

Cheshire East Council

Municipal Waste Management Strategy 2030

Revised 2020



Executive Summary

Overview

Cheshire East Council is responsible for the management of all household waste within the borough. In 2018/19 total local authority collected waste was 181,288 tonnes. Just over half of this was recycled, composted or re-used (52%); and the majority of the remainder sent to an energy from waste facility. Since 2012 the Council has consistently exceeded the national 2020 recycling target of 50%¹.

We are not complacent and recognise that there are strong drivers to change with increasing pressure to minimise the overall amount of waste produced and to be more responsible in the way waste is then managed. For England, waste management targets and requirements were passed down from the European Union and these are transposed in to national law, policies and strategies which impact on the Council's management of waste moving forward.

Since 2014 we have delivered on key projects that have enabled the Council to provide a more comprehensive service. We have created an environmental hub enabling our waste service to be run from a modern and purpose built centre. As a result of this hub we have been able to procure waste contracts to take us effectively out of landfilling our waste. In addition we have built an in-vessel composting plant enabling us to introduce a food waste recycling service within the garden waste bin. We have also ensured our household waste recycling centres are fit for purpose through a comprehensive review.

This review of the Municipal Waste Management Strategy seeks to identify key drivers and ensure the aspirations of the Council are still relevant in the changing waste industry following government consultations covering the following:

- Waste and recycling: making recycling collections consistent in England
- Draft Environment (Principles and Governance) Bill 2018
- Plastic packaging tax
- Packaging waste: changing the UK producer responsibility system for packaging waste
- Introducing a Deposit Return Scheme (DRS) for drinks containers (bottles and cans)

The collection, treatment and disposal of municipal waste in Cheshire East is underpinned by 18 high level strategic objectives that have been established by the Council. These were

¹ As set out in the Waste Framework Directive and restated as a commitment in the Department for Environment and Rural Affairs Environment Plan.

agreed by Cabinet in the spring of 2014 and revised in 2019/20. Residents and other interested parties have had the opportunity to comment upon them as part of a consultation exercise.

18 high level strategic objectives in 5 themed categories



Service
Delivery

Waste
Watchers



Waste
Reduction
and Re-use



Recycling



Residual
Waste
Management



Working
Together

These objectives collectively contribute to:



Waste prevention and reduction



Increased reuse and recycling



The recovery of energy from residual waste



The support of local third sector organisations for bulky waste collections



Protection of the environment



A more efficient and cost effective service

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1. Introduction

Cheshire East Borough Council first adopted its Municipal Waste Management Strategy in October 2014 which included the commitment to review the Strategy every five years. This version is the result of the first review carried out in 2019/20 and acknowledges that there have been changes to the legislative, policy, global and local context affecting waste and streetscene services which need to be reflected in an updated Strategy.

It establishes key aims and objectives for the future management of municipal waste within Cheshire East and identifies important actions that will be undertaken to deliver these aims and objectives. These actions will be targeted to improve the sustainability of waste management practices, make increased use of waste as a resource and ensure legislative compliance moving forward.

Since 2014 we have delivered on a number of key projects that have enabled the Council to provide a more comprehensive service. We have created an environmental hub that allows our waste service to be run from a modern and purpose built centre. As a result of this hub we have been able to procure waste contracts to take us effectively out of landfilling our waste (less than 5% of our residual waste). In addition we have built an in-vessel composting plant enabling us to introduce a food waste recycling service within the garden waste bin. We have also ensured our household waste recycling centres are fit for purpose through a comprehensive review.

The document is divided into 3 main sections – Current waste management practice, with an overview of performance and changes in the past 5 years, the legislation and policy context and then the Strategy Objectives themselves.

Since our first strategy in 2014, the Paris Agreement of December 2015 saw a historic global commitment to reduce carbon emissions agreed by 195 countries and will be an important driver for worldwide change going forward. This Strategy recognises the commitment and therefore there are new sections on carbon and how we will seek to address this key challenge. Moving towards a more 'circular economy', where goods and materials are constantly re-used and recycled rather than discarded as waste will help contribute to protecting both the economy and the environment and again this fresh emphasis is highlighted in our refreshed Strategy.

As a unitary Authority the Council is the statutory Waste Collection Authority (WCA), Waste Disposal Authority (WDA) and Principal Litter Authority for Cheshire East. The Council provides a range of services for the collection of municipal waste and litter. These include;

- Kerbside collections – non-recyclable waste, recycling and garden and food waste
- A bulky waste collection service provided by a third sector partner (including electrical items);
- Household waste recycling centres (HWRCs);
- Bring banks;

- Litter and dog waste bins; Litter picking;
- Street and road sweeping; and
- Clearing of fly tipped waste.

While this strategy focuses on municipal waste, it is important to note that the Council is also the waste planning authority from a town & country planning perspective and so has wider waste planning responsibilities. More specifically, it must understand and sustainably address the waste management needs of Cheshire East through the development of relevant planning policies and the determination of waste related planning applications. These relate to all the main waste streams including: commercial & industrial waste; construction, demolition & excavation waste; and hazardous waste.

The Council currently has strategic Policy SE11 in its Local Plan Strategy (adopted July 2017) which sets out how it intends to achieve the sustainable management of waste in the Borough to 2030. Work is ongoing in preparing the Minerals and Waste Development Plan Document, which will set out more detailed planning policies and, where appropriate, make allocations for waste related development in Cheshire East. In the interim, saved policies in the Cheshire Waste Local Plan prepared by Cheshire County Council (and adopted in July 2007) fulfil this purpose.

Area profile

Figure 1 Cheshire East profile

With an estimated population of 378,900, Cheshire East is the third largest unitary authority in the North West, and the sixteenth largest in the country. The population density is 325 residents per square kilometre, making Cheshire East less densely populated than the North West (515 per sq. km) and England (427 per sq. km).



2. Cheshire East's Current Waste Management

2.1 How much waste does Cheshire East Council manage?

The Council is responsible for the management of all household waste within the borough. In 2018/19 total local authority collected waste was 181,288 tonnes. As Figure 2 shows, the Council have been working hard with residents to ensure that recycling figures are maintained or increased while the amount of non-recyclable waste going to landfill has dropped significantly.

Though exceeding the national target of 50% for recycling by 2020, there was concern that landfilling waste was not only harmful to the environment but also a waste of an energy source. With the building of a new environmental hub that facilitated the better management of our waste, we were able to engage with energy from waste outlet for the non-recyclable materials and therefore the percentage to landfill has fallen considerably. We were sending all our black bin waste to landfill when the Council was first formed but we are now sending only around 5% to landfill and working to reduce this even further.

Figure 2 Management of waste by Cheshire East Council 2009-2019

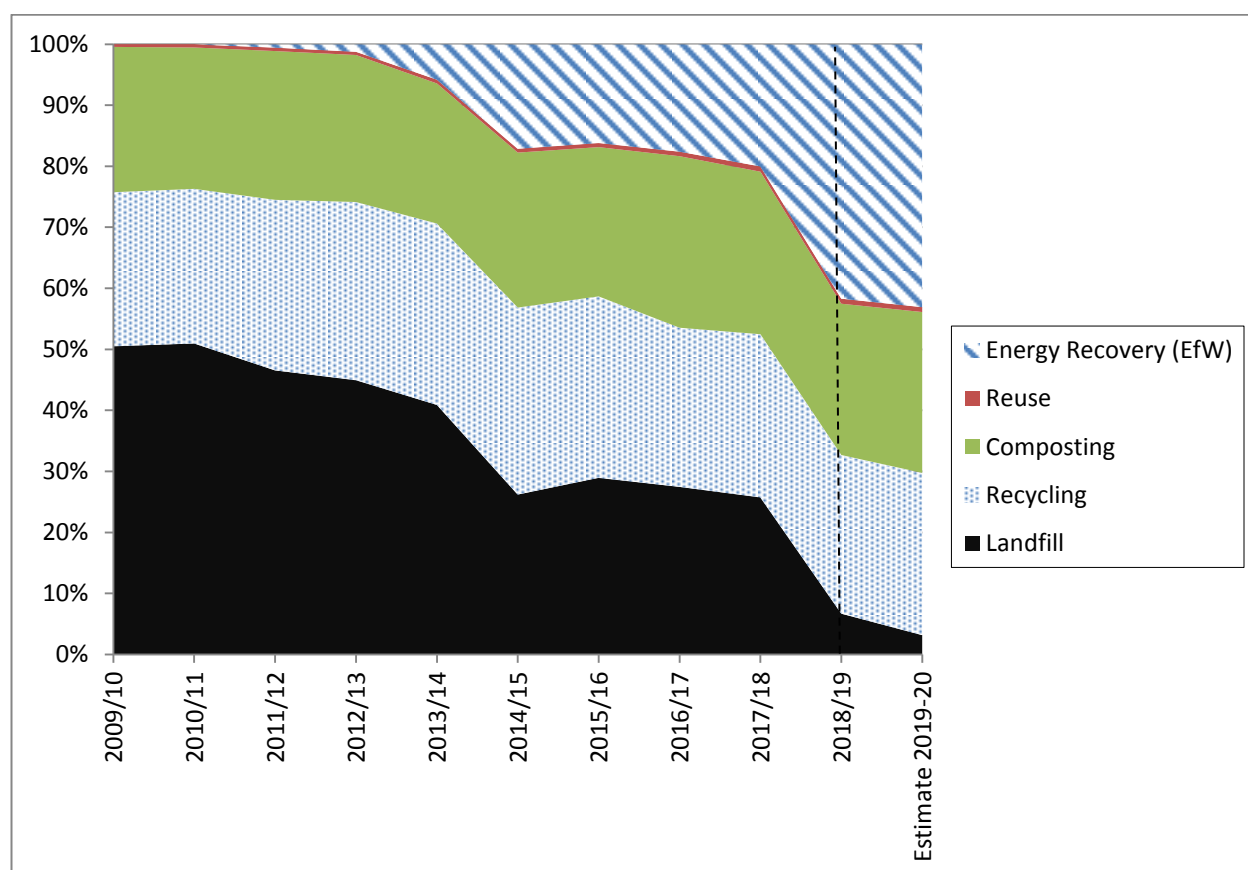
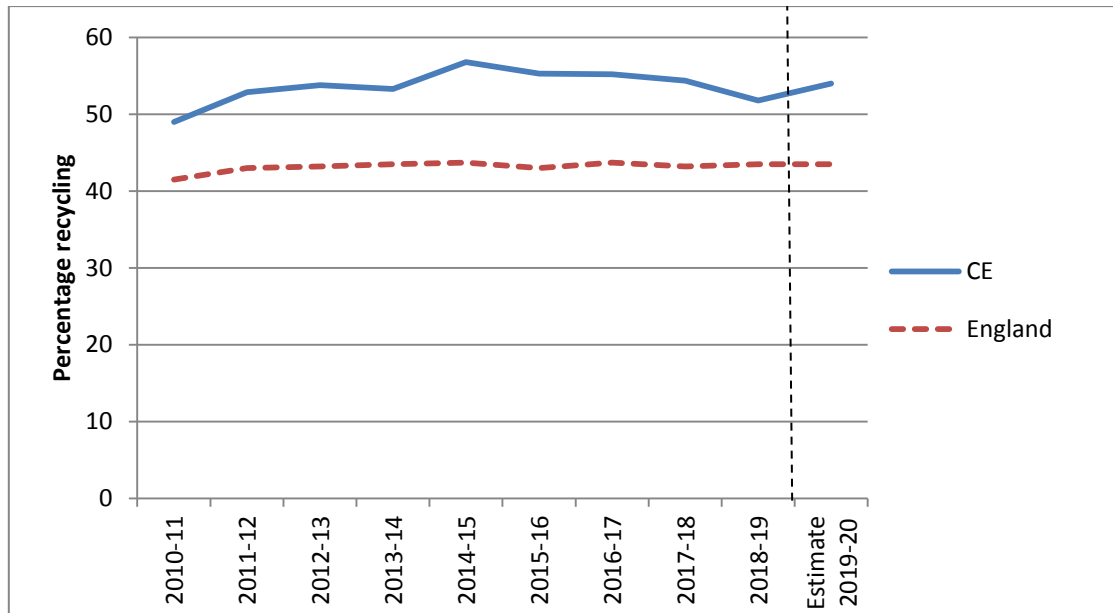


Figure 3 shows the proportion of household waste that is recycled and composted since the formation of Cheshire East Council compared with England.

