

Report to	Cabinet	Item
	5 February 2014	
Report of	Head of citywide services	7
Subject	Integrated waste management strategic objectives 2013-2020	

Purpose

To approve the new strategic objectives for waste management and recycling.

Recommendation

That cabinet approves -

- (1) the new set of strategic objectives, providing a greater emphasis on waste prevention alongside the continued development of recycling services
- (2) the headline themes for the new *Service action plan*.

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: Funded from existing resources

Ward/s: All wards

Cabinet member: Councillor Stonard – Environment, development and transport

Contact officers

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Background documents

None

Report

Background

1. The management of waste in Norwich sits within a local, national and European framework of policy, legislation and guidance. The headline details can be viewed in the documents listed at the end of this report.
2. The first Integrated Waste Management Strategy (IWMS) for Norwich was endorsed by council in February 2007. The IWMS provided strategic objectives to successfully manage and guide the development of the council's recycling services throughout the next six years. The achievements against these objectives were reported to the SDP in December 2013, alongside the proposals for a new set of strategic objectives and new service action plan (SAP).

Next Steps

3. During the last few years there has been increased collaboration between the city council, the county council and the other Norfolk district councils. In particular, all the councils have worked together to procure a joint-venture arrangement for the re-processing of recycling material. Alongside this, the Joint Municipal Waste Management Strategy for Norfolk (JMWMS) provides a waste and recycling framework for the county, until 2020.
4. Given that this increased collaboration may eventually lead to some joint working between councils and given that an over-arching framework for waste management is already in place (the JMWMS) it is not proposed to write an entirely new and binding long-term strategy for Norwich at this time. Rather it is proposed that this council sets 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. This approach was endorsed by the SDP in December 2013.

New objectives and actions from 2013

5. 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.**

Since 2005 this council has improved from being the largest producer of household waste per household in Norfolk to a situation where Norwich is now the best performing authority in the county, having reduced the kg of waste per household to 60% of the 2005 level by 2013. It is now proposed to focus more closely on waste prevention and build further on the impressive achievements to date.

For reference purposes, the reporting of this objective will also include the residual household waste per household figure as a percentage of the 2007 figure.

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 Materials Recycling Facility (MRF) contract 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. Some residents will require assistance with the new service and many residents 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 in order to further improve on the reduction of household waste per household. This is best achieved by providing specific advice and guidance on the doorstep, through face-to-face practical assistance. As part of this objective, it is proposed that officers receive additional waste prevention training and liaise closely within 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 from October 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 will 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% 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 proposed to be 43% for 2014/15.

It is hoped that for the longer term a target of 50% and then 60% may be achievable.

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. Both the participation rates and the tonnage collected are very 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, so as to 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 JMWMS 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 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. 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. Some themes may be refined as a result of discussions with the SDP.

- 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 and promoting other relevant schemes where these are of benefit to residents (e.g. opportunities to recycle other items through other outlets, such as carrier bags and batteries at some major supermarkets)
- 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. Progress on overall performance will be included in the environmental statement which is report annual to cabinet. Officers will also report to the SDP each quarter, updating on progress against the new objectives and providing details on the specific elements of the SAP which are ongoing at the time of each report. Officers will also produce an annual report for SDP referencing progress against all elements of the SAP, with programmed dates for those elements that have yet to commence.

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)

Integrated impact assessment



NORWICH
City Council

The IIA should assess **the impact of the recommendation** being made by the report

Detailed guidance to help with completing the assessment can be found [here](#). Delete this row after completion

Report author to complete	
Committee:	Cabinet
Committee date:	05/02/2014
Head of service:	Adrian Akester
Report subject:	Integrated waste management strategy 2013-2020
Date assessed:	
Description:	

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Other departments and services e.g. office facilities, customer contact	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Economic development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Financial inclusion	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<u>S17 crime and disorder act</u> 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Health and well being	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	

	Impact			
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Advancing equality of opportunity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Natural and built environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Waste minimisation & resource use	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Pollution	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Energy and climate change	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments

	Impact			
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Recommendations from impact assessment	
Positive	
Negative	
Neutral	
Issues	

**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 	<p>Residual waste per household per year (kgs);</p> <p>This measure is currently at 426kg per household per year, so the targets are - 384 kg by 2016 and 340 kg by 2020</p>
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 	<p>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%;</p>

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.