



**ENVIRONMENT AND CLIMATE CHANGE OVERVIEW AND  
SCRUTINY COMMITTEE – 1 MARCH 2022**

**LEICESTERSHIRE RESOURCES AND WASTE STRATEGY – PUBLIC  
CONSULTATION**

**REPORT OF THE DIRECTOR OF ENVIRONMENT & TRANSPORT**

**Purpose of the Report**

1. The purpose of this report is to seek the views of the Environment and Climate Change Overview and Scrutiny Committee on the draft Leicestershire Resources and Waste Strategy, a copy of which, along with supporting documents, is appended to this report. The Leicestershire Resources and Waste Strategy (LR&WS) sets out how the Leicestershire Waste Partnership intends to manage municipal waste up to 2050. A 12-week public consultation commenced on 31 January 2022.

**Policy Framework and Previous Decisions**

2. The Leicestershire Waste Partnership (LWP) comprises of the County Council and the seven district councils in Leicestershire. The Leicester City Council is an associate member and manages its waste via separate arrangements as a Unitary Authority.
3. Under the Waste and Emissions Trading Act 2003, all two-tier authorities are required to have in place a Joint Municipal Waste Management Strategy for the management of municipal waste within their areas. The Leicestershire Municipal Waste Management Strategy (LMWMS), originally agreed in 2002, was last updated in 2011. The 2011 LMWMS was approved by the County Council on 23 May 2012 and covered the period up to 2020.
4. Government guidance suggests that municipal waste management strategies should be completely reviewed every five years to ensure they remain current. Due to the lack of national guidance published for the period beyond 2020, consultants were commissioned during 2016 to appraise the Strategy development options and identified that a Waste Disposal Authority Plan was the most appropriate action to be taken forward by the County Council. The Plan was needed by the County Council to provide an updated strategic basis to support the Council's waste management procurement plans and other decisions ahead of a full review of the LMWMS.

5. The new Leicestershire Resources and Waste Strategy (LR&WS) supports the objectives of the Environment Strategy 2018-2030 and the strategic outcome of a Clean, Green Future within the proposed Council's Strategic Plan 2022-2026. The change of name to LR&WS reflects the ambition to use resources more efficiently and reduce the amount of waste created.
6. The proposed approach to the public consultation was approved by Cabinet at its meeting on 14 December 2021.

### **Background**

7. The first LMWMS was adopted by the LWP in 2002. In 2006 it was comprehensively reviewed including a public consultation and full Strategic Environmental Assessment. The Strategy was subsequently updated in 2011 to reflect changes in performance and the economic climate since 2006 but maintained the objectives of the 2006 Strategy.
8. The LWP have commissioned Frith Resource Management to undertake a full review of the Strategy.
9. The national Resources and Waste Strategy (RWS) was released in 2018. It focuses on reducing reliance on single use plastics, cutting confusion over household recycling and tackling the problems of packaging and end food waste.
10. The RWS outlines how the Government aims to make the UK more resource efficient and to move towards a circular economy which keeps resources in use for longer. The RWS covers the period until 2050 and includes the Circular Economy Package target of 65% recycling of municipal solid waste by 2035.
11. Following on from the publication of the national RWS, two rounds of Government consultations were released with local authorities identified as key stakeholders. These included proposals that are expected to affect local waste services including mandatory weekly food waste collections, free garden waste collections, the introduction of a deposit return scheme for single use drinks containers, extended producer responsibility for packaging (this is in essence where the full cost of collection, recycling and disposing of packaging is met by the producers of the packaging), and a move towards consistent waste collections by all local authorities. The results of the second round of consultations have not yet been published.
12. Legislation to enable the policy changes within the RWS are contained within the Environment Act which received Royal Assent on 9 November 2021.
13. The review of the LMWMS has considered the potential forthcoming legislative changes and these are reflected accordingly. It is important to note the Strategy is high-level and therefore non-site specific.

### **Strategy Structure and Contents**

14. The full suite of documents for public consultation, appended, comprise:
  - a) Appendix A - the Draft Leicestershire Resources and Waste Strategy,
  - b) Appendix B - the Draft Options Appraisal Report – evidence behind service changes/pledges within the Strategy,
  - c) Appendix C - the Draft Environmental Report – from the Strategic Environmental Assessment process,
  - d) Appendix D - Summary document.