Figure 3 Cheshire East and England recycling and composting performance



2.2 Summary of current services

Collections of household waste from the kerbside

Figure 4 summarises how the majority of properties in Cheshire East have their household waste collected. This system was introduced in 2011. This system has proved highly popular with residents and in early 2020 has expanded to include food waste within the garden bin collection.

Figure 4 Collection of kerbside household waste in Cheshire East

Waste Stream			
Collection frequency	FORTNIGHTLY		
Materials collected	<div> newspapers & magazines</div> <div> cardboard</div> <div> foil</div> <div> aerosols</div> <div> food tins & drink cans</div> <div> household plastic packaging</div> <div> cartons</div> <div> mixed glass</div> <div> garden waste</div> <div>Food waste introduced in January 2020</div> <div>All other non-recyclable waste</div>		

This service collects around 80% of the household waste generated by the borough's residents, the remaining proportion, being managed through our household waste recycling centres and brings banks. It is an "easy-to-use system" that provides householders with the facilities to recycle and compost a wide range of materials. The addition of food waste collections within the garden bin from January 2020 is the latest change to the collection service.

A bulky waste collection service is provided at kerbside for residents throughout the borough and this is run by our third sector partners St Paul's Centre, Crewe. The aim of this service is to seek to re-use and repurpose as much as possible.

Household Waste Recycling Centres (HWRC)

The Council provides 8 HWRC across Cheshire East at which residents can deposit household waste free of charge. A charge is applied to rubble/construction waste, this waste being classed by the Environment Agency as non-household waste. Details of where these HWRC are located can be found on the Council website - [household-waste-recycling-centres](#) . These sites are mainly for household waste but recently the permitting at each site has changed to enable a small quantity of commercial or industrial waste to be taken. Commercial waste is charged for.



The sites provide points for the collection of a wide range of wastes including:

- Readily recyclable materials such paper, glass, textiles/clothing/shoes, cans, plastic bottles, scrap metal;
- Less commonly recyclable wastes such as engine oil and vegetable/cooking oil, batteries - both car and household batteries, wood,
- Electrical items and domestic appliance which can be re-used or recycled;
- Garden waste for composting;
- Rubble from small DIY projects;
- Fluorescent tubes and energy saving bulbs that require specialist treatment; and
- Bric-a-brac (general reusable items)

- There is a plan to introduce a re-use shop on the Macclesfield site in 2020.

Just less than 20% of the borough's household waste is taken to these sites and the majority of that is recycled or composted. We will continue to ensure the sites are run efficiently and review the service prior to the contract renewal in 2023.

Bring sites

Before the introduction of comprehensive kerbside recycling, bring banks were the main way residents could recycle, often located at supermarkets and public houses and on car parks. However, as kerbside recycling has increased bring bank usage has dropped significantly. As a result, the Council has rationalised the number of sites and the range of materials collected in order to avoid duplicating the kerbside service.

Bring banks are still a valuable aspect of our service provision because they enable the collection of a different range of materials. Our co-mingled kerbside collection does not offer the option to recycle textiles, shoes and books and therefore the opportunity to deposit these items locally is important. A bring bank policy paper sets out our clear criteria for the siting of bring banks and materials collected.

Street cleansing

Maintaining the quality of Cheshire East's local environment through litter picking, sweeping streets and roads, emptying litter bins etc. is a high profile and vital service. The waste generated by this work (around 8,000 tonnes per year) is often contaminated and therefore difficult to recycle.

With an increasing awareness of the harm that our waste can cause to the environment and the need to offer as many opportunities to recycle as possible, the Council will be increasing the number of opportunities to recycle 'on the go'. This will mean a move away from a traditional litter bin only and see the introduction of bins that enable residents to recycle their waste. These bins will initially be located in high footfall areas and some parks.

The Government may opt to introduce a Deposit Return Scheme (as discussed further in Policy and Legislative Context p14 onwards) for drinks containers (bottles and cans) whereby the consumer pays a deposit at the point of purchase, which is returned to the consumer via a reverse vending machine when the container is returned for recycling. The minimum service being considered is for the recycling of containers 'on the go' and the deposit should act as an incentive for people to dispose of the material responsibly and thus reduce litter.

A significant proportion of street cleansing waste is silt from sweeping roads (made up of small stones and gravels, smaller items of litter, debris from accidents etc.). The Council is recycling the silt to make materials for land restoration. Such approaches reduce the cost of landfill disposal and create beneficial products and reduce waste management costs.

2.3 Where does the waste go?

Cheshire East's kerbside collected waste is taken to two main destinations: the environmental hub in Middlewich where it is bulked up and transported and for the garden/food waste, directly delivered to the Council's composting plant on the outskirts of Crewe. By doing this the Council is ensuring that the waste is being transported in the most efficient and effective manner, reducing the number of vehicle miles.

Once bulked up the material is sent to a number of destinations for re-use, recycling, composting, treatment and disposal. As the market changes and contracts come to an end, destinations will alter but the underlying principle for all our contracts is the importance of the balance between being environmentally sensitive and economically sound. The Council aims to deliver a service that represents good value for money. Where this means we need external providers of facilities we do this, but where it is deemed most appropriate to build our own facilities then we take this opportunity. We applied this principle to the management of our food waste within the garden collection and as a result have built a facility within the borough.

Figure 5 Environmental Hub Middlewich



Our current arrangements are:

Kerbside recycling (silver bin) – sent to the materials recovery facility at Shotton run by UPM Kymmene (UK) Ltd, where it is separated and then processed by a range of companies with much of the paper going directly into the Shotton paper mill. The vast majority of materials are processed within the UK with some going to Europe. This is the site that manages all the Council's plastic waste and they are actively involved in securing recycling outlets for all our plastics. Due to market forces and the supply and demand of particular types of plastic there can be times when the most effective means of managing some plastics is through an energy from waste route. Whilst this is not the ideal solution it reflects the fact that some materials are difficult to recycle and in fact may cost more and use more energy to recycle.

The Government's proposals on Extended Producer Responsibility (see p15), whereby the producer will have to pay for the full net costs of recycling or disposing of the packaging waste their products create, should encourage the use of easier to recycle packaging. It is anticipated that producers who make products that are easier to recycle will



pay less under Extended Producer Responsibility than those whose products are more difficult to recycle.

Garden and food recycling (green/brown bin) is sent to the Council's own in-vessel composting site on the outskirts of Crewe that is run by a contractor, Wastewise. Here the food and garden mix is pasteurised and processed into quality compost and then distributed to local agriculture and horticulture outlets.

Other waste (black bin) – this material is sent to energy from waste plants in Runcorn and Stoke. The heat generated at the Runcorn site is fed into an adjacent chemical manufacturing site. The contract in Stoke is likely to end within the next 5 years due to the plant being decommissioned; the waste will then be redirected to alternative facilities in the UK.

Kerbside bulky waste collections - are carried out by our third sector partner - St Paul's Centre, whose work is focused on innovative and enterprising sustainable services that generate hope and confidence. They make opportunities by providing resources, facility development and teaching new skills. Using the process of collecting and redistributing items 'furniture, food and bikes' they engage with local people looking for change and challenge.



Household waste recycling centres – the contract is currently held by HW Martin who send the materials to a range of companies within the UK and Europe, with quality cardboard going outside Europe. This contract ends in 2023 and therefore the Council will be carrying out a procurement exercise through Ansa.

Street cleansing waste – the general litter waste is sent to the energy from waste facility in Runcorn, whilst any larger recyclable items are sent to local reprocessors. The Council is managing the recycling/reuse of road sweepings through a contract at a facility located in Wolverhampton. The street sweepings are recycled at a plant near Wolverhampton with the silt being used to make materials for land restoration and aggregate.

Recycling banks – these are emptied by the individual UK companies who seek to reuse or recycle the materials.

2.4 How does the Council deliver its waste services?

In 2014 CEC created a wholly owned, arms length company to provide its waste management and environmental services. Ansa Environmental Services Ltd, (Ansa) provides all the Council's household waste collection, street cleansing, grounds maintenance and fleet management services as well as managing related contracts such as for the bulking, transportation and sorting of mixed recycling, the composting of garden waste (and food waste from January 2020) and disposal of residual waste.

Ansa runs all its services from an environmental hub in Middlewich and smaller depot in Macclesfield, within West Park. The sites give Ansa the flexibility to manage the materials that are being collected. The Middlewich site consists of a range of office and operational buildings with two large reception halls that receive recycling and residual materials.

Figure 6 Environmental Hub showing the workshop and two large transfer buildings



2.5 Waste composition

To determine the nature of the waste that the Council is managing it is important to carry out waste composition analysis. Insights from this work enable communications to be targeted and the relative success of different initiatives to be evaluated. Analysis has been carried out over the past 10 years with the latest work undertaken in autumn 2019. This period was specifically chosen prior to the introduction of food waste being collected in the garden bin.

We commissioned Integrated Skills Ltd to carry out a series of waste composition analyses focussing on four household sampling areas. The fieldwork was carried out over a two week period in September 2019. The residual waste was surveyed in week one and the comingled recycling and compost bins surveyed in week two. The work will be repeated in September 2020.

The aims of this project were to provide information on the composition of the residual waste before and after the food waste service is rolled out, and secondly to show the effectiveness of the dry recycling scheme including: capture rates for each material, diversion rates and levels of contamination.

Our sampling was based on the ACORN system – A Classification of Residential Neighbourhoods. By using this system we were able to target the borough typical profile and ensure our sample was representative.

