

Waste Prevention Programme

2016 -
2019



Foreword by Janet Willis

Reducing the amount of waste generated in Cumbria is an important commitment that the council makes. The authority pays by the tonne to treat this waste so its associated direct cost decreases alongside the waste – resulting in both financial and environmental benefit.

This programme sets out the authority's commitment to the more efficient use of local resources. Before ultimately becoming waste, the things we consume are valuable resources from which we can extract as much use and value as possible. Preventing waste, by increasing the use and reuse of such items, not only benefits Cumbria's world class environment, but also our people and their pockets too.

This is an ambitious programme and one which we aim to achieve by working together with our partners and the communities that we serve. Wherever possible, we will engage Cumbria County Council teams and our commissioned services in the waste prevention agenda and will look to embed an ethos of resource efficiency within our own organisation, as well as the county as a whole.



Cllr. Janet Willis
January 2017

1. Introduction

Cumbria County Council has a statutory duty to provide a framework within which we encourage a reduction in the amount of waste produced, improve reuse and maximise recycling so that the amount of waste that we are required to dispose of is minimised.

This strategic approach to waste prevention will lead to direct savings to the county's waste disposal costs. Furthermore, the objectives contained in this Waste Prevention Programme will deliver financial savings directly to the householder, as well as promoting health and wellbeing, tackling poverty and supporting vulnerable people through activities that incorporate social interaction.

The programme sets out how effective partnerships will proactively engage with householders and stakeholders to explore local solutions to waste priorities.

2. Waste Management in Cumbria

The district councils, as Waste Collection Authorities (WCAs), collect waste and recycling via kerbside collections from the household and through recycle points located throughout each district. Cumbria County Council, as the Waste Disposal Authority (WDA) is responsible for the disposal of that waste as well as the county's 14 household waste recycling centres (HWRC).

Kerbside recycling services offer householders an opportunity to recycle their waste through a door-step collection for many of the common materials such as garden waste, paper, card, glass, metals and plastics.

Householders also have access to additional recycling options through a network of recycle points in village and town centres and in supermarket car parks. These designated "bring sites" can supplement kerbside services as well as accepting additional materials – mainly textiles.

The County Council operates a network of 14 household waste recycling centres (HWRCs) offering residents the chance to dispose of household waste, recycle those common materials listed above as well as offering safe disposal of electrical appliances, bulky and hazardous items. HWRCs are for household waste only and there is currently no service provided at the HWRC network to deposit commercial waste or commercial recycling. There is a permit scheme in place to exclude commercial waste.

Residual waste collected in Cumbria is sent to two mechanical-biological treatment (MBT) facilities and is processed into a low-carbon renewable fuel. The County Council also manages 3 waste transfer stations which are used to transport the residual waste to these plants.

Waste produced by businesses is classed as commercial waste and commands a charge for collection and disposal. Some Districts offer a commercial collection services to businesses which is also sent to the MBT to be treated.

2.1. Residual waste and recycling

Since 2008, the trend in waste being recycled, reused or composted has peaked and in recent years is showing signs of decreasing. This recent trend follows a similar national picture and could be the result of a number of factors which will be explored alongside the delivery of this programme.

