

WASTE MANAGEMENT

Report By: Director of Environment

Wards Affected

Countywide

Purpose

To provide an update on the current performance of the Waste Collection Contract, Integrated Waste Management Contract and to outline the implication of the Municipal Waste Management Strategy for Herefordshire.

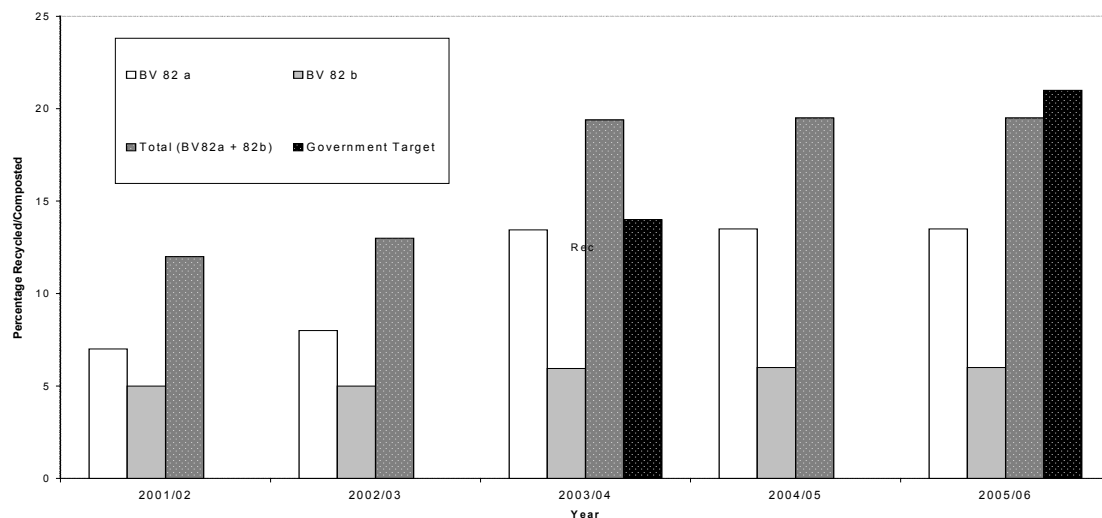
Background

1. The report details the performance of the Council's Integrated Waste Management service. The report provides information on the Council's recycling/composting performance and details the current position with regard to the Integrated Waste Management Contract. Whilst the report is split into broad performance areas the collection and disposal contracts are interrelated and the performance of one area may be dependent on performance in another area. For example kerbside collection recycling is dependent on both the Collection contract and the ability of the Materials Recycling Facility (MRF) at Rotherwas to sort and complete the recycling process, the MRF is of course part of the Waste Disposal Contract. In addition consultation on Herefordshire and Worcestershire's Municipal Waste Management closed on the 7th May 2004 and there will an oral update on the public consultation at the Committee Meeting.
2. In addition the Appendix to this report provides comparative data on the Council's performance compared to other authorities across England.

Integrated Waste Management

3. Herefordshire Council's kerbside collection and the Rotherwas MRF have effectively been running for 12 months and this report outlines the performance of that scheme and the Council's overall performance in meeting its targets for recycling and composting.
4. The Council has a number of statutory targets to meet with regard to waste management. These targets have varying timescales attached to them, however the two most immediate targets relate to BVPI 82 (a) and (b) – the percentage of household waste recycled and composted. Herefordshire Council's target for recycling and composting for 2003/04 was 14% the Council actually achieved a level of 19.4% (some 5.4% in excess of target) the Council's next recycling/composting target is for 2005/06 and is 21%. A breakdown of the recycling performance is detailed in the graph below.

Recycling/Composting Performance - Herefordshire Council



5. The Council's recycling/composting performance is essentially constructed of a number of elements. The Council's kerbside collection of recyclables, recycling and composting through the Household Waste Sites and Bring Sites run by both the Council and Voluntary Agencies. The relative performance of these schemes is detailed below.

