

Report to Sustainable development panel
18 December 2013
Report of Head of citywide services
Subject Integrated waste management strategy : 2013-2020

Item

4

Purpose

To inform members about the achievement of the objectives contained within the *Integrated waste management strategy* (IWMS) 2007 – 2012 and to consider the new strategic objectives for waste and recycling, the associated *Service action plan* (SAP) and the information to be included in quarterly performance reports to the sustainable development panel.

Recommendations

1. To endorse:-
 - a) the new set of strategic objectives which will provide greater emphasis on waste prevention alongside the continued development and promotion of recycling services (paragraph 5); and
 - b) the headline themes for the new *Service action plan*.
2. To agree on the content of the quarterly performance reports to the sustainable development panel (paragraph 7).

Corporate and service priorities

The report helps to meet the corporate priority: a safe and clean city and the service plan priority: to deliver an efficient and effective waste service whilst increasing landfill diversion rates.

Financial implications

Ward/s All wards

Cabinet member Cllr Stonard, environment, development and transport

Contact officers

Chris Eardley, environmental services manager

01603 212251

Background documents

None

Report

Integrated waste management strategy (IWMS) 2007 - 2012

1. The management of waste in Norwich sits within a local, national and European framework of policy, legislation and guidance. The headline detail can be accessed through the documents listed at the end of the report.
2. The first IWMS for Norwich was endorsed by full council in February 2007 and much of the information contained within it remains relevant. Since 2007 residents and the council have made significant progress in increasing recycling rates and reducing residual household waste. The current headline performance figures are included in the table in paragraph 7 of this report.
3. Alongside the headline details about waste and recycling services, the IWMS contained an action plan with six strategic objectives (A – F). These objectives were developed in 2006 by members of the cross-political waste working party, based on officer recommendations. These strategic objectives and outcomes were -

a) Reduce the growth in household waste by promoting waste prevention and reuse initiatives

The figures reported to the sustainable development panel (SDP) on 24 July 2013 provided evidence to confirm that this target was consistently met. Residual household waste per household (kg) decreased every year from 2007 to 2012 and by 2012 the figure had reduced to 65% of the 2007 level.

b) Promote waste awareness through public education awareness campaigns

Waste and recycling officers and the council's communications team have completed a substantial volume of communications and education work since 2007. This included an intensive door-knocking campaign ahead of the roll-out of alternate weekly collections (AWC), with every property visited, thousands of residents spoken to and detailed communications material distributed to each household.

Presentations to schools and community groups have concentrated on the 'reduce, re-use, recycle' message and have continued from 2007 to date. Since 2007 the council's website, social media, radio and television have carried numerous articles promoting the AWC service, garden waste, food waste, schools food waste and general recycling information.

Norwich has been at the forefront of waste prevention and recycling promotion and the continued doorstep campaign, combined with a permanent and over-arching recycling communications strategy, has made a significant contribution to the continuous and ongoing improvements in performance.

c) Recycle 20% of household waste collected by March 2008

This objective was exceeded, with a recycling rate of 23.8% by March 2008.

d) Recycle 32% of household waste collected by March 2010

This objective was exceeded, with a recycling rate of 34.6% by March 2010.

e) Work together with the other Norfolk authorities to achieve the objectives and actions within the *Joint municipal waste management strategy for Norfolk (JMWMS)*

The key objectives of the JMWMS can be viewed on the county council's website. The achievements previously listed in points a – d (above) meet most of these objectives.

Norwich has also worked closely with the county council when developing and rolling-out new collection services, such as AWC and food waste recycling, and has had a full role within the Norfolk Waste Partnership (NWP), latterly in developing and procuring the new Materials Recycling Facility (MRF) joint venture.

f) Be amongst the best recycling authorities in the country by 2012 and longer term to be one of the top ten recycling authorities in the country

During the period 2007-2012 Norwich became one of the top ten local authorities in England for the prevention of residual household waste per household. This was achieved alongside an increase in recycling rates to 40% and the implementation of the first district-wide food waste recycling service in Norfolk.

