

Kent Waste Disposal Strategy

2017-2035

Draft Strategy Consultation Document



Have your say

On our Ambition and Priorities for managing the disposal and recycling of Kent's household waste

2 It is advised the accompanying Evidence Base document is read prior to this Strategy

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Foreword

Thank you for taking the time to read and comment on our draft Kent Waste Disposal Strategy 2017-35.

Over the last few months, the Waste Management Member Working Group has been working with Officers to develop a long-term strategy for waste disposal in Kent. This is a complex issue, with different levels of local government and private companies working together to deliver the overall service of managing Kent's household waste. As the Waste Disposal Authority, Kent County Council ensures that waste collected by the district and borough councils is disposed of in line with key environmental legislation and regulations.

From rubbish collections to Household Waste Recycling Centres, the people of Kent rely on a functioning system where all responsible authorities work together to deliver the service in an effective and reliable manner.

We are already on track to meet many of the key targets for household waste disposal well ahead of schedule, which puts Kent in a good position to address the coming challenges. However, it is important for us to plan now for how to continue to deliver a high quality service in the face of ongoing budget pressures.

This draft strategy sets out our current position, identifies the future pressures and outlines how we will maintain a sustainable waste management service.

We are consulting on this draft strategy from 11th July 2016 to 2nd October 2016. All comments and views on the draft will be considered and incorporated, where appropriate, before the Cabinet Member for Environment and Transport takes the formal decision to adopt the strategy in 2017.

You may access more information and respond to the consultation online at kent.gov.uk/wastestrategy.

We are keen to know what you think about the overarching ambition of the strategy, the key priorities involved and the specific objectives we have set out. We welcome any comments or concerns that will help us improve the strategy before KCC moves forward to implementation, supported by further public consultation in 2017.



Clive Pearman
Deputy Cabinet Member – Environment and Transport
Chairman – Waste Management Member Working Group

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“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 zero landfill.”

Introduction

Kent County Council (KCC) Waste Management operates in a two-tier system - as a statutory Waste Disposal Authority (WDA) for the receipt (via a network of 8 Waste Transfer Stations (WTS)) and onward processing/ disposal of Kent’s household waste collected by the district and borough councils as the Waste Collection Authorities (WCAs). In addition, KCC has the statutory responsibility to provide a Household Waste Recycling Centre (HWRC) service to residents, of which we currently have 18 in 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.

As the WDA, KCC is also responsible for the ongoing monitoring of a number of closed landfill sites around the county to ensure environmental compliance.

With sustained budget savings required across the public sector, coupled with a projected increase in waste, fluctuations in market value for recyclate, and limited local processors, it is important that we deliver even better services to the Kent taxpayer. A waste disposal strategy for KCC Waste Management is needed to protect service delivery and will be achieved through;

- Identifying further saving efficiencies.
- Building greater flexibility to deal with and react to changes with regards to quantity, composition and quality of waste streams and in line with economic and housing growth.
- Identifying risks to local supply chains and service provision.
- Making a significant contribution to the broader Outcomes Framework of the Council (Strategic Statement).
- Ensuring KCC meets its environmental compliance and public protection functions.
- Helping future proof service delivery for customers including Waste Collection Authorities (WCAs - district/ borough councils), providing equitable access to customer service for Kent residents and compliance with the Equality Act 2010.
- Equipping KCC to succeed in contributing to meeting local and national targets.
- Maximising synergies between internal and external partners.

This can only be achieved by working in partnership with our residents, local businesses and all 12 district and borough councils.

As part of the Kent Resource Partnership (KRP¹), KCC is committed to joint working, including to the Kent Joint Municipal Waste Management Strategy (KJMWMS). As part of our commitment, we are investing in the development of this **new WDA Strategy for KCC**, which will inform major parts of the KJMWMS itself. Our aim is to provide a clear pathway to achieve the Partnership's desired outcomes set against financial, legal, corporate and government drivers.

Approach to Strategy Development

This Strategy presents the overall 'Ambition' for Kent County Council as the Waste Disposal Authority up to 2035, and a series of priorities and supporting objectives that will help us to reach our ambition. This Strategy does not attempt to set out in detail how the ambition, priorities and objectives will be achieved, but following approval of the strategy an analytical and data led implementation plan and subsequent business cases will do this, with needs assessment and further public consultation undertaken, as required.