Source of Recyclate	Percentage	Tonneage
(2003-04)		
Kerbside	3.90%	3416.49
Household Waste Sites	3.98%	3483.92
"Bring To" sites plus sundries	5.57%	4885.85
Household Waste Sites (Composting)	5.95%	
Total	19.4%	

6. The Kerbside recycling is (as outlined above) delivered through the Waste Collection contract and the Waste Disposal Contract. The Recycling and Composting undertaken through the Household Waste Sites is delivered through the Waste Disposal Contract. The Bring Sites are largely managed in-house through the Council's Waste Management.
7. It is clear that unless there is further investment in the Council's recycling and composting Herefordshire is unlikely to meet its 2005/06 target. The current performance means that the Council if it continued as at present would fall some

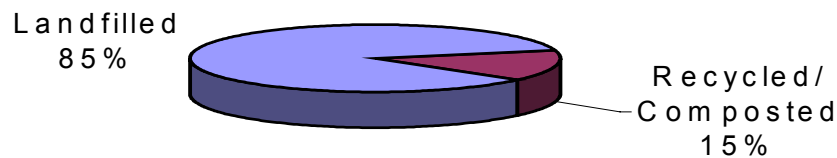
- 1.55% short of the 2005/06 target. Some investment has already been made in the expansion of kerbside collection beyond the current contract arrangements.
8. As the chart above indicates the Council is confronted with difficult questions in improving its overall performance. The greatest contribution to the recycling/composting figure is made by the Household Waste Sites with some 9.93% of all the County's waste being composted or recycled from the Household Waste Sites. The "Bring To" Sites and other sundry collections deliver a further 5.57% of the County's recycling. The lowest contribution to the County's figures comes through the kerbside collection. However the current kerbside collection is only providing a service in the urban areas (or rural areas immediately adjacent to urban areas).
 9. It is evident from these figures that the Council needs to retain a balance in its methods of recycling. However the biggest gains can probably be achieved from improved performance at the Household Waste Sites and by the extension of the kerbside recycling scheme across the whole of Herefordshire.
 10. The Council now supports a scheme of kerbside recycling collections in the south of the County. This has been done by using an existing scheme operated by Enviroability in Ross-on-Wye to extend their current scheme through Ross and the surrounding area on a boxed collection basis. It is expected that this particular scheme will collect some 1912 tonnes of recyclables, which will provide a figure of some 2.18% recycling. The scheme is expected to deliver particularly high participation rates because of its popularity in the Ross area and because the scheme is more comprehensive than the Council's own scheme because it operates a box collection and is capable of delivering higher tonneages. The scheme is currently funded through two routes, firstly a recycling grant and secondly through "collection credits".
 11. In reviewing the kerbside collection scheme the Council is in a position to facilitate changes as the Waste Collection Contract comes up for review in July 2006. The contractors need to consider the reprocurement of their fleet and this does provide an immediate opportunity to reconsider the current collection arrangements. There appear to be a number of options available and these are detailed below outlining the pros and cons.

Option	Pros	Cons
Keep the scheme as it is now	Minimal growth in contract cost.	Unable to meet 2005/06 recycling targets. Unequal service delivery across the County. No kerbside collection of glass

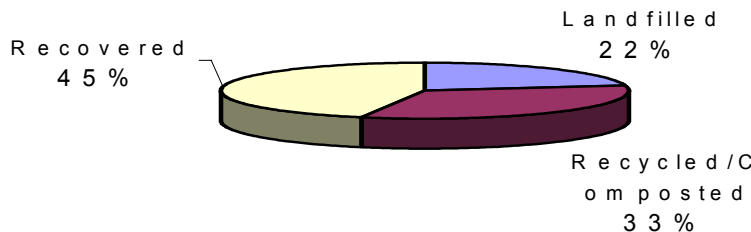
Option	Pros	Cons
Extend current scheme across County	<p>Ability to meet 2005/06 recycling targets</p> <p>Equal service delivery across the County.</p>	<p>Potential for at least £500k increase in contract costs</p> <p>No kerbside collection of glass</p>
Kerbside collection across the County but on fortnightly basis.	<p>Residual waste collected fortnightly and Recyclables collected alternate weeks will lead to higher participation rates for recycling.</p> <p>Potentially lower costs</p>	<p>Public approval of waste collection service may diminish.</p>
As above but with Wheelie bins	<p>Residual waste collected fortnightly and Recyclables collected alternate weeks will lead to higher participation rates for recycling.</p> <p>Potentially lower costs</p> <p>Public approval may not be as badly affected.</p> <p>Possible ability to restrict waste growth and encourage home composting.</p>	<p>High Capital set up costs (In the order of £1 million)</p>
A weekly collection of 2 boxes (paper, textiles & cans, glass plastics), and an alternate weekly collection of their compostable waste (wheelie bin) and residual waste (wheelie bin).	<p>A similar scheme in Daventry delivered 44.3% recycling rate in 2002/03.</p>	<p>High Capital set up costs (in the order of £2 – £2.5 million)</p> <p>May not be necessary if proposed Autoclave delivers high rates of recycling.</p> <p>Likely to produce higher levels of waste.</p>

