

Performance Detailed Report

August 2008



Waste Management

Merseyside Waste Disposal Authority

Audit 2007-2008

External audit is an essential element in the process of accountability for public money and makes an important contribution to the stewardship of public resources and the corporate governance of public services.

Audit in the public sector is underpinned by three fundamental principles.

- Auditors are appointed independently from the bodies being audited.
- The scope of auditors' work is extended to cover not only the audit of financial statements but also value for money and the conduct of public business.
- Auditors may report aspects of their work widely to the public and other key stakeholders.

The duties and powers of auditors appointed by the Audit Commission are set out in the Audit Commission Act 1998, the Local Government Act 1999 and the Commission's statutory Code of Audit Practice. Under the Code of Audit Practice, appointed auditors are also required to comply with the current professional standards issued by the independent Auditing Practices Board.

Appointed auditors act quite separately from the Commission and in meeting their statutory responsibilities are required to exercise their professional judgement independently of both the Commission and the audited body.

Status of our reports

The Statement of Responsibilities of Auditors and Audited Bodies issued by the Audit Commission explains the respective responsibilities of auditors and of the audited body. Reports prepared by appointed auditors are addressed to non-executive directors/members or officers. They are prepared for the sole use of the audited body. Auditors accept no responsibility to:

- any director/member or officer in their individual capacity; or
- any third party.

Copies of this report

If you require further copies of this report, or a copy in large print, in Braille, on tape, or in a language other than English, please call 0844 798 7070.

© Audit Commission 2008

For further information on the work of the Commission please contact:

Audit Commission, 1st Floor, Millbank Tower, Millbank, London SW1P 4HQ

Tel: 020 7828 1212 Fax: 020 7976 6187 Textphone (minicom): 020 7630 0421

www.audit-commission.gov.uk

Contents

Summary report	4
Introduction	4
Background	4
Audit approach	6
Main conclusions	6
The way forward	8
Detailed report	10
Management of the waste hierarchy	10
Procurement	22
Partnership working	27
Appendix 1 - Merseyside Waste Disposal Authority	29
Appendix 2 - Halton Borough Council	30
Appendix 3 – Knowsley Council	31
Appendix 4 – Liverpool City Council	32
Appendix 5 – Sefton Council	33
Appendix 6 – St Helens Council	34
Appendix 7 – Wirral Council	35

Summary report

Introduction

- 1 This report assesses the progress made by the Merseyside Waste Partnership to:
 - meet its obligations for the management of household and municipal waste; and
 - procure long-term treatment and disposal facilities for such waste.

Background

- 2 Waste Collection Authorities (WCAs) and Waste Disposal Authorities (WDAs) have waste management functions. The five Merseyside councils - Knowsley, Liverpool, Sefton, St Helens and Wirral - are WCAs. Each has a duty under the Environmental Protection Act 1990 to arrange for the collection of all household waste within their areas. Such waste is delivered to Merseyside Waste Disposal Authority (MWDA) for disposal in accordance with its own duty under the Act. The WCAs pay an annual levy to MWDA for this service. MWDA is governed by a Board of nine members representing the Merseyside councils.
- 3 The Merseyside Waste Partnership is made up of MWDA, the above WCAs and, since 2006, Halton Borough Council, which is a WCA and WDA.

National context

- 4 The Waste Strategy for England 2007 sets the following targets.
 - To reduce the amount of household waste not re-used, recycled or composted by 29 per cent from over 22.2 million tonnes in 2000 to 15.8 million tonnes in 2010, with an aspiration to reduce it to 12.2 million tonnes in 2020 – a reduction of 45 per cent.
 - To recycle and compost at least 40 per cent of household by 2010, 45 per cent by 2015 and 50 per cent by 2020.
 - To recover 53 per cent of municipal waste (waste not landfilled) by 2010, 67 per cent by 2015 and 75 per cent by 2020.
- 5 The Government also set individual recycling and composting standards for each local authority for 2003/04, 2005/06 and 2007/08. The Department of Environment and Rural Affairs (Defra) agreed that the Merseyside authorities, including MWDA, could pool their targets. Most of the authorities failed to meet the standards for 2003/04 and 2005/06.
- 6 The European Landfill Directive 1999 requires the disposal of biodegradable municipal waste (BMW) to landfill to be progressively reduced. In the United Kingdom, BMW disposed of by landfill must be reduced to 25 per cent, 50 per cent and 65 per cent of 1995 levels by 2010, 2013 and 2020 respectively.

- 7 In 2005, the Government introduced - under the Waste Emissions and Trading Act 2003 - the Landfill Allowance Trading Scheme (LATS). WDAs have allowances on the amount of BMW they can dispose of in landfill sites for each year from 2005/06 to 2019/20. The scheme allows authorities to trade allowances if they have excess or insufficient capacity. The Government has confirmed that it will impose penalties on each local authority of £150 for every tonne of BMW disposed by landfill in excess of its allowance. WDAs must also pay tax - at £24 per tonne (2007/08) - for waste sent to landfill for disposal. The rate of landfill tax per tonne will increase each year by £8 to £32 in 2008/09 and to £48 in 2010/11.
- 8 The landfill allocation for MWDA reduces from 488,572 tonnes in 2005/06 to 310,848 in 2009/10 and to 207,047 in 2012/13. The allocation for Halton Borough Council reduces from 41,732 tonnes in 2005/06 to 27,759 tonnes in 2009/10 and to 18,490 tonnes in 2012/13.
- 9 A National Audit Office report¹ (2006) found that the MWDA - as the waste disposal authority for all municipal waste collected and produced on Merseyside - had unlikely prospects for meeting the 2010 diversion target. An Environment Agency report² (October 2007) found that the MWDA was within 3.6 per cent of its BMW allocation for 2006/07. Out of the 20 biggest WDAs - in terms of municipal waste produced - it used the highest percentage of its allowance and had the least headroom. If the amount of BMW sent to landfill remains constant, MWDA would - according to this report - be the authority with the potentially highest deficit in 2009/10 at approximately 131,500 tonnes. The report also noted that Halton Borough Council was already close to its 2009/10 target.
- 10 In 2005, the five Merseyside councils and MWDA produced a Joint Municipal Waste Management Strategy (JMWMS) for Merseyside. The JMWMS sets out a vision of how waste management arrangements will be developed and implemented over the short, medium and long-term to deal with the waste that is produced in Merseyside. It set targets to reduce the growth of waste to 2 per cent per annum by 2010 and to 0 per cent by 2020. Recycling targets are 33 per cent by 2010, 38 per cent by 2015 and 44 per cent by 2020. The JMWMS was updated in January 2008.
- 11 Halton Borough Council set out its aspirations and guidelines for waste management services in 2004. The Council's Municipal Waste Management Strategy 2008 updates the aspirations and guidelines. It has targets to compost or recycle 50 per cent of all municipal waste in the borough by 2010, including 30 per cent of household waste (and 40 per cent by 2020). MWDA is working with the Council to align the waste strategies.
- 12 In 2006 the authorities produced district action plans. The plans identify the authorities' assumed developments in for each year of the JMWMS until 2020/21 to achieve the recycling/composting targets.

¹ Reducing the reliance on landfill in England, National Audit Office, 2006

² Report on the Landfill Allowances and Trading Scheme (LATS) 2006/7, Environment Agency October 2007

Audit approach

13 The purpose of this review was to:

- assess the progress being made by the Merseyside authorities and Halton Borough Council in reducing the amount of waste sent to landfill, including their projected achievement of key targets;
- review the effectiveness and quality of decision-making, partnership working and strategic planning for landfill reduction, including considerations of cost, management of the waste hierarchy, timeliness and value for money;
- model the projected financial implications of meeting or failing to meet key targets; and
- support improvement through recommendations and engagement.

14 In conducting this review we:

- interviewed portfolio holders and senior officers;
- reviewed corporate documents, minutes of authority and council meetings, service plans, strategies and other relevant information; and
- observed meetings.

Main conclusions

15 The authorities are now making good progress by increasing recycling and composting of household waste. All authorities have diverted more municipal waste from landfill. They are making steady progress on the procurement of new facilities for waste handling and treatment. However, comparative performances are variable and are still worse than most other authorities - based on the latest published figures - and result in high landfill tax payments. Furthermore, disagreements over the potential location of such facilities are resulting in slower progress than planned, resulting in a significant risk of delay to the procurement process that could potentially incur additional costs of over £400 million.

16 Positive progress is reflected by:

- reductions in the amount of household waste generated on Merseyside;
- so far meeting allowances for sending BMW to landfill;
- increasing the amounts of household waste recycled and composted;
- improved access to recycling facilities through a combination of kerbside collections of green waste and recyclables, bring sites and household waste recycling centres (HWRCs);
- a broad range of community and education activities to encourage reducing, reusing and recycling household waste;

- action to reduce and recycle the authorities' own waste;
- procurement of waste collection and disposal contracts; and
- funding arrangements for the costs of future waste handling and treatment facilities.

