

# Wiltshire Municipal Waste Management Strategy 2016

(updating the Joint Municipal Waste  
Management Strategy 2006, previously updated  
in 2012)

## Foreword

Society now recognises that there is not an infinite supply of raw materials and the environment is not an indestructible sink for emissions, pollution and waste.

EU and government policy, backed by high and increasing taxation levels, seeks a rapid move away from landfill towards more use of waste as a resource.

In Wiltshire very considerable progress has been made in the diversion of municipal waste from landfill and in reducing waste arisings. Residents may shortly achieve 50% recycling of household waste and we have reduced waste to landfill to less than 25%, compared with 80% about 10 years ago. Total waste arisings have declined in recent times, following a period of sharp increases.

Despite this, each household in Wiltshire continues to produce on average more than one tonne of waste annually.

We therefore need to continue our radical rethink of how to reduce the amount of waste we produce, and put more of our waste to productive use (resource efficiency). The more waste we prevent, reduce, reuse and recycle, the fewer waste treatment facilities will be required. Our recent progress shows that together we can make a difference.

The more that we can do to divert non-recycled waste to energy production, the less landfill we will need.

Whilst the advantages of local treatment can only be realised where the waste industry is willing to provide facilities, there are benefits – to the local economy and community as well as the environment – of seeking local re-use and treatment. In the longer term, these industries may become an important source of local employment.

In 2006 Wiltshire's former local authorities recognised these issues and took steps to minimise the impact on the county by adopting a Joint Municipal Waste Management Strategy (JMWMS).

Significant progress has been made towards the targets set in the JMWMS. Also, the creation of Wiltshire Council from the five former authorities in April 2009 included the formation of a single waste authority. These major changes, together with changes in EU and government guidance and forecast waste arisings, required the strategy to be updated in 2012.

The strategy update in 2012 provided guidelines for the harmonisation of waste collection services and for the commissioning of new waste services starting in 2017.

Since the strategy update in 2012, the council has experienced significant budget pressures which have impacted on the delivery of waste services in Wiltshire, for example the introduction of a chargeable garden waste collection service in 2014 and the review of household recycling centre opening hours. These drivers, as well as developments in national and European legislation, mean a further update of the strategy is required. This update aims to provide short term strategic direction for the waste service until 2017, while a new waste strategy is developed.

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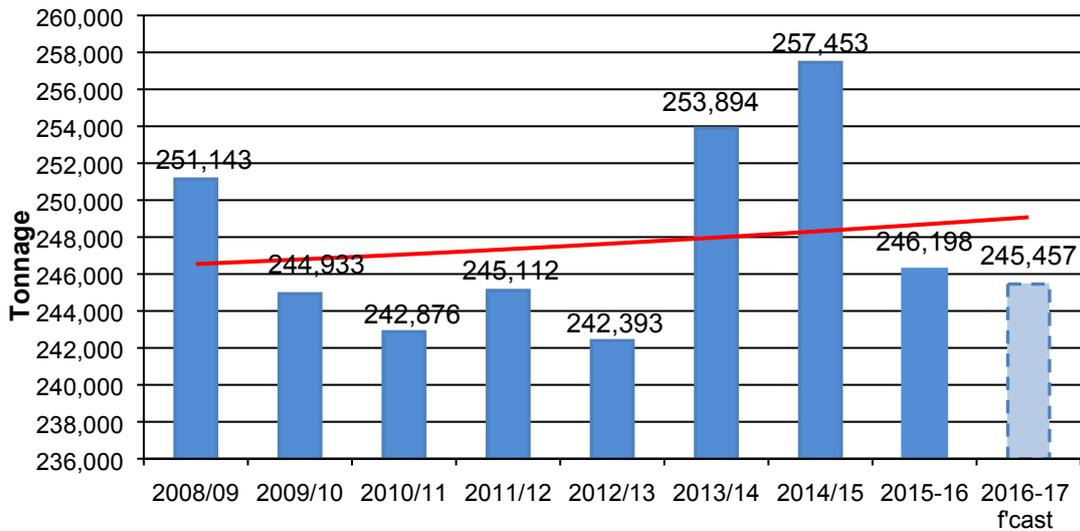
## Executive Summary