Summary data from our analysis shows:

On average each Cheshire East household threw away 7.2kg of residual waste per week (kg/household/wk.) at the kerbside and recycled 4.5kg of co-mingled dry recycling per week. These figures when combined with the recycling at bring banks, household

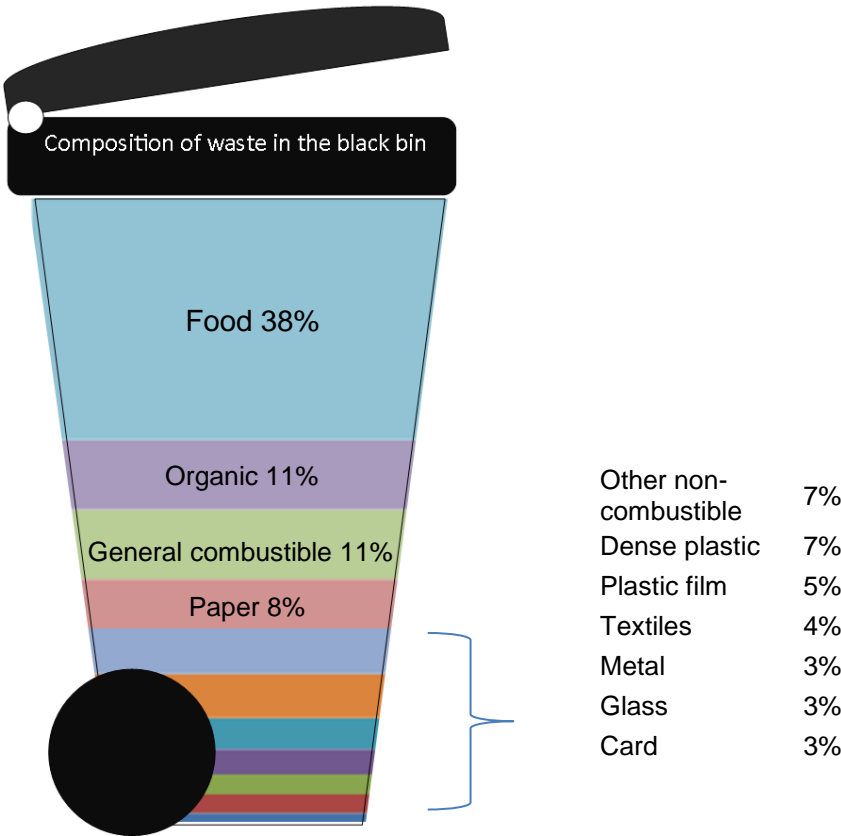
waste recycling centres and reuse at our charity partner, results in a recycling rate exceeding the national target of 50%.

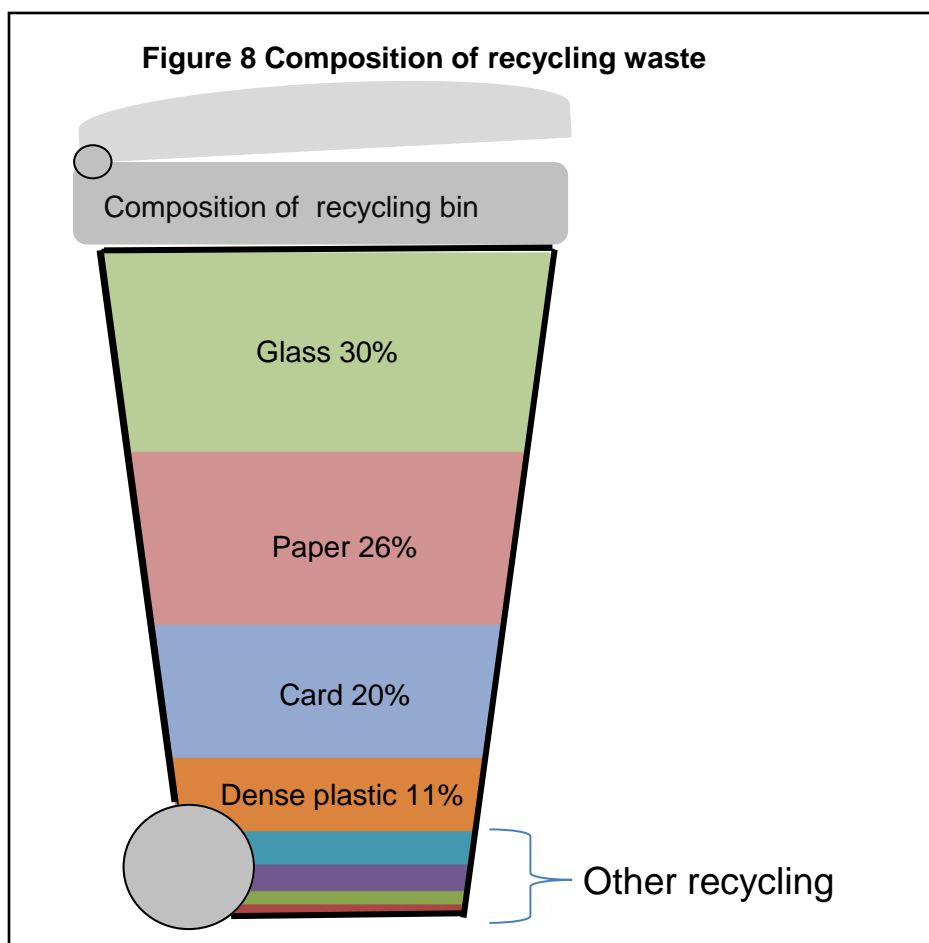
On average 0.9kg/wk. of each householder’s residual waste was potentially recyclable under the current kerbside schemes this is 12% of the total weight of waste in the bin. This figure is low and suggests the kerbside recycling scheme is working well.

Of the overall weight set out for collection, 61.5% was placed in the residual waste bin and 38.5% in the comingled recycling bin. The majority of the weight in the residual waste bin could not be recycled under the current scheme. With a good capture and diversion rate the introduction of a food waste scheme will have a significant impact on the composition of the waste in the residual waste bin.

Significant weights within the residual waste were from food waste, miscellaneous combustibles - mainly disposable nappies, pet excrement and bedding and non-recyclable paper e.g. tissues, kitchen roll and wallpaper.

Figure 7 Composition of black bin waste





On average households in Cheshire East recycled 4.5kg per household per week in their recycling bins. This figure includes 0.6kg of contamination (contamination is classed as materials that should not be placed in the recycling bin e.g. soiled paper towels, food waste, nappies, wood).

Our sampling sought to cover the main groups across the borough and these findings will enable our communications campaigns to be targeted at those producing the most waste. The results highlight the need to continue to educate all households on the best use of the recycling service.

Table 1 - Breakdown of ACORN social groups sampled

Code	Category and Group description		% of households in Cheshire East
1.B	Affluent Achievers	Executive Wealth	25.3%
1.C		Mature Money	15.2%
3.G	Comfortable Communities	Successful Suburbs	6.0%
3.I		Comfortable Seniors	5.8%
4.L	Financially Stretched	Modest Means	6.6%
4.N		Poorer Pensioners	5.8%
5.O	Urban Adversity	Young Hardship	4.3%
5.P		Struggling Estates	3.9%
Remaining groups			27.1%

The recycling from more affluent households contained less contamination than the recycling from the less affluent households. The recycling from the wealthiest households did contain contamination but none of the samples were rejected. By contrast the ACORN classified group 'struggling households' did not appear to be confused by the recycling system. Some were merely using their silver bins to dispose of their residual waste; in addition some of these samples were very dirty e.g. sauce jars not rinsed, butter still in tubs etc.

FOOD WASTE

Closer analysis of the food waste element within the black bin reveals that not only is there food within the waste stream that could be collected, but that much of this food waste was avoidable. We anticipate that the introduction of food waste should result in capturing a significant tonnage of food and also result in the amounts of food waste dropping. The provision and use of caddies is often a trigger to residents to recognise how much food they are wasting and could lead to a reduction in food waste.

Table 2 - Type of food waste in the black bin

Type of food	Concentration % food waste only
Avoidable cooked and prepared food – plate scraping, etc.	37.33
Avoidable fruit and vegetables – food going off before used	16.85
Avoidable raw meat, fish and eggs – food going off before used	1.24
Food whole still in packaging	11.53
Unavoidable cooked/prepared – teabags, coffee grinds etc.	8.19
Unavoidable fruit and vegetables - peeling, pips, etc.	23.28
Unavoidable raw meat and fish - bones/shells/fat, etc.	1.59
Total food waste	100

For the residents classified as 'Modest Means' householders 3.4kg or 73% of the food they threw away was avoidable, the majority was from plate scraping or buying food that went off before it was used. Households in all sample areas threw away food that had not been opened, this type of food waste made up 12% of the average householders food waste. For the residents classified as 'Young Hardship' householders 18% of the food they threw away was whole and still in its unopened packaging. As in all areas of the country it is the least affluent householders who throw away the greatest weights of food. This again identifies the importance of targeting our communications campaigns and helping those in more challenging circumstances.

2.5.1 Waste capture and diversion rates explained

To see how well a collection scheme is functioning, analysis of the waste is carried out to determine how much of the material is captured and diverted. A capture rate is the amount of material that was recycled as a percentage of the material that could have

been recycled. For example if 2.0kg of paper is found in the recycling bin and 1.5kg of paper is found in the residual bin then the capture rate equals $2/(2 + 1.5) \times 100 = 57\%$.

The overall capture rate for dry recycling was 82% and reflects positively on the engagement of residents with our scheme. According to the national waste charity WRAP a good kerbside scheme will capture 60% plus of recyclable materials.

A diversion rate is the amount of material recycled in relation to the total weight of waste plus recycling generated. For example, if the total weight in the recycling bin is 4kg and the total weight of the residual bin is 12.5kg then the diversion rate equals $4/(4 + 12.5) \times 100 = 32\%$.

The overall diversion rate for the dry recycling scheme was 39%. The diversion rate figure had also been 39% when we carried out the last waste analysis in 2016.

In September 2019 the average silver bin contained 13% contamination; a similar figure was seen in 2016. These figures suggest that the kerbside recycling scheme has become consistent. There are householders that fair less well with the scheme, mainly the least wealthy, classified with the ACORN scheme as 'struggling households', but on the whole householders show a good understanding of what can and cannot be placed in their silver bins.

3. Policy and Legislative Context

3.1 Introduction

As a unitary authority we are responsible for the collection and disposal of municipal waste. Our current practice is that we operate a fortnightly collection of residual waste in black, 240L wheeled bins; garden waste is collected fortnightly in green, 240L wheeled bins and dry recyclate is collected co-mingled fortnightly in silver, 240L wheeled bins. Food waste being added to the green bin from January 2020.

Cheshire East Council currently collects the following materials at the kerbside and its intention is to continue to provide this service as part of its revised Waste Strategy. The following table sets out how the materials are collected and whether or not it is aligned with current thinking, set out in the Government's Resources and Waste Management Strategy.