17 Areas to be addressed include:

- the overall growth in municipal waste on Merseyside, despite a fall in population;
- the amount of household waste collected per head of population is still comparatively high on Merseyside and is increasing in Halton;
- ensuring that waste minimisation and recycling/composting strategies target and divert from landfill the most substantial elements of the waste stream to meet the JMWMS recommendations (such as the segregated collection of kitchen waste) and minimise the amount of landfill tax payable;
- enforcement of the Packaging (Essential Requirements) Regulations 2003;
- ensuring that opportunities to co-ordinate and replicate consistent and effective waste management activities and practices across all authorities are maximised;
- making wider use of joint procurement opportunities in relation to waste collection services;
- avoiding future deficits in BMW allowances and incentives for the diversion of such waste from landfill;
- linking authorities' individual aims and targets to municipal waste management strategies, supported by robust performance management systems;
- supporting MWDA to secure planning permissions for the strategic sites for new waste treatment facilities; and
- maximising the contribution of, the community and voluntary sectors.

The way forward

- 18 We will discuss the findings of our work with authority officers and agree how these will be taken forward. We suggest that the following actions are incorporated in the authorities' action plans.

Recommendations
<i>R1 Develop a clear strategy to implement the JMWMS recommendation for the segregated collection of kitchen waste and its subsequent treatment.</i>
<i>R2 Implement inspection programmes to ensure that local manufacturers comply with the Packaging (Essential Requirements) Regulations 2003.</i>
<i>R3 Ensure that waste prevention activities target the main sources of municipal waste.</i>
<i>R4 Evaluate the benefits of apportioning LATS costs, based on the estimated tonnage of biodegradable waste sent to landfill, between partner authorities.</i>
<p><i>R5 Consider the opportunities to:</i></p> <ul style="list-style-type: none"> • <i>co-ordinate and replicate effective waste management activities, education initiatives and practices across all authorities; and</i> • <i>fund jointly such activities and take advantage of potential synergies.</i>
<p><i>R6 Ensure that individual authorities' aims for waste management:</i></p> <ul style="list-style-type: none"> • <i>link clearly to the Joint Municipal Waste Management Strategy (JMWMS); and</i> • <i>are supported by the JMWMS performance indicators and targets in the JMWMS.</i>
<p><i>R7 Strengthen performance management by:</i></p> <ul style="list-style-type: none"> • <i>developing robust action plans to achieve the authorities' waste minimisation targets;</i> • <i>measuring progress on landfill diversion of household and municipal waste generated both across Merseyside and within individual waste collection authorities;</i> • <i>reporting progress against district council action plans to local Cabinets and to the MWDA;</i> • <i>considering the potential role of MWDA in waste collection authority scrutiny arrangements and the governance of Local Strategic Partnerships;</i> • <i>ensuring that activities are reviewed and revised to achieve the JMWMS objectives and targets; and</i> • <i>evaluating the impact of all new collection schemes and the levels of participation by residents.</i>

Recommendation

R8 Reconsider the opportunities to further improve value for money in waste collection services through joint procurement and sourcing markets for recyclable materials.

Halton Borough Council should also do the following.

Recommendations

R9 Develop and implement a clear strategy for meeting the Council's obligations under the Waste and Emissions Trading Act 2003.

R10 Ensure that the Council has adequate capacity to deliver its statutory obligations relating to waste management.

Detailed report

19 We considered:

- management of the waste hierarchy;
- waste procurement process and strategy; and
- partnership working.

Management of the waste hierarchy

- 20 Authorities have made mixed progress in managing the waste hierarchy³. They have, collectively, diverted more waste from landfill and have substantially increased the recycling and composting of household waste. Municipal (household and non-household) waste arisings have increased with reductions in household waste offset by increases in non-household waste. Performances are not as good as most other authorities. Comparative performances and improvements are also variable across Merseyside.
- 21 The Merseyside authorities and Halton Borough Council have updated their municipal waste management strategies but they are not aligned with each other nor with the Waste Strategy for England 2007. The JMWMS targets for recycling/composting are less than the national targets for each of the three specified years. The revised key targets are only for waste growth. The updated strategies do not include targets to reduce residual waste (household waste not reused, recycled or composted) that reflect the new, national targets. As such the updated strategies, pending an intended review and Strategic Environmental Assessment in 2010, do not identify how the authorities will achieve the national targets.
- 22 Many of the key improvements and recommendations in the JMWMS (2005) have been implemented but not all councils have delivered two critical commitments set out in the strategy. All councils have introduced the separate collection of dry recyclables and types of biodegradable wastes using kerbside sort or co-mingled collections. As a result the councils are now, collectively, making good progress towards achieving the recycling/composting target for 2010 (33 per cent) which is dependent on plans for the expansion of, and participation in, kerbside collections of recyclables being fully implemented.
- 23 However, the recommendations to move towards fortnightly residual waste collection and the kerbside collection of kitchen waste by 2010 - which are contained in both the JMWMS (2005) and the JMWMS (2008) - are not being consistently pursued by all the WCAs. It is probable that the waste collection and treatment infrastructure will not be used as planned which will undermine the cost-effectiveness of the partnership working. The variable progress also puts the delivery of the JMWMS at risk.

³ The waste hierarchy identifies that the best way to manage waste is not to generate it in the first place (reduction), followed by reusing, recycling/composting, recovery of energy and disposal,

- 24 Authorities are also making inconsistent progress on delivering the district action plans with certain issues yet to be addressed. The plans, which are being updated, aim to ensure that the cumulative action of the WCAs supports the delivery of the JMWMS. However, they do not address waste minimisation and reuse and diversion of BMW from landfill which would ensure a consistent, coordinated approach to the overall management of the waste hierarchy.
- 25 Progress on implementing the JMWMS and the district action plans is not routinely monitored by all authorities. Performance management is important as all except one of the councils are lagging behind their commitments in the JMWMS. The lack of consistency in monitoring makes it more difficult to understand what remedial action is needed to keep plans on track.
- 26 Authorities' own aims and targets are not entirely consistent with the respective waste strategies. Corporate aims are variously stated by individual authorities. Targets for the amount of household waste collected per head of population are not always 2 per cent or less which is the reduction target in the JMWMS. The lack of alignment with national targets and local waste strategies mitigates the effective management of the waste hierarchy.

