

NORTH WEST LEICESTERSHIRE DISTRICT COUNCIL

CABINET - TUESDAY, 25 APRIL 2023



Title of Report	RESOURCES AND WASTE STRATEGY FOR LEICESTERSHIRE 2022 - 2050	
Presented by	Paul Sanders Head of Community Services <div style="text-align: right;">PH briefed <input type="checkbox"/> Yes</div>	
Background Papers	Our Waste, Our Resources: A Strategy for England Recycle More... The Plan Leicestershire Resources and Waste Strategy 2022-2050 – Summary of Public Consultation Leicestershire Resources and Waste Strategy 2022-2050 –Equality and Human Rights Impact Assessment	Public Report: Yes
Financial Implications	<p>There are no financial implications arising directly from the adoption of this strategy. Future waste service changes resulting from the strategy and a wider review of the waste service will be subject to a separate Cabinet or Council report, detailing the financial implications for the Council.</p> <p>Based on the latest available information from the government's net zero commitments, it is envisaged that capital and revenue costs for a separate food waste collection service will be funded by central government.</p> <p>Signed off by the Section 151 Officer: Yes</p>	
Legal Implications	<p>Legislation to enable the policy changes within the Recycling Waste Strategy (RWS) are contained within the Environment Act which received Royal Assent on 9 November 2021.</p> <p>The Leicestershire Resources and Waste Strategy 2022 -2050 (LRWS) has considered the potential forthcoming legislative changes, these are reflected accordingly, and in some instances caveats have been made due to the continued delay of confirmation of government policy. It is important to note the strategy is high-level and therefore non-site specific.</p> <p>Signed off by the Deputy Monitoring Officer: Yes</p>	

Staffing and Corporate Implications	<p>There are no staffing or corporate implications arising directly from the adoption of this strategy. Future waste service changes resulting from the strategy and a wider review of the waste service will be subject to a separate Cabinet or Council report.</p> <p>Signed off by the Head of Paid Service: Yes</p>
Reason for Decision	<p>To seek Cabinet approval and adoption of the Leicestershire Resources and Waste Strategy (LWRS) which sets out how the Leicestershire Waste Partnership (LWP) intends to manage municipal waste up until 2050</p>
Recommendations	<ol style="list-style-type: none"> 1. ADOPT THE LEICESTERSHIRE RESOURCES AND WASTE STRATEGY (APPENDIX ONE) 2. ENDORSE THE CONTINUATION OF THE WASTE PARTNERSHIP, BUT REQUEST THAT IT IS DEVELOPED AND ENHANCED TO ENSURE APPROPRIATE POLITICAL, STRATEGIC AND ORGANISATIONAL ENGAGEMENT 3. REQUEST THE PARTNERSHIP EXPLORES COLLABORATIVE OPPURTUNITIES WHICH HAVE THE POTENTIAL TO DELIVER ENVIRONMENTAL IMPROVEMENTS, WHILST HELPING TO REDUCE COSTS ACROSS THE WASTE-SYSTEM, SUCH THAT COST SHUNTING IS AVOIDED AND MUTAL BENEFITS ARE SHARED ACROSS ALL PARTNERS 4. THAT AUTHORITY IS DELEGATED TO THE HEAD OF COMMUNITY SERVICES IN CONSULTATION WITH THE PORTFOLIO HOLDER FOR COMMUNITY SERVICES TO SIGN OFF ANY FURTHER AMENDEMENTS TO THE STRATEGY ON BEHALF OF NORTH WEST LEICESTERSHIRE DISTRICT COUNCIL, TO INCORPORATE LEGISLATIVE, REGULATORY, OR NATIONAL POLICY CHANGES RECOMMENDED BY THE LEICESTERSHIRE WASTE PARTNERSHIP ANY SUCH CHANGES WILL BE COMMUNICATED IN WRITING TO ALL MEMEBERS

1. INTRODUCTION

- 1.1** Under the Waste and Emissions Trading Act 2003, all two-tier authorities are required to have in place a Joint Municipal Waste Management Strategy for the management of municipal waste within their areas. Therefore, there is a legal requirement for all seven district councils and Leicestershire County Council to have a joint waste strategy in place and this is delivered through the Leicestershire Waste Partnership (LWP) of which all eight councils are members.

- 1.2 The Leicestershire Resources and Waste Strategy 2022-2050 (LRWS) sets out how the LWP intends to manage municipal waste in the period up to 2050 (see Appendix One). The LRWS replaces the Leicestershire Municipal Waste Management Strategy (LMWMS) which was last updated in 2011.
- 1.3 A public consultation forms part of the process of a formal review of a Joint Municipal Waste Management Strategy as per the government's guidelines.