1. Wiltshire's Municipal Waste Management Strategy (WMWMS) 2016 needs to take account of major developments in waste services locally and nationally. Particular drivers include Landfill Tax, which aims to greatly reduce the landfilling of municipal solid waste (MSW), the requirements to deliver cost effective services in times of reducing budgets and achieve the national targets to increase recycling to 50% by 2020 and the council's target to reduce waste to landfill to less than 25% by the same date.
2. The Council will use the updated WMWMS to guide the development of waste collection and disposal services.
3. At the time when the original strategy was prepared Wiltshire was experiencing a rapid growth in the municipal solid waste which local authorities collected (MSW), rising at a rate above the national average. The updated WMWMS 2016 needs to take account of the recent, reduction in waste tonnages. However, the council continues to promote waste reduction. This is the most beneficial action in both waste management and carbon reduction terms and will encourage further benefits of more efficient resource use.
4. Wiltshire continues to make good progress in providing recycling and composting services for MSW which achieve good levels of recycling. In addition, the forecast need for substantial energy recovery capacity has been largely secured, with commencement of the Lakeside energy from waste contract in June 2009 and the commencement of a contract in November 2013 for waste to be treated at a mechanical biological treatment (MBT) plant at Westbury.
5. Below is a timeline of recent developments within the waste management service.

<b>Date</b>	<b>Service Change</b>
Feb-09	Lakeside EfW contract commencement
Apr-09	Wiltshire Council formed
Mar-11	Marlborough HRC opened
Nov-11	Service harmonisation - Countywide co-mingled plastic bottle and cardboard kerbside collections started
Feb-12	Service harmonisation - Countywide free of charge opt-in kerbside garden waste collections started
Nov-13	MBT contract commencement
Apr-14	Rounds redesign project - phase 1
May-14	Reduction in bring site network to 15 strategic sites
Apr-15	Rounds redesign project - phase 2
July 15	Kerbside collection of chargeable garden waste commenced
July 15	Introduction of reduced HRC opening times/days
Sept 16	HRC permits introduced (VCSE and vans)

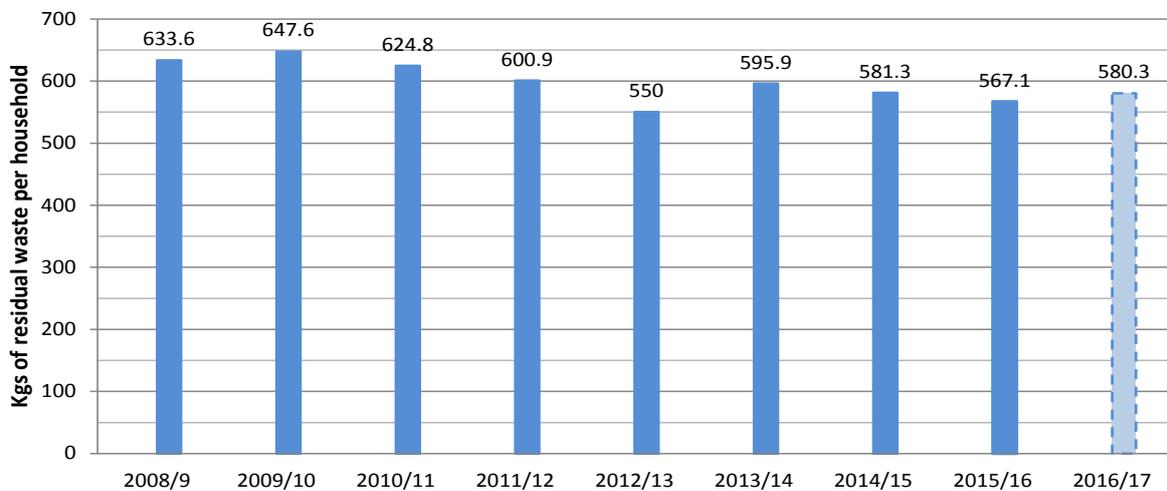
6. These developments, plus the reduction in waste, have enabled the council to greatly reduce the waste sent to landfill in recent years, and to deliver services more cost effectively.