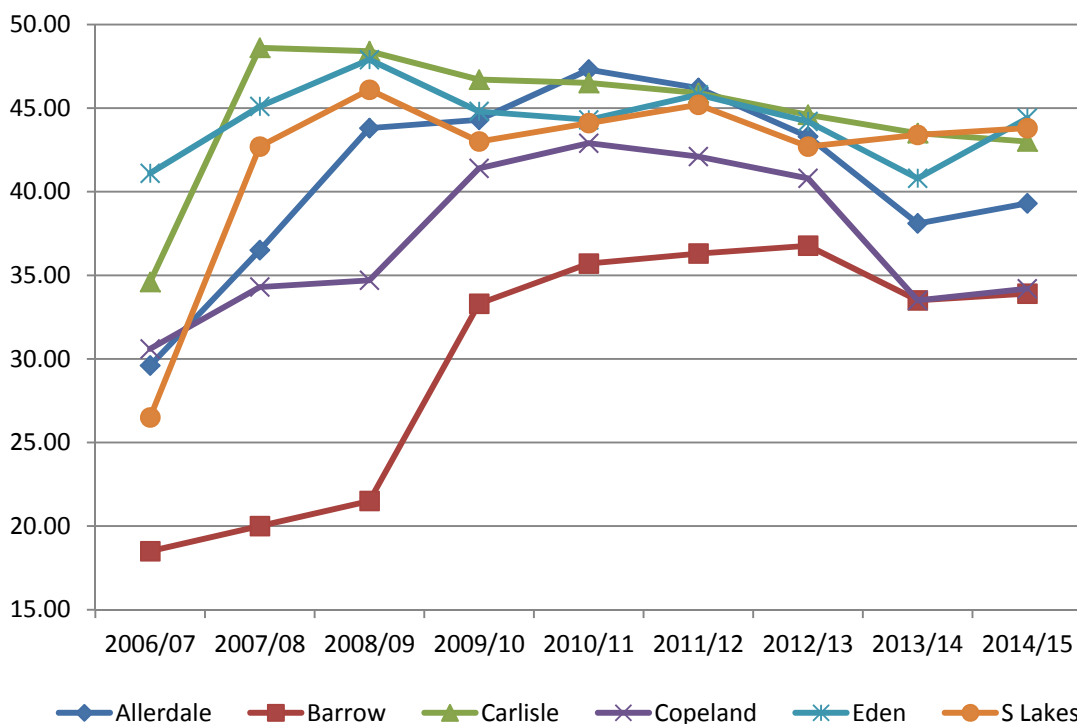


Chart 1 % household waste recycled or composted

The table below shows the amount of waste being produced in each category by, each district, for 2014/15. This information will be used to influence waste prevention activity going forward.

