

From: Matthew Balfour, Cabinet Member for Environment and Transport
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To: Environment and Transport Cabinet Committee – 4 May 2016

Subject: Waste Strategy for Kent County Council

Classification: **Unrestricted**

Past Pathway of Paper: Environment and Transport Cabinet Committee 16 September 2015

Future Pathway of Paper: Environment & Transport Cabinet Committee January 2017

Electoral Division: Whole of Kent

Summary:

As the Waste Disposal Authority, KCC requires a Waste Strategy to underpin future service design, ensuring intelligent and coordinated delivery which meets financial, environmental and customer needs.

Recommendation:

The Environment and Transport Cabinet Committee is asked to consider and make comments to the Cabinet Member for Environment and Transport on the draft waste disposal strategy, and to endorse a consultation process on the strategy in summer 2016.

1. Introduction

- 1.1 Kent County Council's (KCC) Waste Management operates in a two-tier system. KCC is the statutory Waste Disposal Authority¹ (WDA), responsible for the receipt and onward processing/disposal of household waste which is collected by the district and borough councils as the Waste Collection Authorities (WCAs). KCC also has statutory responsibility to provide a Household Waste Recycling Centre (HWRC) service to residents. KCC's annual revenue expenditure to meet these responsibilities is c. £65m.
- 1.2 With continued budget pressures forecast, increasing waste volumes of 22% by 2031 and fluctuations in market value for recyclable materials, local authorities must consider innovative ways to deliver services. A new waste strategy for KCC as the WDA will provide clear direction with regard to priority outcomes set against financial, corporate, environmental and legislative drivers. It should be noted that the statutory and discretionary services provided by a WCA are not within scope of this strategy, however this WDA strategy will dovetail with the

¹ As defined in legislation: <http://www.legislation.gov.uk/ukpga/1990/43/contents>

statutory Kent Joint Municipal Waste Management Strategy (KJMWMS)² which sets out how waste should be managed across the County.

- 1.3 The draft strategy (Appendix A) presents the overall 'Ambition' for KCC up to 2035, it details a series of priorities and supporting objectives that will help to reach this ambition. This strategy does not attempt to set out the detail of how the ambition, priorities and objectives will be achieved. Subject to approval of the strategy an analytical and data led implementation plan and subsequent business case will be developed. At this stage, needs will be assessed and further public consultation will be undertaken where required.
- 1.4 A high level Evidence Base document (Appendix B) has been developed to provide background information to support the development of the strategy. This sets out the current waste management position, drivers for change in detail and some early forecasting models. It is strongly advised the Evidence Base document is read prior to the strategy.
- 1.5 A consultation will be undertaken in summer 2016 which will seek views on the Ambition, Priorities and Objectives, with results and the final strategy presented to this Cabinet Committee in January 2017, prior to a full implementation plan being prepared and consulted upon as appropriate.

2. Financial Implications

- 2.1 Costs associated with strategy development were met within existing budgets. The costs associated with the consultation have also been budgeted for within existing budgets.
- 2.2 The development of the strategy will not illicit any savings. However, if approved at Cabinet Committee in January 2017, the delivery of this strategy will find efficiencies, savings and income allowing the service to develop and evolve; it also recognises that in order to reach our ambition, the cost to deliver the strategy could be high and in some instances require significant capital investment and/ or the accessing of key funding.

3. Policy Framework

- 3.1 This commission accords with the supporting outcome within the Strategic Outcome Plan; Kent's physical and natural environment is protected, enhanced and enjoyed by residents and visitors
- 3.2 The Kent Joint Municipal Waste Management Strategy has three key policy statements that support the Waste Regulations – these apply directly to this proposed strategy;

Policy 8 - The Kent Resource Partnership (KRP) will achieve a minimum level of 40% recycling and composting of house household waste by 2012 and will seek to exceed this target.

Policy 11 - The KRP will strive to make waste and recycling services accessible and easy to use for all householders, across all housing types and sectors of the community.

