



County Buildings, Stafford  
DDI (01785) 276147  
Please ask for Jonathan Lindop  
Email:  
jonathan.lindop@staffordshire.gov.uk

---

**Staffordshire Local Government Association - Joint Waste Management Board**

Tuesday, 17 October 2017  
**10.30 am**  
Council Offices, Codsall

John Henderson  
Honorary Secretary  
9 October 2017

---

**A G E N D A**

**PART ONE**

1. **Apologies**
2. **Minutes of the meeting held on 18 July 2017** (Pages 1 - 8)
3. **Matters Arising**
  - Financial Update
4. **Strategic Waste Management Board Action Plan - Performance Report**  
(Pages 9 - 14)

Report of the Waste Partnership Manager

5. **Joint Waste Projects - Update** (Pages 15 - 16)

Report of the Waste Partnership Manager

6. **Holistic Savings for Staffordshire** (Pages 17 - 24)
  - (a) Progress Report – Report of the Waste Partnership Manager;
  - (b) Project Results – Presentation by Chris Hoy (Ricardo Energy and Environment) and Mike Gardener (Waste and Resources Action Programme);
  - (c) Questions and Answers Session;
  - (d) Group Discussion;
  - (e) Next Steps

7. **Date of Next Meeting - December 2017 (date, time and venue to be arranged)**
8. **Exclusion of the Public**

The Chairman to move:-

“That the public be excluded from the meeting for the following items of business which involves the likely disclosure of exempt information as defined in paragraphs of Part I of Schedule 12 A (as amended of the Local Government Act 2971 indicated below.)

---

## **PART TWO**

Nil

<b>Membership</b>	
Ann Beech	Joy Goodall
Mary Bond	Gill Heath
Iain Eadie	David Leese
Frank Finlay	Anthony Munday
Arthur Forrester	John Preece

**Staffordshire Local Government Association**

**MINUTES OF THE MEETING OF THE STAFFORDSHIRE AND  
STOKE-ON-TRENT JOINT WASTE MANAGEMENT BOARD  
HELD ON 18 JULY 2017 AT COUNTY BUILDINGS, STAFFORD**

Present:

**Cannock Chase District Council**

Mr. E. Edmonds  
Cllr. J. Preece  
Mr. J. Presland

**Stafford Borough Council**

Cllr. F. Finlay  
Mr. P. Gammon  
Mr. H. Thomas

**East Staffordshire Borough  
Council**

Mr. P. Farrer  
Cllr. D. Leese

**Staffordshire County Council**

Cllr. Mrs. G. Heath  
Mr. C. Jones

**Lichfield District Council**

Cllr. I. Eadie  
Mr. R. King

**Staffordshire Moorlands District  
Council**

Cllr. A. Forrester  
Mrs. N. Kemp

**Newcastle-under-Lyme Borough  
Council**

Cllr. Mrs. A. Beech  
Mr. A. Bird  
Mr. T. Nicoll

**Stoke-on-Trent City Council**

Cllr. A. Dutton  
Ms. C. Gibbs  
Mrs. J. Stanway

**South Staffordshire District Council**

Cllr. Mrs. M. Bond (Chairman)  
Mr. D. Roberts  
Mrs. J. Smith

**Tamworth Borough Council**

Mr. N. Harris

**Also in attendance:** Ms. K Cocks (Waste Partnership Manager); Mr. M. Gardener (Waste and Resources Action Programme); Mr. C. Hoy (Ricardo Energy & Environment); Mr. J. Lindop (Staffordshire County Council).

**Apologies:** Cllr. Mrs. J. Goodall (Tamworth Borough Council), Mr. S. Khan (East Staffordshire Borough Council); Cllr. A. Munday (Stoke-on-Trent City Council); Mr. C. Thomson (Staffordshire County Council).

**PART ONE**

**Minutes**

1. With regard to minute Nos. 49 and 50, the Member representative of Cannock Chase District Council said that his comments on the need for the WRAP modelling to take account of the additional fly tipping which might arise from any reconfiguration of waste collection services in the County, should have been included.

The Officer representative of Cannock Chase District Council said that his name should have been included in the list of attendances.

2. **RESOLVED** – That, subject to the above, the minutes of the meeting held on 23 May 2017 be confirmed and signed by the Chairman.

### **Matters Arising**

3. There were no matters arising which were not dealt with elsewhere on the Agenda.

### **Strategic Waste Management Board Action Plan – Performance Report** (schedule 1)

4. The Board considered a report of the Chairman of the Staffordshire Waste Officers' Group regarding progress made towards delivery of the Strategic Waste Management Board Action Plan during Quarter 4 2016/17.

With regard to NI191: "Residual Household Waste Collected per Household", Partnership performance had generally worsened when compared to Quarter 3 in that more residual waste had been collected. However, the volume of waste collected in both Cannock Chase and Staffordshire Moorlands Districts had declined during Quarter 4.

With regard to NI192: "% of Household Waste Sent for Re-Use, Recycling or Composting", Partnership performance was similar to NI191 in that it had generally worsened when compared to Quarter 3. However, the volume of waste composted in Cannock Chase District, Stafford Borough and Staffordshire Moorlands District had increased during the quarter.

Members noted that the Quarter 3 and 4 statistics relating to Stoke-on-Trent were not yet available.

During his presentation of the report, the County Council's Group Manager; Sustainability and Waste Management commented that innovative solutions were required in order to reverse the disappointing trends outlined above. A Member asked whether any lessons could be learned from those Districts/Boroughs who had improved their individual performance. However, the representatives of these Authorities were not aware of any additional measures being employed in their areas which might have positively affected performance.

An officer representative of Newcastle-under-Lyme Borough Council and the Chairman of the Local Authority Recycling Advisory Committee informed Members that composting rates were seasonal and the weather conditions during January, February and March had not been ideal. The Waste Partnership Manager added that an item on remedial measures to address the decline in performance had been included on the Agenda for the next meeting of the Staffordshire Waste Officers' Group.

5. **RESOLVED** – (a) That the report be received and noted.

(b) That Stoke-on-Trent City Council's performance statistics for Quarter 3 and 4 2016/17 be forwarded to the Waste Partnership Manager as soon as possible.

(c) That the Board keep the performance statistics under review and Partners give consideration to the adoption of any necessary remedial measures, at the appropriate time.

**Joint Waste Management Board Sub-Group**  
(Schedule 2)

6. (a) **Progress Report**

The Board received progress reports in respect of the following projects from the Staffordshire Waste Partnership Manager:-

- (i) Holistic Savings in Waste;
- (ii) Stafford Borough Council Contract Procurement;
- (iii) Mixed Recycling Facility – Contract Issues.

**RESOLVED** – That the report be received and noted.

(b) **The Future of the Group**

The Board received an oral report from the Waste Partnership Manager regarding the future of the Joint Waste Management Board Sub-Group.