Although these were significant improvements the overall recycling rate was not sufficiently high to make Norwich one of the best recycling authorities in the country. Many of the reasons why this target has not been achieved were reported to the SDP on 23 January 2013. These reasons include a national reduction in newsprint and magazines, a national reduction in packaging, the removal of street-sweepings from the recycling stream and other effects of the recession.

Next Steps

4. During the last few years there has been increased collaboration between the city council, the other Norfolk district councils and the county council. In particular, all the councils have worked together to procure a joint-venture arrangement for the re-processing of recycling material. Alongside this, the JMWMS for Norfolk provides a waste and recycling framework for the county, which is in place until 2020. Given that the increased collaboration may eventually lead to some joint-working between districts and/or the county and given that an existing and over-arching framework is already in place (the JMWMS) it is not proposed to write a new binding and long-term strategy for Norwich at this time. Rather it is proposed that this council should set a new programme of strategic objectives and actions which can provide a direction of travel until the JMWMS is renewed in 2020 or sooner depending on developments between councils.

New objectives and actions 2013 onwards

5. The previously agreed objectives were successful in providing a strategic framework for the development of services since 2007. A new set of objectives is proposed in this report in order to provide a similar framework going forward. The proposed new objectives are:

a) To reduce the level of residual household waste per household to 90% of the 2013-14 level by 2016 and to 80% of the 2013 level by 2020

Despite the achievements to 2012 the amount of residual waste has recently begun to increase. Officers believe that a new focus on waste prevention is essential in order to build on previous achievements.

This objective is also designed specifically to reflect the SDP's desire to see a greater emphasis on waste prevention measures alongside the continued development of the council's recycling services.

b) To promote waste prevention and recycling through public engagement campaigns

The EC *Waste framework directive* requires member states to create national waste prevention programmes and it is likely that there will be a requirement for district councils to prove that they are adhering to the waste hierarchy and analysing their services to ensure that waste prevention is the first consideration.

This objective also reflects the considerable successes achieved by the recycling doorknockers and the requirement to continually engage with residents. Norwich has a significant transient population (predominantly students) and there is an ongoing necessity to keep engaging with residents, so that new residents can participate in the councils' services and avoid causing problems for themselves and their neighbours.

A permanent engagement programme is also required in order to support the continued development of recycling services (see also objective **c** below). Doorstep contact is the most effective method of informing and supporting residents, particularly at times of change. The new MRF recycling service commencing in October 2014 will necessitate changes to communications material and the re-labelling of all bins (both household and communal) to reflect the increase in material streams collected. Many residents will require assistance with the new service and will benefit from advice about how to manage their waste and recycling.

As noted under objective **a**, it is proposed to place greater emphasis on waste prevention and to achieve significant targets in the reduction of household waste per household. To achieve this many residents will require specific advice and guidance, which is best provided on-the-doorstep through face-to-face practical assistance. As part of this objective, it is proposed that the doorknockers receive additional waste prevention training and liaise closely with waste prevention colleagues with the county council. In this way the council can support national and local waste prevention campaigns alongside the development of specific initiatives for Norwich.

c) To develop and improve the quality and range of recycling services available to Norwich residents

The MRF changes in 2014 will allow for the addition of plastic bags, yogurt pots, margarine tubs, tetrapak cartons and foil to the items collected in the blue bins. In addition, glass bottles will no longer require a separate collection and they too can be recycled via the blue bin.

Officers are also seeking to further improve the range of items that are recycled locally. Current initiatives include the investigation of possible recycling outlets for waste electrical and electronic equipment (WEEE), bulky items and used cooking oil.

d) To achieve a recycling rate of 50% by 2016 and to seek to achieve a recycling rate of 60% by 2020

Whilst an increase in recycling rates is not the only indicator of the success of a waste management strategy, recycling rates do provide an important benchmark for a recycling service. The corporate priority 'a safe and clean city' includes a key action to "increase the amount of recycling" and the corporate plan target for the percentage of domestic waste sent for re-use, recycling or composting is 50% by 2016.