### **Draft Leicestershire Resources and Waste Strategy**

15. The draft Strategy is the main focus of the consultation and is accompanied by a series of consultation questions. The draft Strategy describes the approach that the Leicestershire Waste Partnership will take in delivering recycling and waste management services from 2022 to 2050. The vision of the Strategy is: “To work towards a circular economy and contribute to achieving net zero carbon by 2050 in Leicestershire. This means fully embracing the waste hierarchy by preventing waste and keeping resources in circulation for as long as possible through reuse, repair and recycling, to realise their maximum value whilst minimising environmental impacts”.
16. The vision is supported by specific Strategy objectives and a range of pledges that sit alongside forthcoming national changes, setting a direction for long-term management of material resources for the benefit of Leicestershire residents and communities.
17. The pledges contained in the draft Strategy are:
  - 1) All councils within the Partnership will review their purchasing activities and internal waste management services to seek to promote waste prevention, reuse and recycling to support the objectives of this Strategy and lead by example.
  - 2) The Partnership will support and encourage waste prevention activity across LWP. This will include working with stakeholders, residents and communities to prevent unnecessary waste arising, for example through food waste reduction campaigns such as Love Food Hate Waste.
  - 3) The Partnership will continue delivering reuse services and expand activities where practicable, working in partnership with other stakeholders and to signpost to places that advocate for waste prevention and reuse, in support of developing a circular economy. This includes a pledge to continue to improve the collection of items for reuse at Household Waste Recycling Centres and explore the development of reuse shops at suitable sites.

- 4) The Partnership will implement and promote separate food waste collections to all households, subject to confirmation of the Government's policy, legislation and the provision of funding. This will be as soon as possible when contracts and circumstances dictate. The County Council will procure anaerobic digestion capacity to treat the collected food waste in a manner that contributes to effective carbon emissions reduction across the County and improves soil quality.
- 5) The Partnership will explore the use of alternative fuels for collection vehicles and the transportation of waste and resources to further reduce carbon emissions of the service and improve air quality.
- 6) The Partnership will continue to offer a garden waste collection system to Leicestershire residents and will follow the Government's guidelines as to the form of the collection and will be subject to legislation and total Government funding. The Partnership will continue to procure composting capacity to treat the collected garden waste in a manner that supports carbon reduction and improves soil quality.
- 7) The Partnership shall ensure that the full range of recyclables (as specified by the Government and subject to funding) are collected from residents (and businesses where applicable) across Leicestershire by 2025, or as soon as possible when contracts and circumstances dictate.
- 8) The Partnership shall continue to explore the viability of adding extra materials to recycling collections (e.g. for batteries, small electric goods or clothing) aiming to keep Leicestershire performance above the national average.
- 9) The Partnership will put in place collection systems to contribute towards the achievement of the national 65% recycling target by 2035. This may include restricting residual waste capacity to encourage greater materials separation, carbon savings and resource recovery. Improvements in materials recovery at Household Waste Recycling Centres will also contribute towards the national target.
- 10) The Partnership will continue to allocate a communications budget sufficient to help promote good recycling behaviour and maximise resource recovery to support the circular economy and low-carbon objectives of this Strategy.
- 11) The County Council will reduce waste sent to landfill to less than 5% by 2025, well in advance of the 10% national target by 2030. The County Council will undertake future procurement processes for residual waste treatment (alternatives to landfill) in line with the vision and objectives of this Strategy.

### **Options Appraisal**

18. In developing the draft Strategy, nine options were modelled, seven of which take account of anticipated service changes following the Government consultations and are set out below along with further details including the chosen assessment criteria and the overall results.