Members were informed that the Sub-Group was originally set up to manage the work flow and progress of the Partnership officer, when the role was created four years ago. Over the last few years, the role had grown and now reported directly into the Staffordshire Waste Officers' Group for officer level input and Board for Member level input. In addition, the role of the Sub-Group had changed over recent months. Previously, they had been responsible for overseeing progress on a wide range of Partnership Projects. However, since the Board had been focussing on the identification of Holistic Financial Savings in Waste, other areas of work had been completed leaving fewer outstanding projects in the Working Group's work programme. Changes in funding arrangements had also contributed to a reduction in the number of ongoing Partnership projects.

In addition, Meetings of the Working Group had previously provided an opportunity for the Chairman and Vice-Chairman to review potential Agenda items for the following meeting of the Board.

In view of the above, the Chairman sought the views of Partners as to whether the Terms of Reference for the Working Group should either be widened to incorporate other matters or the Group disestablished as being no longer required.

In the discussion which ensued Members expressed support for disestablishing the Working Group at this time on the understanding that a similar Group, as a project board based on each individual project as required, could be convened at a point in the future. However, the Chairman and Vice-Chairman spoke of the value of their continuing to meet with relevant officers prior to meetings of the Board for the purposes of holding pre-Agenda previews.

7. **RESOLVED** – (a) That the oral report be noted.

(b) That the Joint Waste Management Board Sub-Group be disestablished as being no longer required at this time.

(c) That the Waste Partnership Manager arrange for the Chairman and Vice-Chairman to meet with relevant Officers in advance of meetings of the Board for the purposes of creating the Agenda for Board meetings and governance matters, as necessary.

### **Staffordshire Waste Partnership Board Finances** (Schedule 3)

8. The Board received an oral report of the Environment Manager – East Staffordshire Borough Council regarding the Partnership's finances. A copy of the Partnership's income and expenditure account for 2016/17 had been circulated to Members with a copy of the Agenda for the meeting.

The Environment Manager reported that income during the period had amounted to £42,700 including an additional £2,700 from Stafford Borough Council. However, expenditure over the same period had amounted to £44,366.31. Therefore, £1,666.31 had been transferred from the reserve in order to fund the shortfall.

During his presentation of the report, the Environment Manager highlighted that the balance in the reserves following the transfer amounted to £14,449.92. This sum was considered adequate for the purpose of the Partnership going forward and therefore contributions for 2017/18 would not need to be increased. The Waste Partnership Manager added that the income/expenditure account for 2017/18 would not show income from the Waste Resources Action Programme since the grant which they had awarded to Staffordshire was paid directly to the consultant employed to undertake the work associated with the Holistic Financial Savings in Waste Project.

The Officer representative of South Staffordshire District Council commented that it would be useful to have a projection of the Partnership's future financial position.

9. **RESOLVED** – (a) That the report be received and noted.

(b) That the Board be provided with a projection of income/expenditure for 2017/18 at their next meeting.

## **Household Waste Recycling Centres** (Schedule 4)

### **10. (a) Charging Update**

The Board received a presentation from the County Councils Group Manager: Sustainability and Waste updating them on the operation of the County Council's charging policy for non-household waste received at household Waste Recycling Centres which had been implemented on 1 November 2016.

The County Council did not have a statutory duty to dispose of any waste generated by Staffordshire residents other than that which arose from their normal day to day occupation of homes. Therefore, they had introduced a policy of charging for some types of non-household waste (including soil, rubble, plasterboard and tyres etc) from private individuals at their HWRCs. It was intended that receipts generated from this charging policy would be used to offset the cost of treatment/disposal of the waste collected and also help to ensure that HWRCs were not used by traders seeking to dispose of waste free of charge.

During his presentation the Group Manager informed them that he had not yet received the required data for the whole of the County. However, from the statistics which had been received since their previous meeting, the quantity of waste deposited at HWRC's and incidence of fly-tipping appeared to have remained broadly static when compared to the previous quarter.

Continuing, he acknowledged the concerns which had previously been expressed by Partners regarding the information which they said did not appear to take full account of the cases of fly-tipping which had occurred in their areas. Whilst he reminded them that the information presented was based on figures originally supplied by District and Borough Councils, he went on to seek their views as to what information should be provided in the future and how it should be given.

The Chairman commented on the importance of consistency in the method of presentation so that meaningful comparisons could be made (i) over time and (ii) between areas.

The Officer representative of Newcastle-under-Lyme Borough Council expressed his view that there were wider issues concerning fly-tipping which required a co-ordinated approach and Partnership working in order to find solutions. Another officer representative of the Borough Council referred to the level of additional income West Sussex County Council had anticipated from the introduction of a similar charging policy to that adopted in Staffordshire. He said that this income had not materialised in practice and substantial savings had been made by this Authority when they had abandoned charging for non-household waste.

In reply the Group Manager undertook to research West Sussex's experiences with charging although he said it was likely that their Household Waste Recycling contract was substantially different to that of Staffordshire's.

The Member representative of Lichfield District Council said that it would be useful to know whether fly-tipping in Staffordshire was domestic or commercial waste. In reply the Group Manager said that efforts were made to identify the various sources of waste illegally tipped on local authority land. However, it was not possible to take account of fly-tipping on private land in the statistics.

**RESOLVED** – (a) That the oral report be received and noted.

(b) That the County Council’s Group Manger: Sustainability and Waste research West Sussex County Council’s experience with regard to charging for non-household waste at Household Waste Recycling Centres and report back to the Board, as necessary.

**(b) Litter Strategy**

The Board considered an oral report of the Chairman of the Local Authority Recycling Advisory Committee (LARAC) regarding the Government’s proposed Litter Strategy for England which potentially had implications for all Waste Collection and Disposal Authorities.

The Government had published a Policy Paper on 10 April 2017 entitled “Litter Strategy for England” which explained how they intended to work with groups and businesses in the future to reduce litter. Although comments were required by 21 July 2017 the LARAC Chairman understood that progress had been delayed owing to the recently held General Election. Whilst his organisation was to be represented on the Data and Monitoring Working Group which had been established under the initiative, no further details were available at the current time. However, it was hoped to be able to bring further information about the strategy to their next meeting.

11. **RESOLVED** – (a) That the report be received and noted.

(b) That further details of the Litter Strategy for England be reported to a future meeting, as necessary.

**Holistic Savings for Staffordshire**  
(Schedule 5)

12. (a) **Waste and Resources Action Plan Project Update**

The Board considered an oral report of the Waste Partnership Manager updating them on progress with regard to Holistic Savings for Staffordshire project.



Since the previous meeting of the Board the second phase of the project had begun. Various meetings had been held between the appointed consultant and key personnel in order to obtain a greater understanding of the work of the Partnership and data requests had been issued to all Councils. To date responses had been slow and key information required was still outstanding which had caused delays in collating the information. However, it was anticipated that these delays would not adversely affect the timescales which had been identified for completion of the work.

