



Herefordshire Council
Draft Integrated Waste Management Strategy
2021 – 2035

Glossary

Term	Acronym	Description
Anaerobic digestion	AD	Anaerobic digestion is the process by which organic matter such as animal or food waste is broken down to produce biogas and bio-fertiliser. This process happens in the absence of oxygen in a sealed, oxygen-free tank called an anaerobic digester.
Bio-waste		Biodegradable waste materials include garden and food waste.
Bulky Household Waste	BHW	Household waste items that are too large to put in the regular waste bin such as mattresses, furniture items and large electrical appliances.
Carbon		Carbon dioxide or other gaseous carbon compounds released into the atmosphere, associated with climate change
Circular economy		A circular economy is an alternative to a traditional linear economy (make, use, dispose) in which we keep resources in use for as long as possible, extract the maximum value from them whilst in use, then recover and regenerate products and materials at the end of each service life.
Climate (and Ecological) Emergency		A declaration of climate emergency made by governments, urging action to reduce or halt climate change and avoid irreversible environmental damage resulting from it.
Consistency in collections		All local authorities collect the same core set of dry recyclables from households and provide separate weekly food waste collections.
Commissioning Authority		Local authority responsible for the commissioning of service contracts.
Courtauld Commitment		A voluntary agreement between grocery industry players and other organisations in the food system to reduce household food waste, packaging and supply chain waste.
Deposit Return Scheme	DRS	A recycling system in which consumers pay a small deposit for beverage containers, which can be refunded upon return to a shop or other authorised location.
DRS All in		A DRS focused on all drinks containers, irrespective of size.
DRS On the go	OTG	A DRS restricted to drinks containers less than 750ml and sold as a single item.
Dry mixed recycling	DMR	Glass, plastic, metal, cartons, cardboard and paper

Term	Acronym	Description
Ecodesign		A design approach for products that considers the environmental impacts of the product across its lifecycle.
Environment Bill		A UK Government Bill that makes provisions about targets, plans and policies for improving the natural environment.
Extended Producer Responsibility	EPR	A strategy designed to promote the integration of environmental costs associated with goods and/or packaging throughout their life cycles into the market price of the products.
Greenhouse gas	GHG	Gases that contribute to the greenhouse effect or atmospheric warming, by absorbing infrared radiation and emitting it back to the Earth.
Herefordshire Council / the Council	HC	The unitary authority, responsible for waste collection and waste disposal activities.
Household Waste Recycling Centre	HWRC	A site for residents to dispose of and recycle green waste, electricals, textiles and bulky waste (also called Civic Amenity site)
Kerbside		The collection of recycling and residual waste from the curtilage of residents' properties.
Long term		The period from April 2028 to March 2036.
Material Recycling / Recovery Facility	MRF	A specialised plant that receives, separates and prepares recyclable materials for marketing to end-user manufacturers.
Medium term		The period from 2 November 2023 up to March 2028.
Multi-stream		Separate collections of DMR material, usually using kerbside boxes and/or reusable bags. Can include collecting paper and card together and plastic and metals together, to be sorted at a MRF after collection.
Municipal waste		Household waste and waste similar in nature and composition to household waste
Nearest Neighbour	NN	A CIPFA category from an analytical database that shows similar local authorities to Herefordshire in terms of deprivation, age profile, rurality, household size and ethnic profile.
Output Area Classification	OAC	The 2011 Classification for Output Areas (2011 OAC) is a hierarchical geodemographic classification across the UK which identifies areas of the country with similar characteristics.

Term	Acronym	Description
Recycling rate		Calculated as the proportional value (%) of municipal waste recycled from the total municipal waste, including recycling, that is generated.
Residual waste		Materials that are not recycled / recyclable.
Resources and Waste Strategy	RWS	A Government strategy which sets out how we will preserve material resources by minimising waste, promoting resource efficiency and moving towards a circular economy in England.
Short term		The period from July 2021 – 1 November 2023 (i.e. pre new waste collection contract).
TEEP regulations	TEEP	A criterion (which forms part of the waste legislation in the UK) that requires separate collection of waste for recycling including paper/card, plastic, glass and metals where 'Technically, Environmentally and Economically Practicable'.
Twin-stream		Dry recyclables are separated into two different receptacles. Generally, either paper and card or glass are kept separate from the other dry material streams.
Waste hierarchy		A legislative requirement that is given to waste management options which ranks waste prevention the highest. Where waste is produced, the hierarchy prioritises reuse, recycling, energy recovery and finally disposal in that order. Repair is included in some recent waste hierarchies.
Waste Transfer Station	WTS	A temporary storage facility for collected waste that is unloaded, sometimes sorted and then bulked and compacted to be sent to their final treatment destination.

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1 Introduction

This document presents a new, draft integrated Waste Management Strategy for Herefordshire. It has been informed by a review of the council's current Joint Municipal Waste Management Strategy (JMWMS) for 2004 to 2034 (which was jointly developed with Worcestershire County Council).

Reviewing and writing a new strategy enables the Council to fully consider the implications of the 2018 Resources and Waste Strategy for England and the emerging policies and legislation that are being developed to support the national strategy. This new national policy context is expected to transform how the Council manages its waste from 2023 onwards.

The integrated strategy provides the basis for the Council's response to these new drivers. It sets out the direction of travel for the service for the period from 2021 to 2035 (the last target year in the national strategy), and it provides the framework for the Council to plan for the procurement of new waste collection and disposal contract(s), due to commence November 2023 and January 2024 respectively.

A rolling annual action plan which sets out the key priorities for the service over the next 12 months will be produced alongside the strategy. This will directly contribute towards meeting the targets outlined in the strategy. An annual communications plan to support each year of delivering the action plan will also be produced.

2 Vision

Herefordshire Council has a bold ambition, outlined in its County Plan 2020 - 2024:

“Respecting our past, shaping our future - we will improve the sustainability, connectivity and wellbeing of our county by strengthening our communities, creating a thriving local economy and protecting and enhancing our environment”.

Within the Plan, the Council sets out its ambition to protect and enhance the environment and keep Herefordshire a great place to live by minimising waste and increasing reuse, repair and recycling, and identifying opportunities for climate change action in all aspects of council operations. The Environment ambition is that the Council will use its community initiatives, partnerships and waste contracts to make it easier for businesses and residents to share, repair, reuse and recycle, and so reduce the Council's carbon emissions.

The vision of this integrated waste management strategy builds on national and local legislative and policy drivers to reduce waste and offer a value for money service to its residents.

Vision:

“Waste not, want not... we value resources and their use. We will reduce resource consumption and embrace the circular economy to maximise the life of products and materials. We treat the materials we collect as resources not waste. We will achieve this by prioritising the waste hierarchy, maximising waste prevention and reuse.”

