

ISLE OF ANGLESEY COUNTY COUNCIL	
Report to:	Executive
Date(s):	8 September 2014
Subject:	Waste Management Strategy
Portfolio Holder(s):	Councillor Richard Dew - Highways, Property and Waste Management Portfolio Holder.
Head of Service:	Mr Dewi R. Williams – Environment & Technical Service
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Local Members:	Applicable to all Members

A – Recommendation/s and reason/s

To note the contents of the Waste Strategy as noted in Appendix 1 and make any recommendations as required.

B – What other options did you consider and why did you reject them and/or opt for this option?

The Waste Strategy has been discussed in the Council's internal Service Excellence Programme Board where further recommendations for improvement have been made.

C – Why is this a decision for the Executive

The Executive is requested to note the contents of the Waste Strategy and make any further recommendations as required.

CH – Is this decision consistent with policy approved by the full Council?

Yes.

D – Is this decision within the budget approved by the Council?

The long term financial analysis is uncertain but as noted in the Waste Strategy (Appendix 1) it is likely that further service changes will be required in the medium to long term to meet financial and environmental targets.

DD – Who did you consult?		What did they say?
1	Chief Executive / Strategic Leadership Team (SLT) (mandatory)	Awaiting comments
2	Finance / Section 151 (mandatory)	Awaiting comments
3	Legal / Monitoring Officer (mandatory)	Awaiting comments
4	Human Resources (HR)	Specific feedback not required at this stage
5	Property	Specific feedback not required at this stage
6	Information Communication Technology (ICT)	Specific feedback not required at this stage
7	Scrutiny	Awaiting comments
8	Local Members	Specific feedback not required at this stage
9	Any external bodies / other/s	The Council's Waste Management Section is in constant dialogue with its current waste collection and cleansing contractor (Biffa) and other appointed contractors to review service delivery and costs. In addition, waste managers across Wales meet on a regular basis and there is good evidence of collaborative working across North Wales. The current method of delivering waste services on Anglesey closely matches the Welsh Government's waste and recycling blueprint and strategy updates are shared continuously to ensure alignment with national policy.

E – Risks and any mitigation (if relevant)

1	Economic	N/A
2	Anti-poverty	N/A
3	Crime and Disorder	N/A

4	Environmental	Failure to implement specific future projects could have a major impact due to: 1) No long term destination for the Island's residual waste; 2) Not meeting long term recycling and landfill diversion targets; 3) Fines for not meeting targets. 4) Insufficient budget to manage all waste services in the future.
5	Equalities	The Council's contractor has 'Assisted Collections' for elderly or disabled residents who cannot move their own bins. See 4.5.2
6	Outcome Agreements	N/A
7	Other	N/A

F - Appendices:

Appendix 1 – Waste Strategy

FF - Background papers (please contact the author of the Report for any further information):

None

APPENDIX 1

Isle of Anglesey County Council Waste Management Strategy 2014/15-2017/18

“Managing resources for a sustainable future”





March 2014 v.3

1.0 Introduction

- 1.1 The Isle of Anglesey County Council's (IACC) Waste Management Strategy (WMS) outlines how Anglesey will manage the collection, treatment and disposal of Municipal Waste collected by Isle of Anglesey County Council over the period 2014/15 – 2017/18. A key aim of the Strategy is to improve our environmental performance and to reduce our ecological footprint whilst maximising the use of waste and providing best value.
- 1.2 IACC is committed to a future where waste is seen and utilised as a valuable resource.
- 1.3 The management of Municipal Waste is one of the most important and challenging environmental issues facing all local authorities in Wales and one of the main challenges is how to reduce the amount of waste currently being landfilled. To successfully reduce landfilled waste it is necessary for the Council to engage with the public to minimise the creation of waste and to increase the reuse and recycling of waste as well as consider the use of new and up-and-coming technologies and collection options which could offer future waste management solutions. Almost everything we do creates waste and as a society we are currently producing more waste than ever before.
- 1.4 A key part of this approach is how we can utilise our resources more effectively, and how we can make the most of our "waste" rather than simply throwing it away. This would help safeguard existing resources and ensure their availability for future generations.
- 1.5 At the core of this document are the national commitments Anglesey must meet. Failure to meet national targets can result in significant financial penalties being levied against the IACC which ultimately would have to be paid by the public. The potential for financial penalty should IACC fail to meet statutory national targets is real and would dramatically affect the Council's ability to maintain standards of public service delivery.
- 1.6 The Council will continuously monitor and review its approach in order to take early remedial action in the event of possible fines.

