



**Hinckley & Bosworth  
Borough Council**

Forward timetable of consultation and decision making

Scrutiny Commission	26 January 2023
Council	22 February 2023

Wards affected: All

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**Leicestershire Resources and Waste Strategy 2022-2050**

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Report of Director Corporate & Street Scene Services

**1. Purpose of report**

1.1 To request Scrutiny Commission endorses the approval and adoption of the Leicestershire Resources and Waste Strategy 2022 (LRWS/Strategy) which sets out how the Leicestershire Waste Partnership (LWP) intends to manage municipal waste up until 2050.

**2. Recommendation**

2.1 Scrutiny Commission endorses the recommendation that the Leicestershire Resources and Waste Strategy is adopted (appendix 1).

2.2 Scrutiny Commission endorses the continuation of the Leicestershire waste partnership but request that it is developed and enhanced to ensure appropriate political, strategic and organisational engagement.

2.3 Scrutiny Commission requests that the Leicestershire waste partnership explores collaborative opportunities which have the potential to deliver environmental improvements, whilst helping to reduce costs across the waste-system, such that cost shunting is avoided and mutual benefits are shared across all partners.

### **3. Background to the report**

#### Leicestershire position

- 3.1 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. There is therefore a legal requirement for all seven District Councils and Leicestershire County Council to have a joint waste strategy in place and this is delivered through the Leicestershire Waste Partnership (LWP) of which all 8 councils are members.
- 3.2 The first Leicestershire Municipal Waste Management Strategy (LMWMS) was adopted in 2002. It has since been updated twice. In 2019 the LWP commissioned consultants Frith Resource Management develop the new 2022 – 2050 strategy. All 8 councils in the partnership are in the process of adopting this final strategy and this should be completed by April 2023.
- 3.3 The Strategy highlights that significant legislative changes are on the horizon. In responding to these, the waste partnership will need to be maintained and enhanced to ensure appropriate political, strategic and organisational engagement. As government policy evolves, the partnership will need to explore collaborative opportunities which are most effectively able to deliver the changes required and ensure the balance of risk and reward is shared across both the waste disposal and collection authorities. Innovative collaborative opportunities should be considered which have the potential to deliver environmental improvements, whilst helping to reduce costs across the waste-system, such that cost shunting is avoided and mutual benefits are shared across all partners.

#### National policy

- 3.4 The National Resources and Waste Strategy (RWS) was published by Defra in 2018. It focuses on the circular economy, sets a recycling target of 65% recycling of municipal solid waste by 2035 and focuses on solutions to reduce single use plastics, reduce confusion over household recycling, tackling the problems of packaging and ending food waste.
- 3.5 Defra has subsequently held two rounds of consultations which 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. These three policies are known collectively as the 'Collection and Packaging Reforms'. To date, the results of the second round of consultations have only been published for 1 policy (extended producer responsibility for packaging (pEPR)) and have not yet been published for a deposit return scheme and consistency in household and business recycling

collections. Legislation to enable the policy changes within the RWS are contained within the Environment Act which received Royal Assent on 9 November 2021.

NB These consultations were reported to Scrutiny 22 July 2022.

### Strategy development

- 3.6 The review of the LMWMS has considered the potential forthcoming legislative changes and these are reflected accordingly and, in some instances, caveats have been made due to the continued delay of confirmation of Government policy. It is important to note the Strategy is high-level and therefore non-site or council specific.
- 3.7 The new strategy identifies the baseline position, outlines where partners want to be and by when and articulates how this will be achieved. Key stages / reports produced to develop the strategy were

<b>Strategy Review Steps</b>	<b>Outputs</b>
Production of a detailed project plan	Project Plan
Project planning, gap analysis, data analysis	Baseline Report
Undertake full Equalities and Human Rights Impact Assessment	Equalities and Human Rights Impact Assessment
Agree objectives and options and options assessment criteria	Draft Options Appraisal Report and Draft Headline Strategy
Strategic Environmental Assessment (SEA)	Scoping Report and 5-week statutory consultation; Draft Environmental Report
Public Consultation	Public Consultation Report
Finalisation of Strategy	Final Headline Strategy
Action Plan	Final Action Plan

### Public consultation – overall findings

- 3.7 Extensive public consultation was undertaken for 12 weeks in Spring 2022. Details are given in appendix 2 and 20% of the public respondents lived in Hinckley and Bosworth. Councillors were advised of this consultation by email 1 February 2021
- 3.8 The results to the survey were analysed and the key conclusions were:
- The proposed vision and strategy resonate with residents
  - The understanding of the relationship between waste and climate change is limited.
  - Residents are enthusiastic about greater engagement in reducing waste and increasing recycling and recognise they have a key role to play (community initiatives and collective action).