Beyond this date officers believe that the projects and initiatives already identified, combined with complimentary waste prevention initiatives, can reasonably be expected to raise recycling rates further, to 60% by 2020.

e) To improve participation, set-out rates and collected tonnages for recycling services, particularly the weekly food waste service

The food waste service is currently under-performing. The participation rates and the tonnage collected are chronically low, such that the long-term viability of the service could be called into question. Significant interventions are required in order to improve this service, reduce the amount of food waste that is land-filled and provide tangible benefits to residents and the council.

There are financial benefits to the city in increased recycling rates as well as potential savings on land-fill costs to Norfolk County Council. By participating in the service, households will recognise how much food-waste is generated and this can affect food purchasing and consumption habits. Such changes can have positive effects, particularly in low income households.

The door-knocking programme has established that in some areas residents do not engage with all the recycling opportunities that are available to them. Alongside promoting the food waste service officers will continue to encourage residents to use the services that are already in place – not just those offered at the doorstep but the additional facilities provided at bring banks, household waste recycling centres and through third parties.

f) Through objectives A to E, seek to increase landfill diversion rates year-on-year and reduce landfill tonnage to 80% of the 2013 level by 2020

It is recognised that success with other objectives in this strategy will reduce the amount of waste that is sent to landfill. However, officers believe that a specific and measurable objective to divert waste from land-fill is required.

g) To continue to work with the other local authorities in Norfolk to achieve the objectives set-out in the *Joint municipal waste management strategy for Norfolk*

This objective recognises that long-term benefits can be achieved through joint-working between the Norfolk district councils and the county council. Future collaborations could include joint funding bids, joint procurement exercises, sharing communication costs when promoting services and jointly investigating the future savings that may be achieved by a group of authorities working together to provide services.

Service action plan (SAP) 2013 - 2020

6. A draft SAP has been prepared (and is appended to this report) along with a list of projects and initiatives for the next seven years. These projects and initiatives will be refined in accordance with the member decisions on the key objectives (a – g). A considerable amount can be achieved, subject to staffing resources and no substantial changes in legislation.

The following list contains headline themes; this is not exhaustive nor does it preclude further initiatives being added:

- a) Carrying-out a 'before and after' waste analysis to record the levels of recyclables in the current residual waste stream and to assess this again after the introduction of the new MRF recycling service in October 2014
- b) Increased emphasis on waste prevention education and waste prevention initiatives, through communications material and doorstep campaigns
- c) Continuing to promote recycling door-to-door, via all available media outlets and through public engagement campaigns
- d) Preparing for and delivering the improved recycling service available through the new joint venture with Norse Environmental Waste Services Limited, commencing October 2014
- e) Improving the weekly food waste recycling service, including increasing the participation, set-out rates and collected tonnages
- f) Increasing the number of schools participating in the food waste recycling service
- g) Continuing the city-wide doorstep engagement work, including direct interventions to resolve individual and communal waste and recycling issues, informing residents about new services and ensuring that existing services are delivered efficiently and effectively
- h) Continuing to develop and expand the annual student engagement programme, including student-specific door-knocking, working with student groups and working with private sector landlords and letting agents