3 Background

3.1 Overview

The kerbside waste and recycling services costs the Council:

- £30.50 per household per year to collect and process Herefordshire’s recycling.
- £62.70 per household per year to collect and treat Herefordshire’s residual and garden waste for disposal.

If waste isn’t generated for the Council to manage in the first place or is reused or repaired instead of being thrown away, there is no cost to the Council and therefore the costs of providing the services decreases. Reducing waste overall therefore helps to decrease costs and increase recycling rates which, in turn, helps to meet national statutory targets.

The waste management service should reduce costs by driving waste up the waste hierarchy. The Council is therefore committed to engaging residents and businesses in reducing waste and increasing the amount of waste that is reused, repaired and recycled. We want to reduce the amount of waste generated overall across our County.



Waste management affects all residents and businesses in Herefordshire, as waste is produced both at home and at work. The types and quantities of waste generated by residents varies according to the differing demographics and socio-economic factors across the county. The types and quantities of waste generated by businesses varies according to the business sectors and types of industry present too.

3.2 Demographics

Analysis of key statistical data, based on Output Area Classification data from the Office for National Statistics, has been used to develop an understanding of the socio-economic profile of residents living in Herefordshire and the associated implications for the county's waste services.

Herefordshire has 85,430 households (2019/20), and is a predominantly rural county, with 95% of land is classified as 'rural'. It has the fourth lowest population density in England (88 people per square kilometre). The number of households in the County increases by an average of just over 10% each year (an average of 9,250 new homes built per year¹). Just under a third of the population lives in Hereford city and just under a fifth live in the three largest market towns of Leominster, Ross and Ledbury.

Herefordshire is ranked the 97th most deprived upper tier (county or shire council) authorities out of a total of 151. The percentage of residents out of work and on benefits sits at 4.4% which is above the national average of 2.7% (May 2019).

Migration has been the sole driver of population growth since the early 90s, as there have been fewer births than deaths. The county has a relatively older aged population

¹ <https://www.herefordshire.gov.uk/downloads/file/21142/amr-2020-appendix-b-five-year-land-supply-document>

(24% aged 65+ compared to 18% nationally). The county also has higher proportions of older working age adults (mid-forties to the age of 64) but lower proportions of younger working age adults (from the age of 16 to mid-forties). Numbers of older people are set to continue growing at a higher rate than the younger age groups.

Key statistical data shows that in 2018 (the latest published dataset available), there were 10,130 business “enterprises” in Herefordshire. The majority (90%) of these were ‘micro’ enterprises, employing 9 or fewer employees, which matches the national average. A further 9% were ‘small’ (employing 10 to 49 people), and 1.4% were ‘medium’ size enterprises employing 50 to 249 employees. Enterprises classified as ‘large’ (employing 250 employees or more) accounted for a very small percentage (0.1%).

Key industries in the county are currently: manufacturing, defence and security, food and drink production, agriculture and tourism. Well-known businesses include Bulmers (Heineken), British Land, Avara Foods, Weston’s Cider, Bloor Homes and Tyrrells Crisps. 15% of the population are self-employed. An understanding of these business sectors and the nature of employment in the county helps inform how the commercial waste management service should be delivered by the Council. As an example, food related businesses, such as hotels and restaurants, will be more likely to require a separate weekly collection of food waste recycling than the defence sector.

3.3 Current waste management position

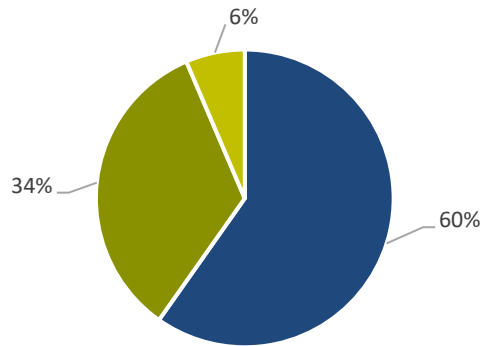
Herefordshire Council has a statutory responsibility to separately collect, manage, treat and dispose of the ‘municipal waste’ generated in the county through the provision of kerbside collection services and at least one Household Waste Recycling Centre (HWRC).

Municipal waste is waste collected from households and from businesses where waste is ‘household like’ (sometimes referred to as Local Authority Collected Waste). The Council’s waste management services relating to collecting municipal waste are:

- Kerbside waste and recycling collections
- Household Waste and Recycling Centres (HWRCs)
- Bulky household waste collections
- Clinical waste collections
- Commercial waste collections

In 2019/20, a total of 199,459 tonnes of municipal waste was collected in Herefordshire. The proportion from each Council service above is shown in the following pie chart. It should be noted that the tonnage arising from bulky household waste and clinical waste collections are not shown as they respectively represent 0.23% and 0.02% of all municipal waste collected, which is too small to illustrate.

Breakdown of municipal waste 2019/20

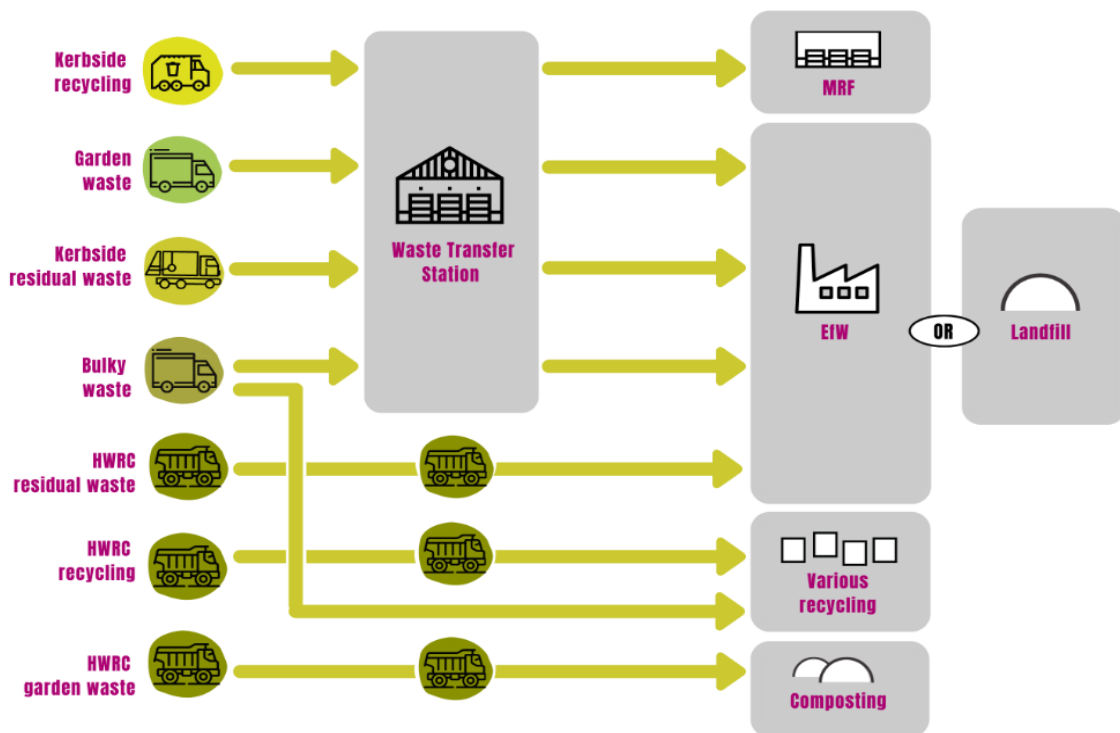


■ Kerbside tonnes ■ HWRC tonnes ■ Commercial tonnes

Herefordshire currently contracts out its waste management services. The Council has two contracts in place for the management of the county's waste:

- **Waste collection contract:** Household residual waste, garden waste and dry mixed recycling (DMR) collections, commercial waste collections, clinical waste collections, Bulky Household Waste (BHW) collections; and
- **Waste disposal contract (shared contract with Worcestershire County Council):** Treatment of DMR; Transport, storage and transfer of DMR and residual waste; Transport of DMR and residual waste; Residual waste treatment; Landfill; and HWRCs.

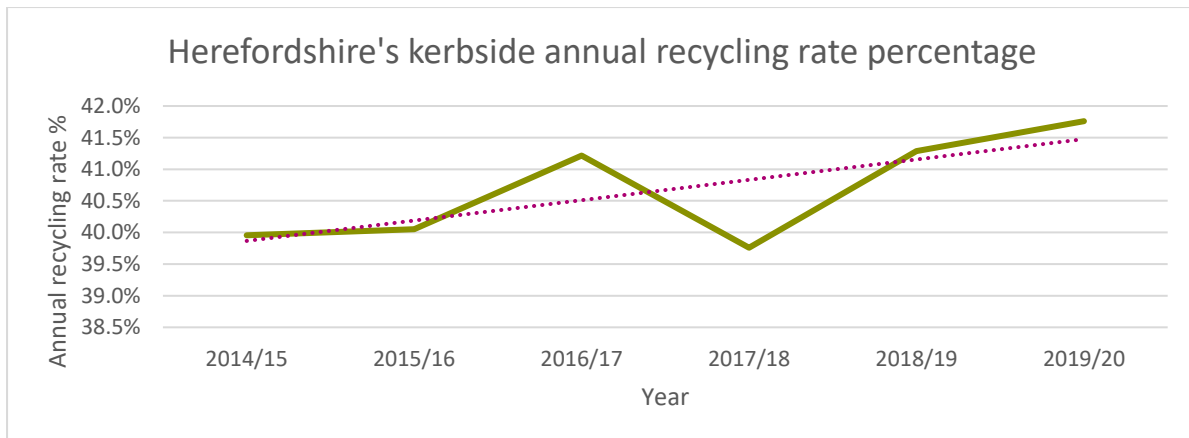
The flow of all material waste streams in Herefordshire is detailed in the following infographic:



The kerbside household waste collection service comprises a fortnightly collection of dry mixed recycling (paper, cardboard, cartons, plastic bottles, pots, tubs and trays, tins, cans and glass). These materials are collected using 240 litre wheeled bins on alternating weeks with residual waste, which uses the same containment type but is smaller sized, at 180 litres. A chargeable fortnightly kerbside garden waste collection service is also offered using sacks. However, this material is currently collected and treated as residual waste.

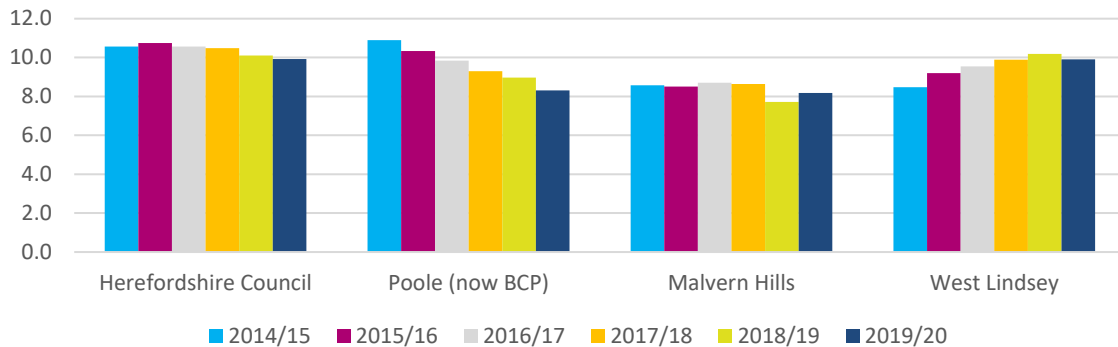
Herefordshire has a recycling rate of 41.8% (2019/20), which places the Council in 197th position out of 341 English local authorities. The highest performing authority in England in 2019/20 was Three Rivers District Council with a recycling rate of 64.1%. Herefordshire's recycling rate is just below England's average rate of 45.5%. This is around the same level as two local authorities which have very similar demographics and the same waste and recycling collection services as Herefordshire: Malvern Hills District Council (achieving a 39.8% recycling rate) and West Lindsey District Council (achieving 42.9%). The third local authority which also has similar demographics and the same waste and recycling service as Herefordshire, Bournemouth, Christchurch and Poole (BCP) Council, achieves a significantly higher recycling rate of 53.9%. However, it should be noted that each of these authorities collect garden waste for composting at the kerbside (there were no similar Councils to Herefordshire who did not).

Herefordshire's recycling rate has been plateauing at around 40% in recent years, although small increases have been achieved in the last two years (see below).



Similarly, residual waste arisings are also plateauing. In the five-year period from 2015/16 to 2019/20, the amount of residual waste generated has decreased by less than 1kg per householder per week (hhld/week) - from 10.75 kg/hhld/week to 9.92 kg/hhld/week. Residual waste arisings have similarly plateaued, rather than reduced, for Malvern Hills District Council. However, significant reductions in residual waste arisings have been achieved by BCP Council. In contrast, there has been an increased trend in arisings for West Lindsey District Council.

Residual waste arisings (kg/hhld/week) for Herefordshire and comparable authorities



The graph illustrates that Herefordshire's residual waste arisings are higher than BCP and Malvern Hills, although they are the same as West Lindsey. Herefordshire's residual waste arisings are also above the national average of 8.88 kg/hhld/week.

Waste composition analysis, undertaken in 2019, shows the typical make up of waste that is currently being thrown away in a Herefordshire household's residual waste bin. The results show that 26.5% of a typical bin is home compostable waste (food and garden waste), 15.8% is food waste which would be suitable for a kerbside food waste collection service and 8.6% is recyclable waste which could have been recycled using the kerbside collection service. Additionally, 10.0% is disposable nappies and 2.3% were re-usable items, such as clothing. The remaining 37.7% of the bin was made up of general items such as packaging, organic material (such as tissues and cloths) and 'fines' (anything below 10mm in size).