	Materials	Frequency	Potential impact of current Government thinking
Black Bin	Residual waste	Fortnightly	N/A
Silver Bin	Glass bottles and containers Paper and card Plastic bottles Plastic pots, tubs and trays Steel and aluminium tins and cans Cartons Aerosols Foil	Fortnightly	The core suite of materials may also include food and drink cartons, which the Council does currently collect and plastic film. The Council may need to increase the range of materials collected and may also to ensure it complies with any published material quality standards
Brown/ Green Bin	Garden Waste Food Waste (from January 2020)	Fortnightly	To collect food waste weekly and potentially separately from other materials. The Council may need to introduce a separate food waste collection, either to supplement or replace the combined food and garden waste collection

3.2 25-Year Environment Plan, 2018

In 2018 the Government published its 25-year Environment Plan entitled "*A Green Future: Our 25 Year Plan to Improve the Environment*" and chapter 4 is dedicated to increasing resource efficiency and reducing pollution and waste. The two key ambitions relevant to this Strategy are:

- Make sure that resources are used more efficiently and kept in use for longer to minimise waste and reduce its environmental impacts by promoting reuse, remanufacturing and recycling; and
- Work towards eliminating all avoidable waste by 2050 and all avoidable plastic waste by end of 2042.

Part of this thinking is to drive the movement away from a linear economy of ‘take, make, use, throw’ to a circular economy that keeps materials in use in the system for as long as possible.

3.3 Resources and Waste Strategy, 2018

Another key development has been the publication of the Government’s Resources and Waste Strategy entitled “*Our Waste, Our Resources: A strategy for England*” which was published in December 2018. The Resources and Waste Strategy states:

“Our Strategy sets out how we will preserve our stock of material resources by minimising waste, promoting resource efficiency and moving towards a circular economy. At the same time we will minimise the damage caused to our natural environment by reducing and managing waste safely and carefully, and by tackling waste crime. “

The Resources and Waste Strategy sets out five strategic ambitions which it will contribute to the delivery of:

1. To work towards all plastic packaging placed on the market being recyclable, reusable or compostable by 2025;
2. To work towards eliminating food waste to landfill by 2030;
3. To eliminate avoidable plastic waste over the lifetime of the 25 Year Environment Plan;
4. To double resource productivity by 2050; and
5. To eliminate avoidable waste of all kinds by 2050.

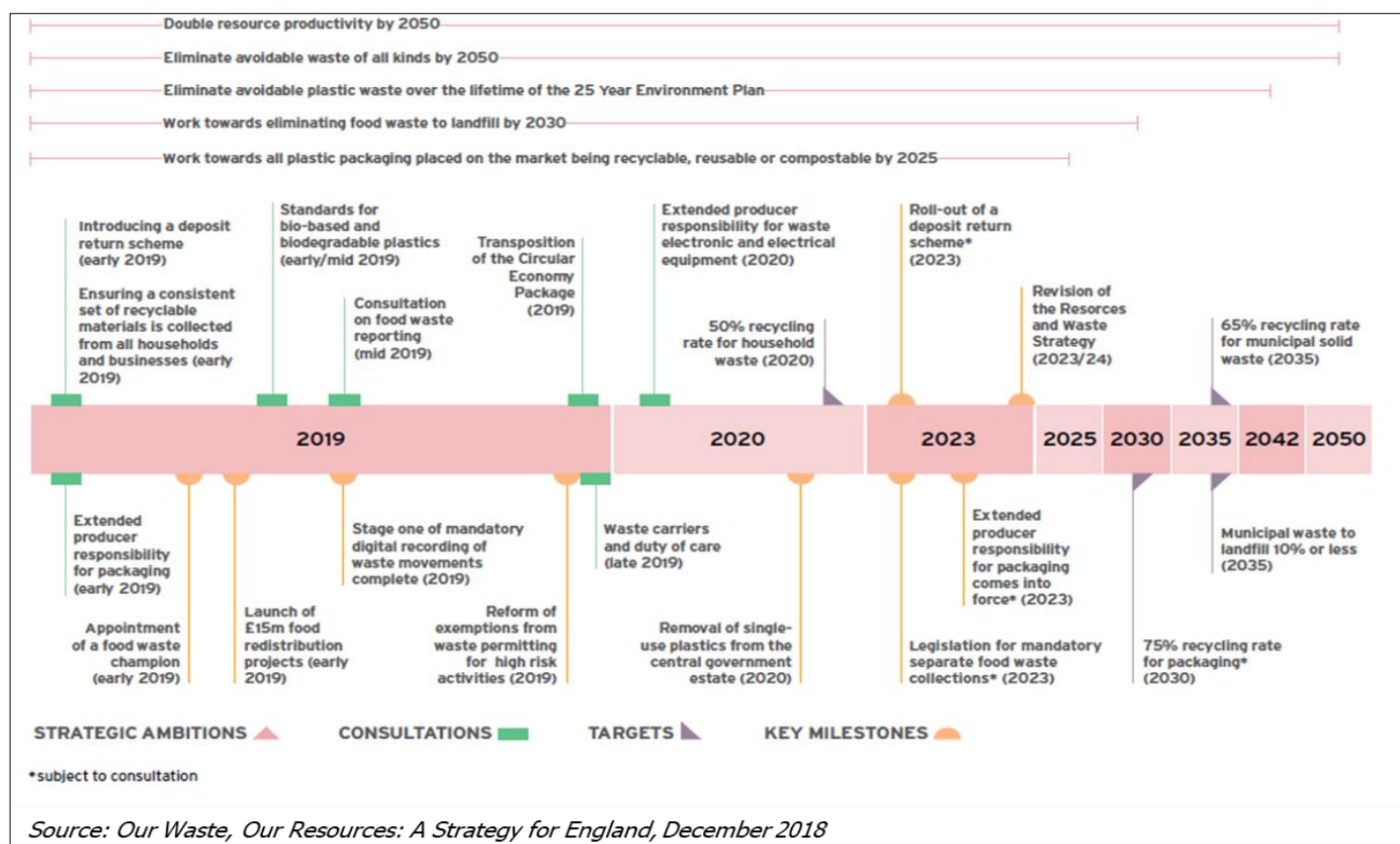
Some of the key areas which may have an impact on the delivery of services in Cheshire East (as set out in the original draft proposals) in the future are:

- **Deposit Return Scheme** – whereby consumers pay a deposit for the single-use container (e.g. a plastic bottle) at the point of purchase which is then returned to the consumer where they bring back the container for recycling.
- **Extended Producer Responsibility** – aims to recover the ‘full net cost of recovery’ from producers for the packaging that they produce (e.g. plastic bottles, cans, etc.) meaning that producers would be responsible for funding the management of packaging at the end of its life.
- **Minimum service standards** – the Government is considering the viability of implementing the following standards:

- the collection of a consistent suite of core materials at the kerbside including glass bottles and containers; paper and card; plastic bottles; plastic pots, tubs and trays; and steel and aluminum tins and cans
- Weekly separate food waste collections (i.e. not co-mingled with e.g. garden waste, although potentially collected on the same vehicle)
- Free garden waste collections.

The following diagram sets out the timeline for the implementation of the Strategy.

Figure 9: Implementation Timeline



In July 2019, the Government published the Consultation responses for its first four consultations (tax on plastic packaging containing less than 30% recycled content; a deposit return scheme; extended producer responsibility; and material consistency at the kerbside) along with its responses to these, with further details to follow in early 2020. At the time of this review it is not clear whether there may be any changes in the interim.

Material Consistency

In terms of the consultation on consistency in recycling collections in England, the Government has responded to state that it will seek to amend legislation to require all English local authorities to collect at least the following dry materials from 2023:

- glass bottles and containers – including drinks bottles, condiment bottles, jars
- paper and card – including newspaper, cardboard packaging, writing paper
- plastic bottles – including clear drinks containers, HDPE (milk containers), plus containers for detergent, shampoo and cleaning products

- plastic pots tubs and trays
- steel and aluminium tins and cans

The core suite of materials may also include food and drink cartons and plastic film; however, it was noted that a review of Materials Recycling Facilities (MRFs) infrastructure was needed to determine how a phased introduction of these materials, particularly film, could be accommodated (many MRFs are incapable of sorting some of these materials, particularly film).

The Government appears to have softened its stance on separate collections for recyclables (i.e. collecting recyclables on a kerbside-sort basis) and intends to work with the sector to provide suitable guidance on the requirements to adopt separate collections to achieve high quality recycling. The consultation found that only 23% of local authorities were in favour of separate collections being mandatory, and it would seem that the current arrangement where separate collections are required unless it is not technically, environmentally or economically practicable (TEEP: as required by Waste Regulation 15) to do so may continue but with stricter definitions of quality and clearer guidance from the Government.

An additional element of the TEEP implications will need to be considered for textiles because there is an expectation that separate collection of this waste stream will need to be implemented from January 2025. The authority provides for this waste stream through bring banks at our household waste recycling centres and in a number of the authority's car parks. A TEEP assessment would be required prior to 2025 to determine the appropriate response for the authority.

Food Waste Collections

In addition to this, the Government also intends to legislate for the separate collection of food waste. The Government's stated preference is for a separate weekly collection; however, it acknowledges that further consideration is required around the co-collection of food and garden waste. In addition to this, the Government also intends to explore further the costs and benefits of providing free caddy liners to residents, before determining whether this should be a requirement.

The Government has stated that it will work with local authorities to take account of local circumstance and the feasibility of food waste collections in densely populated areas including where there are flats above commercial premises and in very rural areas.

Garden Waste Collections

In terms of free garden waste collections, the Government's initial proposal was for households with gardens to be offered a minimum of a free fortnightly collection of garden waste. The consultation responses were generally not supportive of this being a statutory requirement of local authorities. The Government has acknowledged this and intends to consider the costs and benefits before making a final decision on this matter.

3.4 **Draft Environment Bill, 2019**

The Draft Environment Bill is the key piece of legislation that will take forward the measures set out in the Government's Resources and Waste Management Strategy.

Producer Responsibility (Section 46 of the Bill and Schedule 6)

The purpose of this Bill and its accompanying Schedule is to set out extended producer responsibility requirements under the 'polluter pays' principle. The draft will require the producer to cover the full net costs of the 'disposal' of packaging waste from their products once they have been used for their primary purpose. Schedule 6 states:

Disposal costs may include the cost of –

- 1. collecting and transporting products or materials for disposal,*
- 2. sorting and treating products or materials,*
- 3. other steps preparatory to disposal of products or materials, and*
- 4. providing public information about the disposal of products or materials.*

What is not yet clearly defined is the calculation for the sums that would be payable by producers and it is anticipated that this will form part of the next consultation phase anticipated in Spring 2020 (including, presumably, how these sums might be passed to local authorities).

Deposit Return Scheme (Section 49 and Schedule 9)

This section and its associated Schedule set out the powers to introduce a deposit scheme but provides no detail on its scope, implementation, or administration. The purpose of the drafting is to allow it to be introduced, should the Government wish to do so, and it is likely that further consultation on the detail will follow in 2020. It is worth noting that the Scottish Government intends to press forward on this matter in advance of England. The current proposals for the Scottish DRS system are as follows and if successful are likely to be a close representation of what may be adopted in England.