A workshop had been held on 28 June 2017 to which all officers had been invited in order to facilitate full representation at the event. The Consultant had given an update on his work and tabled assumptions for agreement so that work could continue on schedule.

A briefing note setting out the outcomes of the Working Group had been circulated to all Partners.

**RESOLVED** – That the oral report be received and noted.

#### **(b) Progress to Date**

The Board received a Powerpoint presentation (slides attached at Appendix A to the signed minutes) from Chris Hoy of Ricardo Energy and Environment on the progress made to date in supporting Holistic Savings for Staffordshire project setting out (i) the objectives of Phase 2 of the project; (ii) scenarios to be modelled; (iii) the various assumptions made in the scenarios; (iv) anticipated outcomes and; (v) the next steps. In addition, he outlined the work he had undertaken relating to (i) Residual Facilities Optimisation; (ii) Waste Infrastructure Credits and; (iii) the workshop referred to in (a) above.

Members noted the timescales and key deliverables which Mr. Hoy had also referred to in his presentation.

During the discussion which ensued, the representatives of Cannock Chase District Council re-iterated the need for the modelling to take account of the costs to partners from fly-tipping. They also sought clarification of the socio/economic factors being built-in to this work, highlighting the social deprivation which existed in their area.

The Member representative of Stafford Borough Council emphasised the importance of keeping Leaders and Chief Executives at Partner Authorities informed of the progress which had been made to date, the key deliverables and timescale for completion of the project. The Member representative of Lichfield District Council concurred with this view especially having regard to the time which had elapsed since their initial consideration of the matter.

The officer representative of Newcastle-under-Lyme Borough Council shared some initial findings arising from recent changes in waste collection services in the Borough and the representatives of Lichfield District and Tamworth Borough Councils said that data from their new operations would shortly be available to help inform the modelling being undertaken in the wider project.

13. **RESOLVED** – (a) That the report be received and noted.

(b) That representatives of Partner Authorities keep Leaders and Chief Executives updated on the progress being made in this project.

#### **Date/Venue of Next Meeting**

14. **RESOLVED** – That a further meeting of the Board be held at the end of September 2017 on a date, time and at a venue to be arranged.

**CHAIRMAN**

## Staffordshire Joint Waste Management Board: 2016/17 and 2017/18 National Indicator Out-turns

Local Authority	NI191: Residual household waste collected per household (kg)				NI192: % of household waste sent for reuse, recycling or composting				NI193: % of municipal waste landfilled			
	2016/17 Q2	2016/17 Q3	2016/17 Q4	2017/18 Q1	2016/17 Q2	2016/17 Q3	2016/17 Q4	2017/18 Q1	2016/17 Q2	2016/17 Q3	2016/17 Q4	2017/18 Q1
East Staffordshire BC	120.38	114.93	121.21	127.84	53.30%	47.00%	42.60%	50.60%				
Lichfield DC	115.30	117.10	120.80	117.62	57.70%	49.20%	46.40%	57.00%				
Tamworth BC	113.90	113.90	119.60	135.32	53.00%	46.80%	42.90%	47.30%				
Cannock Chase DC	106.79	124.31	111.36	132.96	56.26%	42.21%	44.45%	47.50%				
South Staffordshire Council	115.26	117.38	122.84	115.10	57.27%	47.88%	44.17%	57.00%				
Stafford BC	110.76	107.26	116.83	112.21	57.68%	50.36%	45.34%	56.40%				
Staffordshire Moorlands DC	99.89	93.39	89.61	93.10	60.50%	56.10%	58.10%	61.60%				
Newcastle-under-Lyme BC	114.34	119.29	120.49	116.42	52.50%	45.10%	41.80%	52.60%				
Staffordshire County Council	142.73	139.66	143.60	145.21	53.70%	45.70%	40.20%	52.20%				
Stoke-on-Trent City Council	150.95	155.76	150.83	145.90	40.00%	27.80%	28.70%	40.50%	10.9%	5.00%	5.70%	5.0%

Local Authority	% household waste sent for recycling				% household waste sent for composting				% household waste sent for anaerobic digestion (formerly part of BVPI 82b)			
	2016/17 Q2	2016/17 Q3	2016/17 Q4	2017/18 Q1	2016/17 Q2	2016/17 Q3	2016/17 Q4	2017/18 Q1	2016/17 Q2	2016/17 Q3	2016/17 Q4	2017/18 Q1
East Staffordshire BC	18.72%	22.08%	24.07%	18.26%	34.45%	24.84%	18.44%	32.23%				
Lichfield DC	24.20%	27.00%	30.80%	22.13%	33.50%	22.20%	15.60%	34.91%				
Tamworth BC	27.10%	30.10%	32.20%	20.43%	25.90%	16.70%	10.70%	26.91%				
Cannock Chase DC	27.55%	28.57%	32.55%	21.03%	28.71%	13.64%	11.90%	26.24%				
South Staffordshire Council	21.35%	25.10%	27.25%	19.73%	35.91%	25.26%	18.10%	37.27%				
Stafford BC	20.56%	25.10%	27.25%	20.90%	37.12%	25.26%	18.10%	35.47%				
Staffordshire Moorlands DC	18.40%	21.12%	24.51%	20.30%	41.95%	34.86%	29.30%	41.52%				
Newcastle-under-Lyme BC	17.04%	19.10%	19.76%	16.42%	31.66%	20.04%	15.75%	31.30%				
Staffordshire County Council	21.30%	23.71%	24.33%	20.59%	32.15%	21.73%	15.65%	31.46%				
Stoke-on-Trent City Council	17.29%	17.15%	21.08%	18.65%	22.66%	10.57%	7.56%	21.97%				

Notes  
Data consistent with WasteDataFlow out-turns. All data is provisional until DEFRA publication