- i) Working with third parties, other districts and the county council to identify opportunities for the recycling of WEEE
- j) Working with third parties, other districts and the county council to establish a service for the recycling of items of bulky waste
- k) Working with third parties to establish a service for recycling waste cooking oil and cooking fat
- l) Continuing to provide support for the roll-out of communal waste and recycling facilities through to the conclusion of the *Housing waste project* (2014)
- m) Extending the cleaning service for communal waste and recycling bins and ensuring that this service achieves value for money
- n) Reviewing the current policy for providing replacement waste and recycling containers and reporting to members on future options
- o) Reviewing the garden waste service and reporting to members on future options including a more efficient invoicing system, on-line payments, smaller bins for those with smaller gardens and pricing incentives for multiple bins
- p) Reviewing the waste and recycling collection service options after the expiry of the existing collection contract (March 2017) and reporting on the best-value approach to future service provision
- q) Working with the county council and other districts to identify opportunities for establishing a service for the exchange of surplus material between residents
- r) Working with the county council and other Norfolk district councils to examine economies of scale and other joint-working opportunities to reduce costs and improve services
- s) Reviewing the provision of mini-recycling banks and 'recycling on-the-go' to ensure that sufficient, suitable recycling opportunities exist within the city centre
- t) Monitoring performance and benchmarking other service providers to ensure that costs are constantly controlled and that value-for-money services are consistently achieved

Future reporting arrangements

7. Officers will report to the SDP each quarter, with each report updating members on progress against the seven new objectives (paragraph 5). Some of the figures (residual household waste per household and landfill diversion) are annual figures and therefore the quarterly reports will often simply restate the current figure. For other areas, such as communications work and participation rates, there will be more immediate information relating to ongoing projects.
8. It is also proposed that officers will update members on specific elements of the SAP which are ongoing at the time of each quarterly report and should also produce an annual report referencing progress against all elements of the SAP, with programmed dates for elements that have yet to commence.

For reference, a sample table of 2013 figures is included below and other elements from this table could be incorporated into the annual and/or quarterly reports.

Residual household waste per household	426 kg per household	Annual figure for 2012/13
MRF contamination rate	8.33%	Annual figure for 2012/13
Recycling outputs – destinations	Newspaper/magazines – Deeside Mixed paper/card – Kent Steel cans – South Wales Aluminium cans – Warrington Plastic fizzy drink bottles – Netherlands Plastic milk bottles – Dagenham Other mixed plastic bottles - Gainsborough Food waste/garden waste – Norfolk Glass – West Yorkshire	As at December 2013
Number of schools with recycling service/ number with food waste recycling	54/21	October 2013
Customer satisfaction survey – responses rating the level of satisfaction with waste and recycling services	Excellent – 19.9% Good – 35.6% Satisfactory – 24.2% Poor – 20.3%	November 2013 – 553 responses

Further references:

Headline details on waste legislation and regulations can be accessed through the GOV.UK website at <https://www.gov.uk/waste-legislation-and-regulations>

The latest (October 2013) UK government update on reducing and managing waste can be accessed through the GOV.UK website at <https://www.gov.uk/government/policies/reducing-and-managing-waste>

The *Waste management plan for England* (July 2013) can be viewed on the Defra website at https://consult.defra.gov.uk/waste/https-consult-defra-gov-uk-waste/supporting_documents/20130711%20%20Consultation%20Plan.pdf

The *Joint municipal waste management strategy for Norfolk* (JMWMS) can be accessed via [norfolk.gov.uk](http://www.norfolk.gov.uk) along with more information about waste policies and regulation - <http://www.norfolk.gov.uk/view/NCC049079>

The first *Integrated waste management strategy* (IWMS) for Norwich 2007 – 2012 can be viewed on the council's website - <http://www.norwich.gov.uk/CommitteeMeetings/Council/Document%20Library/35/Repcouncilintegratedwastemanagementstrategy20070220.pdf>

Service action plan (SAP)