2. BACKGROUND

- 2.1 The first Leicestershire Municipal Waste Management Strategy (LMWMS) was adopted by the Leicestershire Waste Partnership (LWP) in 2002. In 2006 it was comprehensively reviewed, including a public consultation and a full Strategic Environmental Assessment (SEA). The strategy was subsequently updated in 2011 to reflect changes in performance and the economic climate since 2006, but maintained the objectives of the 2006 strategy.
- 2.2 In 2019, the LWP commissioned consultants Frith Resource Management to develop the new 2022 – 2050 strategy. All eight councils in the partnership are in the process of adopting this final strategy and this should be completed by April 2023.
- 2.3 The strategy highlights significant legislative changes are on the horizon. In responding to these, the waste partnership will need to be maintained and enhanced to ensure appropriate political, strategic and organisational engagement. As government policy evolves, the partnership will need to explore collaborative opportunities which are most effectively able to deliver the changes required and ensure the balance of risk and reward is shared across both the waste disposal and waste collection authorities.

Innovative collaborative opportunities should be considered which have the potential to deliver environmental improvements, whilst helping to reduce costs across the waste-system, such that cost shunting is avoided and mutual benefits are shared across all partners. Where funding is provided which requires allocation across the partnership, this will be calculated on a basis that is acceptable to all partners to ensure legally compliant, cost effective and timely distribution.

- 2.4 The government's Resources and Waste Strategy (RWS) for England was released in 2018 (see background paper). It focuses on known problems with effective solutions that will reduce reliance on single use plastics, cut confusion over household recycling, tackle the problems of packaging and end food waste. The RWS outlines how the government aims to make the UK more resource efficient and to move towards a circular economy which keeps resources in use for longer. The RWS covers the period until 2050 and includes the Circular Economy Package target of a 65% recycling rate of municipal (household) waste by 2035.
- 2.5 Following on from the publication of the RWS, two rounds of consultations were released by the government with local authorities identified as key stakeholders. These included proposals that are expected to affect local waste services, including mandatory weekly food waste collections, free garden waste collections, the introduction of a deposit return scheme for single use drinks containers, extended producer responsibility for packaging (this is in essence where the full cost of collection, recycling and disposing of packaging is met by the producers of the packaging) and a move towards consistent waste collections by all local authorities. These three policies are known collectively as the 'Collection and Packaging Reforms' and consist of:

- Deposit Return Schemes (DRS) (England, Wales & Northern Ireland) – closed June 2021
 - Reforming the UK Packaging Responsibility System/Extended Producer Responsibility (EPR) (UK) – closed June 2021
 - Consistency in Household and Business Recycling Collections (England) – closed July 2021
- 2.6** To date, the results of the second round of consultations have only been published for extended producer responsibility for packaging. They have not yet been published for a deposit return scheme and consistency in household and business recycling collections.
- 2.7** Legislation to enable the policy changes within the RWS are contained within the Environment Act which received Royal Assent on 9 November 2021.
- 2.8** The LRWS has considered the potential forthcoming legislative changes, and these are reflected accordingly, and in some instances, caveats have been made due to the continued delay of confirmation of government policy. It is important to note that the strategy is high-level and therefore non-site specific.
- 2.9** The Council's current Recycle More Plan (see background paper) was adopted in 2019 and aligns with the LRWS. The intention is to update the Recycle More plan, whilst carrying out a wider review of the Council's waste and recycling service, which will be presented at a future Scrutiny meeting.

3. JOINT MUNICIPAL WASTE MANAGEMENT STRATEGY - REVIEW PROCESS

- 3.1** The purpose of a joint municipal waste management strategy is to:
- a) Identify the baseline position
 - b) Outline where partners want to be and when by
 - c) Articulate how this will be achieved.