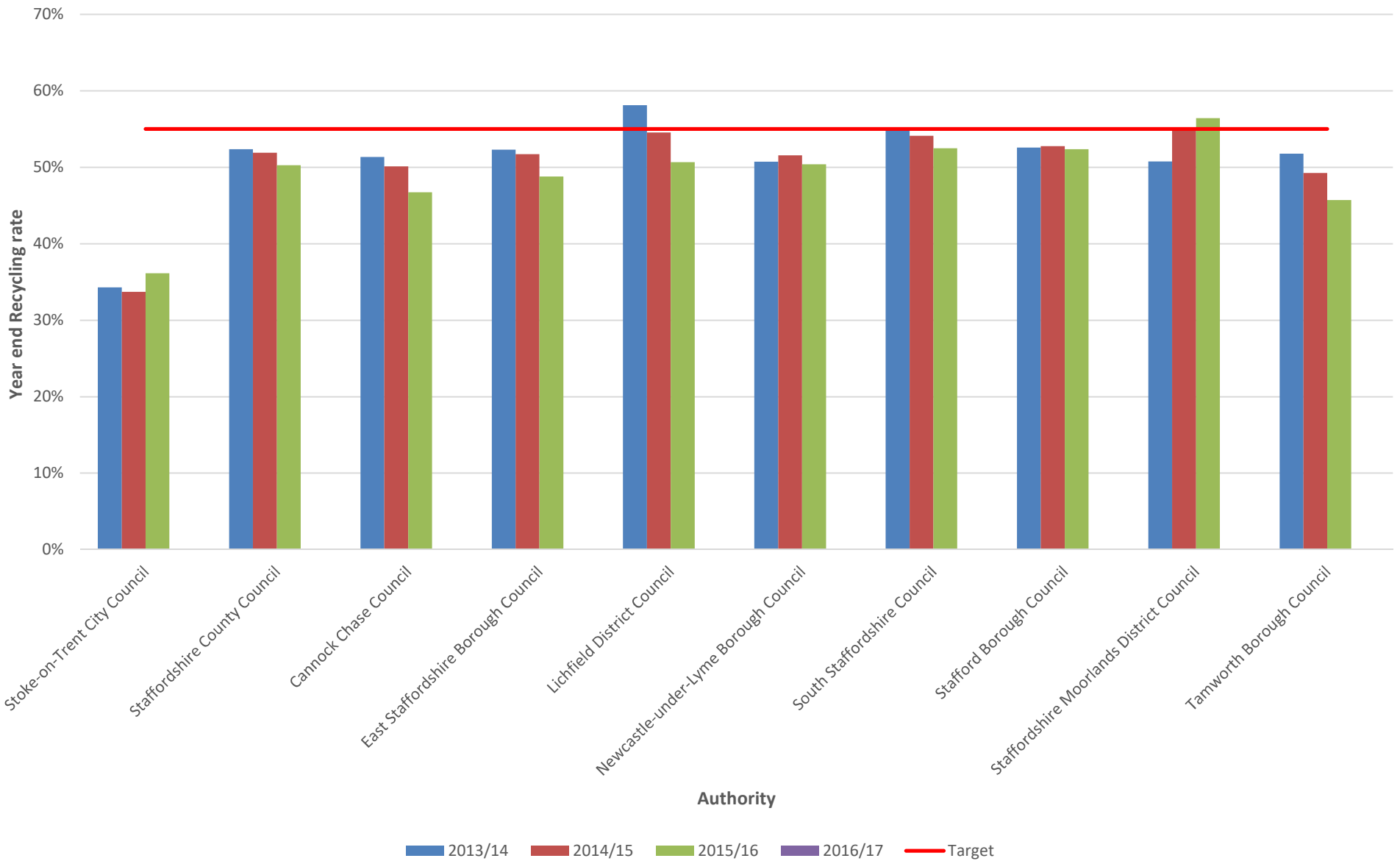


Local Authority	NI192: % of household waste sent for reuse, recycling or composting - YEAR END FIGURES				Target
	2013/14	2014/15	2015/16	2016/17	
Stoke-on-Trent City Council	34.31%	33.7%	36.1%		55.00%
Staffordshire County Council	52.35%	51.9%	50.3%		55.00%
Cannock Chase Council	51.34%	50.1%	46.7%		55.00%
East Staffordshire Borough Council	52.29%	51.7%	48.8%		55.00%
Lichfield District Council	58.13%	54.6%	50.7%		55.00%
Newcastle-under-Lyme Borough Council	50.74%	51.6%	50.4%		55.00%
South Staffordshire Council	55.17%	54.1%	52.5%		55.00%
Stafford Borough Council	52.59%	52.8%	52.4%		55.00%
Staffordshire Moorlands District Council	50.76%	55.2%	56.4%		55.00%
Tamworth Borough Council	51.78%	49.3%	45.7%		55.00%

Not yet  
published



NI192 Recycling Rate over time (2013 to 2017)







## Joint Waste Management Board Partnership General Update

### **Projects**

#### **Legal dispute**

The ongoing legal dispute with Biffa has yet to reach a suitable resolution. After a legal letter swapping game by solicitors, the dispute reached a natural impasse where the next logical step is mediation with an impartial, legally appointed, third party to make a decision between each side's cases. To mitigate any further legal costs, SWP approached Biffa without legal representation to suggest one final contract meeting to discuss a final attempt at resolution before resorting to mediation. Scheduled for late October due to diary conflicts of key personnel, SWP will make a final case to Biffa in the hope of clarifying the situation, as we believe poor internal communication at Biffa has resulted in a confusion of what SWP requires and the creation of a separate third methodology neither side wishes to adopt.

#### **Noise policy**

Health and safety is a standing item on SWOG meeting agendas, which recently features discussion on noise issues. Without time during these meetings to dedicate in depth discussion to this issue, a dedicated standalone meeting is schedule for 25<sup>th</sup> October to begin works on the creation of a SWP wide policy on Noise as a risk under health and safety protocols, in response to recent HSE (Health and Safety Executive) pressure for protection during the collection of glass.

#### **Fly-tipping approach**

As a recent outcome of JWMB discussions, SWOG are investigating the idea of creating a Partnership wide policy on fly tipping, following models created by Suffolk and Surrey Waste Partnerships. This project at an early stage and will be developed over coming months.

In addition, the collation of fly tipping data for review will now be conducted by Kay Cocks, Partnership Manager, and submitted to JWMB meetings as part of the usual Performance report. This impartial collation will back date information to April 2015 to look at trends over time. The Performance report will remain as an informational tool – any further discussion on implications with HWRC charging is considered to be a separate agenda item, led by the County Council.

#### **Strategy post 2020**

The Joint Municipal Waste Management Strategy for the Partnership was written in 2007 and refreshed in 2013, both of which end in 2020. As we are fast approaching this deadline, SWOG are considering options for drafting a new strategy post 2020. Annual action plans per council are being collated and will be discussed by Officers, as well as quotes for Partnership wide composition analysis (last undertaken in 2007), to form the basis of discussions for our future planning. It is expected that this will be discussed at JWMB once the current Holistic Savings report is issued, in order to use the report findings as a starting point for the Partnerships strategic direction of travel.

## **Joint Waste Management Board Partnership General Update**

### **General news**

#### **LARAC**

Andrew Bird, Head of Waste at Newcastle under Lyme Borough Council, has been the Chair of LARAC (the Local Authority Recycling Advisory Committee) for the past few years and his term ends in November. Staffordshire representation is still in place on the LARAC Committee with Dan Roberts (Waste Officer at South Staffordshire Council) as the West Midlands Exec Member and Dianne Hewgill (Recycling Officer at Staffordshire County Council) as the Policy Officer.

#### **SWP Promotion**

Recently, Dan Roberts at South Staffordshire Council and a CIWM qualified trainer, presented at a CIWM (Chartered Institute of Wastes Management) online webinar on harmonisation, alongside WRAP and other councils. Dan's presentation showcased an overview of our recent holistic savings work as a partnership and was very well received by the audience.

