

Subject: Adoption of Municipal Waste Management Strategy
Date of Meeting: 11 March 2010
Report of: Director of Environment
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Key Decision: Yes Forward Plan No: CAB13692
Wards Affected: All

FOR GENERAL RELEASE**1. SUMMARY AND POLICY CONTEXT:**

1.1 In May 2009 the draft Waste Management Strategy was presented to Cabinet for approval to consult. Since then extensive consultation has been carried out, the results have been analysed and the strategy and action plan have been updated in light of the consultation. This report summarises the results of the consultation and the subsequent revisions made to the strategy and seeks Cabinet approval for its adoption.

2. RECOMMENDATIONS:

- 2.1 That Cabinet endorses the Waste Management Strategy for Brighton & Hove.
- 2.2 That Cabinet approves the transfer of up to £1.01m from the waste PFI reserve to fund the strategy over three years 2010/11 to 2013/14 and that the first call on any savings generated will be to repay in full the amount transferred from the reserve.
- 2.3 That Cabinet notes that the delivery of the strategy is expected to result in estimated savings of more than £1.1m over the same 4 year period and savings of about £0.4m per annum thereafter.

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

- 3.1 The refuse and recycling service has undergone significant changes recently. Revised collection rounds have improved the efficiency of the service and lower waste levels than anticipated have generated savings of £1.6 million per year. The introduction of communal bins in central parts of the city has resulted in cleaner streets. These changes are the result of long term planning and investment in new waste infrastructure including a new waste transfer station and a new materials recovery facility which are key to the future sustainability of the service.
- 3.2 Over 29% of waste is recycled. The percentage of waste disposed to landfill has reduced from 75% in 2005/06 to 49% in 2008/09.

- 3.3 A lot of waste that can be recycled through the existing kerbside service still ends up with the normal rubbish. Analysis has shown that if everyone recycled all their paper, card, cans, plastic bottles glass and batteries our recycling rate would increase from 29.2% to 37.5%.

There is still scope to improve performance further, which is necessary not only in order to protect the environment but also to minimise costs associated with dealing with waste. The land filling and incineration of waste is more costly than recycling.

- 3.4 To address these issues the council has developed its Municipal Waste Management Strategy. The objectives of the strategy are to:

- Prioritise waste minimisation, re-use, recycling and recovery over disposal, in accordance with the waste hierarchy;
- Maximise diversion of waste from landfill to minimise the council's liabilities under the Landfill Allowance Trading Scheme (LATS) and minimise other costs such as landfill tax
- Ensure compliance with emerging legislation surrounding waste management and recycling
- Increase the sustainability of waste management practices in Brighton & Hove
- Plan for continuous improvement in services, ensuring services are cost effective and available to all
- Protect our environment through minimising impacts on the physical environment, air quality and emissions and protect human health & well being
- Ensure costs of services represent value for money for council tax payers

- 3.5 The strategy has been subject to extensive consultation and has been updated in light of the consultation response as set out below. Overall there was a lot of support for the strategy priorities, policies and actions. Over 90% of respondents agreed with nine out of 12 priorities. For the remainder of the priorities there was still a majority support.

- 3.6 The strategy has been amended in light of the consultation, examples include much greater emphasis on community engagement and the provision of additional recycling services. Many of the suggestions received in response to the consultation were already included in the strategy.

- 3.7 The revised strategy sets out seven policies to meet the strategy objectives. The policies cover:

- Improving service quality and engagement with residents businesses and communities
- Waste minimisation and prevention
- Increasing rates of re-use
- Increasing recycling rates
- Increasing composting rates
- Residual waste
- Business waste and waste from other organisations

- 3.8 A realistic three year action plan has been produced in order to deliver the policies in the short term. Some of the key actions include:
- Introduction of plastic bottle and cardboard recycling to blocks of flats and bring sites across the city
 - Provision of tetrapak recycling at 25% of bring sites across the city
 - Encourage more home composting by introducing council funded subsidies on compost bins, wormeries and food waste digesters and a promotion scheme
 - Comprehensive campaigns to reduce the amount of food waste thrown away (working with the Food Partnership) and a campaign to increase recycling rates in the city centre and a campaign to minimise waste and increase re-use. The campaigns will be timed to prevent mixed messages being sent.
 - Partnership working with key stakeholders in the city by establishing a Waste and Recycling Action Group
 - Improved partnership working with businesses in the city to facilitate increased waste minimisation, recycling and improved trade waste services
- 3.9 Through the consultation there have been requests for an optional, chargeable green waste collection service. It is anticipated that this service would cost up to £90 per household per annum, and would require 4,000 participating households within a defined area. The feasibility of providing such a service is being considered.
- 3.10 All the actions, targets and time-scales are detailed in the strategy. They are expected to result in recycling rates increasing to at least 32%, by 2012/13, reducing the amount of waste sent to landfill from 49% to 12% and continued reduction in the overall amount of waste produced.
- 3.11 The action plan is supported by a business plan. The additional costs for delivering the action plan are set out in the table below, together with the anticipated savings in waste management costs. The actions in the strategy are expected to be self funding by realising savings in waste disposal costs.

Year	Cost of initiatives	Saving in waste management costs*	Net Cost/(Savings)
2010/11	£270,000	(£88,400)	£181,600
2011/12	£310,000	(£132,900)	£177,100
2012/13	£275,000	(£489,300)	(£214,300)
2013/14	£155,000	(£380,900)	(£255,900)
Total	£1,010,000	(£1,091,500)	(£81,500)

* Savings arising as a result of less waste being produced, more waste being recycled

- 3.12 In order to improve the service in line with the objectives in the strategy in the longer term, significant changes to the service and capital investment may be required. Further research is needed, particularly in relation to food waste to

ensure that any such changes meet the objectives and are sustainable in the long-term. Proposals for this research are set out in the strategy.