19. The options modelled in the appraisal are as below:

| Option   | Description  |
|--|--|
| Baseline   | Current service  |
| Option 1: Waste minimisation   | Focus on waste awareness/ education/ waste reduction/ recycling and prevention initiatives   |
| Option 2: Reuse and repair   | Focus on facilitating or promoting reuse/ repair activities  |
| Option 3: Revised Baseline with Consistent Collection measures, Extended Producer Responsibility (EPR) and Deposit Return Scheme (DRS) | As Baseline kerbside collection service, except: <ul style="list-style-type: none"> <li>• Recycling collection consistent with materials indicated in national consistent collections consultation (e.g. plastic film, glass, metal, paper and card)</li> <li>• Free garden waste collection for all districts</li> <li>• Separate weekly food waste collection for all households</li> <li>• New national measures (extended producer responsibility and a deposit return scheme) come into effect</li> <li>• Sensitivity on recycling to include batteries, textiles, small Waste Electronic and Electrical Equipment collections</li> </ul> |
| Option 4: Retained charged garden  | As Option 3, except: <ul style="list-style-type: none"> <li>• Garden waste collection is retained as a charged service for all districts that currently operate a subscription service</li> </ul>  |
| Option 5: Restricted residual waste (A and B)  | As Option 3, plus: <ul style="list-style-type: none"> <li>• A: Residual waste collected fortnightly in 140L wheeled bins <b>OR</b></li> <li>• B: Residual waste collected three-weekly in 240L/180L wheeled bins</li> </ul>  |
| Option 6: Twin stream recycling, fibre out   | Option 3, plus fortnightly twin stream collection of dry recycling: paper and card in one box, plastics, glass and cans in wheeled bin   |
| Option 7: Kerbside sort  | Option 3, plus fortnightly kerbside sort collection of dry recycling   |
| Option 8: Three-stream recycling   | Option 3, plus fortnightly three-stream collection of dry recycling: paper and card in box 1, glass in box 2, plastic and cans in box 3.   |

20. Options 1 and 2 (waste prevention and reuse) were subject to a qualitative assessment as they are activities that all councils should undertake and can vary in their outputs and inputs. Good practice and initiatives that the Partnership could deliver are contained within the draft Strategy.

21. The other options were evaluated against a number of criteria agreed by the Partnership at a workshop in June 2021 (attended by officers and councillors from all LWP authorities). The criteria and the relative weightings are outlined in the table below:

| Criteria   | Weighting |
|--|-----------|
| Carbon   | 4.7       |
| Recycling performance / reuse performance / waste prevention performance | 4.3       |
| Cost   | 4.3       |
| Residual waste arisings  | 4.1       |
| Educational / awareness raising  | 4.1       |
| Alignment with national policy   | 4         |
| Public acceptability   | 3.9       |
| Social value   | 3.5       |
| Operational flexibility  | 3.4       |
| Resource use   | 3.2       |

22. The recycling collections were modelled using the Kerbside Analysis Tool which gives comparative annualised costs for different systems. All options modelled incur an additional cost for the Partnership when considering total net costs. Service changes are required in order to contribute towards achieving the national recycling target of 65% by 2035. Reaching these higher targets means more investment is required and the Government has stated a commitment to covering additional costs to local authorities for the new required measures. Furthermore, the Government is also intent on introducing Extended Producer Responsibility (EPR).
23. The collection options were also modelled using the Waste and Resources Assessment Tool for the Environment to determine the carbon impact as kg CO<sub>2</sub>-eq savings.
24. Public acceptability, operational flexibility, alignment with regulations and social value indicators are more qualitative judgements and are scored using a 1 – 5 scoring system.
25. The overall results of this evaluation are presented below:

|                                 |           | <i>Business as Usual</i> | <i>Revised Baseline with Consistent Collection measures, EPR &amp; DRS</i> | <i>As Option 3, with retained charged garden</i> | <i>As Option 3, plus restricted residual (140L WHB)</i> | <i>Option 3, plus restricted residual (3-weekly collection)</i> | <i>As Option 3, plus fortnightly twin stream collection of dry recycling</i> | <i>As Option 3, plus kerbside sort collection of dry recycling</i> | <i>As Option 3, plus three-stream recycling</i> |
|---------------------------------|-----------|--------------------------|--|--|---|---|--|--|---|
| Criteria                        | Weighting | Baseline                 | Option 3   | Option 4   | Option 5A   | Option 5B   | Option 6   | Option 7   | Option 8  |
| Carbon                          | 4.7       | 3                        | 3  | 3  | 5   | 5   | 1  | 1  | 1   |
| Recycling performance           | 4.3       | 1                        | 4  | 3  | 5   | 5   | 4  | 4  | 4   |
| Cost                            | 4.3       | 5                        | 1  | 4  | 2   | 2   | 1  | 2  | 2   |
| Residual waste arisings         | 4.1       | 1                        | 4  | 4  | 5   | 5   | 4  | 4  | 4   |
| Educational / Awareness Raising | 4.1       | 1                        | 4  | 3  | 4   | 4   | 3  | 4  | 4   |
| Alignment with National Policy  | 4.0       | 2                        | 3  | 2  | 3   | 2   | 4  | 5  | 5   |