- Communications and engagement activities need to be developed bearing in mind learning from behavioural science, and addressing the environmental, personal and social factors that can affect behaviour.

### 3.9 The key themes, issues and considerations are:

- Tackling fly-tipping – an area of concern for residents.
- Putting pressure on producers – residents would like to see producers take more responsibility and use recyclable packaging for their goods.
- Increased access to sustainable activities – recognition of these to be accessible and affordable for all, especially waste prevention and reuse.
- Engagement and encouragement – respondents like to be kept informed and suggested potential for incentives for rewarding positive behaviours.
- Educating residents - suggested that efforts need to be made to encourage understanding the issue of waste and its relationship to climate change.
- Concerns with food waste collections - respondents were generally positive on the introduction of food waste collections (65% saw no barriers to using a food waste collection) but there were concerns raised of how it works in practise e.g. smells and hygiene.
- Expanding kerbside recycling - to reduce the amount of residual waste, respondents were keen for the introduction of a wider variety of materials collected at the kerbside.
- Accessibility of garden waste collections – residents were generally satisfied with the service but a reoccurring theme was accessibility to this service and charging.
- Restricted residual waste collection and household size – residents from larger households raised concerns on restricted residual waste. Overall the option of a fortnightly collection with a smaller size bin was more favourable (39%) than a three weekly collection with a current size bin (16%).
- Improving HWRCs - levels of satisfaction with HWRCs were high although some respondents did raise concerns regarding short opening hours, too few HWRC sites and inaccessibility

### Changes to the Strategy

- 3.10 Findings from the consultation exercise will be utilised to help inform future initiatives and campaigns.
- 3.11 A key theme which came out of the consultation exercise, which is not dealt with by the pledges, is fly-tipping. Leicestershire Waste Partnership has therefore committed to address this and added an additional pledge (pledge 2 below)
- 3.12 Minor modifications have been made to the remaining 11 pledges, in particular to clarify total ongoing funding required from government. For context to the pledges please refer to section 3, page 22 – 29. The final pledges 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) Environmental crime, particularly fly-tipping does not recognise council boundaries. The Partnership will work together to reduce fly-tipping and litter across Leicestershire and educate residents, businesses, or anyone disposing of rubbish, about their legal duty of care to dispose of their rubbish responsibly.
- 3) The Partnership pledge to 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.
- 4) The Partnership pledge to 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 Centre's and explore the development of reuse shops at suitable sites.
- 5) The Partnership will implement and promote separate food waste collections to all households, subject to confirmation of the national policy, legislation and the provision of total ongoing Government 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.
- 6) 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.
- 7) The Partnership will continue to offer a garden waste collection system to Leicestershire residents. This will follow national guidelines as to the form of the collection and will be subject to legislation and total ongoing 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.
- 8) 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 allow.
- 9) The Partnership shall continue to explore the viability of adding extra materials to recycling collections (e.g. for batteries, small electric goods or clothing) striving to continually improve Leicestershire's recycling performance.
- 10) 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 Centre's will also contribute towards the national target.

- 11) The Partnership will continue to allocate a communications budget sufficient to help promote good recycling behaviour and support resource recovery to progress the circular economy and low-carbon objectives of this Strategy.
  - 12) The County Council will reduce waste sent to landfill to less than 5% by 2025, well in advance of the 10% national target by 2035. 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.
- 3.13 In the period during the public consultation the Government released its response to its extended producer responsibility for packaging consultation and has confirmed that glass which was originally to be included in the proposed deposit return scheme will now be part of extended producer responsibility for packaging. No further modelling was undertaken within the options appraisal due to the continued uncertainty around the Government's preferred approach, however the future waste and recycling projections were updated to take account of this amendment.
- 3.14 Due to the continued uncertainty in regard to Government policies a Local Government finance position statement also been added to the Strategy. This includes a statement about each partner requiring full funding to implement service changes.

#### Action Plan

- 3.15 The Action Plan (p34- 39) is a route map for delivering the vision, objectives and pledges set out in the Strategy and will be subject to regular review and monitoring to respond to changing circumstances such as changes in government policy, accelerated or delayed implementation of actions and variance in performance.
- 3.16 The Action Plan is high level and builds on the objectives and pledges in the strategy identifying who and by when actions will be completed. It has been divided into the following themes:
- Reuse/Circular Economy
  - Recycling (performance & collections)
  - Residual Waste Reduction
  - Partnership Working
  - Leading by example
  - Communication
  - Carbon
- A timeline for the action plan is given in appendix 3.

#### Conclusion

- 3.17 It is recognised that further clarity from Government is needed to fully understand the impact of the potential policy changes which may be the most

significant seen for many years. The options modelled which support the Strategy provide a reasonable guide to the magnitude of changes that might be expected and are subject to forthcoming legislation and future funding mechanisms.