4. CONSULTATION

- 4.1 Targeted consultation took place during the early stages of the development of the draft strategy. This consultation included:
- Member Consultation, consisting of at least two member seminars
 - An Advisory Panel consisting of regulators, local interest groups (business associations, the waste management sector) met three times and was responsible for testing specific proposals.
 - Three Community Focus Groups consisting of representatives from the Citizen Panel and respondents to Cityclean's service questionnaire who were responsible for testing specific options from a service user's point of view. Each of the groups met three times.
- 4.2 In May 2009 the Council endorsed the draft strategy and consultation plan which set out in detail the next stage of the consultation process. The methodology and findings of the consultation are set out in the Municipal Waste Management Strategy Consultation Report.
- 4.3 In summary the consultation targeted:
- Residents through the citizens panel and other media
 - Stakeholders and organisations with an interest in waste management
- 4.4 Various media were used to promote the consultation including the web, direct mailing, local media and face to face meetings.
- 4.5 A total of 1059 responses were received through the main consultation process and more detailed responses were received from seven groups or organisations, namely:
- The City Sustainability Partnership
 - The Food Partnership
 - Friends of the Earth
 - Brighton & Hove Green Group
 - Brighton & Hove Labour Group
 - The Older People's Council
 - Overview and Scrutiny Committee
- 4.6 All responses were received and analysed by the Council's Research Team and have been used to inform the strategy. Overall the majority of respondents agreed with the objectives of the strategy (84% tended to agree or strongly agreed with the objectives), and there was strong overall agreement with the strategy priorities.

5. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 5.1 The council faces significant financial risks from landfill tax and possible fines of up to £150 per tonne if the landfill of biodegradable waste exceeds government

allowances. The landfill tax is currently rising by £8 per tonne per annum and the permits the council receives from the government to landfill biodegradable waste are currently declining by more than 10% every year so each year the financial risks are increasing. These financial risks have been factored into the financial models for the waste disposal budget and the calculation of the waste PFI reserve, however, these risks can be mitigated by measures to reduce waste arising and increase recycling as outlined in the draft waste management strategy.

- 5.2 The waste PFI reserve was set up to even out the costs of the Joint Integrated Waste Management Contract over the life of the contract. The reserve is currently projected to be £8.9m on 1 April 2010 and is regularly reviewed to ensure that it is sufficient to meet the required financial support for future contract costs. In the medium term it can support the development of the strategy which helps reduce financial risks provided any expenditure from the reserve is repaid in full from the savings generated.

Finance Officer Consulted: Mark Ireland

Date: 17/02/10

Legal Implications:

- 5.2 The strategy seeks to improve performance within the legal framework governing the Council as a Waste Collection and Disposal Authority. In relation to any last resort enforcement of recycling, the Council has power to do this under the Environmental Protection Act 1990 and Clean Neighbourhoods and Environment Act 2005. An enforcement policy would need to be drawn up and followed.

Lawyer Consulted:

Elizabeth Culbert

Date: 05/02/10

Equalities Implications:

- 5.3 The draft waste strategy has been subject to an Equalities Impact Assessment (EqIA) screening process. Based on this screening process specific parts of the strategy and action plan will be subject to full EqIAs. An EqIA timetable will be submitted to the Equalities Team.

Sustainability Implications:

- 5.4 The draft strategy aims to improve the sustainability of waste management in Brighton & Hove. It has been subject to an independent Sustainability Appraisal to assess the sustainability implications of the proposals. The SA has been considered along with consultation responses in finalising the strategy.

Crime & Disorder Implications:

- 5.5 The strategy will seek to fairly enforce waste legislation and continue to take fair and consistent enforcement action to tackle waste related offences such as fly-tipping.

Risk & Opportunity Management Implications:

- 5.6 The strategy sets out plans to manage the risks associated with waste generation in the city, in particular financial risks and environmental risks.

Corporate / Citywide Implications:

- 5.7 Every household, visitor and business in the city produces waste. How this waste is managed has a significant impact on the environment, the economy and quality of life. The strategy sets out to further improve how waste is managed which is expected to have an overall positive impact on the city.

6. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 6.1 During the development of the waste management strategy numerous options to meet the strategy objectives were evaluated. The options presented in this draft strategy are the preferred options based on a range of criteria including environmental, financial, social criteria and deliverability of options in Brighton & Hove. They have been informed by extensive consultation.

7. REASONS FOR REPORT RECOMMENDATIONS

- 7.1 Brighton & Hove needs a robust and deliverable plan to further improve the sustainability of its waste management and recycling service and to minimise cost increases associated with waste disposal. The strategy sets out proposals to achieve this improved performance.
- 7.2 How waste and recycling services are offered affects every resident in the city. Improving the sustainability of how we manage our waste and keeping waste costs down requires the buy in of residents from across the city. It is therefore essential that the views of service users are sought and considered before the strategy is finalised.

SUPPORTING DOCUMENTATION

Appendices:

1. Municipal Waste Management Strategy (March 2010)

Documents In Members' Rooms

1. Municipal Waste Management Strategy Consultation Report February 2010
2. Municipal Waste Management Strategy Background Report
2. Sustainability Appraisal of the Brighton & Hove Municipal Waste Management Strategy (February 2010)

Background Documents

None