



Draft Waste Management Strategy

2015 - 2020



CONTENTS

1. Foreword.....	2
2. European, England and Regional context	2
2.1 The European Union (EU).....	2
2.2 England.....	2
2.3 Greater Manchester Waste Disposal Authority – The Regional context.....	3
3. The council’s Waste and Recycling Service 2014/15.....	5
3.1 Recycling Rate in 2014/15	5
3.2 Current Kerbside Collection Service.....	5
3.3 Waste Analysis and Recycling Potential.....	6
3.4 The cost of waste disposal	7
4. The Case for Change	7
4.1 Environmental case:.....	7
4.2 Financial case:	7
5. Strategic Direction	8
5.1 Strategic Objectives	9
5.2 Short-term Strategy for 2015/16	9
5.3 Medium-term Strategy for 2016/17	11
5.4 Long-term Strategy 2017 – 2020.....	12

1. Foreword

This strategy has been developed to provide a framework for improving cost efficiency, reducing residual waste arisings and increasing recycling and composting rates.

This strategy also supports the aims and objectives of the Greater Manchester Waste Disposal Authority (GMWDA) Waste Management Strategy, jointly agreed by the nine waste collection authorities (WCA) of Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside and Trafford.

2. European, England and Regional context

2.1 The European Union (EU)

The EU Waste Framework Directive provides the legislative framework for the collection, transport, recovery and disposal of waste. The directive requires all member states to take the necessary measures to ensure waste is recovered or disposed of without endangering human health or causing harm to the environment and includes permitting, registration and inspection requirements.

The directive also requires member states to take appropriate measures to encourage firstly, the prevention or reduction of waste production and its harmfulness and secondly the recovery of waste by means of recycling, re-use or reclamation or any other process with a view to extracting secondary raw materials, or the use of waste as a source of energy.

The European Commission is likely to introduce a 70% recycling target by 2030. Furthermore, a landfill ban on recyclable waste – which includes; plastics, metals, glass, paper, card and biodegradable waste – is also planned for 2025 and will probably be extended to include all recoverable municipal waste by 2030.

2.2 England

In England alone we generate 177 million tonnes of waste every year. The UK government's Department for Environment, Food and Rural Affairs (DEFRA) now wants to move towards a 'Zero Waste Economy'. This is a society where waste is seen more as a resource, a place where all discarded materials find a use whether that is through reuse, recycling, composting or energy recovery. The reduction of waste in the first place is the ultimate goal and while Rochdale Borough Council will play a part in delivering a waste minimisation message to its residents, the main focus for waste reduction is quite rightly on the producers, packagers and transporters of goods.

Under the current government centrally imposed targets on recycling have been removed to allow councils to act on their own local priorities (the Localism Act 2011). In addition, from 1 January 2015, public and private waste collectors must follow the regulation on collecting certain waste types separately.

“If you collect waste you must set up separate collections of waste: paper, plastic, metal and glass.”

This means collecting these four wastes separately from each other and from other wastes. This applies to commercial (trade), industrial and household waste. Local authorities must do this if it's both:

- Necessary, to produce high quality recyclates (the 'necessity test')
- Technically, Environmentally or Economically Practicable to do so (the 'TEEP test')

In 2015 GMWDA carried out the 'Necessity Test and TEEP test on behalf of their nine partner Waste Collection Authorities. Rochdale Borough Council, as one of those authorities, has since approved and adopted the resulting recommendations.

This effectively means that the current waste and recycling service in the borough has been deemed by Rochdale Borough Council to be compliant with the new TEEP regulations and that the council is confident that the service can withstand any challenge by the UK Government in relation to any supposed breach.

2.3 Greater Manchester Waste Disposal Authority – The Regional context

Regionally the GMWDA is responsible for 1.1 million tonnes of waste produced across the nine collection authorities each year. GMWDA has a 25 year Private Finance Initiative (PFI) Waste Management Contract with Viridor Laing (Greater Manchester) to treat and recycle waste. The basis of this contract is to maximize recycling and then to make sure that what cannot be recycled is either composted or used as a 'Waste Derived Fuel' for generating electricity across the region.