3.17 The Strategy sets the LWP in a robust policy position for an imminent period of substantial change (2023 – 2027) and longer term goals and will help deliver on Net Zero priorities.

3.18 Changes to household waste collections in Hinckley and Bosworth remain a decision for this council and any future changes will be councillors decisions.

#### **4. Exemptions in accordance with the Access to Information procedure rules**

4.1 None – public report

#### **5. Financial implications [IB]**

5.1 Based on the latest available information from the governments net zero commitments, it is envisaged that capital and revenue costs for a separate food waste collection will be funded by central government. Based on the final requirements a new depot may also be required. It is unlikely that central government would pick up the whole capital cost of a new depot. Current forecasts estimate revenue costs of £884,000 per year one and of capital costs of £577,000 (excluding a new depot facility).

5.2 Funding for the separate recycling service is expected to be funded via a new burden grant. The estimated revenue cost of the service is forecasted to be £400,000 per year and capital cost of a circa £2,000,000.

5.3 Funding for the “free” garden waste collection proposals has not yet been made clear. The Local Government Association has completed analysis that reveals that introducing universal free garden waste collections could require 600 extra HGV drivers at a time when there is a shortage and cost local taxpayers more than half a billion pounds every year. Central Government estimates a cost of around £600 million per year as well as an initial cost of £176 million to implement and roll-out. Therefore, more clarity is needed from Government on how this will be funded, and how any funds will be allocated to councils. Again, it is being assumed these costs will be covered, If not covered the detrimental impact on the General fund could be considerable. The current forecast is an initial capital cost of around £500,000 and an annual revenue cost (collection cost) of around £160,000 per year. This excludes the loss of income from charging for garden waste.

#### **6. Legal implications MR**

6.1 Set out in the report

## 7. Corporate Plan implications

- 7.1 The LRWS 2022-2-50 contributes to the corporate plan place objective to keep our borough clean green and safe and the specific action to 2reduce out impact on the environment by reducing waste and encouraging recycling

## 8. Consultation

- 8.1 A 12 week public consultation was held. Details are given in appendix 2.

## 9. Risk implications

- 9.1 It is the council's policy to proactively identify and manage significant risks which may prevent delivery of business objectives.
- 9.2 It is not possible to eliminate or manage all risks all of the time and risks will remain which have not been identified. However, it is the officer's opinion based on the information available, that the significant risks associated with this decision / project have been identified, assessed and that controls are in place to manage them effectively.
- 9.3 The following significant risks associated with this report / decisions were identified from this assessment:

### Management of significant (Net Red) risks

Risk description	Mitigating actions	Owner
Failure to adopt the strategy meaning HBBC is not aligned with joint Leicestershire strategic waste priorities, national policy and legislative requirements in the Environment Act 2021	Ensure strategy adopted. Strategy pledges have been subject to public consultation and are caveated to ensure government funding is required. Each partner needs to ensure sign up for their organisation.	Caroline Roffey
Lack of funding from central government to fund changes	Strategy includes a financial position statement and pledges include " subject to total ongoing funding" where relevant	Caroline Roffey
Significant changes in government policy	Pledges caveated with regard to policy changes. Strategy will be reviewed regularly to reflect changes and new modelling will be completed once clarity on DEFRA policy is achieved.	Caroline Roffey



## **10. Knowing your community – equality and rural implications**

- 10.1 An Equality and Human Rights Impact Assessment (EHRIA) was undertaken and further EHRIAs will be undertaken, where appropriate, for delivery of activities, and as specific schemes are developed. The key outcome of the EHRIA is for the LWP to ensure the LRWS promotes accessible services, accessible information and appropriate equality training where required.
- 10.2 Any changes to HBBC collections would require a new EIA to be completed

## **11. Climate implications**

- 11.1 Reducing carbon emissions featured prominently in the development of the strategy and if implemented certain collections changes would significantly reduce carbon emissions, notably the introduction of sperate weekly food waste collections. Modelling indicates carbon savings of between 5,000-10,000 tonnes of CO2 equivalent per year compared to the current system (p29)
- 11.2 The pledge to explore alternative fuels for collection vehicles will also significantly reduce council carbon emissions. HVO (biodiesel / hydrogenated vegetable oil) is being trialled in the refuse collection fleet currently and if successful will reduce the councils' emissions by approximately 25%.

## **12. Corporate implications**

- 12.1 By submitting this report, the report author has taken the following into account:
- Community safety implications
  - Environmental implications
  - ICT implications
  - Asset management implications
  - Procurement implications
  - Human resources implications
  - Planning implications
  - Data protection implications
  - Voluntary sector

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Background papers: Appendix 1: Leicestershire Resources and Waste Strategy 2022-2050  
Appendix 3: LRWS Action plan timeline.

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