12. The above options can be varied and combined in a number of cases. It is clear that one of the best methods of improving recycling is by including compostable waste in any scheme. In 2002/03, 30.2% of Daventry D.C.'s 44.3% total recycling rate was compostable waste. As such a scheme would include garden waste there are real risks that Herefordshire would see its throughput of waste increase considerably. It is noticeable that Daventry, which is only a Waste Collection Authority, collects 504 kg/head, compared with Herefordshire, which as a Waste Disposal and Collection Authority collected 459.5 kg/head for the year 2002/03.
13. The Council is, along with its partners in Worcestershire setting high targets in the Municipal Waste Management Strategy for both recycling and recovery. These targets are challenging and will require the Councils to invest in expanding the current facilities to handle waste (through the Integrated Waste Management Contract) and by maximising the other schemes, such as kerbside collection and bring sites operating in the County. These targets are detailed below.

Management of Municipal Waste in 2002/03



Proposed Management of Municipal Waste in 2015/16



Waste Management Contract

14. The Waste Management Contract continues to be in a standstill arrangement, the next standstill period ends in July. The two Council's are continuing to

- negotiate to ensure the contract can continue at a broadly similar price and within the current contract.
15. The proposed levels of recycling and recovery will need to be considered carefully. Should the proposal for an Autoclave process at Madley go ahead and become a facility in the Council's contract with Mercia Waste Management through its operating company Severn Waste Services, and the process delivers recycling at the level the company claim, then the Council will exceed the recycling targets and the recovery targets will also be met. Even if the Autoclave process is unable to deliver the levels of recycling predicted then providing the fibre is recovered it is likely that the Council will be able to achieve its landfill diversion targets and the recycling targets.
 16. As detailed above the Household Waste Sites are clearly crucial to meeting targets and provide a relatively cheap method of delivering high levels of recycling and composting. Work done through the Joint Municipal Waste Management Forum have shown that in national terms the Household Waste Sites could deliver far higher levels of recycling and composting. Work is already being undertaken to try and improve the performance of these sites.
 17. In the short-term the Council is confronted by a dilemma. The Council essentially has two options it can:
 - a. Ignore the 2005/06 recycling target and wait for its contractor Severn Waste Services to deliver facilities that will allow the Council to meet its targets after 2005/06, through a process such as an Autoclave. Such an approach would require minimum investment in kerbside collection.
 - b. It could expand the kerbside collection right across the County and meet the 2005/06 targets for recycling, although the costs attached to such an approach may be high.
 18. In weighing up the two options several issues need to be taken into account. The Council essentially has two sets of targets to meet; recycling and landfill diversion. The second recycling target has to be met for 2005/06 and will require an increase in performance of some 1.6%. This target is likely to met comfortably if, for example, the Council extended its kerbside collection to cover 100% of properties in Herefordshire rather than the current 50%. On current estimates the extension is likely to cost in the order of £500,000. It is feasible that by pressing the current arrangements to operate more effectively the 1.6% could be achieved with some extra resource being concentrated around improving participation rates for the kerbside scheme. There is a risk that this extra 1.6% could not be achieved and the target for 2005/06 would be missed.
 19. Whilst the recovery target for the Council is slightly longer-term, the first target date is 2010 when the Council has to have reduced the biodegradable waste to 75% of that produced in 1995, by 2013 the waste should be reduced to 50% of the 1995 levels and by 2020 it should be reduced to 35% of the 1995 levels. The current recycling and composting arrangements alone will not meet these levels and the County will require facilities such as an Autoclave, Incinerator or Mechanical Biological Treatment Plant to deliver these particular targets.