Rochdale Borough Council, along with the other eight authorities, contributes financially under this contract, through an annual payment levy. This levy contributes to the construction

and running of the various waste treatment facilities across the region. These facilities include:

- A new Materials Recovery Facility (MRF) sorts the kerbside recyclable materials (co-mingled) into the different material types, from where they are sent for recycling
- Mechanical Biological Treatment (MBT) and Anaerobic Digestion (AD) plants process organic material to produce gases that are harnessed to generate sustainable renewable power ('green electricity'), and compost-like material. Each site produces around 2 MW of power, half of which will run the site with the rest fed into the National Grid
- Some of the residual waste that cannot be recycled, instead of being sent to landfill, is processed into Solid Recovered Fuel (SRF), through the MBT process, for use by chemical producer Ineos Chlor for energy production at its plant at Runcorn. The 275,000 tonnes of fuel fed to the Combined Heat and Power (CHP) plant produces electricity and steam, replacing energy generated from non-renewable sources
- The Bolton Thermal Recovery Facility (TRF) continues to operate; taking the remaining residual waste that cannot be recycled
- 4 new In-Vessel Composting (IVC) facilities treat garden and food waste to produce quality compost
- Additionally 2 x Green Waste Shredding (GWS) Facilities have been improved for continued operation
- Existing Transfer Loading Stations (TLS) have been refurbished, along with the creation of new TLSs. These are strategically located to minimise travel by facility vehicles, reducing road miles and carbon emissions
- 4 public education centers provide educational resources for schools, community groups and the wider public

NOTE: The terms of the PFI contract obligate the nine collection authorities to achieve an overall recycling target of 50% by 2020. This target will rise to 60% by 2025 although this addition of 10% to the target does not carry with it any legislative or contractual obligations.

3. The council's Waste and Recycling Service 2014/15

3.1 Recycling Rate in 2014/15

The council's recycling rates have remained stubbornly low in relation to the other WCA's within Greater Manchester and the rest of the UK. In the most recent full year 2014/15, Rochdale Borough Council achieved a 34.5% recycling and composting rate while the national average reached 43%.

3.2 Current Kerbside Collection Service

The current kerbside collection service includes an alternate week collection of residual waste (waste that currently cannot be recycled), and alternate weekly collections of co-mingled waste and pulpables (paper and cardboard) to approximately 88,000 households.

An alternate weekly collection of garden and food waste is also provided to approximately 43,000 gardened homes throughout the borough.

The standard collection receptacles are wheeled bins and differ in colour for each material stream (see table 1 below). While it is believed that all households possess at least one bin for residual waste, data on how many and which homes possess recycling bins is not as clear. It is believed that most households currently possess at least one bin for comingled materials but it is also understood that only 65,000 homes possess a blue bin for pulpables (paper and cardboard) and of these 45,000 of them are the smaller 140 litre version.

3.3 Waste Analysis and Recycling Potential

On average each household in the borough disposes of 11.73kg of waste every week which equates to 609kg per year (a little over half a tonne). Of that waste approximately 75% is recyclable either via the kerbside collections or at the Household Waste & Recycling Centers in Middleton and Rochdale.

Bin					Household Waste & Recycling Centers (HWRC)	Total Recyclable
Kg/hh/yr	2.85	1.95	2.67	3.69	0.57	8.88
%	24.20	16.60	22.70	31.40	4.80	75.70

Table 1: Potential recyclable materials disposed of by households every week

Some key factors have prevented Rochdale Borough Council from achieving better recycling results and these have been identified as follows:

- An over generous level of residual waste capacity per person/household per week i.e. each household with up to 4 residents has been issued a 240 litre residual waste bin equating to 30 litres capacity per person per week. In comparison the best performing authorities in Greater Manchester provide their residents with an average of 14 litres residual waste capacity per person per week
- The absence of a food waste collection service to half of all households within the borough. Food waste represents one of the heaviest of the waste streams and no significant improvements in recycling will be achieved without its diversion to composting or waste treatment of some kind
- Low levels of household engagement and education. – By far the most effective method of persuading residents to participate in any change to behaviour is through face-to-face contact. This kind of activity has not happened in any significant numbers or over recent history
- Low penetration of blue bins for the collection of card and paper (pulpables) – Recycling rates for pulpables is almost 1,000 tonnes lower than that achieved with the comingled materials. This should not be the case as the average household in the borough generate 37% more kilos of card and paper waste than they do of plastic bottles, glass and metal cans. Current canvass initiatives at the start of 2015 are now targeting households with the objective of increasing pulpable recycling capacity
- Little or no recycling activity from residents of flats and communal collection facilities
- High levels of deprivation within the borough – i.e. high number of ‘hard to reach communities’

3.4 The cost of waste disposal

The cost of disposing of our waste and recycling totals approximately £14.8m every year which includes the council's contribution to the PFI contract. Operationally the waste and recycling service costs the council, approximately, a further £2.7m annually.