### Total MSW Tonnes

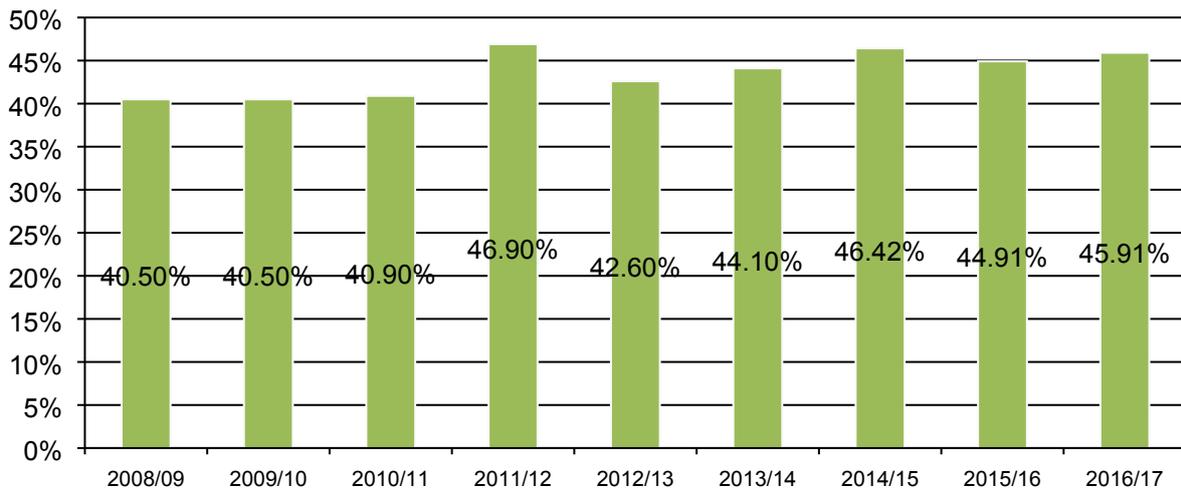


### Total Municipal Solid Waste (MSW) collected by Wiltshire Council

7. The WMWMS 2016 continues to be based upon key principles, reflecting the Waste Hierarchy, which seeks to optimise the use of the most beneficial methods of landfill reduction. The Waste Hierarchy, as set out in the EU Revised Waste Framework Directive 2010, is
  - i. Prevention;
  - ii. Preparing for reuse;
  - iii. Recycling;
  - iv. Other recovery - including energy recovery;
  - v. Disposal
  
8. Due to the emphasis in the Revised Waste Framework Directive upon waste prevention and re-use, the council's major service changes, and new contracts and developments achieved to date, there is a shift in emphasis in the updated strategy towards the upper levels of the Waste Hierarchy and working with Wiltshire residents to continue success to date in waste reduction, re-use, recycling and composting.



### NI 191 – Residual Household Waste (after recycling) - Kgs per Household (2016/17 = end of year forecast outturn)



**NI 192: Dry Recycling and Composting as Percentage of Household Waste (2016/17: at Aug 2016)**

9. However, the need for further major waste treatment needs to be kept under review, given the uncertainties of any forecasts of waste growth, the possibility that further reductions in landfill may be required and opportunities to achieve broader benefits such as more local conversion of waste to resources.
10. The first three principles in the WMWMS 2016 remain focused on the Waste Hierarchy. Principles 4 and 5 in the original strategy have been combined, to reflect the need for close integration of planning new capacity with the continuing aim of treating waste as close to source as is practicable.

## Summary of Progress

11. Since preparation of the update of Wiltshire JMWMS in 2012, Wiltshire Council has achieved or experienced the following:

- A fluctuating rate of growth of municipal solid waste (MSW) which it collects, see chart above
- Continued support for waste minimisation via the Recycle for Wiltshire Joint Venture between the council and the Wiltshire Wildlife Trust
- Sale of over 7,000 council-subsidised food waste digesters to Wiltshire residents
- Implementation of key changes in waste and recycling collections in 2012, to achieve harmonised services across the whole of Wiltshire, and increased access to kerbside recycling and garden waste collections
- Commencement of a contract to divert 50,000 tonnes a year of Wiltshire's non-recycled waste from landfill to energy from waste
- Commencement of a further contract to treat up to 60,000 tonnes a year through the Westbury MBT plant
- A significant reduction in the number of mini recycling sites being serviced by Wiltshire Council
- Introduction of a charge to residents who wish to receive a kerbside garden waste collection service, resulting in 80,000 residents opting to pay for the service
- The reduction of household recycling centre opening hours in order to achieve budget savings ensuring the sites remain available during days and times when they are best used
- The introduction of a van and large trailer permitting scheme at household recycling centres to reduce the commercial vehicles using the sites, providing easier access for Wiltshire Council residents, resulting in over 3,000 permits being issued to residents to date
- The procurement of waste disposal and collection contracts for service delivery post August 2017, when the current waste collection and disposal contracts come to an end.