A deposit of 20 pence charged on:

- Plastic bottles
- Steel cans
- Aluminium cans
- Glass bottles

Requirement for producers to collect a target percentage of the scheme packaging, as follows:

- Year 1 – 70%
- Year 2 – 80%
- Year 3 – 90%

- Producers will be required to appoint a scheme administrator to meet the above obligations on their behalf
- Require retailers to operate a return point at premises from which sales of scheme products are made including provision for collecting packaging returns and reimbursing deposits.

Material Consistency (Section 52 and 53)

The Bill states that each recycling stream must be collected separately from other household waste, recyclable household waste must be collected for recycling or composting and separately from each other. It does say that the TEEP test still applies and so materials can be collected together where:

- 1 It is not technically or economically practicable to collect recyclable household waste in those recyclable waste streams separately, or
- 2 Collecting recyclable household waste in those recyclable waste streams separately has no significant environmental benefit (having regard to the overall environmental impact of collecting it separately and of collecting it together).

The Bill goes on to state that food waste must be collected at least once a week. It is possible that food waste and garden waste could be collected together under the TEEP exemption above; however, food waste would need to be collected weekly.

3.5 Cheshire East Environment Strategy, 2019 - 2024

At the Council meeting on 22 May 2019 the Elected Members of Cheshire East Council approved a Notice of Motion relating to Climate Change, effectively declaring a Climate Emergency in its area.

In response to this the Council has drafted an Environment Strategy. The goals for the Strategy are:

- 1 Cheshire East will be a Carbon Neutral Council by 2025
- 2 Waste and pollution will be reduced
- 3 Air quality will improve
- 4 The availability and use of sustainable transport and travel will increase
- 5 New development will be sensitive and sustainable
- 6 We will manage the environment to restore nature, conserve heritage and enhance the beauty of our landscapes.

The Strategy has 12 priority actions, a number of which relate to waste services this Municipal Waste Strategy will support and enable the goal to reduce waste and pollution.

Looking specifically at actions relating to the delivery of the waste and recycling services, the key items are around improving waste prevention activities, encouraging reuse, community engagement and expanding the services offered at the kerbside. This includes expanding the Council's Waste Reduction Volunteers scheme and implementing key actions set out above.

3.6 **Potential Impacts for Cheshire East**

The Government has stated its desire to have changes coming from the Resources and Waste Management Strategy in place by 2023. The Government has also stated that local authorities who operate their services in house or through a Local Authority Trading Company shall be expected to have put in place any required changes by this date.

It is clear that certain aspects of the current service design operated in Cheshire East fit with the latest thinking from DEFRA and the Government, namely the range of recyclable materials collected at the kerbside.

Material Consistency

The initial thinking from DEFRA focused on separate collections of dry recyclables in order to achieve high quality; free fortnightly garden waste collections; and the weekly separate collection of food waste. The Government has now stated its preferred options for collections, albeit with the need for some further consideration of options around food and garden waste, and the requirements for source separation at the kerbside. It is therefore likely that local authorities should reasonably be expected to be taking these into consideration in their future planning. The Resources and Waste Strategy states that to aid with the transition to any new requirements, that '*new duties will be assessed to account for new burdens, and funded appropriately*'.

Food Waste Collections

In terms of how these changes specifically impact Cheshire East Council, the one most likely to have a significant impact is the collection of food waste. In January 2020 the Council introduced food waste collections, which allows residents to add their food waste to the existing garden waste service, meaning that it is collected fortnightly. If the Government does make weekly food waste collections mandatory, then the Council may need to introduce an additional collection of separate food waste for the intervening week between the mixed fortnightly food and garden waste collections. Additionally, should the Government opt to mandate that food waste be collected separately from other materials (including garden waste), following further consultation on the matter in 2020, then the Council may need to provide additional resources to separate this material from the garden waste at the kerbside.

Deposit Return Scheme

Should the Government opt to introduce a deposit return scheme for certain types of packaging waste, this has the potential to have a significant impact on the composition

of material which householders present for collection at the kerbside. The Government is looking at two potential options for a deposit return scheme:

- 1 'All in' – covering all containers that fall within a certain specification. The outcome being that residents could collect materials at home and then return them to a reverse vending machine to reclaim their deposit; or
- 2 'on the go' – targeting items which have the potential to be littered in a similar way to recycling on the go, such as plastic bottles and cans, with the public using the vending machines primarily whilst they are out and about instead of using a litter bin.

If the Government was to opt for the former of these two options, then the potential impact on kerbside services is much greater.

If an 'all in' service was opted for this would encourage residents to take plastic bottles, cans and potentially glass bottles (the precise range of materials is yet to be determined) to a reverse vending machine to reclaim their deposit, rather than use the existing kerbside service. The potential impacts of this are:

- That residents present less material for the Council services to collect at the kerbside;
- Changes to the material mix at the kerbside with the highest value materials (namely plastic bottles and cans) being diverted to deposit return.

This could result in lower income from the materials as a result of the combination of lower tonnages and the composition being made up of a greater proportion of lower value materials. In addition to this, a minimum resource will be required to provide all properties in Cheshire East with a kerbside recycling service, given the rural nature of the authority, even though less material will be collected from each property upon each collection.

Extended Producer Responsibility

Any funding passed on to local authorities to support their frontline collection services will come from the extended producer responsibility payments. It is also likely that any such payments will only be paid if the authority meets the minimum requirements in terms of material consistency, service standards and in relation to food waste collections. A modulated fee approach is anticipated, whereby producers pay more to place products on the market which are more difficult to recycle and less where products are easier to recycle. The impact should be that it encourages eco product design and that over time there may be less money available in the system, but that packaging should be easier to recycle.

Impacts Summary

Table 3 - Impact assessment

Action	Impact	Timeframe
Greater Material Consistency	The Council may have to comply with minimum quality standards in order to continue to collect materials co-mingled	Subject to further consultation in early 2020
	The Council may be required to collect plastic film as part of the core suite of materials	Subject to further consultation in early 2020
Separate Food Waste	The Council may be required to increase the frequency of food waste collections to weekly	To be introduced by 2023
	The Council may be required to keep food waste separate from garden waste	Subject to further consultation in early 2020
Deposit Return Scheme	Residents present less material for the Council services to collect at the kerbside	To be introduced by 2023 and subject to further consultation in 2020
	Changes to the material mix at the kerbside with the highest value materials (namely plastic bottles and cans) being diverted to deposit return	To be introduced by 2023 and subject to further consultation in 2020
Extended Producer Responsibility	Changes to the material mix at the kerbside through encouraging eco-design	To be introduced mid-2023 and subject to further consultation in 2020

4. Strategy Objectives and Delivery

The collection, treatment and disposal of municipal waste in Cheshire East is underpinned by the high-level strategic objectives which have been established by the Council. These were agreed by Cabinet in the spring of 2014 and residents, businesses and other interested parties had the opportunity to comment upon them.

As part of the five year review of the Strategy these objectives have been revisited and again residents and Councillors were given the opportunity to comment and adapt the objectives in light of developments since 2014. These changes not only reflect the fact that some of the objectives had been delivered but they also recognise the national and global initiatives on important matters such as climate change, carbon reduction, the circular economy and the need for higher levels of recycling. Responses to the engagement with Councillors and our digital influence panel members are discussed under each of our themes.

This Strategy is underpinned by the principles of the waste management hierarchy (see Figure 10 The Waste Hierarchy p29) that prioritise not producing waste in the first place, then reusing it followed by recycling and composting. It is recognised that managing non-recyclable waste through an energy plant recovers energy and heat, but ideally, we would not have as much of this material to dispose of in the first place. These objectives acknowledge that providing efficient, effective and value for money services with high customer satisfaction are important to sustainable waste management. It is important to us that waste services are provided to a high standard, achieve the required targets and that householders are satisfied with it. Services must continue to be provided against a backdrop of decreasing budgets and pressure to provide the 'same for less' and even to do 'more for less'.

The high level objectives fall into five themed categories:

- Service delivery;
- Waste reduction and re-use;
- Recycling;
- Residual waste management; and
- Working together.

Each of these objectives is explained in the following chapter along with the actions we will take to deliver them.

Table 4 High level objectives

Theme	Cheshire East Waste Strategy High Level Objectives
Service Delivery	To deliver a quality and value for money waste management service that achieves consistently high levels of customer satisfaction of 80% or more.
	To deliver services in a cost effective way through a wholly owned company.
	Investigate the opportunities for efficiencies through working with other waste collection and disposal authorities.
	To work to reduce the environmental impact of our waste collection and processing in line with the Council's Environmental Strategy and Carbon Neutrality Action Plan. NEW IN 2020.
	Provide waste management services that comply with legislative standards for environmental protection.
Waste Reduction and Re-Use	To make waste prevention, reduction and reuse a priority over recycling and disposal, promoting sustainability and reducing costs.
	Work to reduce the amount of household waste produced per person and per household. COMBINED FROM 2014
	Work to increase waste re-uses activity amongst residents in partnership with the charitable and furniture reuse sector.
Recycling	Having exceeded the national targets for recycling of 50% by 2020, to work towards the new national target of 65% by 2035. UPDATED IN 2020
	To provide all households with a simple, easy to use, kerbside recycling collection service for glass, metals, plastics, paper and cardboard and work to increase the types of recyclable materials collected.
	To maximise public participation in recycling schemes through waste education, communication and engagement with residents.
	To manage organic waste by promoting home composting solutions and food waste recycling. UPDATED IN 2020
Residual Waste Management	Ensure that residual waste is managed to support waste prevention reuse and recycling, minimising waste produced.
	To utilise waste that cannot be reused or recycled as a resource for energy generation. UPDATED IN 2020
	To aim to reduce disposal to landfill to 0 and achieve 100% disposal to waste to energy generation.
Working Together	To work in partnership with the commercial and charitable sectors such as the waste industry, supermarkets and housing trusts, to promote waste reduction reuse and recycling.
	To continue to build and utilise a waste reduction volunteer network to promote waste education and awareness across Cheshire East.
	To work with schools and higher education establishments in Cheshire East to promote waste prevention to the next generation.

4.1 Service Delivery

Key performance indicator	Baseline	Frequency of reporting
Maintain CE residents' customer satisfaction levels with the waste collection service at or above 80%	75% satisfaction - Spring 2014	Annually

4.1.1 To deliver a quality and value for money waste management service that achieves consistently high levels of customer satisfaction of 80% or more.

The collection, treatment and disposal of household waste are amongst the highest profile services that councils provide. Cheshire East Council understands the importance its residents place on having reliable collection services that meet their needs and aspirations whilst managing costs effectively. We will always consider the costs and benefits of each waste treatment and disposal option so that that the best environmental option is chosen which meets our financial requirements. Developing and procuring waste management and street scene services that are flexible, effective and affordable are a priority. Delivering services through our arms-length company Ansa Environmental Services Ltd allows flexibility to respond to changing requirements in the waste industry.

Public satisfaction of the waste collection service is consistently high, and we will build on this and strive to achieve a minimum of 80% satisfaction with the service.