20. The Waste and Emissions Trading Act has introduced a Trading Scheme as a means to ensure compliance with the EC Landfill Directive that requires the UK to reduce the amount of biodegradable municipal waste it sends to landfill.
21. The Landfill Allowance Trading Scheme targets are for biodegradable municipal waste and there will be severe financial penalties for failing to comply (£200 per tonne, approximately 4 times the current cost to landfill).
22. Defra states that: Waste Collection Authorities will need to work very closely with waste disposal authorities to ensure that the allowance system works effectively and that the Landfill Directive targets are met. Waste collection authorities and waste disposal authorities will also need to work together to discuss the most effective diversion strategy for their area and plan the management infrastructure to achieve the necessary diversion. Provisions in the Waste and Emissions Trading Act require waste disposal and waste collection authorities (with some exceptions) to produce a Joint Municipal Waste Management Strategy to ensure a partnership approach to local waste management planning.
23. To date interim targets have not been set but to ensure targets are met it may be necessary for both Herefordshire and Worcestershire to set their own targets to ensure progress can be made towards the targets.

Municipal Waste Management Strategy

25. The Joint Municipal Waste Strategy for Herefordshire and Worcestershire "Managing waste for a Brighter Future" has been subject to wide public consultation since the beginning of the year, the closing date for consultation being the 7th May 2004. A report on the consultation process is to be considered by the Herefordshire and Worcestershire Joint Members Waste Forum on the 27th May. An update on the outcome of this meeting will be provided at the the Environment Scrutiny Committee Meeting.

RECOMMENDATION

That the report be noted.

Background Papers

- None identified.

APPENDIX 1

	Cost of waste collection per household (BVPI 2002-2003)			
	75th Percentile	Median Percentile	25th Percentile	Average
All	38.69	33.44	28.95	36.36
London Borough	46.03	37.87	29.67	41.82
Metropolitan Authority	31.41	28.53	24.05	34.37
Unitary Authority	40.02	32.94	29.48	35.74
District Authority	38.65	34.02	29.71	N/A
County Councils	N/A	N/A	N/A	N/A
Herefordshire 2002/03	33.4		Herefordshire 2003/04	36.22
			Herefordshire 2003/04 – Cost of kerbside recycling collection (including bonuses, and overheads).	86.55 <i>(This does not include disposal costs)</i>

	Cost of waste disposal per tonne for municipal waste (BVPI 2002-2003)			
	75th Percentile	Median Percentile	25th Percentile	Average
All	40.48	35.42	31.48	36.36
London Borough	46.18	44.23	41.25	41.82
Metropolitan Authority	38	32.92	29.07	34.37
Unitary Authority	40.13	35.49	30.23	35.74
District Authority	N/A	N/A	N/A	N/A
County Councils	38.97	35.39	32.4	36.42
Herefordshire 2002/03	55.12		Herefordshire 2003/04	

	Kg of household waste collected per head (BVPI 2002-2003)			
	75th Percentile	Median Percentile	25th Percentile	Average
All	513	444	389	451.25
London Borough	500	462.63	421.8	459.95
Metropolitan Authority	517	466.51	438.84	476.64
Unitary Authority	557.4	522.87	500	527.45
District Authority	438	401.06	367	403.37
County Councils	568	539	522.66	544.59
Herefordshire 2002/03	459.5		Herefordshire 2003/04	496.56

	Household waste - percentage recycled (BVPI 2002-2003)			
	Average	75th Percentile	Median Percentile	25th Percentile
All	10.79	13.34	10.31	7.98
London Borough	9.56	13.4	9.4	6.51
Metropolitan Authority	6.11	7.46	6.26	4.35
Unitary Authority	10.51	11.87	10.2	8.51
District Authority	11.46	14.05	10.62	8.1
County Councils	12	13.65	12.1	9.9
Herefordshire	10.3		Herefordshire 2003/04	13.6

	Household waste - percentage composted (BVPI 2002-2003)			
	Average	75th Percentile	Median Percentile	25th Percentile
All	2.95	4.9	1.6	0
London Borough	1.64	2.77	0.35	0
Metropolitan Authority	1.68	2.73	1.33	0
Unitary Authority	4.44	5.98	3.787	2.42
District Authority	2.02	2.23	0.2	0
County Councils	6.51	8.2	6.18	5.06
Herefordshire 2002/03	5.1		Herefordshire 2003/04	5.7