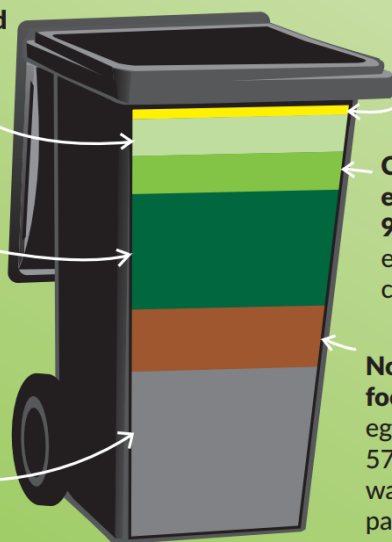
Reducing rubbish and increasing recycling

The average rubbish bin in Herefordshire is made up of the following*:

Could be recycled from home*
8.6%

Compostable waste 26.5%
eg. fruit and vegetable peelings, flowers

Waste that is not currently reusable or recyclable 37.7%



Reusable items 2.3%
eg. good quality clothes

Could be recycled elsewhere 9.1%
eg. foil, wood, soil, carrier bags

Non-compostable food waste 15.8%
eg. meat and dairy. 57% of this waste was still in its packaging!

*1.4% of the contents was glass.

The waste analysis shows that residents are good at recycling and composting garden waste. However, if residents recycled everything they could at home, the recycling rate could increase to over 46% (46.8% has been estimated).

There are currently six HWRCs in Herefordshire: Bromyard, Hereford, Kington, Ledbury, Leominster and Ross-on-Wye. These HWRCs have good recycling rates, at around 75% overall, higher than the national average of 60% (the latest figure available is from 2013/14).

Businesses are currently offered a residual waste collection service utilising varying wheeled bin sizes and collection frequencies. Currently, 5,264 tonnes per annum (2019/20) of business waste (refuse and recycling) is collected by the Council. The majority of this (97%) is residual waste collected from 2,110 businesses and 3% is recycling, collected from 500 businesses. All commercial collections are charged, which covers both the collection and treatment / disposal costs for refuse and recycling. Recycling collection frequencies are the same as for households (fortnightly) with the same size bins are offered. However, businesses can purchase up to five recycling bins. The same range of recycling material is collected as for households.

4 Policy context

Herefordshire is required to adopt the waste hierarchy when managing its waste. This is a legal requirement set out in the Waste (England and Wales) Regulations 2011. The figure below shows how the implementation of the principal of the waste hierarchy has changed waste management practices over time.



Source: Waste Management Plan for England, January 2021

Waste management practices have evolved from largely landfill disposal dominated practices in the 1990s (see pyramid on left of the figure) to one where some waste is prevented and much more material is reused and recycled (the diamonds in the middle). The direction of travel established by current national policy is one where the focus is on the upper tiers of the waste hierarchy: waste prevention, preparation for reuse and recycling (see the inverted pyramid on the right). These principals of waste minimisation were set out in Defra's 25-year Environment Plan issued in 2018 and were further expanded upon the Resources and Waste Strategy 2018.

Defra's Waste Management Plan for England (issued in January 2021) contains detailed measures designed to support a new national 65% recycling target for municipal waste by 2035, by:

- promoting high quality recycling, including the separate collections of materials where technically, environmentally and economically practicable (TEEP) and appropriate to meet the necessary quality standards for the relevant recycling sectors;
- encouraging the separate collection of bio-waste with a view to the composting and digestion of bio-waste;
- promoting the reuse of products and preparing for reuse activities, including measures to encourage the establishment and support of reuse and repair networks; and
- seeking to eliminate waste crime and illegal waste sites over the lifetime of the Plan, prioritising those of highest risk. Delivering a substantial reduction in litter and littering behaviour.

These measures derive from recent and emerging national policy and legislative drivers, particularly the Circular Economy Package 2020, the Resources and Waste Strategy 2018 and the emerging Environment Bill 2020, recently subject to a series of consultations.

Circular Economy Package 2020

The Circular Economy Package 2020 (CEP) was introduced to deliver circular economy-led improvement measures in waste management across Europe. The principals of the CEP have been adopted as part of evolving UK policy (most notably in the form of new municipal recycling rate targets originally set out in the Resources and Waste Strategy 2018), through amending the requirements of various existing waste management legislation, particularly the Waste Framework Directive, the Landfill Directive, the Packaging and Packaging Waste Directive and the various pieces of legislation pertaining to End-of-Life Vehicles (ELV), and batteries collection, treatment and disposal.

The revised mandatory targets for the UK to achieve are:

- 55% municipal reuse and recycling target by 2025;
- 60% municipal reuse & recycling target by 2030;
- 65% municipal reuse & recycling by 2035; and

- separate collection requirements for bio-waste (by 2023), textiles and hazardous waste (by 2025).

Similarly, the CEP includes strengthened provisions on waste prevention (Articles 9 & 29) and preparing for reuse (Article 11(1)), through the Waste Framework Directive.

The CEP therefore introduces “a revised legislative framework, identifying steps for the reduction of waste and establishing an ambitious and credible long-term path for waste management and recycling”².

The Resources and Waste Strategy, 2018

The Resources and Waste Strategy (RWS) sets out how resources will be preserved by minimising waste, promoting resource efficiency and moving towards a circular economy. It gives a clear longer-term policy direction in line with Defra’s 25 Year Environment Plan.

There are four key elements of the Strategy that directly affect local authority waste management. All are currently at various stages of public consultation with the view of implementation between 2023 and the end of 2024:

- **Consistency in collections:** The requirement for a consistent set of dry recyclable materials to be collected from all households and businesses. Initially, paper, card, glass, metals, plastic bottles and plastic pots, tubs and trays were included. The second consultation (June 2021) extended this to also include foil, foil trays, aerosol cans, metal packaging items and food and drink cartons, all requiring to be collected by the 2023/24 financial year. Plastic film and flexible packaging will also need to be included, with the likely target date being by the end of 2026/27.

Separate food waste collections for households and businesses must be provided by 2023 (preferably using Anaerobic Digestion plants for treatment) and free kerbside garden waste collections similarly provided, with the aim being to reduce the carbon impact of sending this material as residual waste.

- **Minimum service standards:** Waste collectors, such as the Council, will need to ensure that glass is collected separately from paper and that a multi-stream collection service is offered, unless it is not technically, economically or environmentally practicable (or TEEP) to do so. The Council’s current comingled collection service does not provide this separate collection, although the Council may be able to provide an evidence-based written assessment that separate collections of dry recycling materials, or twin-stream collections, are not TEEP and therefore a comingled service may continue to be provided.