To achieve a minimum of 80% satisfaction we will:

- Provide simple and easy to use waste services and communicate clearly to residents how to use these services;
- Collect waste efficiently, professionally and reliably; and where bins are missed to rectify the miss within 5 days and
- Develop services that meet the needs of our residents and businesses, including providing an assisted service.

Respondents to the consultation on the unchanged elements of this theme were supportive with 91% of respondents agreeing or strongly agreeing that these should be kept. The one aspect that was commented on by 16 respondents was the level of customer satisfaction and that they would like to see this higher than the 80% stated, a comment also articulated by some in the focus groups. It was noted that given the historic satisfaction levels it was important to set realistic targets though there is an expectation that 80% is a minimum.

Monitoring of this objective is carried out annually through the Council's user satisfaction survey and these are reported to the senior management of Ansa Environmental Services Ltd. This satisfaction level forms part of the service level agreement with Ansa and is an important key performance indicator.

4.1.2 To deliver services in a cost effective way through a wholly owned company.

This Objective has been delivered since April 2014 when the 'environmental services' functions were transferred to Ansa Environmental Services Ltd – a company wholly owned by Cheshire East Council.

Ansa is responsible for:

- Collecting household waste from the kerbside;
- Managing the recyclable materials collected (either directly or using third party bulking sites);
- Mechanically and manually cleansing public areas such as streets, town centres, parks and open spaces;
- Emptying litter bins;
- Removing fly tipping;
- Managing waste disposal and treatment contracts (such as for the landfilling and energy from waste, the composting of garden and food waste and household waste recycling centres);
- Delivering grounds maintenance services such as grass cutting (excluding highways verges currently), managing parks etc.; and
- Managing the fleet of plant, equipment and vehicles the company uses.

The company also has a remit to develop commercial trading opportunities such as collecting waste generated by businesses, providing training on fleet matters and cleansing privately owned estates such as retail parks.

Oversight of the company is carried out through the Council's Environmental Services team with monthly reports to the portfolio holder for Waste and Highways. Statutory reporting of all waste, through Wastedataflow (the online tool that local authorities report their waste data to), is carried out by the team and enables them to monitor performance. The authority has agreed with Ansa that they have key performance indicators to achieve and these are highlighted within each of the waste themes.

4.1.3 Investigate the opportunities for efficiencies through working with other waste collection and disposal authorities.

Whether in tough economic times or not, working with partners can reduce costs through, for example, economies of scale or sharing procurement costs. Where this can be done to the benefit of Cheshire East Council it will be.

Ansa Environmental Services Ltd can also work in partnership with other councils and public sector bodies to deliver services. Ansa can provide high quality services as a partner rather than a contractor and this has significant advantages for the partner organisation and Cheshire East Council. Currently Ansa are running both Staffordshire Moorlands and High Peak Councils' services delivering a significant saving to Cheshire East.

The Council has established the shareholder committee to provide strategic oversight of the arrangements with the Council's companies and give advice to the cabinet member with responsibility for making shareholder decisions. This includes reviewing any proposal by a company to submit tender for services to a client other than Cheshire East Council. Any further opportunities for Ansa to work in partnership with other councils will, therefore, be subject to review by the shareholder committee and a formal decision by Cabinet.

4.1.4 To work to reduce the environmental impact of our waste collection and processing in line with the Council's Environmental Strategy and Carbon Neutrality Action Plan. NEW IN 2020.

We recognise that since our first waste strategy the understanding of our impact on the environment has grown and therefore it was important that this aspect was included in this review. When Councillors, our digital influence panel members and residents in three focus groups were questioned on this there was strong support for including this objective.

Efforts have been focussed on this issue since the Council passed a notice of motion in May 2019 that related to climate change and in particular two aspects of this, namely that the Council:

- a) Commits to the target of Cheshire East Council being carbon neutral by 2025 and asks that details of how to meet this commitment are included in the Environmental Strategy;
- b) Will work to encourage all businesses, residents and organisations in Cheshire East to reduce their carbon footprint by reducing energy consumptions and promoting healthy lifestyles."

Building on this notice of motion the Council has drafted an Environmental Strategy 2019-24 in which it states:

It is widely accepted that climate change is happening as a result of human activity, as is the fact that we need to do things differently, both to adapt to the impact and reduce the extent of change in the long term. The effects are being felt at a global level with higher land and sea temperatures, rising sea levels and extreme weather patterns. The impact of extreme weather is being felt at a local level also, whether it be the impact on homes and businesses from increased incidents of flooding or the impact on the elderly and vulnerable from extreme heat.

In addition, the Council is developing a Carbon Neutral Action Plan for 2020 that will guide this waste strategy and efforts to reduce our impact.

Of the nearly 500 responses to questions on this new objective 79% agreed or strongly agreed with the new objective with 2% disagreeing and 18% were neither agreeing nor disagreeing. Effectively we are seeking to reduce the amount of carbon that the service produces through its waste fleet by managing waste in a manner which protects human health and the environment; minimising risk to water, air, soil, flora and fauna; nuisance;

and adverse effects on the countryside or places of special landscape, townscape, archaeological and historic interest.

We know the impact that waste management can have on the environment. Dealing with waste uses energy to collect and transport it, this uses fossil fuels which when burned release greenhouse gases (primarily carbon dioxide). Greenhouse gases contribute to climate change and are the reason why this additional objective is included since it considers the wider environmental impact of items that we use in our daily lives and recognises that impacts on the environment do not begin when things are thrown away.

To deliver this objective we will be actively exploring opportunities to reduce the CO₂e (Carbon dioxide equivalent, which includes all greenhouse gases) footprint of waste management solutions and services wherever feasible and practicable (reduce the impact of our collection vehicles on the environment). The changes to the route and rotas introduced in late 2019 had a significant positive impact on our carbon levels for our fleet of diesel vehicles. As technology is rapidly developing in the field of waste management, we will be actively exploring opportunities to see if electric vehicles, electric bin lifts, compressed gas-powered vehicles and hydrogen powered vehicles could be feasibly used in our service.

In addressing our energy requirements at the environmental hub the roofs of the transfer station sheds have had solar panels installed, these meet over 20% of our energy consumption. We will look to utilise other buildings on the environmental hub to increase our solar panel capacity. We will also seek to include innovative thinking concerning the generation and use of hydrogen within our fleet.



4.2 Waste Reduction and Re-Use

Key performance indicator	Baseline	Frequency of reporting
To increase the tonnage of materials re-used by 1% per year	977 tonnes (2012/13)	Quarterly

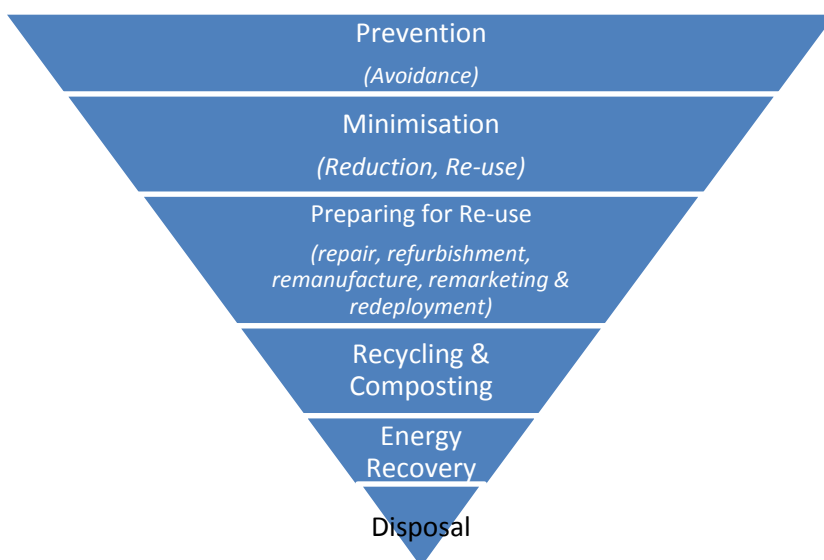
4.2.1 To make waste prevention, reduction and reuse a priority over recycling and disposal, promoting sustainability and reducing costs.

Not producing waste in the first place is by far the best environmental and economic solution to tackling waste. Investing in this (through promotion campaigns, encouraging the composting of organic waste at home, supporting re-use activities) saves money and has positive environmental and social benefits. The response by the focus groups to this objective was equally strong. All attendees spoke of the challenge to take personal responsibility to prevent and reduce when the prevailing culture is to mass produce and then throw away. The consultation respondents were strongly in support of this theme, with 96% agreeing or strongly agreeing that waste reduction and re-use is important.

Energy and resources are used when making the materials that we commonly throw away (packaging, food and drinks cans, plastic containers etc.). Simply discarding these materials creates a loss both of the materials and of the energy embodied in them. It is far better to think of such materials as resources to be managed. In future, we must prevent waste from being generated. Where we cannot prevent, we must reduce, repair, re-use, recycle and compost more. Any waste that cannot be reused, recycled or composted should be treated to recover any potential value, such as energy (see waste hierarchy diagram Figure 10 p29). We must think of waste as a resource from which as much value as possible should be recovered.

In developing this waste management strategy for Cheshire East and the objectives set out within, Cheshire East Council has carefully considered its obligation to promote the waste hierarchy. Furthermore, it has done so in a way that promotes sustainability and the use of waste as a resource for the benefit of the residents. Reducing waste means that less money is spent on collecting, recycling and composting and disposing of waste.

Figure 10 The Waste Hierarchy



The Government Review of Waste Policy in England 2011 describes each of the stages of the waste hierarchy:

- | | |
|------------------------|--|
| • Prevention | Using less material in design and manufacture; |
| • Minimisation | Keeping products for longer, re-use, using less hazardous materials; |
| • Preparing for re-use | Checking, cleaning, repairing, refurbishing, repair, whole items or spare parts; |
| • Recycling | Turning waste into a new substance or product. Includes composting if it meets quality protocols; |
| • Energy Recovery | Energy is recovered from waste through a variety of methods such as thermal treatment and digestion; and |
| • Disposal | Landfill and incineration without energy recovery. |

Cheshire East Council has and will continue to promote a wide range of waste education and awareness initiatives, prevention measures and re-use activities. In particular, the Council seeks to work closely with local third sector organisations to promote the reuse of bulky waste for the benefit of the local community. Key activities also include:

Promotional Activity

- Residents Leaflet – reinforcing recycling and reducing contamination in Silver Recycling bin (180,000 homes);
- Radio adverts – reducing food waste;
- Agripa advertising panels on the sides of refuse collection vehicles;
- Social media campaigns;
- Hospital screens – Real Nappies and Love Food Hate Waste campaign; and
- Community re-use groups.

Home Composting Campaigns

- Compost Awareness Week – Waste Reduction Volunteers, stands at several Garden Centres.

Waste Minimisation Activity

- Large County shows, Cheshire Show, Nantwich Show (Love Food Hate Waste main emphasis, cooking with visitors to the stand and also Home Composting);
- Community shows, Barnaby, Parklive, Crewe Play Day (Love Food Hate Waste, cooking with visitors to the stand);

- Waste Reduction Volunteers – promote Love Food Hate Waste and Home Composting;
- Textile recycling – posters to schools, Town and Parish Councils;
- Real Nappies - Just So Festival, advert in Families and Cheshire Mums magazines, Trial Pack and cash back scheme;
- Junior Recycling Officers and Year 7 challenge.