- 1.7 This strategy identifies a number of longer term solutions which the IACC will pursue locally and with its regional partners to ensure that all commitments are effectively achieved.
- 1.9 The Strategy will have to remain flexible to allow effective management. In particular, the likely future budget cuts will have a major impact on how the service will have to be managed.

2.0 Waste Management Obligations and Commitments

2.1 The United Kingdom Government has made commitments to the European Landfill Directive to reduce the amount of waste being landfilled. To this end the Welsh Government (WG) has set in place targets for all Local Authorities (LA's) which if not met can result in WG fining individual LA's £200 per tonne of Biodegradable Municipal Waste (BMW) landfilled above set tonnage allowances.

2.2 The maximum amount of Biodegradable Municipal Waste that can be landfilled by Isle of Anglesey County Council in any given year is shown in Figure 2.1; these figures have been taken from published guidance within the WG's Landfill Allowance Scheme (LAS). No targets have been set beyond 2019-20 at the time of this report.

2.3 As can be seen in Figure 2.1, the volume of biodegradable municipal waste (BMW) which can be disposed of to landfill decreases each year. If IACC sends more BMW to landfill than the scheme allows then the Welsh Government (WG) will have the right

to impose fines at a rate of £200 per tonne of waste above the annual allowance. This means that even a relatively minor over production of e.g. 500 tonnes (roughly equivalent to 1% of Municipal Waste arisings) could result in a financial penalty of £100,000 for that year alone.

2.4 The Landfill Allowance Scheme (LAS) is supplemented with associated statutory recycling targets developed by WG which seek to ensure that LA's reuse, recycle and compost as much waste as possible, while also diverting waste away from landfill. Targets have also been placed to ensure that high recycling levels are achieved before treating any remaining residual waste using alternative energy to waste technologies. These targets are shown in **Figure 2.2**

Fig 2.1 Landfill Allowances for Anglesey

Year	BMW Landfill Allowance (tonnes)
2006-07	24,051
2007-08	21,807
2008-09	19,563
2009-10	17,319
2010-11	15,938
2011-12	13,914
2012-13	11,890
2013-14	11,384
2014-15	10,879
2015-16	10,373
2016-17	9,867
2017-18	9,361
2018-19	8,855
2019-20	8,349

Target for individual LA's in Wales	2012-13	2015-16	2019-20	2024-25
Statutory minimum levels of reuse, recycling and composting for municipal waste.	52%	58%	64%	70%
Maximum level of landfill for municipal waste.	-	-	10%	5%
Maximum level of energy from waste (net) for municipal waste.	-	42%	36%	30%

Fig 2.2 – WG Targets

- 2.5 As seen in figure 2.2, there is a requirement to meet incremental reuse, recycling and composting targets of 58% by 2015-16, 64% by 2019-20 and 70% by 2024-25. These targets are statutory measures which must be met.
- 2.6 Figure 2.2 also aims to significantly reduce an historical dependence of sending residual waste to landfill, while also restricting the amount of waste which can be treated using alternative energy to waste technologies. These measures are in place to encourage LA's to plan waste collection systems and infrastructures capable of delivering high reuse/recycling/composting capture rates in order to minimise the treatment and disposal of residual waste as far as possible.

3.0 Profile

3.1 Anglesey is an island county located off the North West coast of Wales connected to the mainland by two bridges and covers 276 square miles of mainly rural-agricultural landscape with key areas of population in Holyhead, Llangefni, Menai Bridge and Amlwch.



3.2 Anglesey has a population of 68,600 and currently provides waste collections to 33,680 households.

3.3 Households on Anglesey currently generate on average 42,000 tonnes of Municipal Waste every year.

- 3.4 The Council has a 14 year contract in place with Biffa Municipal for all its household kerbside waste collection services and street cleansing services (2007-2021).
- 3.5 All collected household waste streams are received at waste transfer stations on the island, with green garden waste and food waste treated locally, but dry recycling and residual waste bulked and transferred to re-processing sites along the A55.
- 3.6 Anglesey does not have an operational landfill site since the Penhesgyn landfill site (near Menai Bridge) closed in 2007. All residual waste is transported by road via the A55 to Llanddulas landfill site in Conwy.