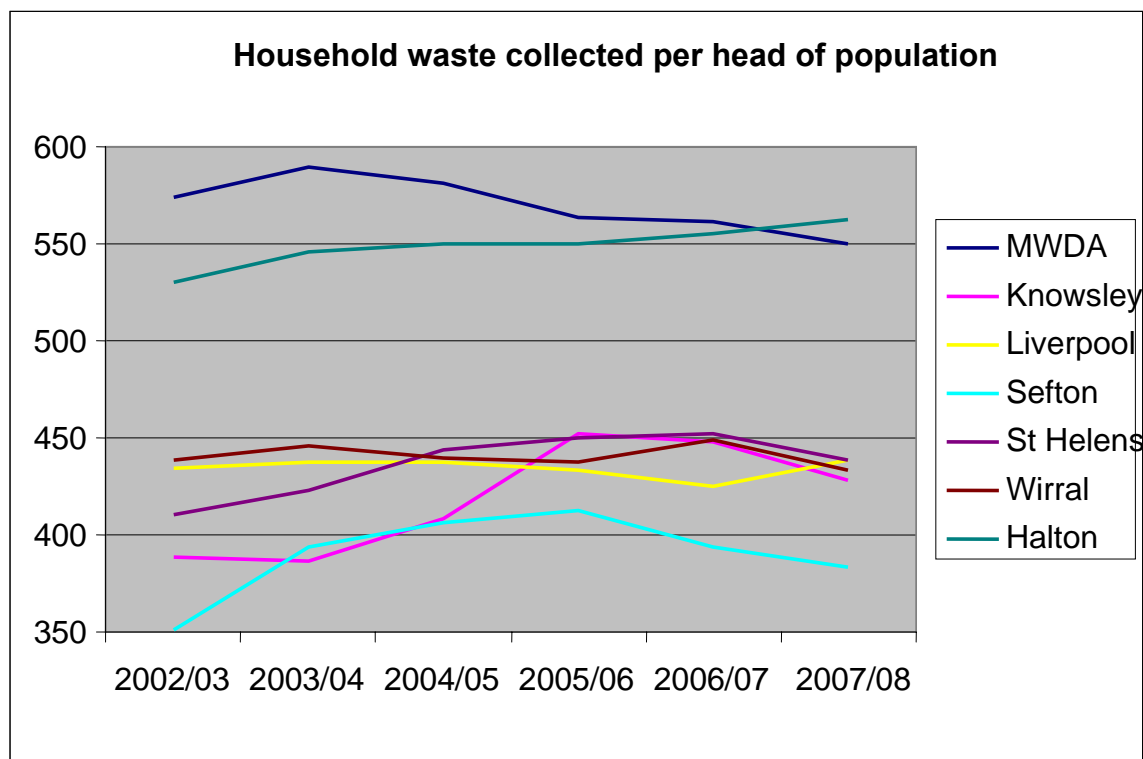
Waste minimisation

- 27 The authorities have not been effective in reducing total municipal waste arisings despite reductions in household waste. The total amount of municipal waste produced on Merseyside in 2006/07 was 856,399 tonnes, compared with 842,060 tonnes in 2005/06. In Halton total municipal waste increased to 74,734 tonnes in 2006/07 from 74,063 tonnes in 2005/06⁴.
- 28 The amount of household waste produced on Merseyside, although reducing, is still high. In 2007/08, a total of 748,855 tonnes was produced compared with 771,471 tonnes in 2006/07 and with 801,835 tonnes in 2005/06. In Halton, household waste increased in 2007/08 to 67,285 tonnes compared with 66,010 tonnes in 2006/07 and 66,268 tonnes in 2005/06⁵.
- 29 Between 2002/03 and 2007/08 the amount of household waste collected per head of population on Merseyside - as the total collected by the five waste collection authorities and received at the HWRCs operated on behalf of MWDA - has fluctuated and reduced from a peak of 590kg in 2003/04 to 549.7kg (figure 1). In 2006/07 the total amount produced across Merseyside was the fifth highest of the six Joint Waste Disposal Authorities (JWDAs) and was equivalent to the worst 25 per cent of all waste disposal authorities. The Merseyside WCAs' comparative performances were variable and ranged from a ranking of 10 to 30 (with 1 being the best) out of 35 WCAs that are members of a JWDA. During the same period the amount of household waste increased in Halton from 530kg to 563kg and is equivalent to the worst 25 per cent of unitary councils.

⁴ Defra Municipal Waste Statistics

⁵ Defra Municipal Waste Statistics

Figure 1 Household waste collected per head of population (kg)⁶



30 The authorities undertake a broad range of activities to encourage the reduction of household waste through minimisation and prevention but these are not provided in all areas or coordinated as well as they could be. Initiatives include the promotion of:

- real nappies, with incentives, kits and laundry facilities through the Merseyside Real Nappy Network;
- home composters as part of the Waste Resources Action Programme; and
- the Mail Preference Service (MPS) to stop the receipt of junk mail, with around 6,500 additional households registered over a five-month period.

⁶ Household waste collected for MWDA and Halton includes HWRC waste

- 31 The provision of these opportunities is variable across areas and not all are widely available. Participants in the real nappy laundry service increased but funding for this facility has not been sustained across Merseyside. Liverpool City Council continues to offer this service and St Helens Council offers a subsidised 'birth to potty' pack to their residents. The MPS registration campaign - which received a Green Apple Award - was promoted by MWDA and Liverpool and Sefton councils. The scope for all Merseyside residents to contribute to these means of waste reduction is therefore limited and restricts the potential impact on managing the waste hierarchy.
- 32 Enforcement of the Packaging (Essential Requirements) Regulations 2003, which impose a limit on the minimum adequate amount of packaging, is weak. Two authorities - Liverpool and St Helens - have conducted surveys into the amount of packaging used by high street and Internet retailers. Enforcement action is being taken by these authorities against businesses that have allegedly contravened the regulations. However, authorities are not proactively enforcing the regulations, where appropriate, at local manufacturers and are failing to carry out their statutory duties. As such the level of compliance is not known and opportunities are being missed to ensure that the minimum amount of packaging is entering the waste stream.
- 33 Action is being taken to strengthen waste minimisation activities through a new Waste Prevention Strategy. The strategy aims to 'reduce municipal waste arisings in Merseyside through a comprehensive, innovative, and sustained programme of waste prevention activities'. It proposes a range of initiatives, such as more re-use opportunities and refurbishing used items through partnership with the community sector, whilst continuing support for current schemes.
- 34 Although this strategy identifies actions and targets for reducing waste it does not target all the main sources and largest components of household waste. Paper, card and other material account for 36 per cent of this waste stream. Yet the strategy is not explicit how the proposed actions will have a significant impact on reducing - rather than recycling - the amount of this type of waste.
- 35 The approach to waste minimisation also has potential risks due to inconsistency in monitoring arrangements. Authorities are generally more focused on using performance data about the take-up of new collection systems. Information includes participation in kerbside collections of recyclables and waste arisings and recycling by council ward but this practice is not used consistently. Collecting such data on has enabled councils to target resources to increase performance and evaluate the impact of new schemes.
- 36 The JMWMS and the authorities' approach are based on the premise that increasing the kerbside collections of recyclable and compostable waste and promoting waste reduction will result in less residual waste and overall waste production will decrease. As the impact of new services on household waste disposal habits is not always monitored (for example, by measuring quantities of waste produced per round before and after a new scheme is introduced), this premise is not being tested. Consequently it will not be possible to know if all such actions will be effective in reducing waste.

Reducing the authorities' waste

- 37 Authorities are demonstrating effective waste management practices in reducing the amount of waste that they produce through reuse and recycling schemes but the approach is variable. Good examples include: sustainable procurement and environmental policies; the introduction of carbon and environmental management systems; office recycling facilities; and the use of recycled materials in highways schemes, the Bidston waste management facility and the Sefton Meadows HWRC. However, authorities are not taking opportunities to learn from each other and emulate effective practices. As such opportunities are being missed to reduce, reuse or recycle the authorities' own waste.

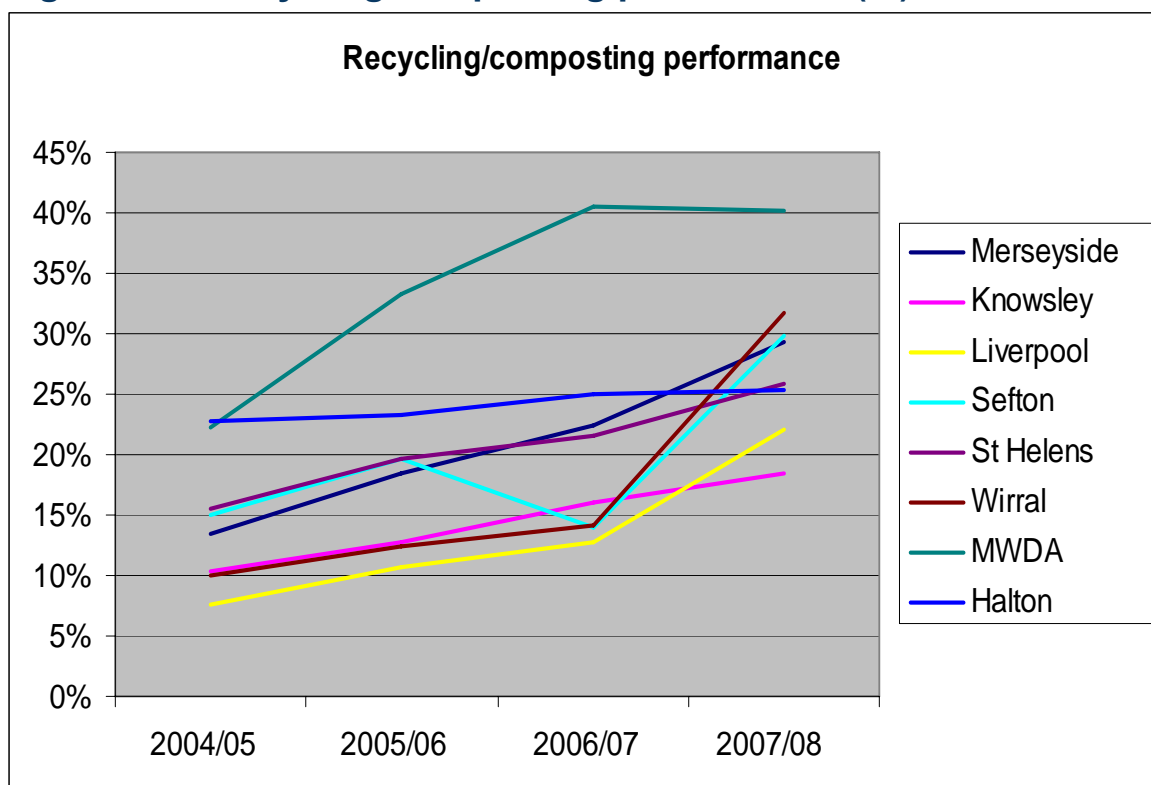
Reuse

- 38 The authorities have a good approach to supporting services that encourage and enable household waste to be reused, including working with the third sector. These activities include community re-paint schemes, furniture and electrical goods refurbishment. SWAP days allow unwanted items to be brought to a central point in the community and residents can then take away these items for free. An evaluation of two recent events showed that residents reused almost 1.5 tonnes of materials.
- 39 Councils' procedures in dealing with residents' requests for bulk waste collections reflect good practice. They refer such requests to, or contract collections with community organisations. These arrangements provide opportunities for less affluent users to purchase goods of satisfactory quality as well as helping to divert waste from landfill and reducing the cost of disposal.

