

Subject: Development of a Waste Management Strategy for Rossendale
Status: Public

Report to: Cabinet
Date: 14th November 2007

Report of:
Head of Streetscene and Neighbourhood Services

Portfolio Holder: Clean and Green

Key Decision: Yes / No

Forward Plan General Exception Special Urgency

1. PURPOSE OF REPORT

1.1 To consider the key drivers for the development of a Waste Management Strategy and to identify the next steps.

2. CORPORATE PRIORITIES

2.1 The matters discussed in this report impact directly on the following corporate priorities and associated corporate objectives.

- Delivering Regeneration across the Borough (Economy, Housing)
- Keeping Our Borough Clean and Green (Environment)
- Delivering quality services to our customers
- Improving health and well being across the Borough

3. RISK ASSESSMENT IMPLICATIONS

3.1 All the issues raised and the recommendation(s) in this report involve risk considerations as set out below:

- On-going costs to the Council and likely increased costs as a result of continuing to use sub contractors and direct tipping to landfill sites
- Failure to meet targets in accordance with the Lancashire Waste Management Strategy
- Failure to meet targets in accordance with Property Based Cost Sharing Agreement and the landfill allowance trading scheme will incur significant financial penalties

Version Number:	4 - 26 Oct 2007/HL 5 - PS 8 - HL	Page:	1 of 9
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4. BACKGROUND AND OPTIONS

4.1 Background

- 4.1.1 In common with many other UK local authorities, Lancashire has traditionally relied on landfill as its primary disposal method. Lancashire produces 4.6 million tonnes of waste every year. The vast majority of that waste is disposed via landfill. This is no longer a sustainable means of disposal for the majority of municipal waste and so authorities are obliged to find alternative means of collection and disposal which also optimise the benefits of recycling and recovery. We must all change the way we deal with waste or face the environmental and financial consequences.
- 4.1.2 The principal statutory drivers for change have come through European Directives. Significant waste management directives, regulations and proposals impact directly and indirectly both on waste management operations and specific waste streams. Amendments to existing directives as well as new directives can be expected to continue the drive for change.
- 4.1.3 In order to understand the background and rationale for a Waste Transfer Station in the Borough, it is vital to have an understanding of the key legislative drivers that determine a sustainable and effective waste management strategy. (An outline of the drivers and the strategies and frameworks to address them can be found at Appendix A).
- 4.1.4 The majority of Rossendale Boroughs waste has typically been disposed of at landfill. In 2006 the Borough generated over 23,718 tonnes of domestic waste alone. A recent survey has shown the average composition of a Rossendale bin to be as follows (table includes current final point of delivery per material):

Material	Average composition	Destination
Paper/Card	28%	Ramsbottom
Garden	11%	Whinney Hill, near Accrington
Plastics	10%	Darwen (via Haslingden)
Glass	7%	Darwen (via Haslingden)
Metals	4%	Darwen (via Haslingden)
Textiles	3%	Charitable body
Other/non-recyclables	37%	Whinney Hill, near Accrington

Given then that paper, plastics, glass, metals and textiles are all recyclable materials, if properly handled currently up to 63% of an average household's waste could be recycled.

- 4.1.5 In November 1997, the fifteen local authorities in Lancashire formed the Lancashire Municipal Waste Management Strategy Steering Group (later

Version Number:	4 26 Oct 2007/HL 5 – PS 8 - HL	Page:	2 of 9
-----------------	--------------------------------------	-------	--------

became the Lancashire Waste Partnership) to develop a long-term strategy for the management of Lancashire's municipal waste in order to meet statutory landfill diversion obligations. In 2001, 'A Greener Strategy for a Greener Future' – Lancashire's Municipal Waste Management Strategy 2001 – 2020 was published. The strategy was submitted to the County Council Cabinet and approved on 13 September 2001. All 14 District/Unitary Authority partners agreed to it.

4.1.6 In keeping with the aims of the Lancashire Waste Strategy, the provision of facilities which promote the bulk-collection, preliminary sorting and onward despatch of locally based collection outputs is encouraged, as it contributes to meeting of statutory targets at national, regional and local levels.

4.1.7 The Strategy envisaged that there would be a high degree of kerbside collection of householder-separated recyclables, and this, along with the residual waste still requiring disposal, would be managed through a network of facilities each serving one of 9 catchment areas covering the whole County. The Rossendale Borough area was one of those catchments.