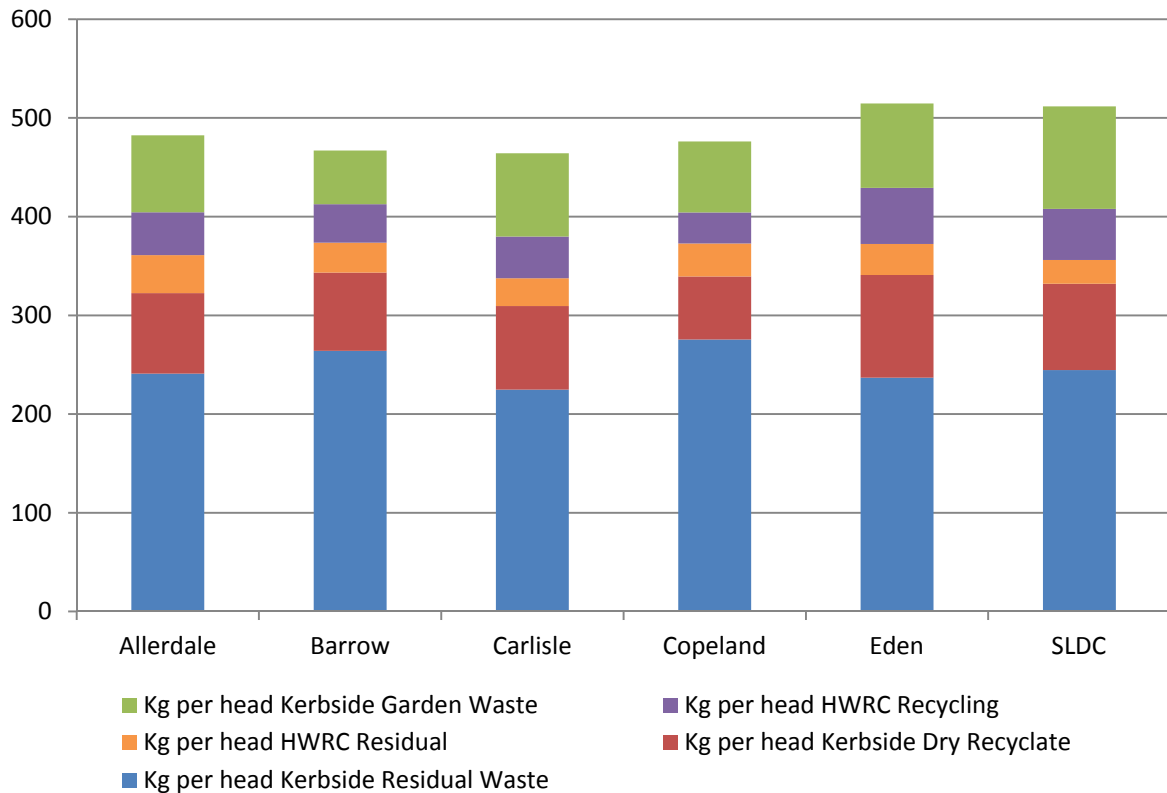


Chart 2 Waste and recycling generated per person in 2014/15 (KG)

2.2 Mechanical Biological Treatment (MBT)

Since the opening of the two MBT plants in Cumbria the amount of waste the authority sends to landfill has dramatically reduced.

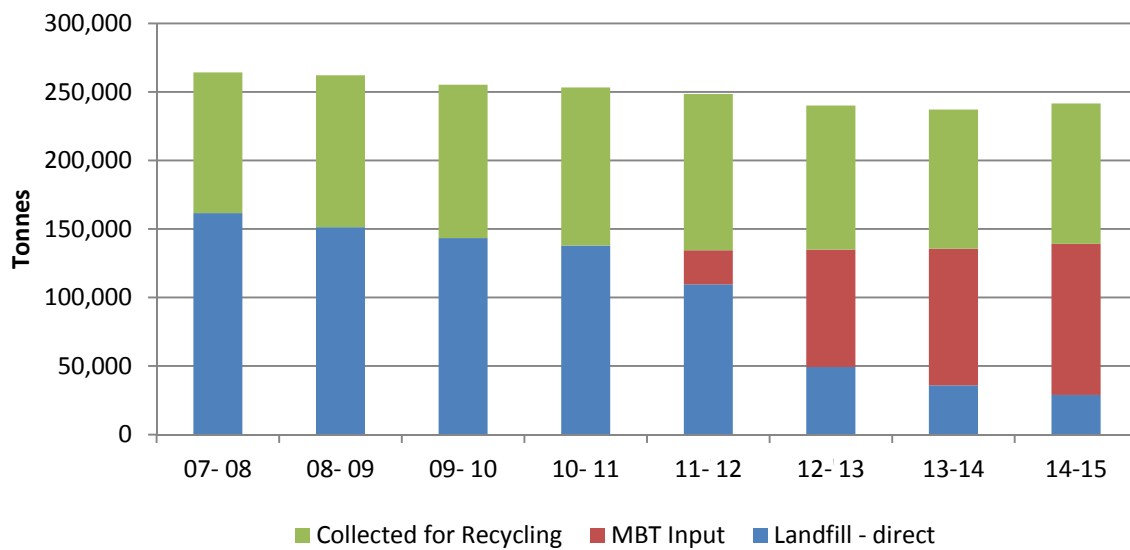


Chart 3 – Destination of waste collected at the kerbside

As well as targeting a reduction in those waste arisings overall, as is highlighted in table above, there is plenty of scope to improve on existing recycling and reuse of waste being collected at the kerbside.

Of the waste reaching the MBT plant, 24% is organic, 12% is paper and 6% is card. The largest category, accounting for 38% incorporates textiles, electricals, chemical/paint containers and other plastics.