Recycling/composting

- 40 The Merseyside authorities have increased the amounts of household waste recycled and composted (figure 2)⁷. Performance has improved from 13.4 per cent in 2004/05 to 29.32 per cent in 2007/08. Individual authorities have improved their own levels of recycling/composting with increased rates at HWRCs. In Halton performance increased from 22.8 per cent to 25.41 per cent during the same period.

⁷ Best value performance indicators, Audit Commission

Figure 2 Recycling/composting performance (%)

- 41** This progress is significant as authorities have generally failed to achieve statutory targets. In 2007/08 only one authority did not achieve its composting/recycling standard compared with five authorities in 2005/06. Performances are comparatively worse than other authorities. In 2006/07, the effect of the WCAs' combined performance and that at HWRCs meant that MWDA had the second lowest percentage of household waste recycled/composted of the six JWDA, equivalent to the worst 25 per cent of county councils. The Merseyside WCAs' own performances ranged from a ranking of 16 to 35 (with 1 being the best) out of 35 WCAs that are members of a JWDA. Halton's performance was worse than the median for unitary councils.
- 42** The comparatively poorer performances have, however, incurred higher landfill tax payments. If all the Merseyside WCAs had achieved at least the level of recycling and composting (in percentage terms) of household waste equivalent to the best performing council amongst themselves the cost of landfill tax between 2005/06 and 2007/08 would have been £2.25 million less.

- 43 The JMWMS includes recommendations to move towards fortnightly residual waste collections and to collect kitchen waste as a means of improving recycling/composting performance. Progress in meeting these recommendations has been variable. Two councils have introduced alternate weekly collections; one council has introduced the alternate collection of residual waste and recyclates and the other has introduced alternate residual and garden waste collections, with a weekly collection of recyclates. The new services have increased recycling and composting and reduced waste arisings. These schemes represent a significant achievement and demonstrate that with thorough planning it is possible to develop waste collection schemes that support the waste hierarchy and implement the JMWMS recommendations.
- 44 But the Merseyside authorities face future challenges. Latest forecasts indicate that only 37 per cent of waste will be recycled/composted by 2020 on Merseyside compared to the JMWMS target of 44 per cent. This projection highlights the importance of complying with the recommendations in the JMWMS. Only one authority collects kitchen waste as an opt-in scheme despite it representing 17 per cent of the waste stream that potentially could be diverted from landfill. Based on current activities the JMWMS recommendation for all districts to move to the kerbside collection of kitchen waste by 2010 will not be fulfilled. Diverting all kitchen waste from landfill would save the Merseyside authorities £3 million in landfill tax each year.
- 45 Furthermore changes to waste collection methods that are not entirely in accordance with the JMWMS do not guarantee to meet targets. For example, a fortnightly collection of co-mingled recyclables is not forecast to achieve a recycling/composting performance of 33 per cent by 2010.
- 46 The authorities provide good access to recycling facilities but their provision is not uniform. Services are provided through a combination of kerbside collections of green waste and recyclables, bring sites and HWRCs. Most households are served by a kerbside collection of at least paper, glass and cans; two authorities, for example, do not collect plastics. Practices on the collection of recyclable materials have developed in a piecemeal fashion, resulting in myriad local systems - partly influenced by the type of housing - with a mix of co-mingled and kerbside segregated collections. The varying systems of collection, types of what may or may not be recycled and provision of bags, boxes and bins in differing colours restrict opportunities for joint procurement, which could lead to economies of scale in waste treatment and to better prices for recyclates. If all plastics, for example, were diverted from landfill the Merseyside authorities would save a further £1.6 million on landfill tax.
- 47 Users have good access to a network of bring sites across the authorities. Most bring sites are basic and accept a limited range of materials but others allow a wider range for recycling, including plastics and Tetra packs. Authorities are now seeking to 'optimise bring bank locations towards an optimum saturation rate' rather than the original recommendation of one per 1,000 population. This approach will enable individual authorities to best position sites to complement kerbside collections and reflect local circumstances.

- 48 On-street facilities are not widespread which means that recyclable waste from litter bins is generally not segregated and diverted from landfill.
- 49 Access to HWRCs for most people is good - 14 across the Merseyside authorities and 2 in Halton - except in the Liverpool area. The HWRCs provide convenient opportunities for local users to recycle additional materials such as batteries. Improved layouts and access to particular HWRCs has contributed to improved recycling performances. Proposals for improving existing sites and developing new sites in line with the JMWMS are subject to the determination of planning applications. If approved they will ensure accessible, adequate facilities for all users and hence reduce the amount of waste going to landfill.
- 50 Recycling containers are located in schools although the provision is variable as only just half of schools are served in parts of Merseyside. Where provided the facilities complement education initiatives to encourage recycling and divert materials from the residual waste stream.
- 51 Trade waste recycling services are not widely provided but, where available, recover up to 60 per cent of such waste. Businesses are encouraged and directed to appropriate outlets. In St Helens Tidy Business Awards reward businesses that demonstrate good practice in, for example, waste minimisation, recycling and waste disposal. This is good practice, is helping to divert municipal waste from landfill and contributes to the avoidance of LATS penalties.

Recovery

- 52 The Merseyside authorities are not on track to meet their own target for the recovery of household waste. The amount of household waste arisings that has been used to recover heat, power and other energy sources is small. In 2005/06 and 2006/07, 389 tonnes (0.05 per cent) and 53 tonnes (0.01 per cent) were respectively used on Merseyside. Energy recovery from residual waste does not take place in Halton.
- 53 The JMWMS target for 15 per cent recovery by 2010 will not be achieved. MWDA is procuring a contract for resource recovery but facilities will not be commissioned before 2013/14.

Landfill

- 54 Total municipal waste sent to landfill is reducing. In Merseyside it reduced from 661,901 tonnes in 2005/06 to 640,399 tonnes in 2006/07 as a result of recycling, composting and reuse activities. The amount in Halton reduced from 55,085 tonnes to 53,771 tonnes⁸. These reductions saved £479,136 on landfill tax.
- 55 MWDA is sending significant less household waste to landfill (table 1)⁹. In Halton the amount is largely stable.

⁸ Defra Municipal Waste Statistics

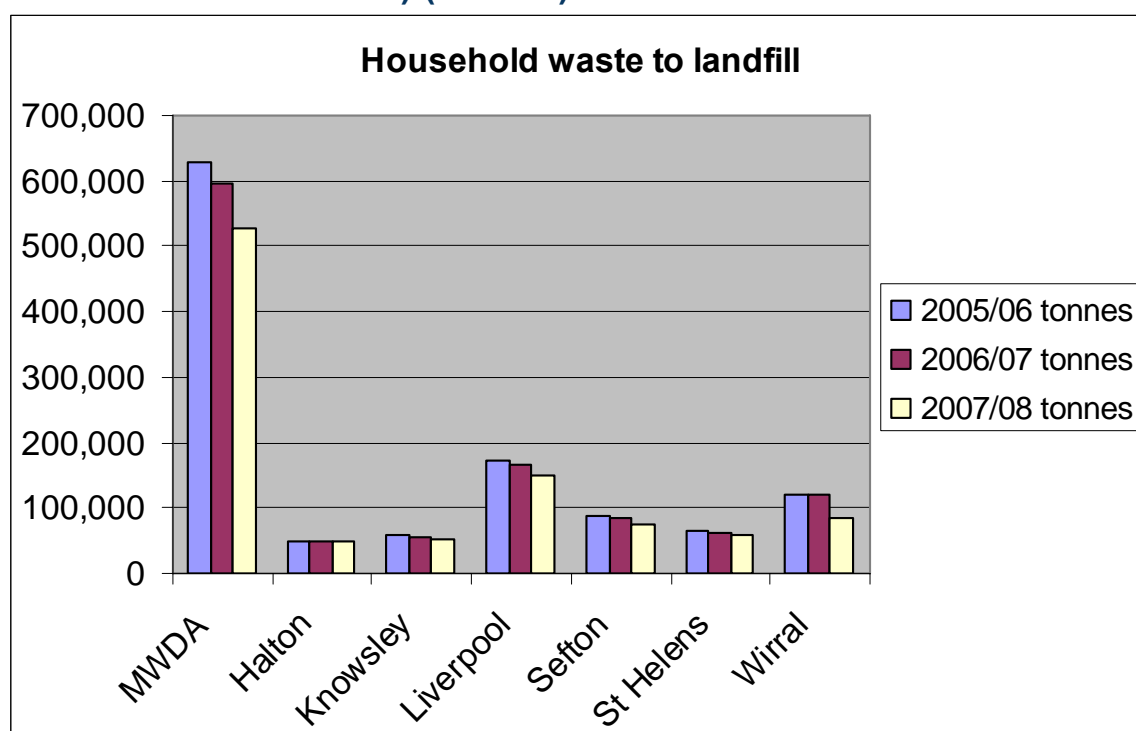
⁹ Best value performance indicators, Audit Commission

