

CANNOCK CHASE COUNCIL

CABINET

21 FEBRUARY 2008

REPORT OF THE DIRECTOR OF SERVICE IMPROVEMENT

RESPONSIBLE PORTFOLIO LEADER – ENVIRONMENT

JOINT MUNICIPAL WASTE STRATEGY FOR STAFFORDSHIRE AND STOKE-ON-TRENT  
“ZERO WASTE TO LANDFILL BY 2020”

1. Purpose of Report

- 1.1 To provide Cabinet with information from the official consultation exercise undertaken for the Joint Municipal Waste Strategy for Staffordshire and Stoke-on-Trent “Zero Waste to Landfill by 2020”.

2. Recommendation

- 2.1 That Cabinet note the information in this report from the official consultation exercise undertaken for the Joint Municipal Waste Strategy for Staffordshire and Stoke-on-Trent, ‘Zero Waste to Landfill by 2020’.
- 2.2 That Cabinet approves adoption of the Joint Municipal Waste Strategy for Staffordshire and Stoke-on-Trent and the principles and scope of the action plan detailed in section 2 of the report for the Council to support the targets of the Joint Municipal Waste Strategy for Staffordshire and Stoke-on-Trent. (The executive summary of the Headline document on the Joint Municipal Waste Strategy for Staffordshire and Stoke-on-Trent is attached as Annex 1 to this report, a copy of the full documents has been placed in the elected members room to view as required).

3. Key Issues

- 3.1 At its meeting of 19 January, 2006, Cabinet approved support of the “Zero Waste to Landfill by 2020” vision of the Staffordshire and Stoke-on-Trent Joint Waste Management Board by contributing £10,000 over 2 years to fund the appointment of a new Waste Strategy Team to deliver the Staffordshire and Stoke-on-Trent Joint Waste Management Board’s 2020 visions.
- 3.2 The European Landfill Directive places strict limits on the amount of waste that can be disposed of by landfill and failure to meet these limits will result in fines of £150 for each tonne of waste by which they are exceeded. In order to meet these targets, Government has allocated landfill allowances to each Waste Disposal Authority (County Council in two-tier areas) by which to reduce up to 2020.

3.3 The official consultation exercise for the Joint Municipal Waste Strategy was undertaken by the Waste Strategy Team between 10 July and 15 September, 2007.

4. **Summary**

4.1 In adopting the Joint Municipal Waste Strategy for Staffordshire and Stoke-on-Trent, Cannock Chase Council would continue to work as a partner in the Staffordshire and Stoke-on-Trent Joint Waste Management Board in achieving targets set out in the EU Landfill Directive.

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**Section 1**

**Background**

This Council is engaged in a longstanding partnership with Staffordshire County Council, Stoke-on-Trent City Council and the other seven district councils in Staffordshire through the Staffordshire Waste Management Board and Staffordshire Waste Officers Group. The Board is tasked with addressing waste management issues on a countywide basis through the examination of co-operative working.

The Joint Waste Management Board has worked in devising a strategy to enable Staffordshire to meet the national waste agenda. It has further secured £100,000 of funding from the Regional Centre of Excellence for the West Midlands to achieve an affordable solution to dealing with residual waste which cannot be recycled or composted and develop a joint procurement partnership with all Staffordshire councils in order to ensure that the improvements required to meet the national waste agenda are affordable.

Cabinet approved support of the "Zero Waste to Landfill by 2020" vision of the Staffordshire Joint Waste Management Board at the Cabinet meeting on 19 January, 2006.

The key aim of the "Zero Waste to Landfill by 2020" vision of the Staffordshire Joint Waste Management Board is to enable Staffordshire to meet the requirements of the EU Landfill Directive and further act as a beacon in promoting sustainable methods of waste management to reduce its impact upon the environment.

The Directive places limits on the amount of municipal solid waste that is disposed of through landfill, as set out below:

- By 2010 reduce biodegradable municipal waste landfilled to 75% of that produced in 1995
- By 2015 reduce biodegradable municipal waste landfilled to 50% of that produced in 1995
- By 2020 reduce biodegradable municipal waste landfilled to 35% of that produced in 1995

Successful implantation of the "Zero Waste to Landfill by 2020" vision will enable Staffordshire to meet the relevant targets, thus avoiding the imposition of fines and the high taxation costs of landfill disposal.

**Section 2**

**Details of Matters to be Considered**

The extensive public consultation exercise took place between 10 July and 15 September 2007. The consultation was designed and implemented by Counter Context Ltd who were commissioned by Staffordshire County Council (SCC) on behalf of the Staffordshire Joint Waste Municipal Board (JWMB).