A high level **Evidence Base** document has been developed to provide background information to support the development of this strategy which sets out in detail the current waste management position, drivers for change and some early forecasting models.

The Strategy makes reference to a number of technical waste terms and acronyms. A glossary is located on page 17, which should be referred to when reading this document.

Key Drivers

There are a number of drivers which require KCC to look differently at how the service is provided. These are summarised below.

¹ The Kent Resource Partnership (KRP) is a partnership of the 13 local authorities in Kent. These are Kent County Council and the 12 District/Borough/City councils of: Ashford, Canterbury, Dartford, Dover, Gravesham, Maidstone, Sevenoaks, Shepway, Swale, Thanet, Tonbridge & Malling and Tunbridge Wells. As a group we look at how we can improve waste management in Kent.

Population and Housing

It is forecast that an average of 7,800 houses will be built every year in Kent until 2031. This will result in a population growth of 22% over 20 years (from 2011) and 18% growth from 2015².

Waste tonnage produced per dwelling has been declining for some years but now appears to be more stable and may increase in the future as there is a strong link between economic growth and the amount of waste produced³.

The projected figures for the years 2021 and 2031 are shown in Table 1 below. These projections suggest an increase of 22% in household waste between 2015 and 2031.

Table 1: Dwelling and population projections⁴

	2015	2021	2031
Dwellings	649,900	703,900	789,900
Population	1,522,700	1,632,000	1,795,600
Waste Tonnage	710,900	770, 270	864,200

Budget pressures

Councils are facing significant budget pressures resulting in the need to do things differently, whilst maintaining service levels. Delivery of this strategy has the potential to find efficiencies, savings and income allowing the service to develop and evolve. However, it is also recognised that 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. It is unknown what this cost might be at present but is likely to be significant should the strategy and subsequent action plans be adopted.

² Source: KCC Housing Lead Population Forecast October 2015

³ <http://www.wrap.org.uk/sites/files/wrap/Decoupling%20of%20Waste%20and%20Economic%20Indicators.pdf>

⁴ The table above assumes that waste tonnage produced by household/dwelling remains that same between 2015 and 2031. There is a closer link between household numbers and waste arising than population.

Market provision

The waste collection and disposal market is becoming increasingly commercially volatile. In particular, suppliers are finding it challenging to meet contract requirements, whilst becoming increasingly reluctant to take up new opportunities in the current waste market. This will require KCC to identify these market risks to local supply chains and service provision to plan accordingly.

Current performance

Table 2 below shows the countywide performance for Kent in 2014/15 for the management of household waste in Kent:

Table 2

2014-15	% of waste
Waste Recycled or composted	48.4
Waste sent to make energy	40.7
Waste to landfill	10.9*

*The percentage sent to landfill has decreased even further during 2015/16, on occasion achieving 5% and is projected to decrease further still due to a new contract for dealing with waste materials that would have previously been sent to landfill⁵.

Furthermore, in 2014/15 we achieved a 70.5% recycling and composting rate across our HWRCs.

Legislation and performance targets

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. Details of key legislation can be found in the Evidence Base document.

⁵ 2015/16 data is currently being verified.

The European Union's approach to waste management is based on the "waste hierarchy". The hierarchy ranks waste management options according to what is best for the environment. It gives top priority to preventing waste in the first place. When waste is created, it gives priority to preparing it for re-use, then recycling, then recovery, and last of all disposal (e.g. landfill).



*Other recovery includes the burning of waste under controlled conditions to produce steam that is used to generate electricity.

Waste Framework Directive:

The principal legislation affecting waste management to come out of Europe over the last few years is the revised Waste Framework Directive (Directive 2008/98/EC on waste). The Directive sets the basic concepts and definitions related to waste management, such as definitions of waste, recycling, recovery. The Directive includes 2 new recycling and recovery targets to be achieved by 2020:

- 50% preparing for re-use and recycling of certain waste materials from households and other origins similar to households; and,
- 70% preparing for re-use, recycling and other recovery of construction and demolition waste.