Table 1 Household waste to landfill (disposal authorities)

Council	2004/05	2005/06 tonnes	2006/07 tonnes	2007/08 tonnes
MWDA	(86.5%)	627,185 (81.4%)	595,668 (77.6%)	529,066 (70.66%)
Halton	(77.2%)	50,164 (76.8%)	49,472 (74.9%)	50,189 (74.59%)

56 All the other waste collection authorities are sending less household waste to landfill in (figure 3) ¹⁰. Across the conurbation landfill received over 98,000 tonnes less household waste than in 2005/06.

Figure 3 Household waste to Landfill (collection & disposal authorities) (tonnes)



¹⁰ Best value performance indicators, Audit Commission

Diversion of biodegradable waste from landfill

- 57 MWDA has complied with its obligations for BMW diversion in 2005/06, 2006/07 and 2007/08. Unlike ten other waste disposal authorities it has not landfilled more its allocations. Each year it has disposed of less BMW to landfill. Halton Council sent less BMW to landfill than its allowances in 2005/06 and 2006/07. It is, however, estimated to exceed its allowance in 2007/08 and as a result would have to use allowances from previous years to meet its obligation (table 2).

Table 2 BMW to landfill

Council	2003/04 tonnes	2004/05 tonnes	2005/06 tonnes (allowance)	2006/07 tonnes (allowance)	2007/08 tonnes (allowance)
MWDA	512,196	510,493	462,418 (488,572)	442,350 (458,951)	388,366 (419,457)
Halton	44,033	n/a	37,160 (41,732)	36,554 (39,403)	36,562 (36,298)

Merseyside Waste Disposal Authority

- 58 MWDA is meeting its BMW diversion obligations but further development is required to address future, projected deficits and avoid penalties. In 2005/06 and 2006/07 the amounts of BMW landfilled were less than the respective BMW allocations - resulting in a combined surplus of 42,455 tonnes - through increased recycling and composting and as a result of waste arisings not increasing at the rate predicted. In 2005 it purchased 105,000 tonnes of landfill allowances at a cost of £2.2 million, compared with a forecast fine of £15.75 million if allowances had been exceeded. Taking into account unaudited waste data for 2007/08 it therefore has surplus landfill allowances until 2009/10, with an opportunity to sell and maximise income or, if necessary, to meet its obligations.
- 59 However, the Authority has significant future challenges between 2010 and 2014. It is forecast to exceed its LATS allowances each year beyond 2009/10 until a resource recovery contract is scheduled to provide new waste treatment facilities in 2013/14. Current modelling indicates a deficit each year between 2009/10 and 2012/13 - ranging from 82,040 tonnes to 155,348 tonnes and a total of 467,226 tonnes, creating a risk of over £70 million in financial penalties.
- 60 The Authority is working to address the impacts of these forecasts. It conducted a detailed evaluation of the comparative cost of an interim contract to treat BMW between 2009/10 and 2013/14, including the potential for higher recycling rates, against the purchase of LATS allowances. The difference between the LATS trading option and the best interim contract option is about £17 million. This information has enabled MWDA to consider how best it can manage its risk exposure to comply with its BMW obligations through a possible combination of LATS permits purchases and interim contract commitments.

61 Informed by this evaluation, MWDA has acted prudently to take advantage of the current low prices of allowances. The Authority has a medium term strategy to purchase LATS allowances that enables it to manage its obligations most cost-effectively. Modelling shows that through this approach the predicted deficits over the period will be reduced (and potential penalties reduced to £33.9 million) but with a risk of possible increases in the market value of allowances. MWDA can now consider future options for waste treatment through its procurement programmes and the prevailing prices of allowances for each year until recovery facilities are commissioned.

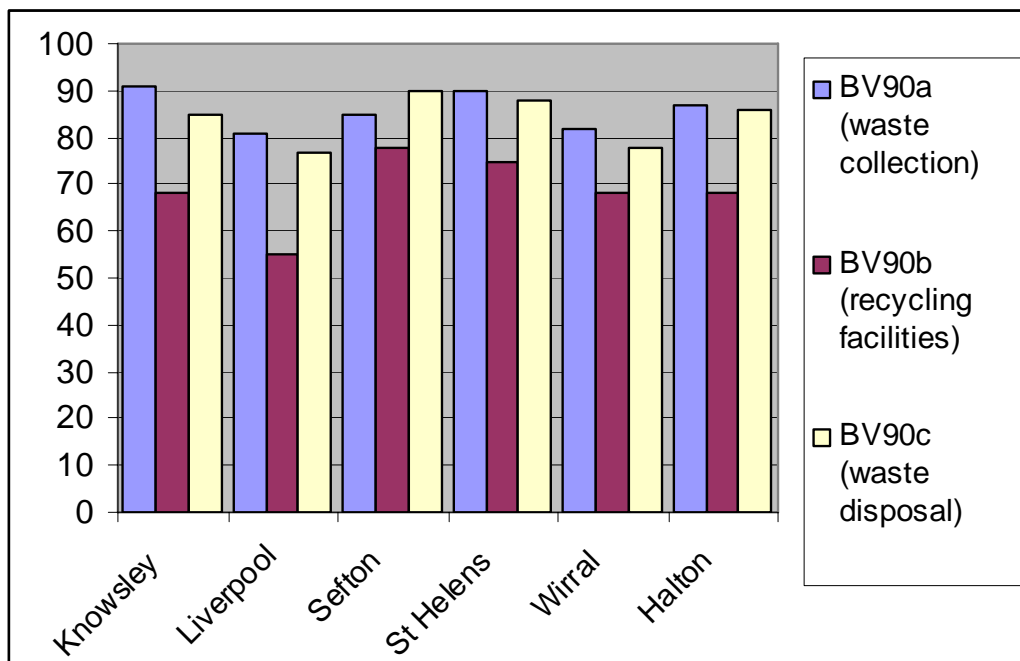
Halton Borough Council

62 Halton Borough Council has to date met its BMW diversion obligation but does not have a clear strategy to achieve its future landfill allowance targets. In 2006/07 the Council had a surplus of 7.2 per cent on its allowance compared with 10.9 per cent in 2005/06. Current recycling systems - even if they achieve 40 per cent performance - will not secure the necessary diversion from landfill. The Council has estimated that it will need to purchase over 18,900 allowances up to 2010/11 to meet its BMW diversion obligations. But without an action plan to address the potential deficits the Council is increasing the risk of significant costs that will be borne by local residents.

User satisfaction

63 Satisfaction with waste management facilities has been mixed (figure 4). It ranges from the best to the worst 25 per cent of councils, with higher satisfaction levels for waste collection than for recycling facilities and waste disposal.

Figure 4 Residents satisfaction 2006/07 (%)



- 64 The introduction of new collection systems has affected satisfaction levels. Where authorities have addressed residents' concerns about alternate weekly collections and the associated health, hygiene and storage issues they have received encouraging feedback. In one further survey (September-November 2007) 52 per cent of those who were initially opposed to the new arrangements stated that their satisfaction with the service had increased and 70 per cent of respondents believed that recycling was now easier under the new scheme. Such responsiveness demonstrates that the success of new schemes is dependent on effective communication with residents.