The Government is also continuing to assess the costs and benefits of providing free garden waste collections on a minimum fortnightly collection service basis. The proposals stipulate a maximum capacity of 240-litres, using either bins or sacks. Local authorities will retain the ability to charge for higher levels of

² <https://www.gov.uk/government/publications/circular-economy-package-policy-statement/circular-economy-package-policy-statement>

service provision (for example, by offering increased collection frequencies or increased capacity).

Defra is also considering whether a recommended fortnightly collection of residual waste might be appropriate. Defra will be seeking views on including this in the future proposed statutory guidance on minimum service standards.

- **Reuse:** The RWS contains a commitment to amend waste regulations so that HWRCs perform a more effective role in resource efficiency, for example by clarifying the duty as to reuse. Further measures will also be explored, such as providing further guidance, setting reuse targets for local authorities, requiring them to set their own targets, or requiring reporting to encourage provision of reuse facilities. In reviewing and consulting on extended producer responsibility for new waste streams, consideration will be given regarding how to encourage greater reuse, in particular textiles and large household items, including furniture.

- **Deposit Return Schemes (DRS):** Two options are being proposed - 'All in' or 'On the go'. 'All in' references that cans, plastic and glass drinks containers, regardless of size, would be within the deposit system, with the purchaser receiving the deposit once the item was returned to the vendor. 'On the go' references the same drinks container materials, but only those which are less than 750ml in size and sold in single format containers.

Modelling in the second round of DRS consultations (undertaken in May / June 2021) indicated that for an all-in DRS scheme, there may be just 7% of plastic bottles, cans and glass drinks containers left in kerbside recycling schemes, significantly affecting the quantity of these containers collected by the Council. A DRS system is therefore likely to mean that overall volumes collected of these materials will decrease. The preferred DRS option is currently proposed to be implemented in late 2024. The consultation for this has recently concluded.

- **Extended Producer Responsibility (EPR):** Invoking the Polluter Pays Principle of waste management, EPR is proposed to initially target household packaging type items (i.e. packaging related cardboard, steel, aluminium, glass and plastic, except for drinks containers which fall in the scope of a Deposit Return Scheme system). A charge will be levied for producers of these materials to cover the full net cost of managing the materials from collection through to reprocessing, with packaging items unable to be reused or recycled attracting a higher charge. The income from charges will then be used to fund local authority recycling collection, treatment and disposal costs of these materials, with EPR covering funding for packaging items found in both the kerbside residual waste and dry recycling streams. The EPR requirements are likely to extend to all municipal waste (i.e., including businesses producing household-like waste – albeit not paying for the residual element for business packaging). However, only the “full net cost recovery” of costs that are “necessary” for the provision of “cost-efficient and effective” services will be paid. EPR reform is proposed to be implemented from October 2023. With the current kerbside collection service, it is unlikely that the Council will be able to demonstrate compliance with quality / minimum service standards that are likely to be required, such as greater kerbside sorting.

Defra is proposing to extend the range of materials covered by EPR to subsequently include textiles, bulky waste and vehicle tyres (as well as certain construction and demolition materials and fishing gear). The consultation for this has recently concluded.

Environment Bill 2020

The Environment Bill makes provision regarding targets, plans and policies for improving the natural environment. Through it the measures set out in the Resources and Waste Strategy are expected to become mandatory, including:

- Separate collections of recycling materials from households and businesses except when it is not technically or economically practicable, or there is no significant environmental benefit in doing so, in which case twin stream recycling is permissible.
- Weekly separate collections of food waste from households and businesses.
- Separate collections of garden waste from households.
- Deposit return schemes.
- Extended producer responsibility obligations.
- Resource efficiency and waste reduction environmental targets.

Carbon reduction targets

The Paris Agreement, signed by over 190 countries around the world, aims to limit the rise of the global temperature to no more than a 1.5°C above pre-industrial levels. This aim has been widely interpreted as requiring global carbon dioxide emissions to reach 'net-zero' by 2050. In 2019, the UK government became the first major economy in the world to set a legally binding target to achieve net zero greenhouse gas emissions (GHG) from across the UK economy by 2050. Consequently, Herefordshire has declared a Climate and Ecological Emergency. In declaring this, the Council has agreed to:

- Accelerate a reduction of emissions and aspire to become carbon neutral by 2030/31.
- Deliver an updated carbon management plan and associated action plan for Council emissions by April 2020.
- Work with strategic partners, residents and local organisations to develop a revised countywide CO₂ reduction strategy aspiring for carbon neutrality by 2030.
- Use 100% renewably sourced energy where this provides the best carbon reduction return on investment.

5 Future waste management requirements

5.1 Kerbside collection service requirements

The recent policy developments described above as well as the upcoming expiry of the waste collection contract has prompted the Council to review its kerbside collection service. The greatest impact for Herefordshire Council is the requirement to provide:

- separate collections of recycling materials at the kerbside from households and businesses (foils, plastic film and flexibles will all need to be collected), except when it is not technically or economically practicable, or there is no significant environmental benefit in doing so, in which case twin stream recycling should be provided.
- weekly separate collections of food waste from households and businesses; and
- free separate collections of garden waste from households, which should then be composted.

In addition, the Council will need to consider the implications of changes to the composition of the recyclable materials; affected by both the deposit return schemes (i.e. the quantities of cans, glass and plastic bottles present in recycling and residual waste streams which may affect the quantities collected and reprocessed) and EPR obligations for both household and commercial residual waste and recycling streams (i.e. for packaging type materials, but potentially also in relation to textiles, bulky waste and vehicle tyres in the future, as well as certain construction and demolition materials).

Each of these aspects, as well as the carbon and financial implications, are being considered by Herefordshire Council as part of an ongoing options appraisal process to determine a preferred service design for the new kerbside waste and recycling service, to begin when the new waste collection contract(s) commence from 2 November 2023. The options appraisal will also include an assessment of whether to outsource, deliver in-house or use an alternative service delivery mechanism for both the collection and the disposal contracts.

5.2 HWRC waste management requirements

The Resources and Waste Strategy sets out future requirements for HWRCs to provide increased reuse provision and to assist with enabling the 'right to repair' (especially for textiles and large household items, including furniture). Further legislative measures are also likely, such as providing further reuse guidance, setting reuse targets for local authorities, requiring them to set their own targets, or requiring reporting to encourage provision of reuse and/or repair facilities.

The Council recognises that this presents an opportunity to drive waste up the hierarchy and expand reuse provision at HWRCs. The Council is committed to maximising the quantity and quality of reuse of materials from HWRCs.

Assessing a range of HWRC related improvement activities for which a charge may be levied, such as accepting and charging for commercial waste and charging for 'DIY'

types of waste (such as plasterboard, rubble and hardcore, ceramics, soil, wood and tyres) and by diverting more waste to be reused, significant income to off-set costs could also be generated, presenting the Council with the opportunity to make cost savings.