Alongside Dan, Kay Cocks, Partnership Manger, will be delivering a more in-depth presentation on our recent work at SWP at a CIWM event on Local Authority Partnerships on the 8<sup>th</sup> November in Birmingham.

#### **Partnership Forum**

Since NAWDO (National Association of Waste Disposal Officers) held a one off Partnership Forum several years ago, no further follow up meetings have been planned. NAWDO members at Staffordshire County Council has volunteered to host another Forum meeting and are in the process of organising alongside SWP. An original date for November has been pushed back to avoid clashing with the CIWM event mentioned above.

## Briefing Paper to Joint Waste Management Board – October 2017

### Precis Report for the WRAP Study on Holistic Savings

#### 1. BACKGROUND

In April 2016, work funded by the Local Government Association (LGA) and undertaken by the Government funded agency 'Local Partnerships' recommended that Staffordshire Waste Partnership (SWP) undertake four key actions:

1. Develop a formal mechanism to share waste data;
2. Review options that incentivise the diversion of household waste from the residual stream;
3. Review residual waste disposal arrangements in Staffordshire;
4. Submit an Expression of Interest to receive WRAP support to assess future collection options under the 'Framework for greater consistency in household recycling'<sup>1</sup>.

These recommendations have been progressed by SWP officers via two WRAP funded projects in 2016 and 2017. The first project concluded in January 2017, and assessed a range of different collection options including reduced frequency of residual waste collection and separate weekly collection of household food waste. The work concluded that a reduction in residual collection frequency did not result in significant savings, but that the addition of a separate food waste collection, when introduced as part of the introduction of a charge for the collection of garden waste, **'has the potential to reduce costs and increase recycling rates'** when compared with the services presently delivered.

Whilst this first WRAP funded options modelling work identified the potential financial benefits, significant questions remained regarding the wider implications of charging for garden waste collections with a potential separate food waste collection (including those highlighted by the initial Local Partnerships' report):

1. How can the benefits of such a service change be equitably allocated across the two tiers of local government in a manner that incentivises diversion from the residual stream?
2. What would be the impact of any such changes on the Waste Disposal Authority's receipt of PFI credits<sup>2</sup> from DEFRA?
3. What would be the impact of such a service change on the county's residual waste disposal facilities?
4. What would be the impact if charges for the collection of garden waste were to be introduced without a food waste collection service?

To address these questions, further WRAP support was secured by the SWP in April 2017 and the following summary provides Members with an outline of the key findings of this work.

<sup>1</sup> [http://static.wrap.org.uk/consistency/Read\\_more\\_about\\_the\\_framework.pdf](http://static.wrap.org.uk/consistency/Read_more_about_the_framework.pdf)

<sup>2</sup> PFI Credits are now known as Waste Infrastructure Credits

## 2. WRAP 2017 PROJECT

Detailed cost and performance modelling has been conducted on three main options:

- **Baseline** – Current collection services (assumes no authority has moved to charge for garden waste collections).
- **Preferred Option** – Weekly food waste collection in dedicated vehicles and the introduction of a charge for garden waste collections.
- **Counterfactual** - the introduction of a charge for garden waste collections (no food waste collected separately except for Newcastle-under-Lyme)

The modelling has included sensitivity analysis on several key factors, which were discussed and agreed separately with each authority. These factors include the projected uptake of households on the charged for garden service, the level of charge per household for the garden waste service, the quantity of garden waste collected and the quantity of food waste collected. A combination of these factors were used to create three sets of assumptions for the Preferred and Counterfactual options.



## 3. OPTION KEY FOR RESULTS

The following key is used to identify the options and sensitivities modelled.

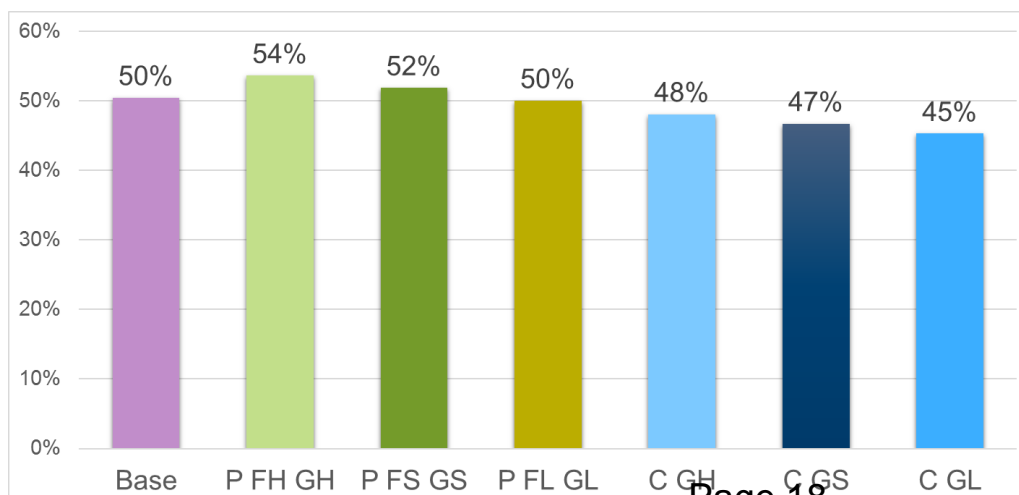
<b>Base</b>	<i>Current level</i>
<b>P FH GH</b>	<i>Preferred Option: Food - High tonnage assumptions &amp; garden high tonnage assumptions</i>
<b>P FS GS</b>	<i>Preferred Option: Food - Standard tonnage assumptions &amp; garden standard tonnage assumptions</i>
<b>P FL GL</b>	<i>Preferred Option: Food – low tonnage assumptions &amp; garden low tonnage assumptions</i>
<b>C GH</b>	<i>Counterfactual Option: Garden high assumptions &amp; No Food collected</i>
<b>C GS</b>	<i>Counterfactual Option: Garden standard assumptions &amp; No Food collected</i>
<b>C GL</b>	<i>Counterfactual Option: Garden low assumptions &amp; No Food collected</i>

The analysis is first discussed with regard the two-tier system (collection and disposal authorities) with a later section for the one Unitary Authority (Stoke-on-Trent) that all form the Partnership.

## 4. TWO-TIER SYSTEM PERFORMANCE RESULTS

**Error! Reference source not found.** shows how the overall recycling rate varies across the options for the two-tier system authorities.

Figure 1 Partnership recycling rate



The 'Preferred Option' (Weekly food waste collection in dedicated vehicles and the introduction of a charge for garden waste collections) is likely to either increase or maintain recycling rates as the food waste collected can offset the garden waste tonnage not collected once charging is introduced.

The introduction of charging for garden waste where no food waste is collected (the 'Counterfactual Option') results in a decrease in recycling rate across the Partnership as fewer members of the public put out garden waste for collection and find ways of avoiding the charge through activities such as home composting. Additionally, more garden waste will be deposited directly at the HWRCs as more members of the public will deliver the materials directly. This is included in the analysis.