4.1.8 The Borough Council is required to make separate collections of recyclables; paper and green waste from individual properties via its kerbside collection services, along with residual waste. It has a responsibility to transport the same to more distant locations presently for further sorting and/or final disposal.

4.2 Property Based Cost Sharing Income and LATS (Landfill Allowance Trading Scheme) penalties

4.2.1 The Property Based Cost Sharing Income agreement with the County, which Rossendale Borough Council have agreed and signed up to, requires us to collect 7 different types of recyclable materials on an alternate weekly basis. We are also required to limit the amount of residual waste per household to 240 litres per fortnight and the eradication of side waste. The agreement also prohibits returning to weekly collections. The Council has so far received, in accordance with the agreement, the following amounts:

2005-06 Cost Share Income	£421,728
2006-07 Cost Share Income	£435,718

4.2.2 The Council is also subject to Landfill Allowance Trading Scheme penalties via the County Council, which could equate to £150/tonne, for each tonne in excess of our landfill allowance.

4.3 Development of a Waste Facility

4.3.1 A report was submitted to Rossendale Borough Council Development, Regeneration and Environment Committee a number of years ago in regard to a facility within the Borough. Lancashire County Council undertook a search for a site for the Rossendale Transfer facility having regard to:

Version Number:	4 26 Oct 2007/HL 5 – PS 8 - HL	Page:	3 of 9
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- Provisions of the development plan (Lancashire Minerals and Waste Local Plan and the Rossendale Local Plan)
- Local planning and environmental considerations
- Availability of sites on the market
- Operational considerations concerning the delivery of waste by Rossendale's Refuse Collection Vehicle fleet
- Transportation considerations relating to delivery of transferred waste to the proposed treatment plants.

4.3.2 A report of Lancashire Local referred to the difficulties in identifying an appropriate site, despite a considerable number being investigated. A preferred site was finally identified but, subsequently, it became apparent that it would be impractical to acquire it. The reserve site was considered to have too many difficulties (planning, environmental and physical) to make it practicable as an alternative.

4.3.3 Due to the fact a site could not be identified Lancashire County Council referred the matter back to Rossendale Borough Council in order a site be identified. The Borough Council carried out a feasibility study (approved as part of the 2006/07 Budget) in order to inform the development of a wider waste management strategy.

4.4 Local issues/operational constraints

4.4.1 Lancashire County Council is the Waste Disposal Authority in Lancashire and as such Rossendale Borough Council, as collection authority, has to act on Lancashire County Council's instructions as to where residual waste is tipped. Rossendale was informed that the landfill site at Deerplay, Burnley was to be closed to Rossendale Borough Council in April 2006 and Refuse Collection Vehicles diverted to Whinney Hill landfill site in Accrington, some 15 miles away. As a result refuse collection rounds were re-routed, but the Council has incurred significant overheads in transport costs alone due to increased journey distances and times. The closure of the original landfill site and the loss of an exempt green-waste composting provision within the Borough (Top-o-Slate), resulted in implementation of the waste management operations listed in the table at 4.1 earlier.

4.4.2 Rossendale Borough Council use third party enterprises for processing of the "bulking" of recyclable materials at a current cumulative cost to the Council of £120,000 per annum. Due to commercial sensitivity, breakdown details are not contained within this report.

4.4.3 In 2011/12 Lancashire County Council's new Huncoat Waste Technology Park is due to open, one consequence of which is that Lancashire County Council will levy a co-mingled charge for delivery of unsorted recyclates. This charge is estimated to be circa £193,000, rising to £282,000 in 2014/15 as a result of increased recycling tonnages to target levels and assumptions on costs to be charged by LCC per tonne.

Version Number:	4 26 Oct 2007/HL 5 - PS 8 - HL	Page:	4 of 9
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4.5 Revised strategies/augmented targets

4.5.1 The Government published its Waste Strategy 2007 (WS2007) on 24 May 2007. The Strategy Builds on WS2000 with much more ambitious targets and challenging goals such as recycling and composting of household waste of at least:

- 40% by 2010
- 45% by 2015
- 75% by 2020.

4.6 Review of Lancashire's Municipal Waste Management Strategy

4.6.1 Lancashire's Municipal Waste Management Strategy is currently being reviewed in anticipation of even more challenging statutory requirements and targets and to 'Promote a culture within society whereby waste is recognised as a resource and there is acceptance of responsibility for minimising its production and maximising its recovery'. Aims include achieving zero % waste growth per household and maximising resources to achieve 81% resource recovery.