5.3 Commercial waste requirements

The Environment Bill will require local authorities to provide businesses with:

- separate collections of recycling materials (glass, metal, plastic, paper and card), except when it is not technically or economically practicable, or there is no significant environmental benefit in doing so, in which case twin stream recycling should be offered; and
- weekly separate collections of food waste.

As EPR requirements for businesses become more clearly defined it will become clearer which items may attract funding from packaging producers and how these monies may become available to Herefordshire Council in the provision of services.

The service available to businesses is expected to change (along with the kerbside collection service provided to households) when the preferred option identified in the options appraisal exercise is implemented, anticipated to be from 2 November 2023 (when the Council's new waste collection contract(s) commences).

As with households, businesses are not currently offered a separate weekly food waste collection service. This will form a new chargeable service, anticipated to again be available from 2 November 2023.

6 Partnership arrangements

Herefordshire Council is committed to working with its neighbouring authorities to identify where services can be jointly delivered and to realise opportunities and efficiencies as they arise. The Council already collaborates in joint working with Worcestershire County Council through the current Joint Municipal Waste Strategy for Herefordshire and Worcestershire 2004-2034, through the joint waste disposal contract and through the shared ownership of the Energy from Waste facility in Hartlebury, Worcestershire.

7 National waste management campaigns

Herefordshire is committed to engaging with, supporting and promoting waste management campaigns which help to reduce the costs of the service and deliver the national legislative and policy requirements. This includes supporting campaigns from the charity Waste and Resource Action Programme (WRAP) whose work involves many sectors and includes defining practical solutions to improve resource efficiency in food and drink, plastic packaging, clothing and textiles and collections and recycling. This supports the Council's aims and objectives contained within this strategy and helps drive waste up the hierarchy. WRAP campaigns include:

- Recycle Now (including Recycle Week in September of each year);

- Love Food Hate Waste (LFHW) (including Chill the Fridge Out, Portion Planner and the A-Z of food storage);
- Clear on Plastics; and
- Love Your Clothes (including the Sustainable Clothing Action Plan (SCAP)).

8 Strategic targets

Six strategic targets have been set to enable the Council to achieve the Vision of the strategy. In developing these, targets from the Council's current Joint Municipal Waste Management Strategy (JMWMS) with Worcestershire County Council were reviewed. Four of these were adjusted and retained (see targets 2 to 5). Ambitions from the County Plan have been incorporated into two new targets for this strategy (target 1 and target 6).

The annual action plan accompanying this strategy will contain annual goals to achieve, which cumulatively work towards meeting each of these targets, achieved through delivering the priorities outlined in section 11, below. The targets set are measurable, providing the mechanism to evaluate the effectiveness of the priorities set in the strategy and to review how far they meet the vision of the strategy on an annual basis.

Target 1 – Net zero carbon by 2030

The first target is a “net zero carbon by 2030” and brings the County Plan ambition and the Climate and Ecological Emergency target together to form a new carbon reduction target for the strategy to achieve.

The Council has made a Climate and Ecological Emergency target to achieve a zero waste to landfill commitment by 2030. Considerable carbon emissions are associated with waste management activities. However, there is also the opportunity to reduce emissions through waste prevention, reuse and recycling. The County Plan also has an Environment ambition such that the Council will use its community initiatives, partnerships and our waste contracts to make it easier for businesses and residents to share, repair, reuse and recycle. Our waste should also be managed and processed locally, wherever possible. These actions will contribute to reducing carbon emissions.

The Environment Bill also addresses air quality, which may influence decisions around waste treatment methods, waste transport distances and even HWRC site design and traffic, particularly when facilities may be located in urban areas.

Target 2 – Reduce residual household waste arisings to less than 330kg /hhld/year by 2035

A key factor in reducing costs and increasing the recycling rate is to reduce the amount of residual waste collected and disposed of. This goal brings the JMWMS target “To achieve the national reductions in household residual waste (waste not reused, recycled or composted) of 35% by 2015 (700 kg/hhld) and 45% by 2020 (592 kg/hhld), based on 2000 levels” (1,077 kg/hhld) up to date. This JMWMS target was met well ahead of schedule, which reflects the service improvements made since the strategy was written in 2004. To set a more realistic and achievable target, residual waste arisings from local authorities most comparable to Herefordshire (see Section 3) were analysed. Likely food waste arisings which could be diverted from the residual waste stream with the introduction of a weekly food waste recycling service were then calculated³ and deducted from the best performing comparable local authority’s residual waste arisings figure, arriving at a new challenging target for Herefordshire to achieve less than 330 kg/hhld/year. This will ensure that waste management priorities include diverting kerbside recyclable materials and food waste from the residual waste stream in the long term and will continue to drive waste up the hierarchy.

The introduction of a weekly food waste recycling service from December 2023 is anticipated to divert more kerbside residual waste bin to recycling. This will reduce residual waste arisings and the necessity for 180 litre bins. Therefore, the kerbside options appraisal exercise will be used to determine what size residual waste bin is most suitable; this will also depend on whether additional items are collected for recycling at the kerbside (for example, textiles).

The annual action plan will set annual residual waste reduction targets to cumulatively achieve this goal, as well as setting out the necessary supporting activities to meet them. The action plan will be updated annually, to reflect progress made until the target is met. It will also be incorporated into appropriate waste collection contracts as an element of their Key Performance Indicators for the waste collection contractors to achieve, once the new service is operational, in December 2023.

Target 3 - Achieve national municipal reuse and recycling rate targets of 55% by 2025, 60% by 2030 and 65% by 2035.

The current target set in the JMWMS - To work towards achieving national recycling/composting levels of household waste of 45% by 31st March 2015 and 50% by 31st March 2020 - has formed the basis of this target. It also brings the target up to

³ Using WRAP data, residual waste arisings reduce an average of 1.8kg/hhld/week following the introduction of weekly food waste collections

date with the national new municipal reuse and recycling rate targets, as set out in the Circular Economy Package 2020 and the RWS.

Significant changes to the service are likely to be necessary to increase the reuse and recycling rate from the current rate of 41.8% to 65% by 2035. The annual action plan, which forms part of this strategy, will set annual reuse and recycling rate targets to cumulatively achieve this goal, as well as setting out the necessary supporting activities required to meet them. The action plan will be updated annually, to reflect progress made until the 65% target is met (by 2035).

The targets contained in the action plan have been set at milestones, which accord with both local and national policy and legislative drivers. For example, the Environment Bill contains a range of service improvements to be implemented nationally by the financial year 2023/2024, particularly in providing consistency in collections. For Herefordshire, the introduction of the mandatory weekly separate food waste recycling collection service will yield a significant increase in the recycling rate at this time. This is due to food waste, suitable for being diverted to this collection service, comprising 15.8% of the average residual waste bin. As the timescales coincide with procuring the new waste collection contract, the Council recognises that these changes will be introduced when the new service contracts commence from 2 November 2023. Therefore, the recycling rate is expected to increase significantly at the time the service changes are made, compared with other years.