Education, awareness and communications

- 65 The authorities undertake a good range of community and education initiatives to encourage users to reduce, recycle and compost waste. These activities include:
- education packs and school programmes linked to the national curriculum (including eco-schools) and tailored to specific age groups;
 - education centres at the Bidston and South Sefton waste facilities; and
 - doorstepping surveys to raise awareness and participation in recycling and composting schemes - resulting in increased demand for facilities - and to obtain users' views to design future services.
- 66 Good initiatives are linked to wider sustainable development issues promoted by, for example, a Climate Change trailer and support for a Sustainability Forum. Such activities ensure that a holistic approach is taken to responsible waste management and supports the wider agenda for Merseyside and Halton.
- 67 The authorities work in partnership on promoting certain waste minimisation and recycling practices although activities and good practices are not always co-ordinated or replicated. The degree of promotion, such as the production of educational DVDs, is variable. As a result residents are not always made aware of the most effective ways of handling their household waste and opportunities are being missed to change behaviours.
- 68 Authorities' websites provide access to a good range of advice and information about waste minimisation/prevention and recycling, for example recycling directories, but again the level of detail is variable. Links are provided to other useful sources of information. A common Merseyside brand to encourage users to adopt responsible waste management practices is lacking.
- 69 Written information to promote new recycling services is overall good and user-friendly although authorities do not always take account of local people's needs as well as they could. They largely rely on written material to communicate with residents; this does not take account of low levels of literacy in particular areas, the needs of people with impaired vision and residents for whom English is a second language. As a result fewer residents will be engaged in the service and participate in new kerbside collection schemes.

- 70** Authorities are responsive in meeting the needs of local people. Users' views, have for example, contributed to the design of HWRCs. Good practices include: developing new services in consultation with residents by taking into account their comments; offering face-to-face support for users having difficulties with new systems; engaging with residents to improve participation levels; targeting hard to reach properties and multi-occupancy sites; and evaluating service changes. Such approaches have resulted in high participation rates and increased recycling performances with demand for services such as kitchen waste and plastics collections, where provided, exceeding expectations.
- 71** Marketing and communications with users about wider waste management issues is generally good but not as effective as could be. Communications strategies, where in place, set out how an individual authority will engage with users to deliver sustainable waste services. Good practices include the publication of regular newsletters. Routinely informing users as to how well authorities are performing in terms of recycling waste would help to secure further commitment to new services.
- 72** Individual authorities have awareness-raising, education and publicity plans but these too are not always well co-ordinated across authorities. Links with climate change and other sustainable development issues are not always explicit. The proposed development and implementation of an Education and Awareness Plan by the Merseyside authorities - to integrate a range of education, training and awareness initiatives - within the overall approach to sustainable waste management will help to make the best use of joint capacity.
- 73** Important issues about waste management are not always clearly communicated by the media. A joint communications strategy is not yet in place to provide a framework for education, information and awareness activities across all partners. The lack of such a strategy limits the delivery of a common set of messages to provide a consistent, coordinated approach and strengthen public perception of, and reduce potential opposition to, facilities and services.

Procurement

- 74** The Merseyside authorities have made or are making good progress for the procurement of waste collection and waste disposal contracts. They demonstrate a good approach to procurement by seeking the views of potential providers to inform specifications and identify options for waste collection and treatment.
- 75** Existing contracts for waste collection and disposal are a mix of in-house and external providers. The contracts have provided limited opportunity to improve value for money. However, in cases where authorities have negotiated new contracts or exposed services to tender the positive impacts on performance have been significant.

- 76 MWDA's procurement strategy is constructed well. It includes three contract packages for waste management and recycling, resource recovery and landfill contracts. This approach was reflected in the Outline Business Case for PFI credits, based on a reference project that identified a saving of £467 million over a 25-year period compared with 'business as usual'. The packaging of contracts in this manner allows for the diversion of BMW from landfill in advance of the resource recovery facilities being operational, increases competition - by enabling more service providers to bid - and is more likely to secure better value for money.
- 77 The Authority has an open and transparent approach to procurement whilst recognising the critical importance of not publicly disclosing confidential, commercial issues. It has adopted and published evaluation criteria and methodology for the contracts. This approach minimises the risk of challenge to the procurement process as well offering opportunities to potential bidders and private sector developers.
- 78 Halton Borough Council has passed a resolution delegating certain of its waste disposal functions to MWDA. The delegation enables MWDA to enter into the waste management and recycling and the resource recovery contracts on behalf of the Council. In the meantime it has extended its existing contracts with a private operator for waste disposal and the management of its two HWRCs. The Council's risk of not meeting its BMW obligations is therefore linked to, and dependent on, progress with MWDA's procurement programme.

Waste Management and Recycling

- 79 The procurement for a new waste management and recycling contract aims to secure value for money. The contract will supplement existing facilities with new material recycling facilities (MRFs), transfer loading stations, in vessel composting/anaerobic digestion and composting and HWRCs. MWDA is considering responses from participants following the invitation to submit detailed solutions for this contract. Proposals have varying degrees of merit and are being costed and assessed in an open competitive manner. The process enables the Authority to produce a competitive solution, although clarification around responses is adding six to eight weeks to the procurement programme. The appointed contractor will not be able to take over, as scheduled, from October 2008 and contingency arrangements have been prepared.
- 80 MWDA had previously approved the procurement of a second MRF at Gilmoor that will complement its existing facility at Bidston to handle and divert co-mingled collection of recyclables from landfill. Participants in the tendering process have subsequently expressed an interest in providing, rather than MWDA, specialist MRF process plant and equipment. The forecast is that 55,250 tonnes of BMW will be diverted from landfill each year with savings of £6.84 million on landfill tax and avoidance of LATS penalties.

- 81 Halton Borough Council has achieved good recycling/composting performance at its HWRCs by setting targets in the management contract with its external provider. As a result over 60 per cent of household waste presented at the sites is diverted from landfill.

Resource recovery

- 82 MWDA is making good progress on procuring the resource recovery contract. This 25-year contract will provide the residual waste treatment and recovery facilities, based on a reference case of mechanical biological treatment (MBT) and as necessary, thermal treatment facilities. Following evaluation of pre-qualification questionnaires participants have been asked to submit outline solutions. The specific technology will be subject to the options delivered through the procurement process. The planned contract award date is November 2009. The effect of this timetable is that the facilities will not be in place until 2013/14.
- 83 The authorities are ensuring that potential bidders have up to date forecasts of waste flows. MWDA has worked with WCAs to update the reference case and waste models with the latest forecast collection and disposal tonnage data for the life of the contracts before bidders are invited to submit detailed solutions. This exercise will help to ensure the procurement meets the forecast needs of the WCAs. It will also provide bidders with robust information which will minimise any risk premium they would otherwise build into their prices to reflect uncertainty.

Landfill

- 84 MWDA has awarded, by tender, contracts for landfill disposal at a more competitive rate than was budgeted although one contract has yet to be concluded. Halton Borough Council has extended its contract for landfill disposal. The contracts will ensure that the authorities have adequate capacity to dispose of residual waste which is not otherwise diverted or treated until new treatment facilities have been commissioned.

New Technology Demonstrator Project

- 85 MWDA is seeking to divert waste from landfill through the New Technology Demonstrator Programme. A waste recycling and treatment facility has the capacity to process and divert 50,000 tonnes of municipal residual waste from landfill in 2008/09. The facility is due to operate until April 2009 when MWDA may have the opportunity to use its ownership and scale up the process to handle 80,000 tonnes. The Authority is currently considering a succession strategy and has identified possible options. The nature of this project means that the forecast rate of diversion cannot be relied on but the opportunity does merit further consideration and evaluation.

Waste collection services

- 86 New or revised contract arrangements for waste collection have contributed to improved recycling/composting performance although not all councils have exposed their services to competition. Changes to date include the renegotiation of existing contracts with external providers, introducing service efficiencies and the procurement of an integrated refuse collection and trade waste service. One council forecasts an income of £344,000 from the sale of recyclables to local markets as a result of the kerbside collection and segregation of materials. The changes have contributed to improved value for money for specific WCAs - three authorities reduced the cost of waste collection per household in 2006/07.
- 87 Feedback from community engagement has informed business cases and specifications. Soft marketing exercises have identified what form of packaging and contract was likely to generate interest from companies and stimulate competition. A Gateway review of one waste collection procurement process confirmed that it has delivered the intended benefits. These approaches are more likely to maximise the impact of procurement in terms of service improvements and cost reductions, and hence value for money.
- 88 Little progress has been made to develop joint procurement initiatives with other waste collection authorities in the Merseyside Partnership. Where implemented - for example, joint procurement for wheeled bins (including with other authorities outside Merseyside) - councils have been able to make savings. District council action plans have identified other opportunities but so far these have not been explored. As a consequence the councils are not making the most of opportunities to secure better value for money when procuring and providing their waste collection services and securing markets for recyclable materials.

Planning

- 89 The planning strategy for new treatment facilities is aligned with the procurement process. Pending the ratification of a Waste Development Plan Document (WDPD) in 2010, an interim position statement and a criteria-based sites selection methodology and deliverability assessment were approved. These policies have enabled over 2,000 sites to be assessed as potential locations for waste management facilities and preferred sites selected. The authorities face a significant challenge in working together to secure the relevant planning permissions for the new facilities and to avoid further delays and additional costs.