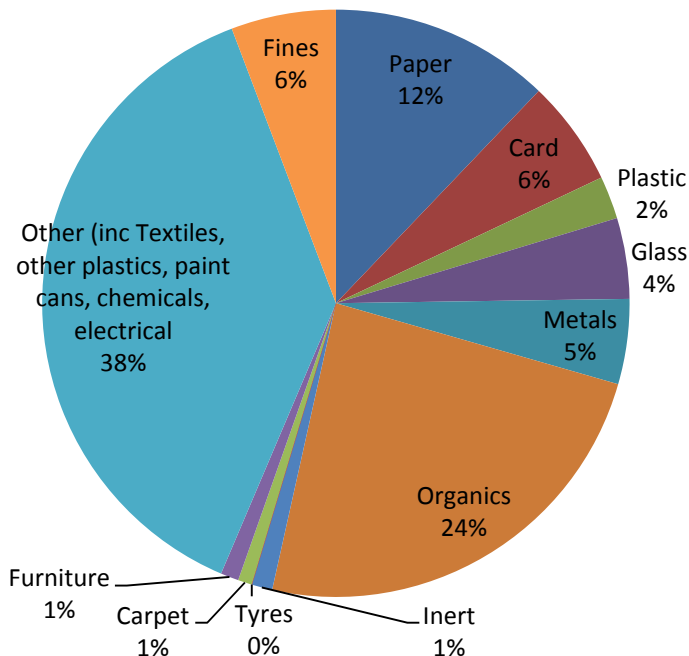


Chart 4 Composition of MBT waste 2014

2.3 Kerbside recycling

As can be seen in the table below half of all the kerbside recycling collected in Cumbria is garden waste and suitable for composting. Over a quarter is paper and card, with the third highest volume recyclate being glass.

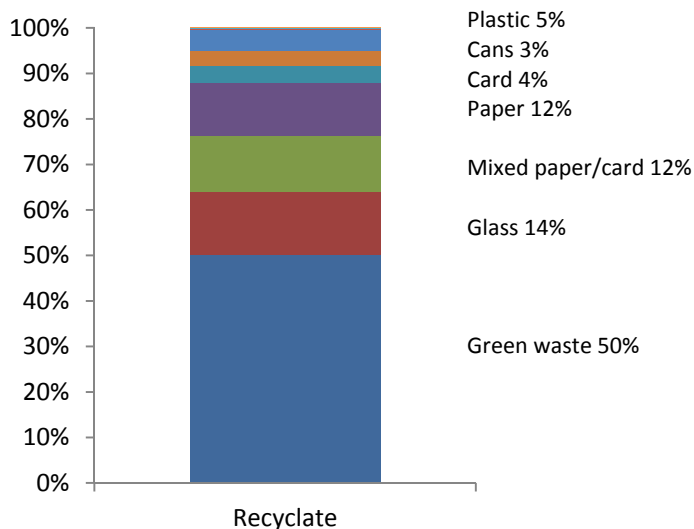


Chart 5 Composition of kerbside recycling 2014

2.4 Household waste recycling centres

Nearly a third of waste deposited at Cumbrian Household Waste Recycling Centres ends up being sent to landfill as residual waste – much of this could still have a reuse value. Construction and demolition waste is the second largest waste stream – this includes DIY waste. Dirty (or manufactured) wood and garden waste are the other streams that represent more than 10% of the total waste deposited.