The inclusion of reuse in the target provides the opportunity to measure the reuse related activities taking place from the various reuse priorities outlined in the strategy. The Council will need to ensure a mechanism for capturing and monitoring the amount of reuse taking place and embedding this in its reporting systems. For example, from implementing a reporting system which accurately captures the quantities of reuse captured through the bulky household waste collection service.

The annual reuse and recycling rate targets will similarly be incorporated into the appropriate waste management contracts, as a Key Performance Indicator for contractors to achieve, once the new collection service is operational in November 2023.

Target 4 – To meet the requirements of the Environment Bill

This target updates the JMWMS target “to continue to meet the requirements of the Household Waste Recycling Act 2003” and brings it up to date with the most recently available legislation. This target ties together all the other targets and reiterates the importance of driving waste up the waste hierarchy and providing a renewed focus on reuse.

The annual action plan will contain key measures outlined in the Environment Bill and will set suitable targets to achieve each measure in the timeframe outlined in the Bill.

Target 5 - No more than 1% of municipal waste to be sent to landfill from 2025 and zero waste to landfill by 2035

This target brings the final target from the JMWMS (“recover value from a minimum of 78% of municipal waste”) up to date. This target has been revised to reflect that the proportion of waste being sent to landfill has increased substantially in the last two years, creeping up to almost the maximum JMWMS target allowance of 22%. By ensuring that a long term zero waste to landfill target is set, the strategy sets out to drive waste up the hierarchy, as well as providing support to achieving net zero carbon from Target 1.

Target 6 - Improve reuse and recycling at all HWRC sites to achieve a reuse and recycling target of 85% by 2035.

Increasing the amount of waste reused through the HWRC network is a key commitment in the strategy. Therefore, this target has been set to predominately measure the improvements in reuse at the HWRCs, as set out under the priorities section of the strategy. The target is in keeping with the change in national recycling rate targets, which has now been expanded to include reuse. The HWRC reuse rate is currently 0.01% (equating to 26 tonnes per year). The recycling rate currently averages 74.9%, totalling 75% (2019/20). It is unlikely that the reuse and recycling rate can be significantly increased by 7.5% without substantial efforts to increase both reuse and recycling in the longer term.

The annual action plan will set annual increases in HWRC reuse and recycling rate targets to cumulatively achieve this target, as well as setting out the necessary supporting activities to meet them. The action plan will be updated annually, including reflecting progress made until the target is met. This target will also be incorporated into appropriate waste management contracts, as a Key Performance Indicator, for waste disposal contractors to achieve once the contract is operational in January 2024.

9 Priority actions

To meet the Vision of this strategy, the Council will need to undertake actions to support meeting its targets within the timeframe of the strategy. Recognising legislative and policy drivers, these activities are set out below and are in-keeping with the waste hierarchy.

The actions are identified as suggested short, medium and long-term priorities, where appropriate. All short-term priorities (covering the period from 2021 – 1 November 2023) will be taken forward into the annual action plan and progress reported

accordingly on an annual basis. Medium-term (covering the period from 2 November 2023 – 31 March 2028) and subsequently long-term priorities (1 April 2028 – 2035) will be included in the action plan as time progresses. The general priorities given at the beginning of the table are for implementation in the short-term but will remain for the life of the strategy.

Relation to the waste hierarchy	Priority	Contributing to targets...	Timescales for implementation
General	Set out the waste service's education and promotion requirements through the production of an annual communications plan to include waste prevention, reduction, reuse and recycling priorities for the coming year.	1 - 6	Short term priority
	Write, approve and publish a waste management charter between Herefordshire Council and its residents and businesses, reviewing and updating the waste management charter as a starting point. This will set out the services available to residents and businesses, and the expectations of the Council on residents and businesses using the service.	1 - 6	Short term priority
	Undertake a review of Herefordshire's waste service policies that support the waste management service. Undertake this review to ensure a robust suite of policies is in place and is approved to support future service direction, as set out in the strategy.	1 - 6	Short term priority
	Undertake annual performance reviews of the service, which evaluate Herefordshire's ability to meet its vision and priorities against the targets. This will ensure the Council remains on track and is able to identify and rectify any issues arising in a timely and planned manner.	1 - 6	Short term priority
Waste prevention	Promote existing Community Fridge / Community Larder initiatives, through promotion on the Council's website and social media platforms. For example, the Community Larder by The Churches Together in Ross and District. Work with community groups to facilitate more Community Fridge initiatives to be set up across the county.	1, 2, 5	Short term priority
	Investigate becoming a signatory to WRAP's Courtauld Commitment 2025. This is an ambitious voluntary agreement which brings together organisations across the food production and hospitality sectors to make food and drink production and consumption more sustainable. It contains a commitment to reduce food and drink waste associated with production, and consumption of food and drink, by 20% per person, post farm gate. It also commits to a 20% per person reduction in the greenhouse gas (GHG)	1, 2, 5	Short term priority

Relation to the waste hierarchy	Priority	Contributing to targets...	Timescales for implementation
Waste Prevention	emissions associated with production and consumption of food and drink in the UK.		
	Continue educational and promotional activities relating to home composting. This is particularly important given that around 26% of the average residual waste bin in Herefordshire is home compostable food and garden waste.	1, 2, 3, 5	Short term priority
	Continue educational and promotional activities relating to food waste prevention, supporting the WRAP Love Food Hate Waste national campaign.	1, 2, 3, 5	Short term priority
	Promote existing channels as opportunities for reuse on the Council's website - such as local charity shops.	1, 2, 3, 5	Short term priority
	Engage with existing community groups to facilitate and/or enable repair cafes and pop -repair shops ⁴ to take place across the county (i.e., by providing a venue and/or insurance). If this infrastructure is not currently in place, consider setting up a Community Action Group Herefordshire (CAG Herefordshire), in the same vein as CAG Devon ⁵ .	1, 2, 3, 5	Short term priority
	Develop a business case to assesses the viability of implementing a re-usable nappy promotion offering. Re-usable nappy loan kits, starter kits, money off vouchers, targeted education and promotion work and real nappy advisors are used by many other Councils to prevent disposable nappy waste, for example Gloucestershire County Council ⁶ . 10.0% of Herefordshire's average residual waste bin is disposable nappies, more than twice the national average.	1, 2, 3, 5	Short term priority
	Carry out "Save Money And Reduce Trash" shopping-related education and promotion; such as reducing waste by buying loose fruit and vegetables, buying in bulk and using refill stations where possible.	1, 2, 3, 5	Short term priority