To achieve the above the following steps were undertaken:

Strategy Review Steps	Outputs
Production of a detailed project plan	Project Plan
Project planning, gap analysis, data analysis	Baseline Report
Undertake full Equalities and Human Rights Impact Assessment	Equalities and Human Rights Impact Assessment
Agree objectives and options and options assessment criteria	Draft Options Appraisal Report and Draft Headline Strategy
Strategic Environmental Assessment (SEA)	Scoping Report and five-week statutory consultation; Draft Environmental Report
Public Consultation	Public Consultation Report
Finalisation of the Strategy	Final Headline Strategy
Action Plan Timeline	Final Action Plan Timeline

4. PUBLIC CONSULTATION FINDINGS

- 4.1** Extensive public consultation was undertaken for twelve weeks in Spring 2022. A summary of the public consultation responses is provided - see background paper.
- 4.2** Across Leicestershire a total of 5,233 responses were received. Almost two thirds of the respondents were female (63%). Compared to the known population of Leicestershire (Census 2011), this shows females were over-represented and males under-represented. Almost half (45%) of respondents were aged between 45-64 years. Under-represented age groups in respect to population include 15-24 years old and those over the age of 85 years.
- 4.3** 12% of the respondents were from North West Leicestershire. 84% of the respondents either strongly agreed or tended to agree with the Vision of the LRWS, and 85% either strongly agreed or tended to agree with the pledges set out in the LRWS.
- 4.4** The majority of the respondents in Leicestershire were supportive of the Vision, with 83% in agreement:
- “To work towards a circular economy and contribute to achieving net zero carbon by 2050 in Leicestershire. This means fully embracing the waste hierarchy by preventing waste and keeping resources in circulation for as long as possible, through reuse, repair, and recycling, to realise their maximum value whilst minimising environmental impacts”.
- 4.5** A workshop was held on 10 December 2021 between North West Leicestershire District Council members, the Head of Community Services and the Waste Services Team Manager. Officers gave a presentation and provided a briefing note regarding the LRWS. Members made references to fly-tipping and litter within the strategy and that they needed strengthening and noted the differences between district kerbside collections.

5. OVERALL FINDINGS AND CHANGES TO THE STRATEGY

- 5.1** The results to the survey were analysed and the key conclusions were:
- The proposed Vision and Strategy resonate with residents
 - The understanding of the relationship between waste and climate change is limited.
 - Residents are enthusiastic about greater engagement in reducing waste and increasing recycling and recognise they have a key role to play (community initiatives and collective action).
 - Communications and engagement activities need to be developed bearing in mind learning from behavioural science, addressing the environmental, personal and social factors that can affect behaviour.
- 5.2** The key themes that have been highlighted in the consultation responses together with the issues and considerations that have been raised are summarised below. These are not presented in an order of priority:
- Tackling fly-tipping – an area of concern for residents.

- Putting pressure on producers – residents would like to see producers take more responsibility and use recyclable packaging for their goods.
- Increased access to sustainable activities – recognition of these to be accessible and affordable for all, especially waste prevention and reuse.
- Engagement and encouragement – respondents like to be kept informed and suggested potential for incentives for rewarding positive behaviours.
- Educating residents – suggested that efforts need to be made to encourage understanding the issue of waste and its relationship to climate change.
- Concerns with food waste collections – respondents were generally positive on the introduction of food waste collections, but there were concerns raised of how it works in practise e.g. smells and hygiene.
- Expanding kerbside recycling – to reduce the amount of residual waste, respondents were keen for the introduction of a wider variety of materials collected at the kerbside.
- Accessibility of garden waste collections – residents were generally satisfied with the service, but a reoccurring theme was accessibility to this service and charging.
- Restricted residual waste collection and household size – residents from larger households raised concerns on restricted residual waste. Overall the option of a fortnightly collection with a smaller size bin was more favourable (39%) than a three-weekly collection with a current size bin (16%).
- Improving Household Waste Recycling Centres (HWRCs) – levels of satisfaction with HWRCs were high, although some respondents did raise concerns regarding short opening hours, too few HWRCs and inaccessibility.

5.3 Findings from the consultation exercise will be utilised to help inform future initiatives and campaigns. A key theme which came out of the consultation exercise, which is not dealt with by the pledges, is fly-tipping. The Leicestershire Waste Partnership has therefore committed to address this and added an additional pledge (pledge two below).

5.4 Minor modifications have been made to the remaining eleven pledges, but it is not considered that these existing pledges require alteration. The final pledges are:

- 1) All councils within the partnership will review their purchasing activities and internal waste management services to seek to promote waste prevention, reuse, and recycling to support the objectives of this strategy and lead by example.
- 2) Environmental crime, particularly fly-tipping does not recognise council boundaries. The partnership will work together to reduce fly-tipping and litter across Leicestershire and educate residents, businesses, or anyone disposing of rubbish, about their legal duty of care to dispose of their rubbish responsibly.