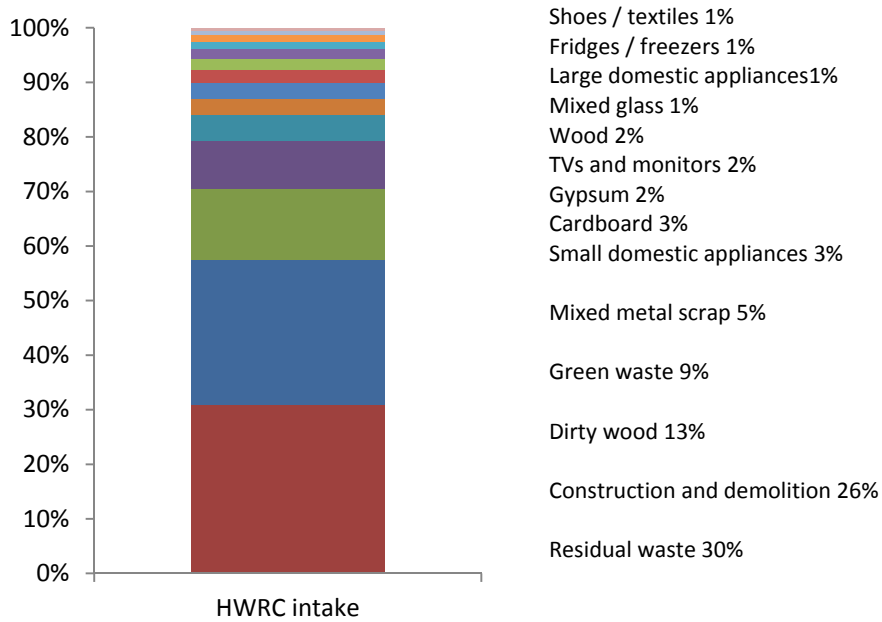


Chart 6 Composition of HWRC intake 2014

As can be seen by the tables above there is plenty of scope to increase diversion, reuse and recycling of existing waste handled through the HWRC.

3. Key drivers behind this waste prevention programme

3.1 Legislative drivers

There are a range of European, national and local policies, legislation and regulations that drive the way waste is managed. The National Waste Strategy for England 2007 saw an increased emphasis on waste reduction and reuse, and highlighted waste prevention measures as a way of reducing global greenhouse emissions. In 2011 UK Government transposed the EU Revised Waste Framework Directive into UK Law through the Waste (England and Wales) Regulations 2011 ensuring that any decision on waste policy, infrastructure and management of waste took into account the waste hierarchy. The Regulation also set a target for recycling or preparation for reuse of 50% by 2020 and the need for local authorities to provide householders with separate collections of paper, metals, plastics and glass.

In December 2013, the Government published the Waste Prevention Programme for England in which it detailed the environmental, financial and social benefits of waste prevention, increasing the importance of individual local authority waste prevention strategies.

In recent years there has been a drive and momentum for a circular economy approach by Europe. This has resulted in the development of the Circular Economy Package which incorporates some challenging targets and goals relating to waste. The overall objective is to create a sustainable and competitive economy and to protect against scarcity of resources. Although the UK's future within the European Union is still unclear, there is a call from those in the waste industry for the government to follow along similar lines to the Circular Economy Package; if not in terms of targets, certainly in terms of direction.

3.2 The waste hierarchy

Cumbria County Council has a statutory commitment to deal with the county's waste in accordance with the waste hierarchy. The waste hierarchy sets out the order for dealing with waste. Prevention sits at the top of the hierarchy and therefore should be central to any service developments. The waste hierarchy is described in figure 1.