4.0 Waste Management Service

4.1 Household Waste – Kerbside Collection Service

- 4.1.1 IACC has a 14 year contract in place with Biffa Municipal for all its household kerbside waste collection services (2007-2021). The services currently provided are weekly dry recycling, weekly separate food waste, fortnightly free garden waste collection and a fortnightly residual waste collection service which is provided to 33,600 households. The detail on the kerbside collection services are summarised in in Figure 4.1.

Figure 4.1 – Household Waste Collection Service

WASTE STREAM	COLLECTION FREQUENCY	CONTAINMENT DETAIL
Residual Waste	Fortnightly	240 litre Black Wheelie Bin
Green Garden Waste	Fortnightly (collected on alternate weeks to residual waste)	240 litre Green Wheelie Bin (Free collection service)
Dry Recyclables <ul style="list-style-type: none"> • Plastic Bottles • Glass Bottles & Jars • Cans • Ink Cartridges • Household Batteries 	Weekly	55 litre Blue Box

<ul style="list-style-type: none"> • Mobile Phones 		
Dry Recyclables <ul style="list-style-type: none"> • Paper • Cardboard • Textiles • Spectacles 	Weekly	38 litre Red Box
Kitchen Food Waste	Weekly	23 litre Brown Mini Food Waste Bin Kitchen Caddy also provided and bio-bag (compostable) liners which are replaced free on request.

4.2 Household Bulky Waste Collection Service

4.2.1 A bulky waste collection service is available on request for large items of furniture or white goods, which are not classed as regular domestic waste.

4.2.2 Two free services of up to four items per collection are offered to householders per financial year, however chargeable services can be provided upon request for excess waste.

4.3 Household Waste Recycling Centres (HWRCs)

4.3.1 There are currently two Household Waste Recycling Centres on Anglesey, which are operated by the Council. These are situated in Gwalchmai and Penhesgyn (near Menai Bridge)

4.3.2 Both sites are open from 10 a.m. – 5 p.m. seven days a week (except Christmas Day, Boxing Day and New Year's Day).

4.3.3 The new Penhesgyn HWRC opened in July 2013 and provides a state of the art split level recycling facility for the West of the County.

4.3.4 Both sites (since July 2013) now only accept recyclable waste and all mixed general waste must be sorted into their constituent recyclable materials at the sites.

4.3.5 With continual year on year improvements, the HWRC's presently divert over 80% of all waste received for reuse, recycling or composting.

4.4 Recycling Bring Sites

- 4.4.1 Anglesey provides several bring bank locations, which are community based facilities for householders to deposit their recyclables. Banks are provided for paper, cans, glass, textiles & shoes.
- 4.4.2 The collection of bring banks on Anglesey is undertaken by the Council and by external recycling re-processors.

4.5 Special Collection Service

- 4.5.1 The Council provides a Clinical Waste Collection service for residents who require disposing of clinical waste. This service is arranged following a hospital, GP or district nurse referral and is currently provided to approximately 400 households in total.
- 4.5.2 The Council provides Assisted Collection for elderly or disabled residents who are unable to move their bins.

4.6 Street Cleansing

- 4.6.1 The Council is responsible for regularly sweeping and cleaning all public highways, beaches, town centres and all other relevant land areas on Anglesey.
- 4.6.2 The Council has a 14 year contract in place with Biffa Municipal for street cleansing services which runs in tandem with the waste collection contract (2007-2021).
- 4.6.3 Manual sweeping within town centre areas is supplemented by the use of a mechanical street cleansing fleet covering all areas of Anglesey using a combination of motorised pavement sweepers and larger road vehicles. These vehicles are included in both the scheduled daily work and in response to public reports of street cleansing issues.
- 4.6.4 A dedicated waste management monitoring team ensures that streets and public areas are maintained to a high level of cleanliness at all times and ensure that any issues are rectified rapidly.