## **Wiltshire Municipal Waste Management Strategy (WMWMS 2016)**

(updating the Joint Municipal Waste Management Strategy 2006 and the update in 2012)

### **Aim**

The council will seek further improvement in waste management by pursuing the four principles in the updated WMWMS 2016 and the related policies and targets.

In the longer term, beyond 2020, the council will seek continuous improvement in services and performance, with an emphasis upon waste prevention, re-use, recycling and composting cost effectively.

The council believes that waste management cannot be treated in isolation from other activities, and will promote improved links between waste management responsibilities and:

- Use of waste materials as resources
- Other council objectives, such those set out in the Energy Change and Opportunity Strategy 2011-2020 and strategies and policies to reduce carbon footprint
- Working with the local economy to achieve more re-use and re-processing
- Development of resilient communities.

## **Principle 1 – waste prevention and re-use**

The council will provide advice, education and where possible incentives to encourage waste prevention and re-use by Wiltshire's residents.

The council will pursue a target of reducing waste after recycling and composting from 606 kilos per household achieved in 2011-12 to 545 kilos per household by 2020.

In the longer term, including beyond 2020, the council will seek to achieve further reduction in waste per household after recycling and composting, by continuous improvement to services and co-operative work with residents, schools and partners.

12. Council forecasts indicate that the target reduction in waste per household can be achieved, provided that residents continue to support waste minimisation and make good use of kerbside recycling services, which will be improved and expanded in 2017-18.

### **Policies – Principle 1 – Waste Prevention**

P1.1 The council will continue to work with the community and voluntary sector partners to encourage prevention, re-use and reduction of waste, with an emphasis upon:

- i. biodegradable materials such as garden and food waste
- ii. working with “hard to reach” sectors of the community
- iii. a combined approach to waste prevention, re-use, reduction and recycling issues (See also Principle 2)
- iv. working in areas where recycling rates appear to be low
- v. working with any community area boards that wish to prioritise waste prevention, re-use, recycling and composting, for example through neighbourhood and community plans.

These principles are set out in the current “Recycle for Wiltshire” Joint Venture Business Plan, and should be retained in any future arrangements to deliver waste prevention, re-use, reduction and recycling.

P1.2 The council will continue to work with schools, to encourage education about waste re-use, reduction and recycling, and the prevention and recycling of schools waste.

P1.3 The council will continue to resist commercial use of household recycling centres (HRCs), which is illegal and increases the cost of waste management to the council tax payer, for example through the introduction of the van and large trailer permitting scheme.

P1.4 The council will support action by local business to re-use and reduce commercial waste, principally by providing information.

13. The council's current forecast of municipal waste tonnages it will collect is set out in Table 1.

	<b>MSW tonnage (tonnes per annum)</b>
2001/02	233,900
2005/06	259,700
2011/12	245,200
2012/13	242,400
2013/14	253,900
2014/15	257,500
2015/16	246,000
2016/17	245,500
Forecast at 1% per annum	
2017/18	248,000
2018/19	250,500
2019/20	253,000

## **Principle 2 – Recycling and Composting**

The council will carry out the separate collection of recyclable and compostable waste materials from all accessible households, supported by publicity campaigns to encourage the use of these services by householders, to achieve a recycling rate of 50% of household waste by 2020.

The council will carry out recycling and residual waste collections on a fortnightly cycle, to encourage residents to make best use of recycling services.

In the longer term, including beyond 2020, the council will seek to achieve further increases in recycling and composting of household waste, by continuous improvement and adoption of viable step-changes to services.

14. The target to achieve 50% recycling by 2020 is required to ensure compliance with the Revised EU Waste Framework Directive.
15. The Council has met the commitment to provide collections to all accessible households and has exceeded the original JMWMS target of 95% of all households. Further development will be needed to serve areas of new housing.
16. The council collects the following materials at kerbside :
  - a. Glass (colour separated)
  - b. Metal cans
  - c. Paper
  - d. Aluminium foil
  - e. Textiles and shoes
  - f. Plastic bottles
  - g. Cardboard.
17. The Revised EU Waste Framework Directive requires separate collection of at least paper, metal, plastic and glass by 2015. The council is now compliant with this requirement, subject to acceptance that the plastic bottles and card collection can be effectively separated for recycling, and that other plastics cannot be collected economically at kerbside. To date, separation of these materials at the materials recovery facility (MRF) has been effective. In accordance with the Revised EU Waste Framework Directive, these materials should be collected separately where this is necessary to increase the quantity and quality of recycling and where it is technically, environmentally and economically practicable to do so.