4.7 Rossendale Borough Council's Waste Management Strategy

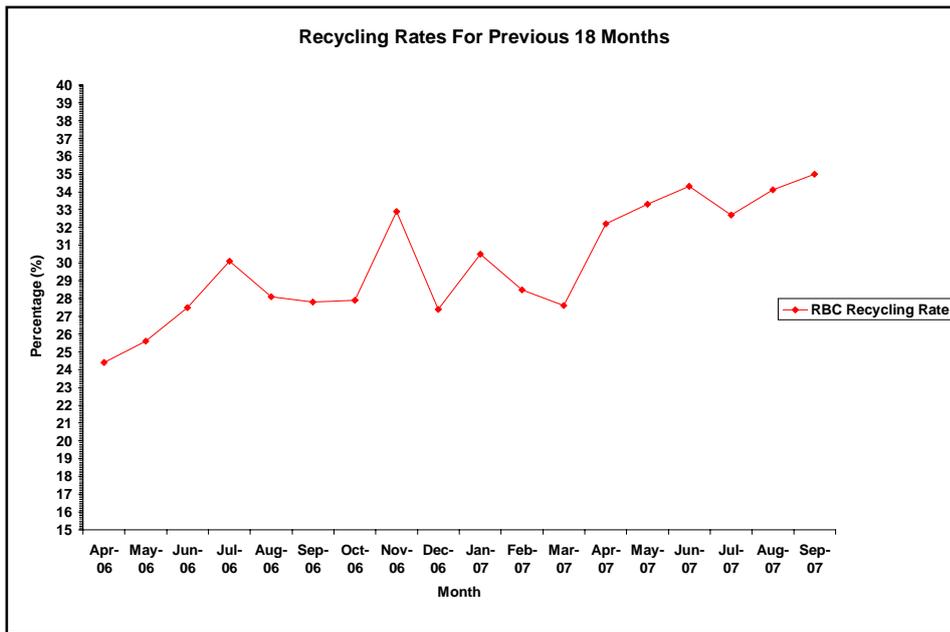
4.7.1 As can be determined from this report the issue of waste and its management operates within a dynamic and ever changing environment,. There are many challenges faced by the Borough Council and it is essential it develops a Waste Management Strategy which reflects the European, National and Local context. There are a variety of approaches which the Borough Council may wish to adopt in responding to management of waste issues. It is therefore proposed that as part of the Waste Management Strategy development, a detailed report is prepared which identifies the different delivery options for responding to waste issues. The potential options which need to be explored will include:

- No change and continue with existing arrangements
- Potential to develop a waste transfer and recycling facility
- Re-engineer collection service to include sorting waste at the kerbside
- Potential to enter into a third party partnership

4.7.2 Members will be aware a number of waste policies have been introduced in the Borough in response to various legislative and European directives. The most recent relating to Side Waste. The response from residents within the borough has been excellent with recycling rates increasing. The table below demonstrates the effects on the recycling rates:

Version Number:	4 26 Oct 2007/HL 5 – PS 8 - HL	Page:	5 of 9
-----------------	--------------------------------------	-------	--------