4. The Case for Change

4.1 Environmental case:

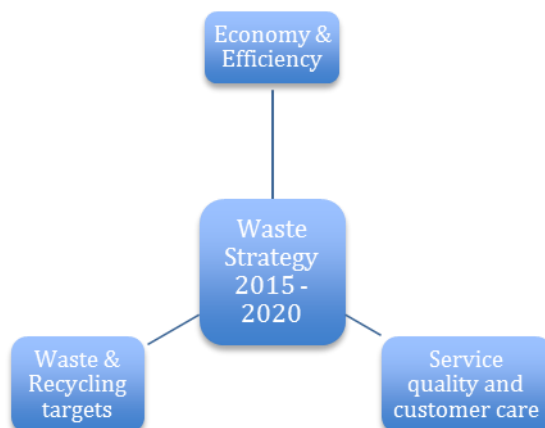
- The EU are continuing to make waste prevention one of its top priorities and as a consequence pressure on member states will remain for the foreseeable future
- Organic materials like food and garden waste when deposited in large quantities in landfill sites emit methane gas, a gas 30 times more harmful to the world's atmosphere than carbon monoxide. However, modern treatment methods now enable all organic waste to be used for both energy generation and compost production
- Recycling plastic, metals, glass and paper not only reduces reliance on the world's natural diminishing resources it also uses less energy than manufacturing the same items from virgin materials and it provides work and revenues in one of the UK's biggest industries.
- Quite simply we are running out of space to put our rubbish which is another compelling reason to adopt a long term 'Zero Waste Strategy'

4.2 Financial case:

- The council is faced with making budget savings of approximately £52m over a two-year period 2014 – 2016. Improving our recycling rate by 5% could save the council as much as £1million (Ongoing in-year savings) and this would be money that could be better spent on securing essential public services
- As part of the GMWDA PFI contract agreement RMBC are duty bound to achieve a recycling rate of 50% by 2020. Failure to do so will result in increased disposal costs and possible fines.
- For every tonne of residual waste disposed of over the period 2015/16 it will cost the council £306.62 to treat. In comparison, brown bin waste costs the council £61.35 per tonne to process whilst the council receives an income of £25 per tonne for recyclate collected in the light green and blue bins
- The cost of doing nothing is expensive. Because of the way the Waste Levy is structured Rochdale Borough Council needs to at least keep pace with the other 8 GM authorities in terms of waste and recycling performances to avoid additional costs.

5. Strategic Direction

There are three key drivers for the new waste strategy namely:



a) Achievement of waste and recycling targets:

Rochdale Borough Council will take a pragmatic and focused approach to waste and recycling targets. Priority will be given to those materials that provide the greatest benefits in terms of their ability to help us achieve our statutory targets and reduce our residual waste tonnages.

b) Economy and efficiency:

Over the next five years we will endeavor to pursue a policy of waste minimisation so that our waste and recycling mix continues to achieve waste & recycling targets at minimum costs to the council. The council will also conduct a thorough review of all operational methodologies and structures within the Environmental Management Service. This review will commence in the financial year 2016/17 and will seek to explore and establish best practices within the industry and where practicable emulate them

c) Service quality and customer care:

The council has a duty of care towards its residents and aims to fulfill its obligations by providing a quality service. Part of the service review in 2016/17 will include steps to establish customer satisfaction measures and set new targets for improved customer care and reduce customer complaints

5.1 Strategic Objectives

- To achieve a minimum 39% Recycling rate by year end 2015/16
- To achieve a minimum 45% Recycling rate by year end 2016/17
- To achieve a minimum 50% recycling rate by 2020
- To achieve a minimum of £1m annual reduction in waste disposal costs from 2015/16
- To introduce measurable targets for levels of service quality and performance.
- To conduct further reviews to explore opportunities for further service delivery options by year end 2016/17

5.2 Short-term Strategy for 2015/16

In this year we will be seeking to deliver on the following key objectives:

- Members to adopt the new Waste Management Strategy and the subsequent Waste Collection Policy
- To improve recycling levels from 34.5% in 2014/15 to a minimum 39% this year
- Members to adopt the new waste collection service that delivers significant savings and efficiencies whilst maintaining a quality service to our tax payers
- To mitigate through various initiatives and campaigns the in-year budget pressure relating to the Waste Levy due to the delay in the new collection service being moved from May 2015 to October 2015 implementation

The review of our waste collection service began sometime last year and has continued up to the present day. We have as part of this review not only audited our own current operations but also explored best practice from local authorities both within Greater Manchester and from further afield. We have also taken on the services of a leading environmental consultancy Eunomia to help us establish potential options for the new service proposals.