- 3) The partnership pledges to support and encourage waste prevention activity across LWP. This will include working with stakeholders, residents, and communities to prevent unnecessary waste arising, for example through food waste reduction campaigns such as Love Food Hate Waste.
- 4) The partnership pledges to continue delivering reuse services and expand activities where practicable, working in partnership with other stakeholders and to signpost to places that advocate for waste prevention and reuse, in support of developing a circular economy.
- 5) The partnership will implement and promote separate food waste collections to all households, subject to confirmation of the national policy, legislation, and the provision of total ongoing government funding. This will be as soon as possible when contracts and circumstances dictate. The county council will procure anaerobic digestion capacity to treat the collected food waste in a manner that contributes to effective carbon emissions reduction across the county and improves soil quality.
- 6) The partnership will explore the use of alternative fuels for collection vehicles and the transportation of waste and resources to further reduce carbon emissions of the service and improve air quality.
- 7) The partnership will continue to offer a garden waste collection system to Leicestershire residents. This will follow national guidelines as to the form of the collection and will be subject to legislation and total ongoing government funding. The partnership will continue to procure composting capacity to treat the collected garden waste in a manner that supports carbon reduction and improves soil quality.
- 8) The partnership shall ensure that the full range of recyclables (as specified by the government and subject to funding) are collected from residents (and businesses where applicable) across Leicestershire by 2025, or as soon as possible when contracts and circumstances allow.
- 9) The partnership shall continue to explore the viability of adding extra materials to recycling collections (e.g. small electrical goods) striving to continually improve Leicestershire's recycling performance.
- 10) The partnership will put in place collection systems to contribute towards the achievement of the national 65% recycling target by 2035. This may include restricting residual waste capacity to encourage greater materials separation, carbon savings and resource recovery. Improvements in materials recovery at Household Waste Recycling Centres will also contribute towards the national target.
- 11) The partnership will continue to allocate a communications budget sufficient to help promote good recycling behaviour and support resource recovery to progress the circular economy and low-carbon objectives of this strategy.
- 12) The county council will reduce waste sent to landfill to less than 5% by 2025, well in advance of the 10% national target by 2035. The county council will undertake future procurement processes for residual waste treatment (alternatives to landfill) in line with the vision and objectives of this strategy.

5.5 In the period during the public consultation, the government released its response to its extended producer responsibility for packaging consultation and has confirmed that glass which was originally to be included in the proposed deposit return scheme will now be part of extended producer responsibility for packaging. No further modelling was undertaken within the options appraisal due to the continued uncertainty around the government's preferred approach, however the future waste and recycling projections were updated to take account of this amendment.

5.6 Due to the continued uncertainty in regard to government policies, a local government finance position statement also been added to the strategy.

6. ACTION PLAN TIMELINE

6.1 A further step in the review process is to produce an action plan timeline (see Appendix Two) which provides a route map for delivering the vision, objectives and pledges set out in the strategy. It provides a clear direction of travel to ensure that resources and waste are managed effectively.

6.2 The action plan timeline will guide the implementation of the strategy and will be subject to regular review and monitoring. Changes may be made to the action plan timeline in response to (for example):

- Accelerated or delayed implementation of actions
- Variance in predicted performance of actions
- Changes in government policy, legislation or regulations; or
- Other changes in circumstances

6.3 The action plan timeline has been divided into the following themes:

- Reuse/Circular Economy
- Recycling (performance and collections)
- Residual Waste Reduction
- Partnership Working
- Leading by example
- Communication
- Carbon

6.4 Some of these themes contain overlapping elements. Each action within the plan details what action is to be taken, how this relates to either an objective or pledge of the strategy, by whom and when.

6.5 The action plan timeline associated with the LRWS is high level, but builds on the objectives and pledges of the strategy. There may be further (more detailed) actions for example: a procurement plan; individual council action plans; business cases, or; communications plans.

6.6 Each authority within the Leicestershire Waste Partnership (LWP), which comprises of Leicestershire County Council and the seven district councils in Leicestershire are in the process of seeking adoption of the final strategy as listed in the table below.