Funding

- 90 Authorities are making adequate provision for funding. They are putting in place arrangements to cover the cost of future facilities and services although the final costs of the new facilities will depend upon the tendering exercise with prospective suppliers (the reference case indicated a likely cost of £3.1 billion over 25 years). Provision is made within medium term financial forecasting and budgets for known commitments but estimates are based on the submissions received from participants. As a result the long-term revenue and capital implications for all contracts will not be known until final prices are agreed.

- 91 MWDA has secured £90 million of Private Finance Initiative (PFI) credits to offset the costs of the significant infrastructure development associated with the procurement of resource recovery. Prudential borrowing will be used for smaller facilities such as MRFs. MWDA has approved a capital programme strategy.
- 92 The Authority is taking a prudent approach to minimise the impact on council taxpayers through the levy. It has measured the financial effect of the procurement contracts by the creation of waste flow and financial models and has created a 'financial envelope of affordability' for each of the WCAs. This has resulted in several years of a 15.4 per cent increase in the levy to create a sinking fund to smooth out later substantial increases, particularly associated with the provision of the resource recovery facilities.
- 93 Funding arrangements have been clarified. A new apportionment methodology - based on the 'polluter pays' principle - means that around two thirds of the levy is now based on tonnages of waste produced. The incentive for WCAs to minimise waste and to maximise the collection of recyclable materials is now clearer. But the system is not based on the tonnage of BMW sent to landfill to reward WCAs that implement separate, BMW collections for treatment and diversion.
- 94 Authorities have a good track record of securing external funding to develop facilities - such as the Bidston integrated waste management facility - and for education activities through, for example, the Behavioural Change Fund for Local Authorities to support communications and awareness raising activities. The authorities can demonstrate the impact of these activities through increased participation by residents and recyclable waste diverted from landfill.

Capacity

- 95 Authorities have the capacity to deliver future improvements in services. Where capacity has not been adequate it has been addressed through additional investment and organisational restructuring. They are now better placed to address the challenging agenda they face in sustainable waste management.
- 96 MWDA has enhanced its executive capacity. It has recruited additional senior managers and changed its operational structure to better align with the JMWMS and the procurement programme. The changes seek to introduce the best practice approach of an intelligent client in managing contracts. It continues to use consultants to enhance internal capacity. The Authority is now more able to deal with the complex issues that it is facing on procurement, financial planning and strategy development and delivery.
- 97 Halton Borough Council has had limited capacity in strategic waste management but it is taking action to address this issue. Its service has been placed under pressure in managing the transition into the Merseyside Waste Partnership and implementing a new pilot kerbside collection scheme. As such it has not been able to accelerate its plans for community engagement to increase participation in new collection schemes and raise awareness on waste management. These issues will be resolved as it invests in additional capacity.

Partnership working

- 98 The authorities can demonstrate good examples of partnership working but their effectiveness has been limited by inconsistent implementation of decisions and action planning. The support of all partners on a way forward is critical to the delivery of the JMWMS by taking joint take ownership of decisions that are made and overcoming barriers to progress.
- 99 Good progress is demonstrated by:
- ratifying the JMWMS, its objectives and pooled targets;
 - the reference case for the PFI project and the associated investment strategy;
 - joint funding bids and projects; and
 - the Senior Office Working Group (SOWG) - with representatives from each authority - which now has more focus and is tasked with developing performance and reporting measures for specific workstreams.
- 100 However, progress on an Inter Authority Agreement (IAA) to formalise the partnership arrangements has been very slow. All WCAs have not yet signed the IAA to establish contractual joint working practices to deliver the JMWMS. The original intention was to ratify the IAA by December 2005. The absence of agreement creates a risk of significant increases in costs through delays in contract commencement. Uncertainty makes the contracts less attractive to the private sector, which could result in reduced competition and higher prices tendered.
- 101 Not all WCAs are committed to implementing decisions of the MWDA to deliver the JMWMS. A number of issues are evident. WCAs are less committed to certain recommendations in the JMWMS as they consider that they are not in a position to pursue them whilst others are critical about lack of progress by other councils. They have serious differences of opinion over the site selection process. Partner councils seek to distance them from decisions that are unpopular in their locality. These conflicts are likely to cause further delays and costs over the procurement of new facilities which could be in excess of an additional £400 million.
- 102 The councils have a strong influencing role in the development of the JMWMS, including the site selection process, but local issues tend to dominate rather than a strategic approach to the treatment of the region's waste that takes into account all relevant considerations. In contrast difficult decisions have been taken in constituent councils with cross party support for new collection systems.

Community and Voluntary sectors

- 103** Authorities can demonstrate effective working with, but are not maximising the contribution of, the community and voluntary sectors. Examples include:
- funding to support community projects, such as 'Rotters' - a community composting programme that collects garden and kitchen waste from about 1,200 households and also provides waste education and awareness;
 - arrangements with social enterprises to divert material that enters HWRCs for refurbishment and resale; and
 - Faiths4Change, a multi-faith environmental transformation organisation that facilitates Swap Days, also recognised by a Green Apple award.
- 104** Authorities' approaches in encouraging the further development of these sectors are variable. A review has been commissioned to examine how these sectors can be better used, including the delivery of education, awareness and waste prevention activities. Improving the contribution of these sectors would further help authorities to achieve waste management and wider social objectives.

Appendix 1 - Merseyside Waste Disposal Authority

Areas of progress	Areas for further development
<ul style="list-style-type: none"> • Updated JMWMS reflects post-2005 developments with stronger focus on managing the waste hierarchy e.g. Waste Prevention Strategy 2008. • Reduced amounts of household waste collected and landfilled. • Encouraging waste minimisation and reuse activities eg SWAP days (Green Apple Award), real nappies, junk mail, home composting, HWRC franchisees, green office (67 per cent recycling); Bidston/South Sefton centres, Edu-crate - Education and Awareness Strategy. • Improved recycling/composting performance from 13.4 per cent in 2003/04 to 29.32 per cent in 2007/08. • Achieving BMW targets, LATS strategy pending resource recovery facilities. • Consultation with users to inform HWRC facilities. • Procurement package of contracts seeks to maximise value for money (WMRC, RRC, landfill,) and identify options for future waste treatment. • Revised operational structure to fit with the future delivery of the MWMS and the procurement programme, move to an 'intelligent client'. • More focused Senior Officer Working Group and work programme. • Policies linking waste management to wider sustainability issues – Sustainability Strategy, Corporate Social Responsibility, procurement. • Review of contribution of community and voluntary sector. • Change to levy apportionment – 'polluter pays'. 	<ul style="list-style-type: none"> • LATS strategy - short-term deficits. • Least headroom of top 20 WDAs for BMW. • 2006/07: second worst performances for recycling/composting and waste collected per head of population for JWDA's. • Forecast 37 per cent recycling by 2020, below JMWMS target. • Variable residents satisfaction with waste disposal facilities. • Securing the planning applications for the sites in partnership with relevant WCAs. • Co-ordination of wider education activities across Merseyside. • Capacity to handle co-mingled collections of recyclables and treat kitchen waste. • Joint Communications Strategy. • Maximising the contribution of the community and voluntary sector.

Appendix 2 - Halton Borough Council

Areas of progress	Areas for further development
<ul style="list-style-type: none"> • 2006/07: landfilled 36,554 tonnes of BMW compared with allowance of 39,403 tonnes. • Increased recycling/composting from 17.7 per cent in 2003/04 to 25.41 per cent in 2007/08. • All residents served by a kerbside collection of recyclables. • 2006/07 residents satisfaction: best 25 per cent for waste collection (87 per cent) and waste disposal (86 per cent); above median for recycling facilities (73 per cent). • Corporate and financial commitment to develop services – roll out of pilot scheme, education officers to increase participation. • Communications with residents over waste management - council newsletter, PR strategy. • Transition into the Merseyside Partnership has been managed well to reduce risks of BMW exceedance penalties. • Taking a positive view on commercial proposals for energy from waste facilities. • Aligning own waste strategy with JMWMS. 	<ul style="list-style-type: none"> • Waste collected per head of population increased from 546kg in 2003/04 to 563kg in 2007/06 (worst 25 per cent in 2006/07). • Draft Waste Prevention Strategy does not address waste growth. • Close to the 2009/10 BMW allocation. • 2006/07: <ul style="list-style-type: none"> - below median: recycling/composting; and - worst 25 per cent: only 61.3 per cent of residents served by a kerbside collection of two or more recyclables. • Kerbside dry recyclables collection restricted to a 6,000 household pilot due to lack of MRF capacity. • Strategy to achieve landfill and recycling/composting targets. • Learning from best practices to develop services. • Demonstrating value for money of in-house service. • Enforcement of Packaging (Essential Requirements) Regulations. • Measuring impact of managing council’s own waste. • Joint procurement activities. • Maximising collective capacity and expertise of Merseyside authorities.