4.6.5 The Council is responsible for treating over 3,000 tonnes of sweepings waste and litter which is picked up every year.

4.6.6 Challenging financial times have resulted in significant cuts being made to the cleansing budget by the Council. The service will endeavour to maintain current service standards as far as possible but a reduction in cleanliness is inevitable given current financial pressures.

4.7 Litter Bins and Dog Bins

4.7.1 Anglesey has over 600 street litter bins and 80 dog waste bins which are scheduled to be regularly emptied to ensure that no bin overflows.

4.7.2 The litter bins are normally placed in areas of high pedestrian traffic and where a litter problem has been identified, particularly in town centre areas, outside local shops and other high litter problem areas.

4.7.3 Challenging financial times have resulted in significant cuts being made by the Council to the cleansing budget. The service will endeavour to maintain current service standards as far as possible.

4.8 Fly Tipping

4.8.1 The Council is responsible for the safe clearance and disposal of fly-tipping on public land.

4.8.2 The IACC's Waste Management Section has a dedicated waste monitoring and enforcement team who investigate incidents of illegally fly-tipped waste on public land and also incidents of littering and trade waste abuse. The enforcement team work closely with North Wales Police and Natural Resources Wales and are committed to confronting this problem using a combination of education and enforcement under environmental legislation.

4.8.3 A dedicated vehicle is operated by the Council's cleansing contractor to respond to fly tipping incidents. On average, the majority of fly-tipping incidents are cleared within five working days which also takes into account time required for the enforcement team to search the site and

waste for evidence. Larger fly-tips sometimes require the use of specialist machinery and equipment.

4.9 Public Conveniences

4.9.1 The Council currently operates a network of 19 public conveniences across the county, some of which are open all year round and others which are seasonal.

4.9.3 The provision of public conveniences is a non-statutory function.

4.9.4 The Council manages an external contract for public convenience cleansing. This is a 5 year contract and is carried out by Superclean which are a national cleaning company.

4.10 Transfer and Marketing of Recyclable Material

4.10.1 The Council takes responsibility for bulking and transfer of all wastes, including the marketing of collected recycle.

4.10.2 Dry kerbside collected recyclable material is separated and prepared to be transported onwards for recycling at the Gwalchmai recycling centre. Here it is sorted and checked to ensure minimal contamination before being baled ready for collection.

4.10.3 The Council is conscious of an environmental need for waste to be dealt with as close to its source as possible and is committed to regularly reviewing contracts to ensure Anglesey receives optimum market value for recyclable materials as well as being a practical environmental option.

4.11 In-Vessel Composting

4.11.1 The Waste Management Section manages a partnership owned composting facility (with Conwy and Gwynedd Councils) to deal with collected food and green garden waste. The governance of the site is managed by a Partnership Board with representatives from all three councils. The management and operation of this site is under continuous review by the Partnership Board. A trial is currently underway with a 'winter working' method of working being implemented with reduced staffing and resource requirements.

4.12 Waste Haulage and Disposal

4.12.1 All municipal waste collected must be bulked-up and hauled off-Island ready for final disposal or recycling. The Council's main disposal haulier for residual waste is Grays Waste Management who transport residual waste to the Llanddulas Landfill site five days a week. The Council has a final disposal contract with FCC waste contractors, where any waste that cannot be recycled, reused or composted is sent to landfill. This waste is subject to landfill tax.

4.13 Closed Landfill Site and Gas Power Management

4.13.1 The Council's Waste Management Section manages the old closed landfill site at Penhesgyn. This involves managing leachate (a liquid polluting product) and landfill gas (produced as old waste degrades). The Penhesgyn site currently has a gas engine where landfill gas is turned into electricity.

4.14 Promoting Waste Minimisation and Recycling

4.14.1 To maximise recycling and therefore reduce how much waste is sent to landfill the Council employs an external waste promotions contractor (Acer Communications) to help 'sell' the key 'clean and green' recycling messages on Anglesey. Acer staff carry out a range of promotional activities including visiting schools and external organisations and assisting with other promotional campaigns.