4.2.2 Work to reduce the amount of household waste produced per person and per household in Cheshire East.

Good management of waste - preventing or minimising the amount of waste generated and maximising the repair, re-use and recycling of waste materials, are some of the most immediate things that we can do as individuals to contribute to a reduction in the amount of waste we produce and thus our carbon emissions (see waste hierarchy diagram Figure 10 p29). Waste is both a global and local issue and our communities need to become more responsible about the waste we generate. We all have a part to play - as individuals, employers or employees, consumers and as parents.

One of the challenges that the authority faces is that Cheshire East is a good place to live and that levels of income are higher than the national average and this is reflected in the higher levels of waste produced per household and subsequently the levels of carbon that are released into the atmosphere. Whilst there is the Council's responsibility to seek to reduce its carbon levels this also applies to householders.

We will work through education, communication, engagement and our service design to encourage residents to reduce the amount of waste they produce. Reducing the amount of waste produced in Cheshire East reduces its burden on Council budgets and the tax payer as well as having those broader benefits of reducing our carbon impact. At the most local level – at home – reducing what is put in the bin (perhaps by making decisions in the supermarket not to accept over-packaging or using food waste to make compost) all contributes to the objective of reducing the amount of waste produced across Cheshire East whilst reinforcing the Waste and Resources Action Programme's message of Refuse, Reduce, Reuse, Recycle.



OFFICIAL



FOOD WASTE CAMPAIGN a case study

40% of residual waste in our black bin is food waste. In order to address this high figure, Cheshire East has been working hard to encourage residents to waste less food by encouraging them to buy less, use leftovers, freeze when possible and finally to recycle food waste from January 2020.

Typical examples of the food waste included; unopened food and as food that could have been reused. Our campaigns have aimed to address these issues head on, indicating to residents that by wasting less food they could potentially save themselves around £70 per month (updated from £60 in 2019). With approximately 180,000 households in the borough, the volume of food waste is considerable.

The timing of these campaigns could not have been more relevant, as they aligned with national food waste reduction campaigns, such as Hugh Fearnley-Whittingstall's "Hugh's War on Waste" and the headline-grabbing 'wonky veg' debate.

Community engagement plays a large role in our food waste campaigns. Food waste 'pledge' cards were produced for engagement events that our teams attend throughout the year to inform and educate the public. The resident is encouraged to sign a 'pledge' to change habits in their household to reduce food waste. They are supported via our own social media campaign such as #CEFoodPledge #LifeWithLessFoodWaste.



Each year we reach on average 7,000 schoolchildren and approx. 8,000 adults during our engagement events.

A common theme of our food waste dialogue is clearing confusion over sell-by, use-by and best before dates on packaging. It seems that there is still uncertainty around these areas which have a direct impact on the volume of food waste collected.



Face to face engagement seems to be the best channel at the moment as residents often have questions that they cannot find direct answers to. The success in our engagement figures and good attendance at events is down to engaging with the community with simple but powerful messages. Our Waste Reduction Volunteer programme is instrumental in supporting these campaigns as the volunteers work tirelessly, attending local events to spread their knowledge of recycling, composting and food waste.

Cheshire East families waste on average £70* a month on food waste.

Here are some simple tips and guidance on how to help you waste less and save more.

WHY DO WE WASTE SO MUCH FOOD?

- We don't plan our shopping
- We buy too much (e.g. buy 1, get 1 free)
- We don't understand dates on food packaging
- We don't measure portions, so we cook too much
- We don't store our food correctly
- We don't use food in time

*Source: WRAP (Waste and Resources Action Programme)

HOW TO REDUCE FOOD WASTE

- Plan ahead
- Buy what you need
- Store correctly
- Cook the right amount
- Eat it all or store leftovers for later
- Recycle what you can't eat

ARE YOU CONFUSED BY DATE LABELS ON FOOD?

DATE LABEL	MEANING
BEST BEFORE DATE	This means that the food is at its best before this date, but is still safe to eat afterwards.
USE BY DATE	Food MUST be used by this date, even if it looks and smells fine. Food past this date is not safe.
DISPLAY UNTIL DATE	This is only for those who work in supermarkets. It tells them by which date the product must be removed from the shelf.

Download our new Waste Watchers App from the Apple or Google Play store now

cheshireeast.gov.uk/bins Working for a brighter future: together Cheshire East Council

4.2.3 Work to increase waste re-use activity amongst residents in partnership with the charitable and furniture reuse sector.

The Council provides a collection service for bulky waste such as items of furniture through a partnership with a third sector partner. In many cases these items can be re-used either almost immediately or after some repair and refurbishment. This provides many opportunities to use the waste to the benefit of less advantaged members of our community.

We already, and will continue to do so, work with the voluntary sector to collect and re-distribute our re-usable bulky waste. This provides employment and training in



collection, repair and refurbishment. It also builds a stock of furniture that can help furnish the properties of struggling families. Focus group attendees were in strong support of this objective and encouraged the Council to keep this as a priority. We will continue this work and seek to build on it in partnership with the voluntary sector to increase waste re-use.

Planned site improvements to our household waste recycling centres will see a re-use shop set up at the Macclesfield site. This will be a new venture for the Council and will see materials that are brought to the site carefully assessed and then made available through the re-use shop. Where funds allow we will seek to increase the number of re-use shops on our sites.

4.3 Recycling

Key performance indicator	Baseline	Frequency of reporting
Maintain the percentage of household waste sent for recycling, reuse and composting above the national target for 2020 of 50%	53% (2013/14)	Quarterly

4.3.1 To exceed national targets for recycling (currently 65% by 2035). NEW in 2020

Cheshire East already recycles and composts over 50% of its household waste and is one of the best performing councils in North West England but to reflect the urgency of the impact of our waste use on climate change the Government has drafted an Environment Bill that sets a new target of recycling 65% by 2035.

Recycling uses fewer natural resources from the earth and less energy to produce the same new product. Recycling can also help to reduce greenhouse gases being released and waste being produced. The extraction of raw materials from the earth, material processing, manufacturing and transport are all stages in the process that use energy and emit greenhouse gases. Over the life of a product one tonne of material may

represent several tonnes of greenhouse gases. This happens even before it becomes waste which is why we have agreed to this challenging new recycling target.

Our plans in the 2014 strategy, to aim to landfill as little waste as possible and treat it through other methods and then expand the range of materials for recycling collected at the kerbside, has maintained our performance but we want to go further. The introduction of food waste collections within the garden bin (early 2020), enables residents to recycle all their waste food, thus enabling us to increase our recycling rates. We are seeking innovative methods to recycle other waste streams. For example, we have let contracts to recycle street sweepings - this can be costly to dispose of and recycling creates a material that is beneficial to other industries e.g. for land restoration and aggregate.

We will:

- Continue to provide comprehensive kerbside services enabling residents to maximise recycling;
- Maintain the role of household waste recycling centres in collecting bulkier wastes and maximising the recycling and re-use of these;
- Seek innovation in recycling waste streams we have not recycled previously; and
- Promote the use of services and advise residents on how to make the most of them.

It must be noted that potential changes to the waste industry, proposed by central Government, may have an impact on our recycling levels with the introduction of measures such as a Deposit Return Scheme for drinks containers (cans and bottles). Such an innovation will see a reduction in throughput of these items within the kerbside service but, as mentioned previously, should incentivise consumers to dispose of these items responsibly. The potential impacts of the government proposals are discussed in Chapter 3. Policy and Legislative Context (p14).

In seeking innovation in recycling waste streams we have not recycled previously, the authority, in line with its new Environment Strategy, will be making greater use of recycling away from the home. The placement of separate residual and recycling bins within areas of heavy footfall and in selected parks will see further opportunity for residents and visitors to do the right thing and to increase our recycling levels. The 'recycling on the go' bins will be gradually introduced from 2020 and become a familiar feature in the local environment.

We are seeking to take an evidence based approach to ensure we have the right number of bins in the correct locations, balancing the need to encourage the public to take responsibility in taking litter home, while providing, where needed, bins to allow the disposal of dog mess and litter at strategic locations.

4.3.2 To provide all households with a simple, easy to use, kerbside recycling collection service for glass, metals, plastics, paper and cardboard and work to increase the types of recyclable materials collected.

To reach and exceed 65% recycling and composting we must have a collection system that is easy to use and understand. We provide a straightforward three bin collection system – the silver bin for mixed recycling (including paper, cardboard, cans, glass, plastics etc.); green bin for compostable food and garden waste and the black bin for the waste that cannot be put into the silver or green bins.

If service changes are mandated by any changes in law or more favourable environmental and economic conditions, we will ensure the service is always simple and easy to use. The benefits of the current system were acknowledged by the respondents to our consultation and the focus group attendees who expressed a concern that more recycling did not mean more bins/boxes/bags. When asked whether we should change our scheme to use a number of boxes instead, 77% of respondents disagreed or strongly disagreed with this idea, with 11% agreeing or strongly agreeing. This is the reason that we have delivered a food waste recycling service that does not involve an additional kerbside bin but simply requires food waste to be put in the garden bin.



We know from analysing what is left in the black wheelie bin (p10) that there is still waste left to recycle. To capture this lost material will require a concerted effort on our part and residents if we are to reduce the costs and impacts of our waste further and increase our recycling levels. The recently introduced food waste collection service will enable us to begin to drive down the amount of food in the black bin that currently makes up 38%, by weight, of the bin.

We need to note again that with potential Government changes to collection methodology our service may be compelled to change. Further discussion of these implications was discussed in Chapter 3.

4.3.3 To maximise public participation in recycling schemes through waste education and communication with residents

Cheshire East Council will continue to engage with residents through waste education to ensure that the recycling schemes are used to their full potential and that contamination levels are reduced. We have considered this to be a key area of our work and this will remain the case with resources released to engage with residents in as many ways as possible. We are aware that, whilst education and communication are our preferred method of engaging with residents, there are times when enforcement is required to ensure compliance with our collection scheme. This is another aspect of maximising participation and would enable us to change behaviour where residents chose to ignore our communications.



Communications in this digital age continues to develop rapidly and the communications team will ensure that they are aware of the latest developments. The team have developed a Waste Watchers app as a tool for residents and as an important means of bringing all the waste services into a single, easy to use portal. We anticipate that in the next five years such tools as these will evolve and our engagement even more targeted. This is especially pertinent following our waste composition work that has again highlighted the differences in recycling behaviour between different types of resident (see 2.5 Waste composition, p9)



4.3.4 To manage organic waste by promoting home composting solutions and food waste recycling. NEW IN 2020

In 2014, when we launched our waste strategy, early discussions were occurring to see how we could best introduce a food waste collection within the existing service.