Appendix 3 – Knowsley Council

Areas of progress	Areas for further development
<ul style="list-style-type: none"> • Household waste collected per head of population reduced from 451.7kg (2005/06) to 427.8kg (2007/08). • Increased recycling/composting from 7.4 per cent (2003/04) to 18.4 per cent (2007/08). • Ninety-eight per cent of residents were served by a kerbside collection of recyclables or of two or more recyclables (below the median). • Promoting reuse of furniture and textiles through Knowsley Community Recycling Scheme. • 2006/07 residents satisfaction - waste collection 91 per cent (best 25 per cent). • Reducing the Council's environmental impact 'best local authority area' - 2007 Groundwork Merseyside 21 Awards; developing Environmental Policy and Management System; linking climate change and sustainable development agendas. • Management of waste performance data and monitoring impacts of new collection schemes. • Taking action to address poor service performance, profitability of commercial waste service and value for money through market testing, use of Scrutiny. • Improved communications with residents to increase participation in new schemes and raise awareness. 	<ul style="list-style-type: none"> • Waste minimisation (2006/07) – ranked 27 out of 35 WCAs that are members of a JWDA - reductions in waste collected in last three years are still higher than between 2002-2005. • Recycling/composting performance in 2006/07 ranked 31 out of the above 35 WCAs - did not achieve 2007/08 target. • Forecast recycling/composting rate of 30 per cent in 2010/11, below target of 33 per cent. • Kitchen waste collection. • 2006/07 residents satisfaction: recycling facilities 68 per cent (below median); waste disposal 75 per cent (worst 25 per cent). • High sickness absences adversely affects cost of waste services. • Taking difficult decisions on possible location of facilities. • Enforcement of Packaging (Essential Requirements) Regulations. • Measuring impact of managing council's own waste. • Learning from other authorities' effective practices. • Maximising collective capacity and expertise of Merseyside authorities.

Appendix 4 – Liverpool City Council

Areas of progress	Areas for further development
<ul style="list-style-type: none"> • Positive action to address under-performing domestic and trade waste service with member involvement and commitment. • Waste collected per head of population is stable; reduced from 437kg in 2003/04 to 425.3kg in 2006/07 - ranked 19 out of 35 WCAs that are members of JWDA. • Increased recycling/composting from 7.6 per cent (2004/05) to 22 per cent (2007/08), brought forward plans for co-mingled collections to use capacity at Bidston MRF; reuse and recycling of street cleansing arisings, on street recycling bins. • Good approach to procuring new, integrated waste collection contract. • Residents satisfaction 2006/07 - waste collection 81 per cent (above median). • Cost of waste collection per household reduced by 2.2 per cent in 2006/07. • Good use of data to improve recycling performance and participation. • Dedicated education and marketing resources to change users' behaviour – good use of WRAP and NRF funding - Publicity and Education Plan, partnerships, targeted information and advice, for example, food waste. • Reviewing network of bring sites to maximise uptake; schools recycling. • Working to include hard-to-reach, multi-occupancy and city centre properties. • Website contains a good range of information about waste management and the provision of waste recycling services. • Support for reuse activities - Bulky Bobs, Furniture Resource Centre, Create. • Positive response to previous AC recommendations. • Packaging survey of high street and Internet retailers. 	<ul style="list-style-type: none"> • Waste collected per head of population increased in 2007/08. • Residents satisfaction 2006/07 – worst 25 per cent: recycling facilities (55 per cent), waste disposal (77 per cent). • Kitchen waste collections. • Enforcement of Packaging (Essential Requirements) Regulations at local manufactures. • Provision of on-street recycling bins. • Working with MWDA on site location for new facilities – taking joint ownership and problem solving. • Measuring impact of managing council's own waste. • Maximising collective capacity and expertise of Merseyside authorities.

Appendix 5 – Sefton Council

Areas of progress	Areas for further development
<ul style="list-style-type: none"> • On track to deliver the Council's JMWMS commitments. • Amount of waste collected per head of population has fluctuated but overall reduced from 394kg (2006/07) to 383.4kg (2007/08) - ranked 10 out of 35 WCAs that are members of a JWDA. • Promoting reuse through Sefton Hands. • Introduction of AWC for garden and residual waste with weekly recycling and kitchen waste collection. • Increased recycling/composting from 11.8 per cent in 2003/04 to 29.6 per cent in 2007/08 - ranked 16 out of the above 35 WCAs (2006/07). • Recycling: all households have access to the weekly green box recycling service; network of bring sites includes plastics recycling; recycling services in schools; commercial waste recycling; 2006/07 residents satisfaction - best 25 per cent for waste collection (85 per cent), recycling facilities (78 per cent) and waste disposal 90 per cent. • Broad range of education programmes, particularly schools; Green Apple Award for schools work and junk mail project. • In-house activities - Carbon Management, EMS, sustainable procurement, office recycling schemes. • Responded to local concerns about AWC - effective communications, resulting in high participation rates and less waste collected. 	<ul style="list-style-type: none"> • Including more emphasis on waste minimisation in education programmes. • Joint procurement initiatives with other Merseyside waste collection authorities. • Measuring impact of managing council's own waste. • Learning from other authorities' effective practices. • Maximising collective capacity and expertise of Merseyside authorities.

Appendix 6 – St Helens Council

Areas of progress	Areas for further development
<ul style="list-style-type: none"> • Waste collected per head of population has reduced to 439kg (2007/08) from 452.6kg (2006/07). • Waste minimisation activities eg Birth to Potty packs, home composting, free bulk waste collection service diverts bulk waste to local reuse organisations. • Increased recycling/composting from 15.5 per cent in 2003/04 to 25.88 per cent in 2007/08. • All residents served by a improved, multi-material kerbside collection of recyclables, complemented by network of bring sites; pilot plastics recycling collection – 90 per cent uptake. • Segregated collection and sale of recyclables creates revenue opportunities. • Increased residents satisfaction (2006/07) – best 25 per cent for waste collection (90 per cent), recycling facilities (75 per cent) and waste disposal (88 per cent). • Published guidance for trade waste recycling, Tidy Business Awards. • Website provides access to a good range of advice and information about waste minimisation and recycling. • Good range of education initiatives linked to national curriculum and wider sustainability issues, tailored to specific age groups; promoting eco-schools, Eco-lab project (Community Stewardship Award), media articles. • 32 out of 55 primary schools have bring banks and all secondary and special schools, 15 eco-schools, waste audits. • Recycling council’s own waste eg office consumables, highways schemes. 	<ul style="list-style-type: none"> • Waste collected per head of population has overall increased since 2003/04 - performance in 2006/07 ranked 30 out of the above 35 WCAs that are members of a JWDA authorities. • Recycling/composting performance in 2006/07 ranked 21 out of the above 35 authorities. • Kitchen waste collections. • Enforcement of Packaging Regulations (Essential Requirements) at local manufacturers. • Measuring impact of managing council’s own waste. • Joint procurement activities. • Learning from other authorities’ effective practices. • Maximising collective capacity and expertise of Merseyside authorities.

Appendix 7 – Wirral Council

Areas of progress	Areas for further development
<ul style="list-style-type: none"> • Waste collected per head of population reduced to 432.9kg (2007/08) - lowest since 2002/03. • New kerbside collection contract of co-mingled recyclables, has significantly improved recycling/composting performance – 31.66 per cent (2007/08) compared with 10 per cent (2003/04); supported by a network of bring sites. • Residents satisfaction (2006/07): waste collection 82 per cent (above median). • Free bulk waste collection service (ERIC); support for reuse schemes, WIRE, Re-paint. • Improved customer focus, targeted waste education – positive response to users’ concerns on AWCs. • Good range of information on waste management and recycling. • New collection contract subject to Gateway reviews – has delivered intended benefits, early market involvement. • Sustainable Procurement Policy. • Joint working with MWDA to develop Bidston facilities. • Good range of education activities – DVDs, teachers toolkits, mini-wardens, targeting non-participants in recycling schemes, schools (mini-bins). • Seeking controls on the issue of plastic bags. • Open and transparent Waste and Recycling Enforcement Policy. 	<ul style="list-style-type: none"> • Waste collected per head of population - 2006/07: ranked 29 out of 35 WCAs that are members of a JWDA. • Recycling/composting - 2006/07: ranked 33 out of the above 35 WCAs. • Residents satisfaction (2006/07): recycling facilities 68 per cent (worst 25 per cent), waste disposal 78 per cent (below median). • Enforcement of Packaging (Essential Requirements) Regulations at local manufacturers. • Wider joint working and procurement with partner authorities. • Measuring impact of managing council's own waste. • Learning from other authorities’ effective practices. • Maximising collective capacity and expertise of Merseyside authorities.