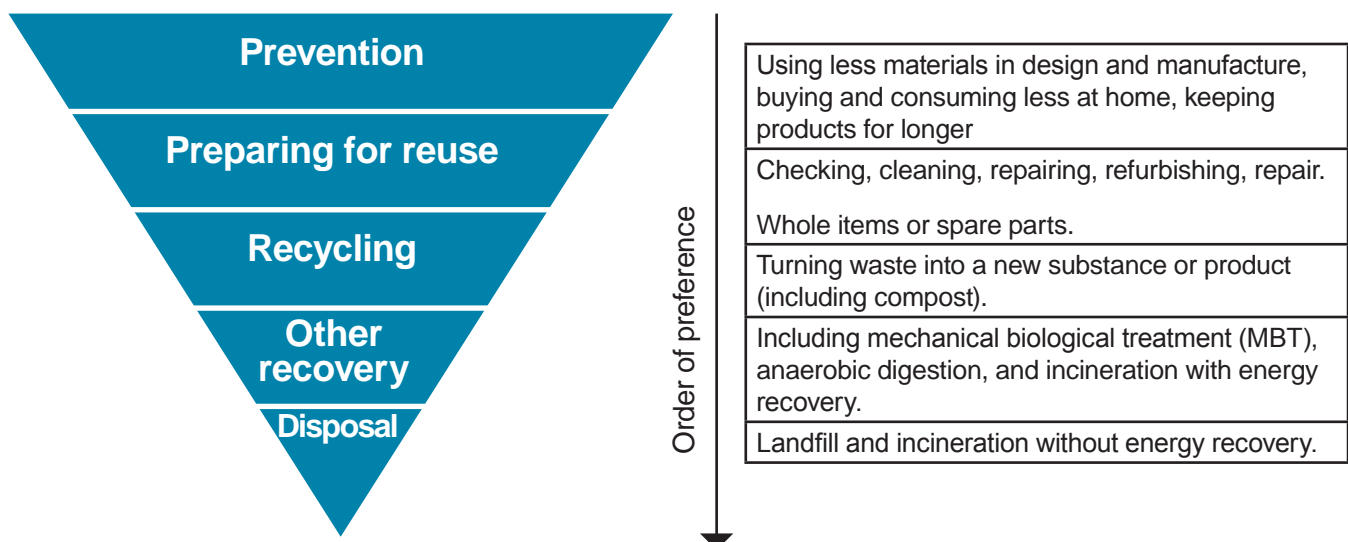


Figure 1 The Waste hierarchy (DEFRA 2011)

3.3 Cost savings

Cumbria County Council, like other Authorities is facing significant financial challenges. During the lifetime of this programme, the council must find saving of £80m. Reducing waste generated in Cumbria can contribute to these savings as the Council pays by the tonne to treat the county's waste.

3.4 Environmental Considerations

Any form of waste disposal will inevitably result in CO₂ emissions as a result of collection and treatment. While reliance on landfill has been considerably reduced with the implementation of MBT technology, landfill remains the form of disposal for household items that are not suitable for treatment through the MBT process and where no alternatives yet exist. This programme will therefore offer a particular focus on these waste streams.

In October 2014 the council signed up to Climate Local, joining more than 80 authorities in this Local Government Association drive to tackle climate change. This waste prevention programme is a fundamental part of this commitment both in its delivery externally and inwardly facing towards the authority's approach to its own resources and waste.

3.5 Social drivers and community benefits

As well as the considerable financial and environmental benefits of waste prevention, behaviour and actions encouraged in the delivery of this waste prevention programme also offer significant social benefits; frequently involving people interacting with one another in a positive manner.

Communities can benefit hugely from embedding such behaviours in terms of best use of resources and encouraging robust, resilient and well members. Furthermore, the scope of waste prevention means communities can drive forward the targeted interventions that will most benefit them.

3.6 Providing leadership

As a large employer, purchaser and provider of public services, Cumbria County Council can set an example in preventing waste by integrating waste prevention messages across internal policies, processes and procedures. Adopting a whole organisation approach to implementing waste prevention activities will also enable messages to reach a wider audience, whilst reaping the financial and social benefits of undertaking such activity leading to effective internal synergies and better value services.



4. Core principles

The waste prevention programme has the following core principles:

- We will prevent waste following the principles of the waste hierarchy as a priority order. Demonstrating to internal and external key stakeholders how the biggest impacts are achieved higher up the hierarchy.
- We will prioritise waste prevention activities by targeting materials offering the best value to Cumbria County Council in terms of financial savings and social value.
- We will deliver a strategic approach to waste prevention, focused on behavioural change campaigns targeted at appropriate audiences.
- We will maximise the social benefits of waste prevention activity through collaborative relationships with relevant internal teams, external partners and the third sector.
- We will build links with parish councils and local action groups, supporting resource efficiency within our communities and in so doing build a network of local supporters to drive waste prevention initiatives.
- We will lead by example and seek to embed waste prevention as a key element to Cumbria County Council's culture, promoting resource efficient behaviours, operations and services and in so doing encourage every council employee to advocate key lifestyle choices.
- We will work closely with our Cumbria Strategic Waste Partnership colleagues to maximise the impact and value of waste prevention projects and campaign work and to support Waste Collection Authority service expansion.
- We will maximise PR opportunities around waste prevention activity both in terms of local media but also internally within CCC and throughout the wider partnership, to share good news and increase word of mouth.
- We will seek to attract external funding whenever the opportunity arises.
- We will look to gain recognition for our successful waste prevention activities as much as possible, to both raise awareness, contribute to maintaining the reputation of the council and galvanise our collective efforts.