5.0 Achievements & Performance

5.1 Key Achievements

5.1.1 Since the publication of the 2004 Waste Management Strategy the following notable achievements have been made in Anglesey:

- 14 year waste collection & street cleansing contract procured (2007-2021)
- Weekly recycling and food waste collection services implemented.
- Fortnightly collection of green garden waste implemented.
- Change to fortnightly collection of residual waste to significantly reduce the amount of waste collected and destined for landfill by encouraging the use of weekly recycling provisions.
- Review of waste collection round efficiency and resultant implementation of collection day changes to maximise service provision and reduce collection costs.

- Household Waste Collection Policy formalised, as well as policies for the Household Waste Recycling Centres, Street Cleansing, Public Conveniences and Waste Enforcement.
- Redevelopment of the Penhesgyn Household Waste Recycling Centre as a purpose built, state of the art split level recycling facility.
- Closure and aftercare management of the former landfill site in Penhesgyn.
- Construction and management of a gas power station in Penhesgyn to burn naturally produced methane gas from the former landfill site to produce electricity.
- Introduction of a Household Waste Recycling Centre Permit Scheme which has limited trade waste from entering these facilities.
- Dedicated waste monitoring and enforcement team established to investigate illegal fly tipping incidents, littering, trade waste abuse and duty of care issues
- Construction of an In-Vessel composting facility at Penhesgyn in partnership with Gwynedd and Conwy to treat green garden waste and kitchen food waste.
- Development of a recycling transfer station in Gwalchmai to sort and prepare kerbside collected recyclable material before being sent onwards for reprocessing.
- Dedicated waste management promotions team established via an external contract to ensure local delivery of targeted awareness raising activities and campaigns to reduce, reuse and recycle waste.
- Procurement of Public Conveniences cleansing contract.
- Procurement of waste disposal contract with FCC for residual waste sent to Llanddulas landfill.
- Procurement of improved waste haulage solutions to take residual waste to the Llanddulas landfill site.
- Introduced a new dry recycling collection fleet to improve efficiencies and reduce costs from 1 April 2014.
- Joining the North Wales Residual Waste Treatment Partnership (NWRTP) in order to progress future waste treatment options as an alternative to landfill.

5.2 Performance

5.2.1 The recent key achievements of the Waste Management Section have contributed towards continuous improvement of recycling & composting performance, as well as a reduction in the tonnage of waste sent to landfill.