Local Authority	Scrutiny Meeting	Cabinet Meeting	Full Council
Blaby District Council	N/A	N/A	22 February 2023
Charnwood Borough Council	N/A	9 March 2023	N/A
Harborough District Council	19 January 2023	6 February 2023	N/A
Hinckley & Bosworth Borough Council	26 January 2023	N/A	22 February 2023
Leicestershire County Council	19 January 2023	24 April 2023	N/A
Melton Borough Council	11 January 2023	25 January 2023	23 March 2023
North West Leicestershire District Council	5 April 2023	25 April 2023	N/A
Oadby & Wigston Borough Council	N/A	23 February 2023	N/A

7. RISK IMPLICATIONS

Risk description	Mitigating actions
Failure to adopt the strategy would mean NWLDC is not aligned with joint Leicestershire strategic waste priorities, national policy and legislative requirements on the Environment Act 2021.	Ensure the strategy is adopted. The Strategy pledges have been subject to public consultation and are caveated to ensure government funding is required. Each partner needs to ensure sign up for their organisation.
Lack of funding from central government to fund change.	The strategy includes a financial position statement and pledges include “subject to total ongoing funding” where relevant.
Significant changes in government policy	Pledges caveated with regard to policy changes. The strategy will be reviewed regularly to reflect changes and new modelling will be completed once clarity on the Department for Environment, Food and Rural Affairs (Defra) policy is confirmed.

8. EQUALITY AND HUMAN RIGHTS IMPLICATIONS

- 8.1** An Equality and Human Rights Impact Assessment (EHRIA) was undertaken and concluded that the review of the LMWMS was subject to a full EHRIA (see background paper). This EHRIA provides a strategic framework and further EHRIAs will be undertaken, where appropriate, for delivery of activities, and as specific schemes are developed.
- 8.2** This EHRIA has enabled the LWP to assess whether the new LRWS discriminates or has any adverse impact on any particular community or group of people within Leicestershire. The key outcome of the EHRIA is for the LWP to ensure the LRWS promotes accessible services, accessible information and appropriate equality training where required.

9. FEEDBACK FROM COMMUNITY SCRUTINY COMMITTEE

- 9.1** On 5 April 2023, feedback regarding the strategy was received from the Community Scrutiny Committee, which is summarised below, with members generally supportive of the strategy.
- Members support the pledge regarding the reduction of fly-tipping, but made the point it's not just some householders that fly-tip, but it can be some businesses too. The pledge does recognise this, as it states the partnership will work together to reduce fly-tipping and litter across Leicestershire and educate

residents, businesses, or anyone disposing of rubbish, about their legal duty of care to dispose of their rubbish responsibly.

- Members noted the county council will reduce waste sent to landfill to less than 5% by 2025, well in advance of the 10% national target by 2035. Members asked where waste would be sent to, it was confirmed by officers all of the district's non-recyclable waste would be sent for incineration by the end of May 2023. Members queried what carbon impact there would be when incinerating waste. Officers confirmed it is the county council as the disposal authority who are responsible for where non-recyclable waste is sent to, but officers would request data from the county council regarding the carbon impact of incinerating waste.
- Members requested an emphasis for the reuse of items disposed of at the Household Waste Recycling Centres. Pledge four supports this, as it states to improve the collection of items for reuse at Household Waste Recycling Centres and explore the development of reuse shops at suitable sites.
- Regarding the proposed introduction of weekly food waste collections, members commented that food waste should be reduced in the first instance. The council does promote this through the national Love Food Hate Waste campaign and will continue to do so, and also employs a food poverty officer. Findings from local authorities already operating food waste collections is the amount of food waste put out at the kerbside by households does decrease as it makes households more aware of how much food waste they have when it is collected separately. It is important to recognise some food waste is unavoidable, such as meat and fish bones as well as fruit and vegetable peelings.

10. CONCLUSION

- 10.1** It is recognised that further clarity from government is needed to fully understand the impact of the potential policy changes which may be the most significant seen for many years. The options modelled which support the strategy provide a reasonable guide to the magnitude of changes that might be expected and are subject to forthcoming legislation and future funding mechanisms.
- 10.2** The strategy sets the LWP in a robust policy position for an imminent period of substantial change (2023 – 2027) and longer-term goals and will help deliver on net zero priorities.

Policies and other considerations	
Council Priorities:	Developing a clean and green district.
Policy Considerations:	See the background papers.
Safeguarding:	None.
Equalities/Diversity:	See the Equality and Human Rights Impact Assessment (background paper)
Customer Impact:	Future waste service changes resulting from the strategy, and a wider review of the waste service will be subject to a separate Cabinet or Council report detailing the customer impact.
Economic and Social Impact:	None.

Environment and Climate Change:	Reducing carbon emissions featured prominently in the development of the strategy, and if implemented certain collections changes would significantly reduce carbon emissions, notably the introduction of sperate weekly food waste collections.
Consultation/Community Engagement:	Detailed in the report – see section four.
Risks:	Detailed in the report – see section seven.
Officer Contact	Paul Sanders Head of Community Services paul.sanders@nwleicestershire.gov.uk