**Waste Prevention and Recycling:
Service Action Plan (SAP) 2013 - 2020**

Objective	Delivered by -	Measured by –
A To reduce the level of residual household waste per household to 90% of the 2013/14 level by 2016 and to 80% of the 2013 level by 2020	<ul style="list-style-type: none"> • Door-step advice and support to residents on waste prevention and recycling - promoting waste prevention initiatives and recycling services; • Door-step advice and support to students on waste prevention and recycling - promoting waste prevention initiatives and recycling services; • Benchmarking the performance of other waste prevention initiatives and using best-practice information to inform the development of services; • The successful achievement of all other action plan objectives 	Residual waste per household per year (kgs); This measure is currently at 426kg per household per year, so the targets are - 384 kg by 2016 and 340 kg by 2020
B To promote waste prevention and recycling through public engagement campaigns	<ul style="list-style-type: none"> • Doorstep advice and support to residents on waste prevention and recycling; promoting waste prevention initiatives and recycling services; • Developing and delivering presentation and promotional material for schools, including an annual programme of waste prevention and recycling presentations • Door-step advice and support to students on waste and recycling issues; promoting waste prevention initiatives and recycling services; attending UEA and other establishments for fairs etc.; working with student publications and communication teams to raise awareness of council services; working with private sector 	Residual waste per household per year; Annual recycling rates; Responses to customer satisfaction surveys; Reduction in complaints about student waste/recycling issues; MRF recycling rate at or above 94.1%;

Objective	Delivered by -	Measured by –
	<p>landlords to promote the effective use of council waste and recycling services in student accommodation;</p> <ul style="list-style-type: none"> Working with other local authorities and third parties to identify opportunities for joint-working on waste prevention and recycling promotions and communications. 	
<p>C To develop and improve the quality and range of recycling services available to Norwich residents</p>	<ul style="list-style-type: none"> Expanding schools food waste recycling to all schools (all which were receiving a mixed recycling collection prior to April 2012); Promoting and supporting the roll-out of a new MRF recycling service (commencing October 2014); Providing support to Housing through to completion of the <i>Housing waste project</i> and the roll-out of new waste and recycling services to all locations identified in the project programme; Working with third parties to identify additional recycling opportunities, such as used cooking oil recycling, WEEE recycling and bulky items recycling; Designing and implementing improvements to the garden waste service, including on-line payments, provision of smaller (140litre) bins and options for reducing subscription charges for households with multiple bins; Examining collection service options from 2017 onwards. 	<p>Annual recycling rates; Responses to customer satisfaction surveys; MRF recycling rate at or above 94.1%; New services added, including waste cooking oil, bulky items and WEE; Reduction in complaints;</p>

Objective	Delivered by -	Measured by –
D To achieve a recycling rate of 50% by 2016 and to seek to achieve a recycling rate of 60% by 2020	<ul style="list-style-type: none"> • Implementing new MRF recycling services (October 2014); • Ensuring that contract monitoring and contract management of collections delivers services that are reliable, efficient and effective • Collecting and analysing participation and set-out data, benchmarking best practice and designing and implementing appropriate interventions; 	Annual recycling rates; MRF recycling rate at or above 94.1%;
E To improve participation, set-out rates and collected tonnages for recycling services, particularly the weekly food waste collection service	<ul style="list-style-type: none"> • Door-step advice and support to residents on food waste prevention and food waste recycling; • Providing food waste liners to all households, either free-of-charge or at cost price (if an affordable and viable liner provision service can be established); • Seeking external funding to support the food waste service if opportunities become available; • Collecting and analysing participation and set-out data, benchmarking best practice and designing and implementing appropriate interventions; 	Food waste participation and set-out rates; Annual collected tonnage;
F Through objectives A – E , seek to increase landfill diversion rates year-on-year and reduce landfill tonnage to 80% of the 2013 level by 2020.	Actions identified in A to E	The 2013 figure is 26,786 tonnes and the target for 2020 is 21,428 tonnes
G To continue to work with the other local authorities in Norfolk to achieve the objectives set-out in the <i>Joint municipal waste management strategy for Norfolk</i>	Examining opportunities for joint working in procurement, communications, funding bids and service efficiencies	Continuing to meet the objectives within the JMWMS; Cost savings as a result of joint working; Securing external funding as a result of joint bidding.