Table 1 and Figure 2 show the 'whole system' costs of the options for the two-tier authorities (excluding Stoke-on-Trent. N.B. The costs of the options for Stoke are discussed in Section 8). The modelling has included collections costs (taken from the previous WRAP study) and included all treatment and processing costs/income for dry recycle, mixed garden and food waste, separate garden waste and separate food waste. The residual disposal costs and treatment costs of any additional garden waste going to the HWRCs have also been included within the analysis. The income for the charged for garden waste is included but Disposal Credits (commonly known as Recycling Credits) are excluded at this stage to give a clearer picture of overall 'whole system' public sector costs.

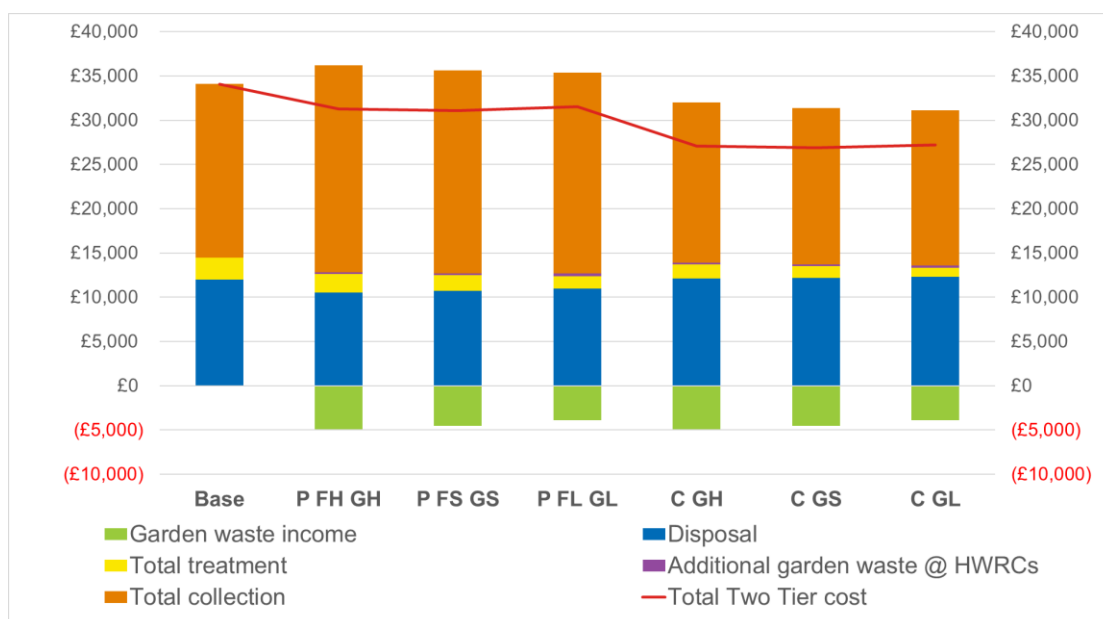
Table 1 Two-tier 'whole system' costs for options (£,000)

Total Partnership Costs	Base	Preferred Option: Food & charged for garden			Counterfactual Option: Charged for Garden & No food collections		
		P FH GH	P FS GS	P FL GL	C GH	C GS	C GL
Total collection	£19,600	£23,400	£22,900	£22,700	£18,100	£17,700	£17,500
Total treatment	£2,500	£2,100	£1,800	£1,400	£1,600	£1,300	£1,000
Garden waste income	£0	-£4,900	-£4,500	-£3,900	-£4,900	-£4,500	-£3,900
Disposal	£12,000	£10,500	£10,700	£11,000	£12,100	£12,200	£12,300
Additional garden waste @ HWRCs	£0	£200	£200	£300	£200	£200	£300
<b>Total Partnership cost</b>	<b>£34,100</b>	<b>£31,300</b>	<b>£31,100</b>	<b>£31,500</b>	<b>£27,100</b>	<b>£26,900</b>	<b>£27,200</b>
<b>Difference to Base</b>	<b>£0</b>	<b>-£2,800</b>	<b>-£3,000</b>	<b>-£2,600</b>	<b>-£7,000</b>	<b>-£7,200</b>	<b>-£6,900</b>

<b>WCA costs</b>	<b>£22,100</b>	<b>£20,600</b>	<b>£20,200</b>	<b>£20,200</b>	<b>£14,800</b>	<b>£14,500</b>	<b>£14,600</b>
<b>WDA costs</b>	<b>£12,000</b>	<b>£10,700</b>	<b>£10,900</b>	<b>£11,300</b>	<b>£12,300</b>	<b>£12,400</b>	<b>£12,600</b>

Figure 2 Two-tier 'whole system' costs for options (£,000)



All options generate an overall 'whole system' saving across the two-tier authorities, but it should be noted that across the options there is variation in where those savings sit (WCA v WDA) and in the scale of saving. The Counterfactual options (charged for garden waste service only) create the greatest 'whole system' savings compared to the current situation due to;

- reduced garden waste collection costs (less households using the scheme and lower tonnage than current service),
- reduced garden waste treatment costs and additional income from charging for garden waste collections.

However, it should be noted that WDA costs **increase** for the Counterfactual options due to greater material entering the residual waste stream and additional garden waste delivered to the HWRC network. This option is also likely to see a reduction in the overall payment of disposal credits (commonly known as recycling credits) compared to the current situation due to less material diverted from the residual waste stream. This issue and alternative options to the current arrangements for the payments of disposal credits are discussed in greater detail in the next section.

It should also be noted that additional costs projected within the HWRC network have been assumed on a worst-case scenario. In reality, the impact on the HWRC network will depend on the volume of garden waste delivered.

The Preferred Option of food waste collections and a charged for garden waste collection results in 'whole system' savings for the two-tier authorities compared to the current situation due to;

- reduced garden waste collection costs (less households using the scheme and lower tonnage than current service), reduced garden waste treatment costs and
- additional income from charging for garden waste collections;
- the additional income generated through the garden waste service helps to offset the additional collection costs of collecting food waste;

The Preferred option results in **reduced** costs for the WDA due to the removal of food waste from residual collections, which is greater than the increased costs of the additional garden waste entering the HWRC sites. This option is also again likely to see a reduction in the payment of disposal credits (commonly known as recycling credits) compared to the current situation due to less material diverted from the residual waste stream, however the introduction of food collections helps offset this to degree. Disposal credits are discussed in greater detail the next section.

## 5. DISPOSAL CREDITS

The cost analysis presented in Table 1 shows the 'whole system' costs excluding disposal (recycling) credits for the two-tier authorities, however any significant change in service provides an ideal opportunity to update the disposal credit scheme in a manner that is supportive of both the WCAs and WDA. The example below (Table 3) shows the impact of applying the current disposal credit regime and rates to the modelled options. The overall saving is apportioned differently between the WCAs and WDA depending on performance.