European Directive on the Landfill of Waste:

The European Directive 1999/31/EC on the Landfill of Waste (Landfill Directive) aims to reduce reliance on landfill as a disposal option. The Directive sets targets for the diversion of Biodegradable Municipal Waste (BMW);

- By 2020 reduce the biodegradable waste landfilled to 35% of that produced in 1995
- Future Legislation:

It is unclear how significant the outcome of the EU referendum will be to KCC's waste management services. Given the long-term outlook of this strategy, it will periodically be reviewed and updated, allowing sufficient flexibility to respond to a wide array of changes to the waste management landscape, including a shift in the UK's relationship with the EU. In the short term, the strategy recognises imminent EU legislation and outlines how these may impact on KCC. The proposals are to amend a number of current Directives. This forms part of a Circular Economy Package; the aim of which is to help turn Europe into a circular economy⁶, boost recycling, secure access to raw materials and create jobs and economic growth. It did so by setting ambitious targets and adding key provisions on the instruments to achieve and to monitor them. The proposal was presented as part of the circular economy package.

The key elements of the proposals to this strategy are:

- A common EU target for recycling 65% of municipal waste⁷ by 2030;
- A common EU target for recycling 75% of packaging waste by 2030;
- A binding landfill target to reduce landfill to maximum of 10% of all waste by 2030;

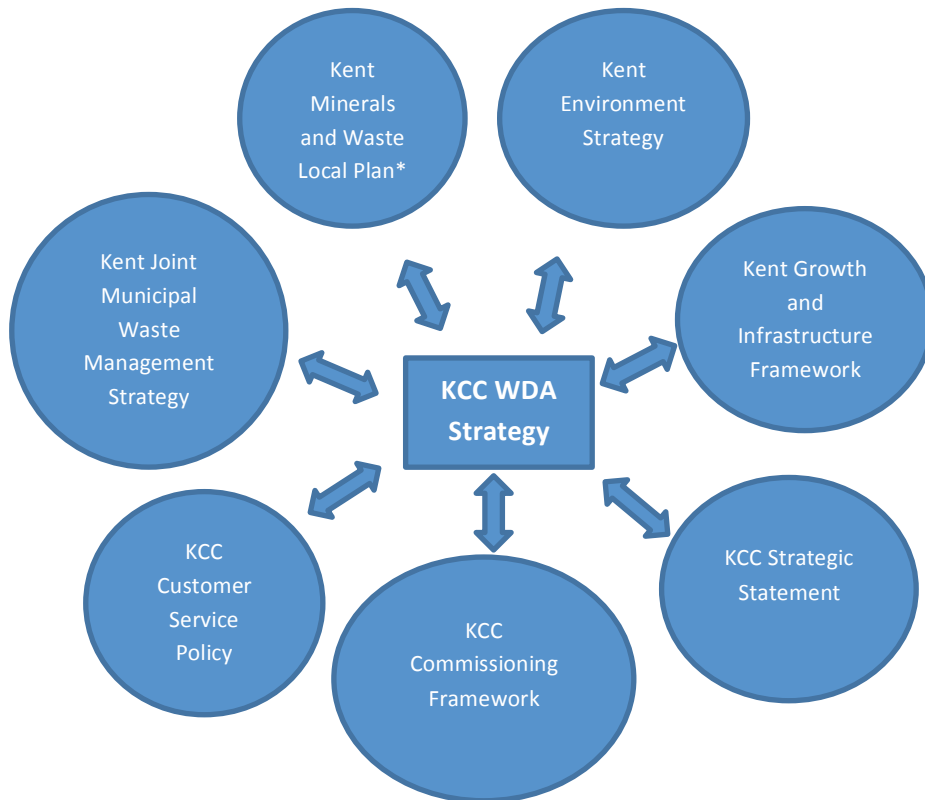
If adopted, these new targets could have a significant impact upon KCC as the WDA; whilst the target amount sent to landfill is achievable (indeed, we have already met the 2030 target), the amount of waste we currently send for burning for energy recovery would need to be reduced substantially to 30% and more waste sent for recycling or composting. Specific targets are not included in this Waste Disposal Strategy but will be included as part of the refresh of the KJMWMS due to be undertaken in 2017.