The information materials and consultation documents produced by Counter Context Ltd and distributed during this consultation were based on materials and reports prepared by the JWMB.

This public consultation was designed to:

- Raise the public's awareness of the issues raised by, and the potential solutions highlighted in, the Zero Waste to Landfill strategy.
- Obtain the public's views about their level of understanding of the Zero Waste to Landfill strategy and their opinions about the issues raised and the solutions proposed.
- Establish the acceptability of "Energy from Waste" as a treatment option for residual waste.
- Ensure that the public are involved in the development of the Zero Waste to Landfill strategy.
- Obtain a comprehensive, statistically valid and robust account of the views generated by the Zero Waste to Landfill strategy of a representative sample of the Staffordshire population (circa 1,000,000 people).

This public consultation incorporated a range of techniques to encourage people to become actively involved in the development of the Zero Waste to Landfill strategy. This multifaceted approach was specifically structured around the aim to make consultation materials available in both urban and rural areas.

The techniques used were grouped into two categories:

**Direct** - information and consultation activities made available and distributed directly to members of the public via the following.

- Briefing Pack's
- Summary Document and Longer Questionnaire
- Consultation Booklet and Shorter Questionnaire
- Community Access Points (CAP sites)
- Community Agents
- Central Library Distribution
- Road Shows and Community Outreach
- Discussion Groups
- On Street Interviews

**On Demand** - information materials and resources made available for access by members of the public via the following.

- Online Portal – [www.staffswaste2020.info](http://www.staffswaste2020.info)
- Telephone Information Line – 0845 300 6630

## District Council responses to Staffordshire and Stoke on Trent Joint Municipal Waste Strategy

All District Council's in Staffordshire pledged their overall support for the objectives of the strategy and to meet the 50% MSW recycling target.

A general concern was expressed that infra structure for recycling and or composting facilities should be made available and within an economic distance of each authority.

General support was given to Project W2R, to provide none landfill disposal for residual waste, although concerns were raised regarding planning issues and waste transfer.

It was agreed that the Landfill Allowance Trading Scheme (LATS) was a vital issue and that the potential costs of LATS and the "do nothing option" had perhaps not been emphasised sufficiently in the Strategy.

There was also an opinion expressed by several authorities that LATS liabilities and recycling targets should be imposed on each individual authority rather than collectively over all Staffordshire councils.

The wording of the Municipal Waste Strategy will be reassessed in the light of the comments and where appropriate changes made to the final version.

Members of the JWMB and individual Authorities are asked therefore to formally adopt the document. **The executive summary of the Headline document on the Joint Municipal Waste Strategy for Staffordshire and Stoke-on-Trent is attached as Annex 1 to this report, a copy of the full documents has been placed in the elected members room to view as required.**

## Public responses to Staffordshire and Stoke on Trent Joint Municipal Waste Strategy

Overall there was considerable public support, through the responses received, for the basic contents of the Zero Waste to Landfill strategy. This support is largely consistent with few variations between different elements of the strategy and between different demographic groups.

There was considerable agreement with the proposition that the Councils in Staffordshire should do more to reduce the amount of waste produced in the county. In total 94.6% of respondents either "strongly agreed" or "agreed" with this statement.

In total 93.9% of respondents either "strongly agreed" or "agreed" that the councils should plan and work so that at least half of the household waste produced is recycled and composted.

Respondents agreed that Staffordshire should plan to stop using landfill sites because of environmental considerations.

Respondents “strongly agreed” or “agreed” with the proposition that Staffordshire should convert more residual rubbish into energy.

#### Action Plan for Cannock Chase

The following table outlines the principle actions to be undertaken by the Council to achieve statutory recycling and composting targets contained in the national waste strategy, and support the stretch target of 55% by 2020 contained within the Staffordshire and Stoke-on-Trent Joint Municipal Waste strategy - ‘Zero Waste to Landfill by 2020’

|    | Objective  |   |
|----|--|---|
| 1. | Reduce the volume of household waste collected             | Develop in partnership with <u>all</u> Staffordshire Authorities a Waste Minimisation Strategy: <ul style="list-style-type: none"> <li>• Continued promotion of home composting.</li> <li>• Advice and promotion through waste audits and road shows to change shopping habits with regard to packaging.</li> </ul>   |
| 2. | Continue to increase the level of recycling and composting | Increase Recycling and Composting rates to achieve statutory targets and stretch performance stated in Staffordshire’s Joint Municipal Waste strategy, and upper quartile performance, through the following means: - <ul style="list-style-type: none"> <li>• Increase participation of current kerbside recycling and composting operations, through education promotion and improvements to the service to make recycling easy for residents.</li> </ul> |
| 3. | Reduce the volume of waste sent to landfill.               | The Council will strive to cease landfilling as far as reasonably practicable waste which cannot be easily recycled or composted by: <ul style="list-style-type: none"> <li>• Working with partners to trial alternative methods of waste treatment and disposal.</li> <li>• Maximise opportunities to dispose of waste through existing and proposed Incineration Plants with Energy Recovery.</li> </ul>  |

Section 3

Contribution to CHASE

E stands for environment for which effective waste management and recycling collection services make a major contribution to the living environment.