² The KJMWMS is the strategy for the Kent Resource Partnership, a partnership The Kent Resource Partnership (KRP) is a partnership of the 13 local authorities in Kent: www.kent.gov.uk/krp

Policy 19 - Where it is cost-effective, Kent will exceed its statutory targets for diversion of biodegradable municipal waste from landfill in order to preserve landfill void space in the County.

4. Strategy development

- 4.1 A small cross party Member Task and Finish Group (Appendix C) was established to support an officer strategy steering group, which in turn was accountable to the Growth Environment and Transport Officer Portfolio Board and ultimately through to this Cabinet Committee.
- 4.2 The Member Task and Finish Group helped guide the strategy development and considered the ambition, priorities and objectives. Terms of reference were agreed by the Group and minutes were taken at each meeting.
- 4.3 A District Development Workshop was held with officers across the 12 district/ borough councils and Members which attend the Kent Resource Partnership Member Board, to ensure the vital views of the WCAs were included with the strategy development.
- 4.4 A waste consultancy company was appointed to contribute to the development of the strategy, to help facilitate discussion and thinking, and to provide additional capacity and bring an independent perspective.

5. The Waste Management Service

- 5.1 As the WDA, KCC has a responsibility to provide a HWRC service to residents. We currently have 18 HWRCs across Kent. The HWRCs are for the disposal of household waste only and accept a wide range of materials. The HWRCs do not accept trade waste. There are a host of policies currently in operation across the HWRCs; some for health and safety reasons and some designed to prevent trade waste brought into HWRCs illegally.
- 5.2 Co-located at six of the HWRCs are Transfer Stations which are used to deposit and bulk loading of waste materials collected and delivered by the District and Borough Councils of Kent. There are also 2 Transfer Stations of use at Allington (operated by Kent Enviropower) and Hersden (operated by Ling Group).
- 5.3 KCC is also responsible for the ongoing monitoring of 19 closed landfill sites around the county to ensure environmental compliance.
- 5.4 KCC is part of the Kent Resource Partnership (KRP) together with the 12 Kent district/ borough councils which reflects the relationship between both tiers of Waste Authority. As a partnership, the KRP look at how waste management can be improved in Kent. KCC is committed to joint working through the partnership and to the KJMWMS.
- 5.5 KCC commissions numerous contracts with recycling outlets to ensure reuse, recycling and composting activities are achieved in accordance with the waste hierarchy. Waste that is not reused, recycled or composted is treated at the Allington Waste to Energy facility near Maidstone. A very small percentage of waste goes to landfill, although this percentage is set to decrease further due to

new ways to recycle these items being procured by the County and its contractors.

- 5.6 Waste services are influenced primarily by legislation, targets and requirements that are passed down from the European Union and transposed in to national law, policies and strategies. The European Commission (EC) published proposals in December 2015 that would change the European Waste Framework Directive 2008 that is transposed into UK law. Extensive debate, and changes, are expected in the European Parliament, with the Council of Ministers within Member States over the next two years before a new Directive can be expected. In terms of the UK, the additional issue of the EU Referendum is another factor.
- 5.7 By 2031, the population in Kent is projected to increase by 18% (from 2015), resulting in a projected increase of 22% of waste. Whilst there is currently capacity across the HWRC network to accommodate present waste tonnages this capacity is currently displaced e.g. there is more than sufficient capacity at some HWRCs whilst others are operating at capacity. As such there are some significant pressures on a number of our HWRCs. Furthermore, KCC does not own the freehold of a number of the HWRCs. Leases with third parties in some areas are very costly taking into account financial pressures, it is a very real possibility that KCC may not be able to sustain such costs.

6. The Draft Strategy

- 6.1 The Strategy is intended to be a short, easy to read, succinct document. The Ambition and Priorities proposed for consultation are;

Ambition: 'Our Ambition is to deliver a high quality, value for money household waste disposal service for the people of Kent, with an emphasis on waste reduction, recycling and achieving landfill'

Priority 1: Working Together: We will work together with our key partners on projects to deliver our ambition.