⁴ <https://cagdevon.org.uk/resource/doingstuff/repaircafeguide>

⁵ <https://cagdevon.org.uk/about/what-we-do/>

⁶ <https://www.gloucestershirerecycles.com/reduce/real-reusable-nappies/>

Relation to the waste hierarchy	Priority	Contributing to targets...	Timescales for implementation
Preparation for reuse	Set up a baseline for reuse (suggested use of 2019/20 reuse figure), from which targets can be set and against which progress can be measured. Educational and promotional activities should be undertaken to raise awareness and increase reuse.	1 - 6	Short term priority
	Promote and endorse WRAP's Sustainable Clothing Action Plan (SCAP) Love Your Clothes campaign, including promotion of the Love Your Clothes website, to capture for reuse or recycling the textile material currently being disposed of via the residual waste bin (4.2% of kerbside residual waste is textiles that could have been reused or recycled).	1, 2, 3, 5	Short term priority
	Conduct a review of the bulky household waste (BHW) collection service. This could include the approach to charging, by item or number of items, and also the required condition of the items for collection – should it be purely for reuse or could some items be accepted to be broken down into component parts for recycling.	1, 2, 3, 5, 6	Short term priority
	Undertake a business case for assessing the viability of the voluntary and community sector delivering all or part of the BHW service on behalf of the Council from November 2023, including partnership arrangements, capabilities and limitations of each party and performance targets and rewards for quantities of items reused.	1, 2, 3, 5	Short term priority
	Undertake a business case to assess the suitability of introducing a new commercial bulky waste collection to enable recycling of a greater amount of municipal waste. This could be combined with the household bulky service or a standalone service.	1 - 5	Short term priority
	Undertake a business case to assess the level of savings and diversion from disposal possible from involving the Voluntary and Community Sector (VCS) (i.e., the British Heart Foundation and/or local charities) to encourage reuse, to be implemented from 2024 when the new waste disposal contract(s) commences.	1, 2, 3, 5	Short term priority
	Assess the feasibility of setting up a 'library of things' ⁷ and / or a share shed, working with local community groups.	1, 2, 3, 5	Short term priority
	Undertake a feasibility study for identifying suitable HWRC(s) to have a reuse shop operating on site.	1 - 6	Short term priority

⁷ https://www.youtube.com/watch?v=xs_pYwztGJM

Relation to the waste hierarchy	Priority	Contributing to targets...	Timescales for implementation
Preparation for reuse	Assess the business case for working with Community RePaint ⁸ to increase paint reuse through the HWRC network.	1, 2, 3, 5, 6	Short term priority
	Implement the reuse outputs from the various business cases undertaken in the short-term, incorporating the services into the service design and specifications for the new waste collection and waste disposal contracts.	1 - 6	Medium term priority
Recycling	Ensure that the new waste disposal contract specification includes the requirement to compost, using open windrow, the kerbside collected garden waste and garden waste received at the HWRCs.	1 - 6	Short term priority
	Undertake education and promotion activities to increase capture rates from recyclable material present in the residual waste stream, for both kerbside and HWRC (the waste composition study revealed that particular focus should be given to textiles).	1, 2, 3, 5, 6	Short term priority
	Undertake repeated and targeted education and promotion campaigns, including regular provision of bin stickers and leaflets to emphasise 'what goes where' at the kerbside.	1, 2, 3, 5	Short term priority
	Sign up to the voluntary Resource Association 'End Destinations of Recycling charter' and publicise the charter on the Council's website to provide transparency to residents about where recyclate is taken.	1, 2, 3, 5, 6	Short term priority
	Promote and encourage more businesses to sign up to the commercial recycling collection service (and new food waste collection service from December 2023), specifically targeting those businesses who already have a refuse collection service in the first instance.	1 - 5	Short term priority
	Develop a business case to evaluate the impact of growing the kerbside commercial waste and recycling collection service for businesses, to respond to legislative requirements, to harness financial income opportunities and to provide a sustainable and affordable service to businesses in Herefordshire. Produce a commercial waste and recycling action plan for the preferred option.	1 - 5	Short term priority
	Develop and produce business cases for evaluating the range of income generating options for the HWRC network. For example, for commercial waste acceptance and	1, 2, 3, 5, 6	Short term priority

⁸ <https://communityrepaint.org.uk/>

Relation to the waste hierarchy	Priority	Contributing to targets...	Timescales for implementation
	for charging for different types of DIY waste (rubble, hardcore, ceramics, plasterboard, wood and tyres).		
Recycling	Undertake a service delivery options appraisal to identify the preferred delivery of the new waste collection and waste disposal contracts (outsource, in-house or alternative service delivery mechanism). Include any services which could be delivered by the Voluntary and Community Sector, particularly regarding the BHW collection service.	1 - 6	Short term priority
	Undertake a 'What goes where?' HWRC campaign, including a review of container provision, a review of site signage and a review of information provided on the Council's website to decrease 'missed recycling' in the HWRC residual waste stream.	1, 2, 3, 5, 6	Short term priority
	Undertake a kerbside recycling participation survey to assess the number of households participating in the kerbside recycling collection service. This will enable specific education and promotion activities to be targeted at low performing areas in the County. This should be repeated at least every 2-3 years.	1, 2, 3, 5	Short term priority
	Continue the options appraisal project to determine the cost/benefit of kerbside recycling collection services that includes collecting foil, plastic film and flexibles from households and businesses, as well as an assessment of the potential impact of EPR and DRS on the kerbside collection services.	1 - 5	Short term priority
	Undertake a County-wide flats recycling review, recording an inventory of bin types, sizes and numbers present at each block of flats. Conduct an information gathering exercise to record contact details of caretakers, managing agents etc. Establish what standard capacity and service should look like for flats and, if necessary, relaunch the recycling service, ensuring each group of flats is left with a supply of service information leaflets, stickers and posters to refresh regularly, particularly enabling the managing agents to engage with new residents. Utilise learnings from ReLondon's flats recycling scheme ⁹ .	1 - 5	Short term priority

⁹ <https://relondon.gov.uk/resources/toolkit-flats-recycling-package>

Relation to the waste hierarchy	Priority	Contributing to targets...	Timescales for implementation
Other recovery, including disposal	Conduct a feasibility study to evaluate if any existing AD facilities could be utilised for the future treatment of food waste for Herefordshire and what open windrow composting facilities there are available within the County boundary, and with what capacity, for the future disposal of garden waste.	1, 4	Short term priority
	Deliver the Council's Climate and Ecological Emergency target of 0% waste to landfill by 2030, by sending all residual waste to Energy from Waste treatment by this target year.	1, 5	Medium term priority
	Implement black bag splitting at the HWRC, to divert and drive waste up the hierarchy, reducing the amount of residual waste sent for disposal.	1, 2, 3, 5, 6	Medium term priority
	Implement a reduced-size residual waste bin at the same time as introducing a separate kerbside food waste and recycling collection service in 2023 when new contracts commence, if the decision to retain fortnightly residual waste collections is made. The options appraisal will determine the preferred option for the size of bin to be used and the frequency of collection of the individual waste streams.	1 - 5	Medium term priority