Section 4

Section 17 Implications

There are none identified as a result of this report.

Section 5

Human Rights Act Implications

There are none identified as a result of this report.

Section 6

Data Protection Act Implications

There are none identified as a result of this report.

Section 7

Risk Management Implications

It is a medium risk in consideration of the current progress on the development of the waste incineration with energy recovery facilities to be constructed at Four Ashes between Cannock and Wolverhampton, in the south of the county.

Positive (Opportunities/Benefits)

Opportunities for joint working between authorities will be enhanced through the successful implementation of the joint strategy, with potential significant efficiency savings and improved service delivery through adoption of best practice within all partner authorities.

Opportunity to exceed statutory recycling and composting targets and provide for a high performing sustainable waste management practice.

Negative (Threats)

There is a risk that the Private Finance Initiative (PFI) bid will not be successful. In this case, it is likely that Staffordshire County Council will procure facilities that only have sufficient capacity to meet the statutory landfill diversion targets and not the aspirational targets contained in the 'Zero Waste to Landfill by 2020' vision.

There is a risk that the proposed statutory recycling and composting targets and the stretched target of 55% by 2020 will not be achieved. This may result in landfill allowances being exceeded and fines being incurred by Staffordshire County Council.

Section 8

Legal Implications

The Council has a statutory duty to collect household waste. This statutory duty arising under the Control of Pollution Act 1974, Section 12 which states:

- (1) It shall be the duty of each collection authority—
  - (a) subject to subsection (3) of this section, to arrange for the collection of all household waste in its area except waste—
    - (i) which is situated at a place which in the opinion of the authority is so isolated or inaccessible that the cost of collecting it would be unreasonably high, and
    - (ii) as to which the authority is satisfied that adequate arrangements for its disposal have been or can reasonably be expected to be made by a person who controls the waste; and
  - (b) if requested by the occupier of premises in its area to collect any commercial waste from the premises, to arrange for the collection of the waste.

The Household Waste Recycling Act 2003 ('2003 Act') makes further provision regarding the collection, composting and recycling of household waste.

The 2003 Act also inserts into the Environmental Protection Act 1990 a new provision, namely, Section 45A (arrangements for separate collection of recyclable waste), which states:

- (1) This section applies to any waste collection authority whose area is in England (an "English waste collection authority").
- (2) ...
- (3) The arrangements are arrangements for the collection of at least two types of recyclable waste together or individually separated from the rest of the household waste.
- (4) The requirement in subsection (2) above shall apply from 31st December 2010.
- (5) ...
- (6) In this section, "recyclable waste" means household waste which is capable of being recycled or composted."

In essence the 2003 Act requires local authorities in England to provide kerbside collections for at least two recyclable materials by 2010.

The Landfill Directive (1999/31/EC) was adopted by the EU in 1999 and subsequently the directive brought into force in the UK on 15 June 2002 as the Landfill (England and Wales) Regulations 2002 ('the 2002 Regulations'). The 2002 Regulations requires the UK to reduce

biodegradable waste going to landfill to 75% of 1995 level by 2010, 50% of 1995 level by 2013 and 35% of 1995 level by 2020.

Under the Landfill Allowance and Trading Scheme (England) Regulations 2004, the Council must not exceed any allowances granted in relation to the depositing of biodegradable municipal waste in landfill sites.

Any decision taken must have regard to the statutory obligations imposed upon this Council in terms of recycling targets and the limitations imposed in using landfill sites. Failing to comply with statutory requirements may result in the Council being liable to a financial penalty and adverse publicity.

## Section 9

### Financial Implications

There are no direct financial implications arising from the report.

The implementation of the action plan will be contained within existing resources wherever possible.

Any action plans, or proposals to meet the Strategy, that require additional resources will be the subject of a separate report to Cabinet

## Section 10

### Human Resource Implications

There are none identified as a result of this report.

## Section 11

### Conclusions

Achievement of statutory and stretched recycling targets contained in the Staffordshire and Stoke-on-Trent Joint Municipal Waste strategy will be challenging for all authorities.