The quantity of disposal credits varies across the options and shows a drop compared to the current level. The reduction in garden waste collected by introducing a charged for approach results in reduced disposal credits, this is offset in part by paying recycling credit for food waste.

The final report (to be issued in due course) will explore alternatives to the current arrangements for the payment of disposal credits such as reduced disposal rates for garden waste (for example, where the WDA only covers disposal costs where a WCA introduces a charge for collection), capped values based on a tonnage of garden waste, capital support to new services (food collections) and present a range of worked examples. Disposal credits are an

important aspect of two-tier working and establishing a method that is acceptable to both the WCAs and WDA, whilst at the same time resulting in overall savings, will be pivotal for any service changes.

Table 2 Two-tier whole system costs for options including the current arrangements for the payment of disposal credits (£,000s)

Total Partnership Costs	Base	Preferred Option: Food & charged for garden			Counterfactual Option: Charged for Garden & No food collections		
		P FH GH	P FS GS	P FL GL	C GH	C GS	C GL
Disposal credits across all authorities	£8,900	£8,800	£8,000	£7,200	£7,600	£6,900	£6,200
WCA costs + Disposal credits	£13,200	£11,800	£12,200	£13,000	£7,200	£7,600	£8,400
Saving to Baseline	£0	£-1,400	£-1,000	£-200	£-6,000	£-5,600	£-4,800
WDA costs + Disposal credits	£20,900	£19,500	£18,900	£18,500	£19,900	£19,300	£18,800
Saving to Baseline	£0	£-1,400	£-2,000	£-2,400	£-1,000	£-1,600	£-2,100
Whole system costs	£34,100	£31,300	£31,100	£31,500	£27,100	£26,900	£27,200
Saving to Baseline		£-2,800	£-3,000	£-2,600	£-7,000	£-7,200	£-6,900

## 6. WASTE INFRASTRUCTURE CREDITS AND WIDER RISKS

The study has also assessed the wider implications of both the ‘preferred option’ and the ‘counterfactual’. Waste Infrastructure Credits (WICs, previously referred to a PFI credits) are a key issue, as where there is a significant change from the Final Business Case submitted, it will be scrutinised by Defra and could lead to the reduction or removal of credits, significantly impacting on residual treatment costs. The Waste Infrastructure Delivery Programme (WIDP) have confirmed that anything which compromises the recycling target is likely to be considered as a significant variation by Defra and will, as a minimum, require a detailed revised recycling plan to be submitted and potentially a detailed Variation Business Case. Should this not demonstrate the projected achievement of the original target through a revised methodology, the current level of WICs, amounting to £5 million p.a., could be reduced or removed.

## 7. RISK ASSESSMENT

The key risks of the three main options are identified in Figure 3 and presented in a simple high level Red, Amber Green risk assessment. Red signifying a major potential risk, Amber medium risk and Green minimal risk or benefits.

Figure 3 Risk matrix for two-tier authorities

No	Description	Option		
		Baseline	Preferred Option (Food waste collections and chargeable garden waste service)	Counterfactual (chargeable garden waste service)
Strategic issues				
1	Impact on recycling rate and achieving National 50% target	No change in recycling rate (<50%)	Likely increase in recycling rate (~52%)	Likely decrease in recycling rate (~47%)
2	Further detailed analysis of whole system costs fails to demonstrate achievement of sufficient overall savings	No change in whole system costs	Some savings predicted	Significant potential savings (N.B. assumes no removal of Waste Infrastructure Credits)
3	DEFRA refuses to accept revised Recycling Plan or Variation Business Case	No change – Revised Recycling Plan not required. However, the current recycling rate is below 50%.	Shows likely increase in recycling rate so likely to be accepted	Significant decrease in recycling rate allows for greater potential for rejection and revised plan required. Additional methods of increasing recycling rates may be required.



No	Description	Option		
		Baseline	Preferred Option (Food waste collections and chargeable garden waste service)	Counterfactual (chargeable garden waste service)
4	Waste Infrastructure Credits withdrawn	No change	Increase or minimal change in recycling rate likely to prevent reduction or removal of credits	Significant decrease in recycling rate is in contravention of Business Plan to secure Waste Infrastructure Credits. Significant risk of credits being removed or reduced.
Operational issues				
5	Garden waste capacity issues at HWRCs	No change	Increased garden waste going to HWRCs	Increased garden waste going to HWRCs
6	Increased waste requiring residual treatment	No change in residual tonnage	Some garden waste entering residual bins but overall reduction in residual tonnage due to food waste collected separately.	Some garden waste entering residual bins and increase in food waste within residual from removal of mixed food and garden waste collections.
7	Impact on existing collection service and infrastructure	No change	Potential impact on outsourced collections contracts and infrastructure (bulking capacity likely to be required).	Potential impact on outsourced collections contracts.
Political				
8	Change in political leadership (national or local) creates a change in priorities or required collection / disposal methodologies	Changes in policy or priorities are difficult to predict but the lack of a food waste collection and no charging for waste streams makes the option neutral. However, the introduction of compulsory food waste collections represents a risk to the status quo	Changes in policy or priorities are difficult to predict but introduction of compulsory food waste collections is a possibility and as such this option offers reduced risk. The charging for waste streams maybe be politically unacceptable to different administrations.	Changes in policy or priorities are difficult to predict but the charging for waste streams may be politically unacceptable to different administrations. The lack of a food waste collection could be an issue in the future should it be made compulsory.
9	Difficulty in agreeing and implementing a new disposal credit allocation.	Historic approach allocates credits by tonnage, makes no allowance for actual collection costs. With no change in service, agreeing a revised approach likely to be easier.	Service changes may require an updated approach to 'credit' allocation. Range of approaches available and variance in 'credit' levels across the authorities may cause a perception of inequity.	Service changes may require an updated approach to 'credit' allocation. Range of approaches available and variance in 'credit' levels across the authorities may cause a perception of inequity.
10	Reputational damage	No change	Introducing charging may cause some reputation risk	Introducing charging, having a reduced recycling rate and the potential loss of Waste Infrastructure Credits may cause serious reputation risk

## 8. STOKE-ON-TRENT CITY COUNCIL – UNITARY SYSTEM

The situation for Stoke on Trent City Council needs to be considered independently. As a Unitary authority, the council is responsible for both the collection and disposal aspects of waste management. This avoids disposal credits and helps simplify the decision-making process for any potential service change. Analysis of the options is shown in the following chart and table and indicates similar trends to those of the two-tier authorities. Depending on the uptake of the charged for garden waste scheme and level of food waste tonnage collected, then the Preferred



Option will have similar recycling rates as present. However, the introduction of a charged for garden waste collection is likely to result in a drop-in recycling rates.

All the options result in cost savings when compared to the current service, with the greatest potential saving from introducing a charged for garden waste collection service only. Under the Preferred Option, Stoke-on-Trent would be able to introduce a food waste collection in conjunction with a charged for garden waste service and still make cost savings.