Priority 2: Innovation and Change: The services we design and provide will be resilient through accommodating change and growth.

Priority 3: HWRC Service Delivery: We will provide a value for money service

Priority 4: Customer service: We will provide an accessible service whilst encouraging customers to reuse and recycle, and let people know what happens to their waste.

Priority 5: Commissioning: Our commissioning and contract management approach will provide value for money and the best possible service.

Priority 6: The Environment: We will deliver services which consider impacts on or from the environment and climate change.

- 6.2 There is also a set of objectives underneath each priority, which can be viewed in the Strategy document attached (Appendix A).

7. The proposed consultation

- 7.1 The proposed engagement programme will take place in two stages.
- 7.2 Stage 1; will seek views on the Ambition, Priorities and Objectives of the Strategy. This consultation will seek to engage primarily with key partners and stakeholders, however will be publically available should residents wish to comment.
- 7.3 Key proposed consultees in Stage 1 include; Kent WCAs, Parish Councils, HWRC Providers (current), the market (potential providers), internal KCC groups and service teams as appropriate, local businesses (regarding trade waste), neighbouring Local Authorities (including Medway Council), other WDAs, Environment Agency, Kent Fire and Rescue Service, Kent Police. Consultees will be engaged with via focus groups, workshops, meetings and electronically, with all documents being available online.
- 7.4 The Stage 1 consultation will take place for twelve weeks during the summer 2016.
- 7.5 Following the Stage 1 consultation, a full analysis report will be produced by KCC Waste Management Officers. The analysis and recommended changes to the Strategy will then be brought to Cabinet Committee in January 2017, before a final decision is taken by the Cabinet Member for Environment and Transport to approve the strategy and commence the implementation phase.
- 7.6 Stage 2; Where major changes to services are proposed as part of the implementation phase, a full public consultation will be undertaken and subsequent Member decision(s) will be required.
- 7.7 Stage 2 consultees will include; all stakeholders and partners and the public. The consultation will take place in 2017.

8. Legal implications

- 8.1 There are statutory obligations required of a Waste Disposal Authority which must be met and therefore the strategy itself and any subsequent interventions to deliver the strategy must be compliant. KCC Legal has supported the strategy development and will be engaged as part of the strategy delivery.

9. Equalities implications

- 9.1 An Equality Impact Assessment (EqIA) (Appendix D) has been completed to ensure consideration is given to the impact of the strategy and the approach to consultation. This initial assessment indicates that any impact on users could be reasonably mitigated. Further and subsequent EqIAs will be conducted to understand positive and negative impacts upon customers when the implementation plan to deliver the strategy is produced and consulted upon, as required.

10. Other corporate implications

- 10.1 The Waste Strategy (and subsequent implementation plan, if approved) will embed the principles and objectives of the following corporate and partnership strategies:

- Kent Joint Municipal Waste Management Strategy
- KCC's Increasing Opportunities, Improving Outcomes: Corporate Strategic Statement 2015-20;
- KCC Commissioning Framework;
- Kent Environment Strategy;
- KCC Minerals and Waste Local Plan 2013 - 2030;
- KCC's Growth & Infrastructure Framework
- KCC's Customer Service Policy 2015-17;
- Relevant waste legislation;

11. Recommendation:

The Environment and Transport Cabinet Committee is asked to consider and make comments to the Cabinet Member for Environment and Transport on the draft waste disposal strategy, and to endorse a consultation process on the strategy in summer 2016.

12. Background Documents

Appendix A: Draft Waste Disposal Authority Strategy
 Appendix B: Waste Disposal Authority Strategy Evidence Base
 Appendix C: Member Task and Finish Group Core Membership
 Appendix D: Equality Impact Assessment

13. Contact details

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