⁶ 'A circular economy is an alternative to a traditional linear economy (make, use, dispose) in which we keep resources in use for as long as possible, extract the maximum value from them whilst in use, then recover and regenerate products and materials at the end of each service life'. Definition from WRAP (Waste Resources Action Programme).

⁷ Municipal Waste is defined as mixed waste and separately collected waste from households, mixed waste and separately collected waste from other sources that is comparable to household waste in nature, composition and quantity and market cleansing waste and waste from street cleaning services, including street sweepings, the content of litter containers, waste from park and garden maintenance

Interdependent Documents

The KCC WDA Strategy will link to a number of other documents which are discussed in more detail in the Evidence Base Document. These are illustrated below as follows;



**The Kent Minerals and Waste Local Plan is a separate strategy document produced by KCC as the Waste Planning Authority. It provides an overarching strategy and planning policies for the management of all waste streams, not just household waste.*

KCC's Strategic Statement

KCC wants to be an outcome-focussed organisation and as such has developed a strategic statement 'Increasing Opportunities, Improving Outcomes'. The strategic outcomes are;

- Children and young people in Kent get the best start in life.
- Kent communities feel the benefits of economic growth by being in-work, healthy and enjoying a good quality of life.
- Older and vulnerable residents are safe and supported with choices to live independently.

The key Supporting Outcome from the statement relating to the provision of the Waste Management service in KCC is “Kent’s physical and natural environment is protected, enhanced and enjoyed by residents and visitors”. The WDA strategy should help to reach this corporate outcome.

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 zero landfill.”

Priorities and supporting-objectives

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

Objective A:

Work as part of the KRP, to deliver high quality and best value services for Kent residents.

Objective B:

Work with the companies that manage our HWRCs and final waste disposal sites to deliver high quality services, embracing innovation and keeping the customer at the heart of the service.

Objective C:

Work with Kent Parish Councils, Town Councils and other community groups to share information with residents, and gather their views and opinions.

Objective D:

Work closely and share ideas with other Waste Disposal Authorities (WDAs) to understand where opportunities may exist to work together to improve services for everyone.

Objective E:

Embrace opportunities to work with other organisations where their innovative thinking could have a positive impact on our service.

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

Waste Disposal Sites:

Objective A:

Ensure we have the capacity needed to deal with Kent's household waste, with final disposal points located where the evidence shows they need to be.

Objective B:

Household Waste Recycling Centres will be located where the evidence shows they need to be.

Objective C:

Use technologies to ensure waste materials are recycled and reused in the most efficient and effective way.

Trade Waste:

Objective D:

Stop trade waste from illegally entering our HWRCs.

Objective E:

Where there is the need and demand, ensure a trade waste disposal service is provided for small businesses in Kent.

Out of county HWRC use:

Objective F:

Investigate the use of our HWRCs by people who do not live in Kent, and where our residents are using HWRCs outside of the county (including Medway*). This will help us to understand the impact on our service and opportunities for change.

*Medway Council operates as a Unitary Authority and therefore does not sit within the KCC Area

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

Material Acceptance:

Objective A:

Work as part of the KRP to encourage residents to use the most effective means of disposal for different waste materials; whether it is through kerbside collections or the HWRCs.

Access and availability:

Objective B:

HWRCs will be open when the evidence shows they need to be.

Charging:

Objective C:

Household Waste will be accepted free of charge*. Charges may be made for non-household waste where lawful and appropriate to do so.

*subject to current legislation

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.

Customer Service and Feedback:

Objective A:

Working with the companies that manage our HWRCs, ensure high levels of customer service and evaluate and monitor customer feedback.

Skills of workforce:

Objective B:

Ensure that the HWRC workforce are local and skilled to do the best possible job.

Equalities:

Objective C:

Ensure that all residents are able to access our HWRCs and receive a high level of service.

Communicating with our customers:

Objective D:

Provide information to customers to explain what happens to their waste and the impacts of not recycling, to help understanding and increase recycling.