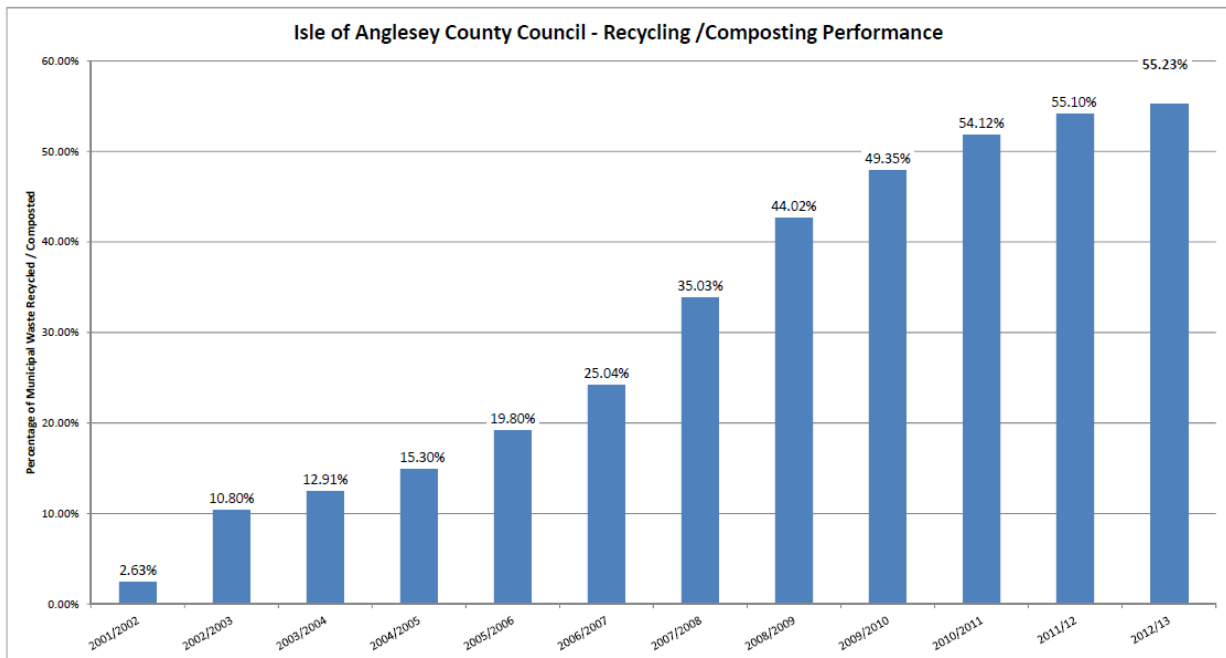


Fig 5.1: Recycling /Composting Performance

- 5.2.2 Fig 5.1 highlights historical year-upon-year performance increase and illustrates how the percentage of waste recycled / composted is beginning to reach a plateau (un-verified results for 2013/15 indicate a slight drop in Anglesey's recycling performance of just under 54%).
- 5.2.3 Large step increases in recycling and composting rates have been attributable to major waste collection service changes such as alternate week collection of residual waste combined with the phased introduction of recycling collections, green garden waste collection and kitchen food waste collection.
- 5.2.4 This strategy document highlights areas which will be targeted in order to meet the statutory Welsh Government recycling/composting targets which are: 58% by end of 2015/16, 64% by 2019/20 and 70% by 2024/25.

6.0 Meeting Future Targets and Improving Services

- 6.1 The Council is currently facing significant financial challenges and is working towards protecting as many front line services as possible. This combined with a requirement to meet the statutory recycling and street cleansing obligations will require the Waste Management Section to 'do more with less' in future years, however, it is recognised that significant investment may be required to

deliver and improve waste management services and enhance overall recycling performance to achieve longer term waste disposal savings and meet challenging recycling and composting targets.

6.2 As a result, this strategy outlines four areas of work which the Council proactively intends working towards in order to meet our statutory and financial obligations over the coming years. These areas can be summarised as follows –

6.2.1 The successful implementation of a new recycling service and new associated sorting system at the Gwalchmai Recycling Centre.

6.2.2 Ensure that Anglesey obtains all relevant internal permissions to enable the Council to join the North Wales Residual Treatment Partnership and provide additional support to reach financial close on this major long term procurement process.

6.2.3 Develop a strategic plan to meet the anticipated shortfall in recycling / composting rate in the medium - long term in order to meet our 70% target by 2024/25.

6.2.4 Develop our workforce to support and drive positive change within the service by implementing a peer review system to learn from others to up-skill and empower staff (to review and compare our services with others and monitor internal health & safety).

6.3 In achieving these strategic objectives it is anticipated that the Council will improve working practices to drive better organisational efficiencies and enable a sustainable waste management function for the medium – long term. Whilst the direction of travel is confirmed, other working pressures may increase or decrease the speed of implementation and prioritisation of these objectives.

6.3.1 An example of significant risk is the uncertainty regarding the reduction of internal budgets and cuts to the Sustainable Waste Management Grant (SWMG) which is provided by the Welsh Government to carry out recycling type activities. The Section's full attention and focus needs to be on managing these major cuts to try and limit the impact on frontline services, although it is accepted that this will be exceptionally difficult in reality given the scale of the required budget reductions.

6.3 Although the current financial outlook looks very challenging for the next few years, falling out of the four areas outlined previously, the Waste Management Section is committed to try and develop projects that may lead to further savings and ensure future targets are met. These projects will include:

- 6.3.1 Investigating the option of collecting residual waste in smaller wheeled bins (e.g. reduce from 240 litre to 140 litre, thus increasing the amount of recycling collected)
- 6.3.2 Investigating the option of collecting residual waste less frequently e.g. every 3 or 4 weeks as per neighbouring Authorities.
- 6.3.3 Extending the range of recycling materials that can be collected.
- 6.3.4 Building on historical procurement successes to try and further improve value for money.
- 6.3.5 Look to improve Household Waste Recycling Centres.
- 6.3.6 Build on the successes of existing partnerships with other local authorities and external organisations to help sustain/improve services. Develop new partnerships.
- 6.3.8 Investigate further options for charging for some services to generate income.