## Policies – Principle 2 – Recycling and Composting

- P2.1 The council will continue to use guidelines for National Indicator (NI) 192 to assess recycling performance, to enable this to be compared with previous levels and with performance achieved by other local authorities. This is a measure of recycling and composting performance combined.
- P2.2 The council will seek efficiencies in the kerbside collection of dry recyclates, subject to cost and quality assessments of alternative services.
- P2.3 The council will continue to promote collection of garden waste to achieve diversion of biodegradable tonnage from landfill. This is well established in Wiltshire and after home composting is the most cost effective way of diverting biodegradable waste from landfill.
- P2.4 The council will not seek to establish separate collections of food waste, but will pursue established measures – waste prevention and energy from waste - to divert more of this material from landfill. This policy will be reviewed if required by changes to government legislation or financial factors.
- P2.5 To ensure that best use is made of recycling opportunities by residents, the council will continue to promote local services, in conjunction with work on waste reduction. (See also Principle 1). The council will also promote provision for collections to take place safely and efficiently in the design of areas of new development.
- P2.6 The council will seek to increase the range of recyclates collected at HRCs, where it is feasible and economic to do so, with a focus upon biodegradable and hazardous wastes and service to residents.
- P2.7 The council will seek to extend the scope of re-use activities based at HRCs, provided these can be achieved safely and legally.
- P2.8 The council will monitor the performance of mini recycling (local bring) sites, following the major review of the network during 2012, to respond to reduced use by residents and the major development of kerbside recycling collections. The intention will be to maintain a consistent local service where needed backing up the expanded kerbside collections.

### **Principle 3 – Further Diversion from Landfill**

The council will recover energy or otherwise divert from landfill sufficient tonnage of municipal solid waste (MSW) which it collects, in addition to that diverted by recycling and composting, to achieve

- a landfill rate of 25% or less of MSW which it collects by 2020

In the longer term, beyond 2020, the council will seek further measures to reduce landfill, as set out in principle 4.

18. The landfill target of 25% or less by 2014 was in the council's business plan 2011-15. On current forecasts of MSW tonnage, a continued achievement of this target will be equivalent to landfilling no more than 65,000 to 66,000 tonnes of MSW at 2019-20 (See Table 2).
19. Continued achievement of the business plan target will be dependent upon actual MSW tonnages collected and will need to be monitored.

#### **Policies – Principle 3 – Further Diversion from Landfill**

P3.1 The council will continue to monitor performance in landfill diversion and update forecasts of MSW and diversion tonnages regularly, to ensure that the targets set out in Principle 3 are met.

P3.2 The council will support further measures to reduce municipal waste which it collects sent to landfill, where the proposals comply with the Waste Hierarchy and achieve the Aims of the WMWMS 2016.

P3.3 The council will promote local use of the solid recovered fuel manufactured at the Westbury MBT plant.

#### **Principle 4 – Waste Treatment Capacity**

The council will monitor available capacity for diversion of Municipal Solid Waste from landfill and, subject to the requirements of planning policies and procedures, will support any additional proposals required to meet targets and policies for landfill reduction (as set out in Principle 3), and to address the following:

- i. The scope for developing re-use, recycling, composting and other treatment industries in Wiltshire, to avoid creating waste or convert it to resources, and to encourage treatment of waste at higher levels in the waste hierarchy
- ii. The scope for community-based action and public, voluntary and community sector and private sector partnership action to convert waste to resources
- iii. The scope for local use of resources produced by local waste treatment, such as refuse derived fuel
- iv. Opportunities to develop additional landfill diversion capacity in the south and west of Wiltshire
- v. The scope to improve the carbon efficiency of waste collection, handling and treatment facilities.

In the longer term, the council will pursue the goal of zero waste to landfill and reduction of the environmental impact of waste treatment, by continuous improvement to waste collection and treatment services, where cost effective to do so.

20. The concentration of landfill, materials recovery facility and composting capacity in the north of the county has been reduced under current contracts by developments at Amesbury waste transfer station and Westbury (MBT plant), plus the use of the Newbourne Farm composting site. Also, there is continued interest in reducing the carbon change impact of council services.

#### **Policies**

P4.1 The council will ensure that waste management, economic development and land use planning policies are coordinated, to encourage local action to increase resource efficiency and treatment of waste to produce new resources (in place of raw materials) or energy.