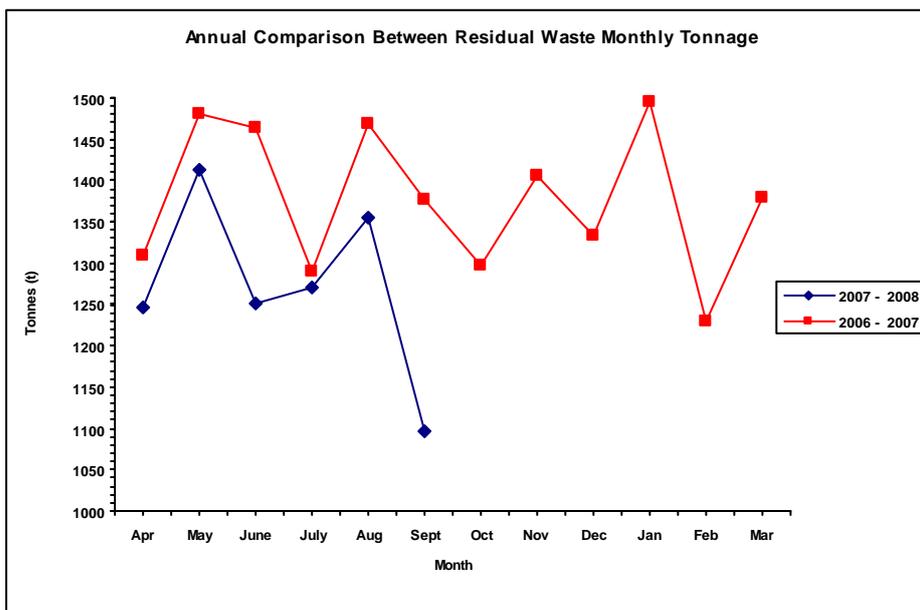
4.7.3 Effect on Recycling Rates



4.7.4 Recycling rates have been rising steadily thanks to the co-operation of local residents. However after the circulation of new side waste policy and recycling information, the September 2007 figure (34.9%) was the highest ever recorded by RBC and came extremely close to breaking the 35% mark for the first time.

4.7.5 The figure for September 2007 shows a 5% increase on the average for the time period and a 7.1% increase on the corresponding month 2006.

4.7.6 Effect on Monthly Residual Waste Tonnage



4.7.7 The lowest figure during the 18 month period was achieved in September 2007 after information was circulated to residents regarding new side waste policy and offering improved recycling opportunities. The figure (1096.38t) is 19% down on the average for the time period, and 21% down on the figure for the corresponding month 2006.

5. COMMENTS OF THE HEAD OF FINANCIAL SERVICES

5.1.1 The financial implications for the Council from both the Lancashire Waste Partnership and the development of a Waste Management Strategy are significant. Paragraph 4.4.2 details the current costs incurred for the “bulking” of waste, paragraph 4.4.3 indicates future costs for the Council as a result of comingling charges.

5.1.2 In addition the Council will be faced with punitive charges from LATS should it not achieve the targets agreed by the Lancashire Waste Partnership.

5.1.3 The Councils Medium Term Financial Strategy (MTFS) has identified a need to bridge a shortfall in financial resources over the medium term. The development of a Waste Management Strategy for the Council should take account of the MTFS and financial pressure.

6. COMMENTS OF THE EXECUTIVE DIRECTOR OF REGULATORY SERVICES

6.1 No legal comments relating to this report but legal support will be required in determining different delivery options referred to in 4.7.1.

7. COMMENTS OF THE HEAD OF PEOPLE AND ORGANISATIONAL DEVELOPMENT

7.1 No immediate human resource implications.

8. CONCLUSION

8.1 It is essential the Borough Council has in place a strategy for managing and controlling resources for sustainable waste management for the next 20 years. In doing so it needs to be clear about how it intends to achieve this and the financial consequences of doing so.

9. RECOMMENDATION(S)

9.1 Cabinet approve the development of a Waste Strategy for Rossendale Borough Council.

9.2 A further report to be presented to Members to consider the options for responding to the various waste challenges as detailed in this report.

Version Number:	4 - 26 Oct 2007/HL 5 - PS 8 - HL	Page:	7 of 9
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10. CONSULTATION CARRIED OUT

10.1 Rossendale Borough Council Portfolio holders

10.2 External Consultants

10.3 Consultation within the Council

11. EQUALITY IMPACT ASSESSMENT

Is an Equality Impact Assessment required No

Is an Equality Impact Assessment attached No

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Background Papers	
Document	Place of Inspection
Appendix A – Outline of Key Legislative drivers and sustainable and effective Waste Management Strategies	Attached Copy available at Henrietta Street Depot
Lancashire’s Municipal Waste Management Strategy (LMWMS) 2001 – 2020‘A Greener Strategy for a Greener Future’	http://www.lancashire.gov.uk/environment/waste/pdf/doc.pdf Copy available at Henrietta Street Depot
Municipal Waste Management Strategy (050203)	Copy available at Henrietta Street Depot
Report to Rossendale Borough Council Dev Regen and Env Committee (160603)	Copy available at Henrietta Street Depot

Version Number:	4 26 Oct 2007/HL 5 – PS 8 - HL	Page:	8 of 9
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Full Council Budget Report 2006-7 (plus addendum)	Copy available at Henrietta Street Depot
Waste Strategy 2007 Executive Summary	Copy available at Henrietta Street Depot