Several of the risks identified in Figure 3 for the two-tier authorities apply to Stoke-on-Trent but ones that relate to Waste Infrastructure Credits and Disposal credits are less critical. Although it is acknowledged that any loss in Waste Infrastructure Credits would have an impact on the Partnership and thus Stoke-on-Trent.

Figure 4 Stoke-on-Trent recycling rates for options

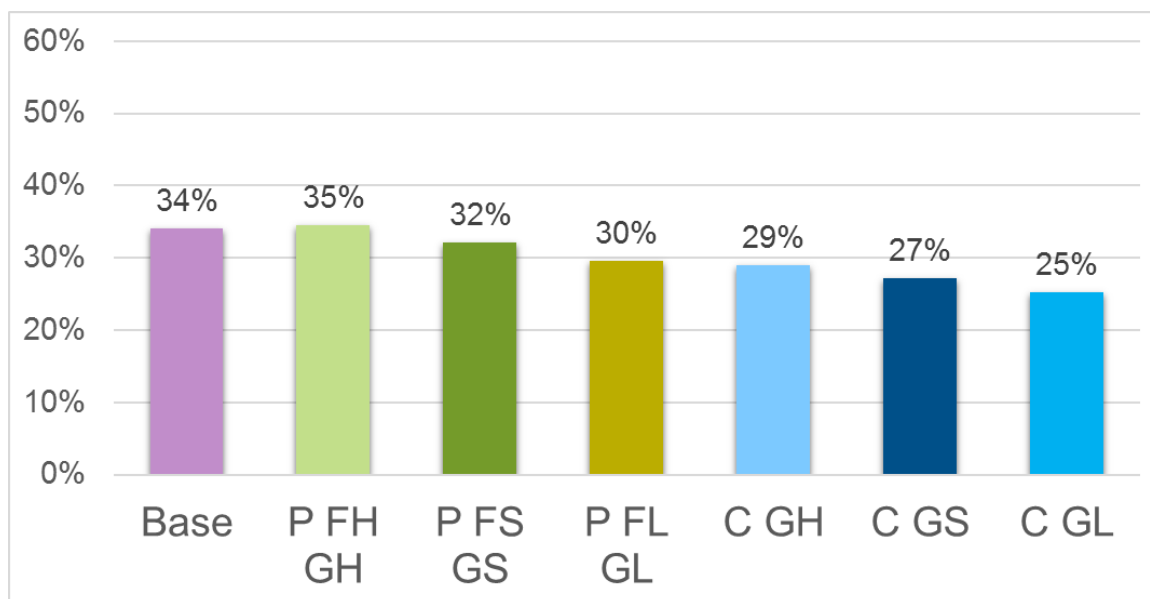


Table 3 Stoke-on-Trent whole system costs for options

Stoke-on-Trent	Base	Preferred option: food & charged for garden			Counterfactual option: charged for garden & no food collections		
		P FH GH	P FS GS	P FL GL	C GH	C GS	C GL
Total collection	£2,990	£3,870	£3,870	£3,540	£2,710	£2,710	£2,420
Total treatment	£2,220	£1,910	£1,820	£1,730	£1,790	£1,710	£1,640
Garden waste income	£0	-£860	-£730	-£500	-£860	-£730	-£500
<b>Total collection costs</b>	<b>£5,210</b>	<b>£4,920</b>	<b>£4,960</b>	<b>£4,770</b>	<b>£3,640</b>	<b>£3,690</b>	<b>£3,560</b>
<b>Difference to Base</b>		<b>-£290</b>	<b>-£250</b>	<b>-£440</b>	<b>-£1,570</b>	<b>-£1,520</b>	<b>-£1,650</b>
Residual Disposal	£3,160	£2,960	£3,020	£3,090	£3,240	£3,240	£3,250
Additional garden waste @ HWRCs	£0	£70	£90	£110	£70	£90	£110
<b>Total disposal costs</b>	<b>£3,160</b>	<b>£3,030</b>	<b>£3,110</b>	<b>£3,200</b>	<b>£3,310</b>	<b>£3,330</b>	<b>£3,360</b>
<b>Difference to Base</b>		<b>-£130</b>	<b>-£50</b>	<b>£40</b>	<b>£150</b>	<b>£170</b>	<b>£200</b>
<b>Total collection and disposal</b>	<b>£8,370</b>	<b>£7,950</b>	<b>£8,070</b>	<b>£7,970</b>	<b>£6,950</b>	<b>£7,020</b>	<b>£6,920</b>
<b>Difference to Base</b>		<b>-£420</b>	<b>-£300</b>	<b>-£400</b>	<b>-£1,420</b>	<b>-£1,350</b>	<b>-£1,450</b>

## 9. IMPACT ON RESIDUAL FACILITIES

The options explored will have varying impact on waste going to the residual facilities used by the Partnership. The separate collection of food waste should reduce residual waste quantities. As part of the project tonnage projections will be provided to help estimate and plan for residual treatment across the Partnership.

## 10. FINDINGS

The analysis has identified there are potential whole system costs savings across the two-tier authorities in the region of £3million for the Preferred Option (charged for garden collection and food waste collection) and £7million for the counterfactual (charged for garden collection). However, as identified by the high-level risk assessment, there are a range of significant additional factors that need to be considered, in particular the reduction in recycling rate and the potential withdrawal of Waste Infrastructure Credits.

For Stoke-on-Trent, all the options result in cost savings (£0.3million to £1.4million) when compared to the current service, with the greatest potential saving from introducing a charged for garden waste collection service only. Several of the risks identified for the two-tier authorities apply to Stoke-on-Trent but ones that relate to Waste Infrastructure Credits and Disposal credits are less critical.

Across the whole Partnership it appears that food waste collections, in conjunction with a charged for garden waste service, can be introduced and still enable cost savings.

## 11. RECOMMENDATIONS

Following review of the final report, it is recommended that the following three items are integral to the success of any system changes:

1. the Partnership identify if there is a consensus on whether the preferred option or counterfactual is to be taken forward for further investigation;
2. once an informal decision on the option has been made, a further detailed discussion with Defra regarding the Waste Infrastructure Credits should be undertaken to understand the potential implications and seek guidance to develop a recycling plan and/or a detailed Variation Business Case; and
3. begin work on negotiating a revised disposal (recycling) credit approach.

Following progress on the above, it is recommended that the next stage should include a study to identify a strategy for transition to any proposed new service. Areas this may cover are:

- Procurement of any new collection and treatment contracts (jointly or individually?);
- Contractual issues – assess variations to present contracts;
- Mobilisation and timescales – understand how each WCA may implement proposed changes;
- Communications – ensure effective promotion and communication activities are included to aid successful roll out and uptake;
- Development and roll out of a new disposal credits approach.

There may be opportunities for funding to support this next phase, such as WRAP, particularly if the service to be taken forward is one which incorporates the separate collection of food.