Intelligence from our review identified two key drivers that stimulate measurable reductions in the tonnages of residual waste to landfill and increases in recycling levels and these are:

- Restrictions in the capacity that each household is provided with for the disposal of residual waste
- Increases in the frequency and ease of use of kerbside food waste collections

Part of our new service plan will therefore consider ways in which we can harness these two drivers.

To underpin the new service we are drafting a new and more robust Waste Collection Policy. This will also be submitted to full council for approval in June and will include more clarity on such issues as:

- Bin entitlement per household
- Missed bin collections
- Assisted collections
- Contamination procedures
- Enforcement protocols

Other initiatives prior to the new service launch will include:

- The removal of excess and unauthorised residual waste bins from the streets of the borough through an ongoing bin recovery programme
- Door to door householder engagement through a spring canvass initiative aimed at educating residents on the how to increase their levels of recycling while at the same time identifying households where new recycling bins are required
- Improvements in the systems for ordering and delivering new waste and recycling bins so that customer satisfaction levels improve prior to the launch of the new service
- Improvements in the reporting and handling of contamination issues
- Improvements in data management and customer intelligence

Our strategy to ensure maximum householder participation with the new service from this autumn includes a thorough and all-encompassing communications plan. Within this plan we have identified initiatives targeted specifically at certain audiences where we believe either greater gains can be made or where participation may be more difficult to achieve such as:

- BME community and household engagement campaigns
- School incentive and education campaigns
- A campaign specifically targeted at mid performing areas

5.3 Medium-term Strategy for 2016/17

In this year we will be seeking to deliver on the following objectives namely:

- To improve our recycling levels from 39% to a minimum of 45%
- To continue to review and improve operational efficiencies to achieve full year targeted savings
- To extend waste service reviews to all elements of the service
- To improve householder residual waste management and intelligence through the rollout of new residual waste bins
- To continue with full service review including benchmarking against market leaders in the waste management industry
- To engage residents directly through innovative marketing and communication campaigns
- To deal proactively with residents who fail to present their waste and recycling in accordance with the waste collection policy.

In the year beginning March 2016 we will be just 6 months into the launch of the new waste collection service. Our strategy therefore includes the monitoring of customer satisfaction against new targets, measurement of recycling and residual waste arisings against budget and close scrutiny of costs against our targeted expenditure levels for the financial year.

There are also some peripheral elements of the waste service that will not have been changed but which will now form part of this year's strategy.

Focus on householder engagement will also intensify this year as we strive to micro manage our residents' waste and recycling activity and further communications initiatives will be introduced to ensure that recycling yields continue to increase.

We will not rest on our laurels either, in an ongoing effort to maximise our service efficiency we will continue to test the market for beacon operators for us to benchmark our service against.

Initiatives for the year 2016/17 include:

- Round and ward waste and recycling targets to be introduced
- Minimum householder engagement targets for Participation Officers
- Recycling and contamination targets for Participation Officers
- Flats and communal collection review
- Bring site and textile recycling review and re-launch plan
- Bulky Waste collection review
- New and ongoing educational strategy
- Continuation of support for waste reduction initiatives
- Continued service review

5.4 Long-term Strategy 2017 – 2020

Over this period we will be seeking to deliver on the following objectives namely:

- To maintain our recycling levels at a minimum of 50%
- To implement any further service changes identified in the 2016/17 service review
- To monitor and mitigate for changes to national and European statutory targets and regulations
- To continue with full service review including benchmarking against market leaders in the waste management industry

Within this three year time frame, the service will ensure that the council's waste service is fit for purpose and operating at maximum efficiency while providing our residents with a first class waste and recycling collection service.

Rochdale Borough Council will also continue to play its part as an active and positive member of the Greater Manchester Waste Disposal Authority. It will seek to use its influence to the betterment of the borough and its residents within a waste management context and will always stay ahead of changes in relative national and EU legislation.