5. Objectives

This programme will target key waste streams based on the size of the waste stream, the costs associated with treatment and the social value offered by waste stream diversion.

- By April 2019 we will seek to achieve the following objectives:
- Recycle or compost 55% of household waste – An increase of 10% on current levels.
- Reduce household waste arisings by a further 3% per household.
- Encourage an additional 10,000 Cumbria households to compost their garden waste at home.
- Encourage an additional 6,000 households to treat their food waste at home.
- Reduce the amount of bulky waste being sent to landfill by 1000 tonnes, through increased reuse of furniture as a result of service development, refreshed marketing and direct links with local welfare assistance.
- Reduce the amount of textiles reaching the MBT by 10%
- Reduce the amount of small WEEE reaching the MBT by 10%
- Engage 10 community groups or parish councils per district with a local waste prevention programme.
- Establish a sector led working forum to focus on countywide waste prevention activity.
- Establish and embed a successful community waste prevention fund investing £50k annually into community based waste prevention projects.
- Engage all council directorates in a formal waste prevention programme.
- Ensure a robust waste prevention element to CCC's procurement and waste disposal policy.

6. How will this be achieved

Being more resourceful – A refocused approach to waste prevention in Cumbria.

This programme will prioritise waste materials based on the financial savings to the tax payer, benefits to the environment and potential for social opportunities to Cumbrian communities. It will take into account and adapt according to changes in UK waste policy and regulation.

The programme will be achieved via the following broad approach to delivery and will be monitored and managed by a waste prevention programme board.

6.1 Targeting customers

Cumbria has a statutory duty to dispose of household waste. The primary market segment of householders will be further split into 2 sub-categories based on ACORN¹ classifications of interest covering 65% of all Cumbrian households - comfortable communities and financially stretched. By adding Community Groups and Cumbria County Council officers and members, we complete our target audience profile.

Target Audience 1

Comfortable community households	<ul style="list-style-type: none"> • 35% of Cumbria Households living in suburbs, smaller towns or the countryside. • Stable families and empty nesters. • Comfortably off. May not be wealthy but have few major financial worries. 	
Barriers	Benefits	Competing behaviours
<ul style="list-style-type: none"> • Confident consumers with means. • Lack of certain facilities. • Lack of knowledge around services and prevention options. 	<ul style="list-style-type: none"> • Good environmental awareness, clear social conscience and positive attitude to thrift. • Keen to pass on good practices to children and friends. • Active networkers. 	<ul style="list-style-type: none"> • Throwing away kitchen / garden waste. • Buying new and often. • Disposing rather than donating of old furniture / white goods.

Target Audience 2

Financially stretched households	<ul style="list-style-type: none"> • 30% of Cumbrian householders. • Lower value owner occupied housing and social tenants. • Fewer traditional marriages and more single parents. • Modest lifestyles and may be facing financial pressures. 	
Barriers	Benefits	Competing behaviours
<ul style="list-style-type: none"> • Lack of knowledge around services and prevention options. • Lack of motivation to act. • Negative perception around some actions. 	<ul style="list-style-type: none"> • Do not have high levels of disposable income to consume. • Keen to save money. • May be engaging with other council services. • Active networkers. 	<ul style="list-style-type: none"> • Throwing away rather than recycling. • Highly packaged 'convenience' purchasing. • Buying, disposing, raising debt.