Objective E:

Work as part of the KRP to encourage reuse and recycling through targeted campaigns, understanding how people like to receive information.

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

Objective A:

Use high quality data from within KCC and from our providers to inform our approach to procurement. We will tell potential providers what our end goal is, allowing them to suggest how we reach it.

Objective B:

Work with our KCC procurement team to provide support to organisations to help them to understand how our procurement processes work, so that they are more equipped to bid for work.

Objective C:

Engage with waste companies at the earliest opportunity to understand views, challenges, innovation and key market drivers to provide us with the information we need to make the best decisions about how to deliver our services.

Objective D:

Commission, design and deliver services with our partners including the district and borough councils to achieve the greatest savings, innovations and value for money for the Kent taxpayer.

Objective E:

Maximise community benefits from the services we commission where possible.

Objective F:

Share commercial risks and rewards with our contractors where appropriate.

Objective G:

Ensure the contracts or agreements we have in place, deliver what they set out to do, through ongoing monitoring and evaluation and through positive relationship building.

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

Objective A:

Manage Kent's waste in accordance with the waste hierarchy, disposing of as little as possible to landfill and maximising reuse and recycling.

Objective B:

Where required, collect materials at our HWRCs in line with the TEEP* approach.

Objective C:

Take action to reduce the negative impacts that our service has on the environment and support approaches to reduce or enforce against environmental crime.

Objective D:

Continuously look at new ways for materials to be recycled instead of being sent to burn for energy or sent to landfill.

Objective E:

Continue to monitor Kent's closed landfill sites which KCC have responsibility for, to ensure they are safe for the environment and continue to explore opportunities for alternative uses.

*Since January 2015, new regulations for public and private waste collectors require the 'separate collection' of paper, plastic, metals & glass for recycling. Local authority activities must be assessed as being Technically Environmentally and Economically Practicable (TEEP) in relation to material collection at HWRC's. There are also emerging proposals to include food within TEEP, which will be looked at closely.

Glossary of terms for the purpose of this strategy

Term	Definition
Commissioning	The process of planning how services are to be delivered, and the day-to-day management of these services.
Community Benefits	An improvement to the social, economic and/or environmental wellbeing of an area.
Customer	Users of KCC services to include residents, businesses, stakeholders and partners.
Environmental Crime	The crime of flytipping and illegal deposit of trade waste at HWRCs.
Evidence Base	A document to be read in conjunction with this strategy, it describes the current position of KCC Waste Management as well as the challenges and opportunities we face now and into the future.
Final disposal point	A building or site for the treatment and processing of waste for recycling, recovery or disposal.
Household Waste Recycling Centre (HWRC)	A building or site where household waste can be deposited by residents for recycling or disposal.
Kent Joint Municipal Waste Management Strategy (KJMWMS)	The strategy for the Kent Resource Partnership.
Kent Resource Partnership (KRP)	A Partnership between KCC and the 12 District/Borough/City Councils of Kent. The Partnership looks at how waste management services can be improved in Kent.
Kerbside	The regular collection of waste from households by WCAs in wheelie bins/ sacks or containers.
Procurement	The process of buying or obtaining goods or services.
Recyclate	Any material that is able to be recycled.
Recycling	Turning waste into a new product or substance, including composting.

Re-use	Checking, cleaning, repairing, refurbishing whole items or spare parts so that they can be used again.
Trade Waste	Waste produced by businesses or commercial activities.
Unitary Authority	A council established in place of, or as an alternative to, a two-tier system of local councils e.g. Medway Council will act as the WCA and WDA.
Waste Collection Authority (WCA)	District, Borough and City Councils responsible for the collection of household waste from the kerbside and delivery to a nominated delivery point.
Waste Disposal Authority (WDA)	The County Council, responsible for the receipt and onward processing/ disposal of household waste, providing a Household Waste Recycling Centre Service and monitoring closed landfills.
Waste Prevention	Using less material in design and manufacture and keeping products for longer.
Waste Recovery	Includes burning waste to produce energy.
Waste Transfer Station (WTS)	A building or site for the temporary holding of waste, where district/ borough councils will deposit waste prior to loading on to larger vehicles for transfer to final disposal point.

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