|  |     |             |              |              |              |              |              |              |              |
|--|-----|-------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|
| Public Acceptability   | 3.9 | 3           | 5            | 4            | 2            | 1            | 4            | 3            | 3            |
| Social Value   | 3.5 | 2           | 4            | 3            | 3            | 3            | 4            | 4            | 4            |
| Operational Flexibility  | 3.4 | 4           | 5            | 5            | 5            | 2            | 3            | 2            | 4            |
| Resource Use   | 3.2 | 2           | 3            | 3            | 5            | 5            | 3            | 3            | 3            |
| <b>Total Score (with weighting applied)<br/>Highest Number = Best Option</b> |     | <b>94.8</b> | <b>140.5</b> | <b>133.6</b> | <b>153.8</b> | <b>135.7</b> | <b>120.3</b> | <b>125.4</b> | <b>132.2</b> |

#### Key

|   |   |   |   |   |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

26. The option which performed the best overall was Option 5A which is the revised baseline with the further anticipated Government measures included as well as the inclusion of restricted residual waste collected fortnightly in 140L wheeled bins.

### **Strategic Environmental Assessment**

27. An assessment of how a strategy meets the aims of sustainable development can be delivered through an approach known as Strategic Environmental Assessment. It is a framework for ensuring that environmental and sustainability impacts are integrated into high-level policy, planning and programme making.
28. The first stage of this process was to scope out the key sustainability issues relevant to the LR&WS and the geographical area of Leicestershire. There were two workshops held with officers from the partner authorities where key sustainability issues were agreed along with sustainability objectives and assessment criteria. These elements were captured in a Strategic Environmental Assessment scoping report.
29. The Statutory consultees (the Environment Agency, Natural England and Natural Heritage) were consulted on the Strategic Environmental Assessment scoping report over a five-week period between 2 August and 6 September 2021. The comments received from these organisations were addressed and the draft Environmental Report was updated. The draft Environmental Report identifies, describes and evaluates the likely significant effects on the environment from the LR&WS.

### **Consultation and Timetable for Decisions**

30. A 12-week public consultation began on 31 January 2022 and will close on 25 April 2022.
31. Residents, community groups and businesses are invited to provide feedback on the draft Strategy through a variety of methods including a questionnaire which is available via the County Council's 'Have your Say' webpage and partners' websites. In addition, there will also be targeted communications such as articles in relevant County and district council publications.

32. Findings from the consultation will be used to inform the development of the final Strategy and it is intended that, in late summer, a report will be presented to the Cabinet outlining the outcome of the consultation and seeking agreement on the adoption of the final Leicestershire Resources and Waste Strategy. The district councils will also take the final Strategy through their approval processes. Any future waste service changes recommended by partners following the adoption of the LR&WS will be subject to separate approval processes.

### **Resource Implications**

33. The public consultation exercise is being funded from a pre-existing Leicestershire Waste Partnership budget.
34. The future adoption of the vision, objectives and pledges will not result in any direct financial implications for the County Council at this stage. However, implementation of the Strategy options which mirror Government regulations and legislative policies, will have a financial implication which will be considered as part of the budget management process.
35. At present cost implications remain uncertain although the Government has stated that it is committed to funding new burdens placed on local authorities.
36. The Director of Law and Governance and the Director of Corporate Resources have been consulted on the content of this report.

### **Conclusions**

37. It is recommended that the Committee provides its views on the draft Strategy and appended associated documents, including the content highlighted in this report.

### **Background papers**

Report to the County Council on 23 May 2012: Leicestershire Municipal Waste Management Strategy Update 2011:

<http://politics.leics.gov.uk/ielssueDetails.aspx?Ild=31065&PlanId=0&Opt=3#AI31186>

### **Circulation under the Local Issues Alert Procedure**

None

### **Equality and Human Rights Implications**

38. An Equality and Human Rights Impact Assessment (EHRIA) Screening has been undertaken and concludes that the review of the LMWMS will be subject to a full EHRIA, the findings of which will be included in the Cabinet report scheduled for summer 2022.



**Appendices**

Appendix A: Draft Leicestershire Resources and Waste Strategy  
Appendix B: Draft Options Appraisal  
Appendix C: Draft Environmental Report  
Appendix D: Draft Summary Document

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