Local Authority Collected Waste (LACW)** is a slightly broader concept than LACMW and covers all waste collected by a local authority and includes non-municipal fractions such as construction and demolition waste.
- 4.3 This redefinition requires the title of the Strategy to change from a Joint Municipal Waste Management Strategy. In consultation with DEFRA and the Strategy Review Steering Group, officers consider that the Joint Recycling and Waste Management Strategy is a suitable title and in line with DEFRA guidance. The Steering Group also recommends that RESOURCES Merseyside be used for the public facing title of the Strategy.
- 4.4 A short **Executive Summary** has been added at the start to highlight the key elements of the Strategy.
- 4.5 Key findings from the **Public Consultation** and the **Strategic Environmental Assessment** have been added (Figure Three and Chapter 4)
- 4.6 **Performance data** for 2010/11 has been included in Chapter 2.
- 4.7 Text amendments have been made to two **Priority Delivery Options**:
  - **Option 2: Frequency of Household Waste Collections:** a sentence has been added in the description “The right frequency of collections for the right materials in the right area”.
  - **Option 4: Green Waste Charging:** text has been added to reflect the need to incentivise waste prevention and home composting. Further background text on this proposal has been added to section 3.1.3 of the Strategy as requested by the St Helens Environment and Safer Communities Overview and Scrutiny Committee.
- 4.8 There are two new Additional Strategic Recommendations (Table 9) proposed to reflect key factors raised in the public consultation and the strategy.
  - The need to reflect the Government’s priorities to reward residents for doing their bit is added as Strategic recommendation C:
 

**“Incentive Schemes: Districts to look at opportunities to establish incentive schemes for residents or stakeholders to deliver the Strategy objectives”.**

- Developing the role Local Authorities and waste management can play to support wider waste and resource activities for local businesses and the City Region economy is added as Strategic recommendation D:

**“Develop the economic potential and benefits of waste and resource management: The Partnership will seek to support activities that help Merseyside businesses to be more sustainable and competitive by minimising their resource use and managing their wider wastes effectively in a low carbon economy”.**

- 4.9 There are no further changes proposed for the Strategic Aims, Objectives and Targets (Table 6) nor the Menus of Delivery Options (Tables 7 and 8) as a result of the public consultation and Member scrutiny committees.

## **5. RESOURCES Merseyside 2011-2041**

- 5.1 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.

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

- 5.3 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.
- 5.4 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.
- 5.5 A summary of the headline objectives and targets for the 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 CO<sub>2</sub> 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).
- 5.6 The menu of Delivery Options (Tables 7 and 8 in the Strategy) remains unchanged from the Draft Strategy Consultation document with twenty one ranked Delivery Options (1-14 as Priority Options and 15-21 as Secondary Options). These Options have been prioritised from a technical, cost and value for money perspective and range from significant service changes including joint working, frequency of collections, trade waste recycling, waste prevention campaigns to consistent waste collection services and the potential sharing of depots between districts.
- 5.7 It will be for each partner district 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 district through a District Council Action Plan (DCAP) which will form supplementary reports to the final Strategy.
- 5.8 A Merseyside Waste Disposal Authority Action Plan (a DCAP equivalent) will be submitted to Members for agreement early in 2012 alongside a review of the Authority's Education and Awareness Programme to take forward key activities to promote behavioural and cultural change to deliver the Strategy objectives.
- 5.9 Each district council is required to ratify the Strategy alongside the Authority and this process will take a number of months to take account of the decision making process considered appropriate by each district. The aim is to have the Strategy ratified by all councils on Merseyside and published by the end of March 2012. This will be important to continue to demonstrate commitment to partnership working as part of the evidence for the submission of the Final Business Case to DEFRA for PFI credits for the Resource Recovery Contract.

## 6. Risk Implications

Identified Risk	Likelihood Rating	Consequence Rating	Risk Value	Mitigation
Delay by any of the partner authorities in agreeing elements of the revised strategy and ultimately failing to ratify the Strategy.	2	4	8	Ensure appropriate member and officer engagement, communications and consultation processes in place. Flexibility in timescales to allow some further engagement on any outstanding issues.
Failure to ratify Strategy will lead to decision making using an increasingly outdated and obsolete document which fails to reflect current and future thinking and National/EU policy.	1	4	4	Completion of ratification

## 7. HR Implications

7.1 There are no HR implications associated with this report.

## 8. Environmental Implications

8.1 The Strategic Environmental Assessment of the Strategy considers that the Strategic Objectives and delivery options are generally positive and demonstrate a sustainable approach to waste management. The SEA Environmental Report is included as a supplementary report to the Strategy which considers the potential for significant environmental impacts in delivery of the Strategy and environmental monitoring criteria are proposed to demonstrate avoidance or mitigation of those impacts.

## **9. Financial Implications**

- 9.1 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.

## **10. Conclusion**

- 10.1 This Strategy has been developed in partnership with the district councils' officers and members and through extensive consultation and engagement has the support of residents and stakeholders on Merseyside.
- 10.2 RESOURCES Merseyside aims to be the route map to move the activities of the Authority and the Waste Partnership higher up the Waste Hierarchy and forward into the wider resource efficiency agenda within a low carbon economy.
- 10.3 MWDA and the districts have the potential in delivering this Strategy to be at the forefront of the resource management challenge and enhance the economic, social and environmental well being of the region by ensuring that Merseyside is the place where nothing is wasted.

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The background documents to this report are open to inspection in accordance with Section 100D of the Local Government Act 1972:

Appendix A: RESOURCES Merseyside 2011-2041 the Joint Recycling and Waste Management Strategy for Merseyside