¹ACORN is a segmentation tool which categorises the UK population into demographic groupings

Target Audience 3

Community groups and the third sector	Including those operating on a county or district level as well as those who work more locally. Linking in with collaborative organisations such as Cumbria Community Voluntary Sector, Cumbria Advice Network, Action for Cumbrian Communities.	
Barriers <ul style="list-style-type: none"> • Lack of awareness of issues and their affect locally. • Lack of knowledge around services and prevention options. • Lack of finance or skills to developing prevention activity. 	Benefits <ul style="list-style-type: none"> • Key social influencer. • Keen to help individuals within their community. • Keen to grow their community and use resources in more effective way. 	Competing behaviours <ul style="list-style-type: none"> • Business as usual. • Missed opportunity to lead behaviours and build community resilience though resource efficiency.

Target Audience 4

Cumbria County Council Officers and Members	CCC has 10,000 employees including colleagues in Adult and Health Services, Children’s services, Resources, Environment and Community services.	
Barriers <ul style="list-style-type: none"> • Lack of awareness of issues and relevance to team and individual roles. • Lack of knowledge around services and prevention options. • Lack of motivation to act. 	Benefits <ul style="list-style-type: none"> • Enable CCC to develop an exemplified approach to waste prevention. • Significant financial gains and supporting CCC’s corporate social responsibility. • CCC teams offer direct access to customers and key stakeholders. • Potentially 10,000 motivated advocates to waste prevention. 	Competing behaviours <ul style="list-style-type: none"> • Throwing away rather than recycling. • Keeping waste heavy processes. • Commissioning wasteful services. • Promoting more wasteful behaviours to customers and communities.

6.2. How will we reach these target segments?

This waste prevention programme will features a range of service developments, communications campaigns, behavioural change interventions and practical projects focusing around 5 central themes.

6.2.1 Resourceful services

Where appropriate we will review waste services and information flow to ensure they the follow the waste hierarchy as much as possible.

6.2.2 Resourceful communities

We will work closely with the council’s community development teams, district and parish councils and community action groups to ensure that waste prevention becomes an important element of community planning and resilience. We will work together to enable and empower community groups and parish councils to run their own resource efficiency sessions; based on established local need and appetite and leading to environmental, social and/or financial benefits.

Resourceful communities will seek to encourage peer-to-peer communication and validation both physically and within the social network realm.

6.2.3 Resourceful partnerships

We will seek to form effective internal and external partnerships across all sectors, not just waste, and maximise the benefits of resource efficiency across a wide range of council priorities.

We will collaborate effectively with partners from the Cumbrian third sector, social support networks, food distribution outlets, commercial organisations, reuse organisations, and housing providers to ensure a countywide approach to the waste hierarchy that maximises the benefits of resources to Cumbrian households before they enter the waste stream.

6.2.4 Resourceful schools

We will deliver a series of waste prevention initiatives for Cumbrian schools that not only support waste reduction within schools and raise awareness with pupils, but also lead to tangible behavioural change initiatives taken directly from school and into Cumbrian homes and communities.

6.2.5 Resourceful council

Finally, Cumbria County Council will exemplify resourcefulness by reducing our own waste and making the most of our own resources while embedding resource efficiency within our culture and promoting its values in the services we deliver.

Cumbria County Council has many teams and commissioned organisations delivering a range of services and between us have a host of partnerships that enable us to do what we do. We'd like to encourage more cooperation and joint initiatives to embed resource efficiency deeply within our shared services.

We will also increase awareness and understanding of the waste and resource agenda with our elected Members.

7. Monitoring and evaluation

The delivery of the waste prevention programme will be managed and subject to review by the a waste prevention programme board which will meet on a 6-weekly basis. The aims and objectives of the waste prevention programme set out in section 5 (page 10) will be used to measure progress and performance.

The service will also use a series of recognised waste prevention activity evaluation mechanisms including established waste prevention monitoring toolkits and the Cumbria Community Impact Model. These mechanisms will support waste tonnage monitoring with indicators of cost saving, CO₂ abated, householders engaged and volunteer hours logged, delivering the programme.

Reviews will be undertaken on a 6 monthly basis and progress reported into both Directorate Management Teams for Economy and Highways as well as Health, Care and Community Services.



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