Analysis of the responses from the consultation by the public in Staffordshire confirms there is strong support to reduce the total amount of household waste, reduce the volume of waste sent to landfill, raise the levels of recycling and composting further and dispose of residual waste through an energy from waste process.

This feedback allows the Council to set a baseline to develop our services to reach the targets contained within the Joint Municipal Waste strategy, and address the issues raised by the residents of Cannock Chase Council.

The Council will therefore formalise its Action Plan with the three principles outlined below, and detailed in the table in section 2 of the report.

- Reduce the volume of household waste collected
- Continue to increase the level of recycling and composting
- Reduce the volume of waste sent to landfill.

**Background Papers**

Cabinet Report 19 January, 2006



**Staffordshire County Council and Stoke-on-Trent City Council  
Joint Municipal Waste Management Strategy**

**Headline Strategy Document  
(Post Consultation Draft)**

**November 2007  
SLR Ref: 402.1395.00001**



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**EXECUTIVE SUMMARY**

This Joint Municipal Waste Strategy sets out a vision for future sustainable waste management within Staffordshire and Stoke on Trent to the year 2020 and beyond. It has been prepared as an update to the existing waste strategy and is in line with the government’s new waste strategy guidance documents. The overarching principles within this strategy are consistent with earlier work and include;

- **Increased household recycling:** Delivering on a combined household recycling and composting target of 55% (equivalent to 50% of all MSW)
- **Recovering benefit from all remaining MSW:** Sending approximately 50%<sup>1</sup> of all MSW for recovery
- **Zero waste to Landfill:** Minimising all forms of waste to landfill through increased recycling followed by maximum recovery of all remaining residual waste, thus placing landfill as the last and final option

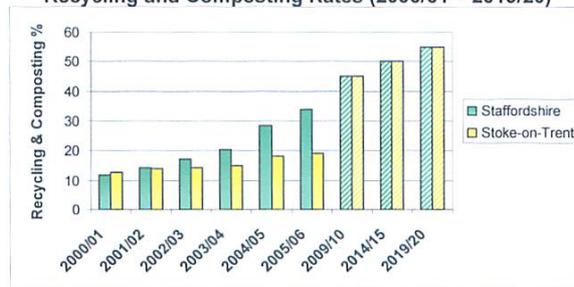
The principle driver for the targets and objectives outlined in this strategy is derived from the European Landfill Directive which places a duty on member states to decrease the quantities of biodegradable municipal waste sent to landfill.

Whilst this strategy is centered on the need to meet the Landfill Directive targets it’s wider remit has the intention of;

- **Sustainability:** Achieving **sustainable management of all waste** arising in Staffordshire and Stoke-on-Trent through emphasis on the **reduction, re-use, recycling and recovery of waste;**
- **Resource management:** Wherever practicable, managing **waste as a potential resource** and as close as possible to its point of origin;
- **Working together:** Developing effective **co-operation and joint working** between local authorities, businesses and residents on the benefits of waste minimisation and increased recycling and recovery

This draft JMWMS and its supporting documents provides all necessary information on the key regional, national and European waste policy drivers, as well as the **necessary actions required to improve current recycling and composting** to meet specified targets. Where we are now and where we need to be is summarized in Figure ES1.

**Figure ES1: Staffordshire and Stoke-on-Trent Actual and Target Recycling and Composting Rates (2000/01 – 2019/20)**



<sup>1</sup> 5% of the MSW total is rubble which is recycled at HWRCs, and therefore does not require further residual treatment. Government definitions exclude rubble from household waste recycling figures.

The pathway to delivering this strategy is clearly explained within this strategy and set out in an accompanying implementation plan. The plan shows that shared ownership and a coordinated approach to minimise waste arisings through effective participation can be achieved. This in turn will result in waste being managed as high up the waste hierarchy as possible which is essential to ensure delivery of this strategy. Co-ordination in this context includes the general public, businesses, waste collection authorities and waste disposal authorities.

The supporting documents to this Headline Strategy are set out in Figure ES1 and provide detailed information regarding the implementation of the strategy and the technical background. The SEA consultation document also forms part of the JWMS and has been issued as a separate document. The supporting documents are comprised as follows;

- **Implementation plan** (tool for implementation of each of the preferred waste management options);
- **Strategic Environment Assessment (SEA):** Environment Report and Scoping Reports (tool designed to conduct a strategic environment assessment of plans and strategies developed by national, regional and local authorities)
- **Technical appendices** (provides detailed background and support to the headlined strategy document); and
- **Options assessment report** (identifies preferred waste minimization, recycling and recovery options using life-cycle analysis tools and professional judgment);

Figure ES1: Headline Waste Strategy and supporting documents for Staffordshire and Stoke-on-Trent