Previously the organic waste that we were managing consisted of garden waste that was taken to on-farm composting sites within the borough and then the compost was used to help improve soil fertility on the farms. Gardeners know the benefits of making their own compost - it reduces their own costs recycling important nutrients rather than applying chemicals. The same principles apply to the Council.

We will continue to encourage the composting of organics (both garden and food waste) at home but our service has now been expanded to enable food waste to be included in the garden bin. This innovation has been enabled through the Council engaging with a contractor who has designed, built and is operating an in-vessel composting plant in Crewe. The ability to carefully manage the organic mixture, within enclosed tunnels, means all the pathogens are eliminated so that we can produce good quality compost for local farmers.



We already operate our Waste Reduction Programme whose volunteers promote home composting and the Love Food Hate Waste programme at local community events and

therefore believe the introduction of our new service will enhance their efforts.

The initial roll out of the food waste recycling involved caddies being distributed to residents who currently have a garden bin. The caddy is provided as an easy means of moving food waste from the kitchen to the garden bin and was distributed with a one-off roll of liners. The liners are readily available from any supermarket but do not form an essential part of the food recycling process since the caddy can be used without them. We anticipate that the food recycling scheme will divert thousands of tonnes of food out of the black bin and enable it to be successfully composted.

The food collection scheme is aimed at existing garden bin users for a number of reasons, the main ones being cost and ease of use. Our current three bin scheme is popular with residents and is seen as an important element in achieving a higher rate of recycling. Collection from the garden bins is accommodated within the normal collection rounds and usual collection vehicles and therefore there is no additional financial outlay. As food waste recycling becomes a routine part of residents' lives, we will be exploring options to extend the scheme to non-garden bin users.

It needs to be noted that central government has a preference for food waste to be collected separately and weekly, counter to our current system, and therefore the authority will be prepared to make these changes if and when they are required. See chapter 3 Resources and Waste Strategy, 2018.



4.4 Residual Waste Management

Key performance indicator	Baseline	Frequency of reporting
Reduce the percentage of waste going to landfill to 0% by 2030 (expressed as a percentage of total waste and recycling)	38.5% (2013/14)	Quarterly
To increase the use of waste for energy generation (expressed as a percentage of total waste and recycling)	5.85% (2013/14)	Quarterly

4.4.1 Ensure that residual waste is managed to support waste prevention reuse and recycling, minimising waste produced.

Cheshire East's priority is to maximise waste recycling, composting and reuse - this is environmentally, socially and economically more responsible than treating and disposing of non-recyclable waste through landfill and energy from waste. Not only were the majority of survey respondents in agreement with this objective, so were the focus group attendees.

The Council's new objective, drawn from the Government's Environment Bill, is to exceed 65% recycling. To achieve this, we need to have the freedom and flexibility to increase performance and therefore cannot be tied to overly long restrictive contracts for waste treatment and disposal. We will design contracts to be as flexible as possible so

that we can decrease the quantities of waste we have treated and disposed through minimisation, recycling and composting without being penalised.

4.4.2 To utilise waste that cannot be reused or recycled as a resource for energy generation REVISED IN 2020

Our 2014 objective anticipated that there may be opportunities for the Council's residual waste to be managed through energy from waste facilities within the borough and therefore be able to offer the energy to residents; this has not been the case. Through the creation of the Environmental Hub in Middlewich we have enabled contracts to manage the majority of our non-recyclable waste through an energy from waste facility outside the borough.

The Runcorn plant that receives our waste creates energy and heat from the process with the heat being utilised in a nearby chemical works. The end product of the energy from waste plant is a bottom ash that is recycled as an aggregate, along with any scrap metals that are left.

4.4.3 To aim to reduce disposal to landfill to 0 and achieve 100% disposal to waste to energy generation.

Landfilling waste is the least preferable option in the waste hierarchy. It does not maximise the value inherent in the waste and the methane generated by the decomposition of the organic fraction contributes to climate change. Through the Waste Strategy 2030 we will aim to eliminate the landfilling of waste as an option as we minimise, re-use, recycle and compost what we can and make fuel from the rest.

Although Cheshire East Council will use landfill as the last option for the management of municipal waste, it is acknowledged that there may be some limited requirement in future for the following reasons: a) Not all waste can be economically recycled; b) Not all waste is suitable for recovery; c) Waste treatment facilities may produce some residues that need to be disposed of; and d) There will be a need for disposal capacity should facilities be closed for maintenance.

Our summary chart on page 3 shows the success of our strategy to drastically reduce the amounts of waste we landfill. We are now sending less than 5% of all our non-recyclable waste to landfill and this is testament to the efforts of the Council in building a new site for waste management operations that gave freedom to engage in contracts that enabled the waste to be transported outside the borough to an energy from waste plant.

4.5 Working Together.

Key performance indicator	Baseline	Frequency of reporting
To maintain and enhance the number of volunteers in - waste prevention, parks friends' schemes and clean teams.	25 (2013/14)	Quarterly

4.5.1 To work in partnership with the commercial and charitable sectors such as the waste industry, supermarkets and housing trusts to promote waste reduction, re-use and recycling.

Cheshire East is not the only body responsible for waste generated in the borough. The commercial and industrial sectors generate significantly more waste than households. The Government's Resource and Waste Management Strategy acknowledges this and identifies 'household like' waste as a potential source of increasing recycling performance across England. We can help them manage this waste sustainably by offering recycling services to commercial customers or working with them to find outlets for waste and providing advice. Through business networks the Council will promote better waste management standards identifying opportunities to increase re-use and recycling.

The opportunity that is provided through the authority having created Ansa is that they can now deliver services to businesses across the borough. This enables a cost-effective service to be offered and the encouragement to recycle more materials. We expect this partnership working to grow over the next 5 years.

The issue of plastic within the environment has been highlighted in recent years and the authority has been quick to pick this up and engage with residents (see case study p42). As the waste charity Waste Resource Action Partnership (WRAP) notes on its website - plastics are used in all sorts of positive ways like protecting the food we buy and preventing it from becoming waste before it reaches our kitchens and fridges. However, for all the positive applications and uses of plastic there are many that are problematic or unnecessary, exacerbating the issue of plastic waste in the natural environment.

In addition to our targeted efforts with residents, we do recognise that we cannot influence the producers and re-processors of these different plastics alone and will therefore signpost parties to collaborative initiatives such as [The UK Plastics Pact](#) which is seeking to create a circular economy for plastics. It brings together businesses from across the entire plastics value chain with UK governments and non-government organisations to tackle plastic waste. In addition to this, Extended Producer Responsibility and the Government's proposed Plastic Tax should work to encourage producers to manufacture products which are both easier to recycle and contain recycled content. It is not yet known what the impact will be on local authority services.

4.5.2 To continue to build and utilise a waste prevention volunteer network to promote waste education and awareness across Cheshire East.

We have a large team of Waste Reduction Volunteers, (over 25) who are a key link between the Council and the community who promote sustainability messages and provide advice. Great efforts have been made to maintain this valuable group of enthusiasts and we see this as an important aspect of our strategy. Through this we will help reduce the costs and environmental and social impacts of waste.

We aim to encourage community action through innovative volunteer-based schemes engaging key partners and working with national initiatives. We are assisting

communities by providing educational material such as our *Life with Less Plastic* campaign and in engaging with national initiatives such as *The Big Spring Clean*. We will continue to support and equip local *Clean Teams* who come together as volunteers to organise litter picks and clean their local areas. For further information on the volunteer scheme please visit the Council's website [waste-reduction-volunteers](#)

4.5.3 To work with schools and higher education establishments in Cheshire East to promote waste prevention to the next generation.

We will continue to work with children and young people through Cheshire East's primary, secondary and special schools to promote waste prevention, reuse and recycling. Our current schemes tie into the national curriculum and we provide resources for students and teachers. We presently run our Junior Recycling Officer Scheme in primary schools and recycling challenge green team change projects in secondary schools.

We invite all Cheshire East schools to join the Junior Recycling Officers scheme and the Secondary Recycling Challenge. Schools can nominate up to 4 pupils from Years 4 to 6 (ideally Year 5) each year to become Junior Recycling Officers and to take forward the message 'Reduce, Reuse, Recycle' to school, friends and family. They get a starter pack full of information and recycled stationery from the Waste Education Officer visiting their school.

The Waste Education Officer can lead assemblies and run recycling workshops. Pupils are encouraged to present assemblies, run competitions and set up recycling schemes and collections. Supporting material linked to current recycling campaigns is provided throughout the year, via newsletters, posters and ideas for competitions. For example, recycled robots, creating recipes from leftover food and poster designs promoting recycling.

4.5.4 Provide waste management services that comply with legislative standards for environmental protection.

Cheshire East Council is ambitious and through its company Ansa, strives to find innovative service delivery solutions. This does not mean we will take risks so we will deliver this Strategy using technologies and methods that meet environmental and legal standards. Managing waste in a manner which protects human health and the environment, minimising: risk to water, air, soil, flora and fauna; nuisance; adverse effects on the countryside or places of special landscape, townscape, archaeological and historic interest.

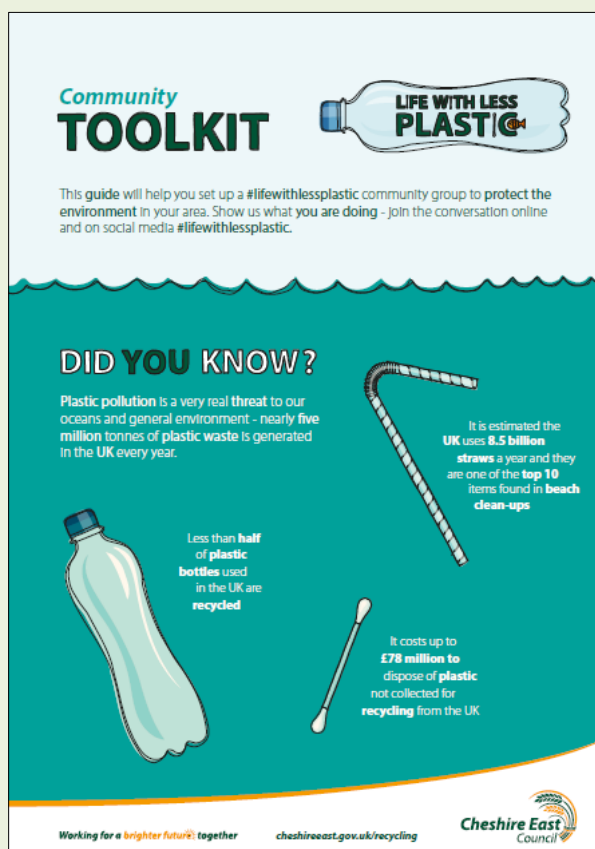
impact could be. We worked very closely with our Waste Reduction Volunteers and used internet findings to drive discussion.

The aims of the campaign were:

- Satisfy local demand for information.
- Equip communities with knowledge to take ownership of the issues locally.
- Reinforce our Reduce, Reuse, Recycle message.
- Educate residents on the startling facts around single use plastics.
- Provide alternatives to single use plastics.
- Encourage residents to sign up to our 'Life with Less Plastic' pledge where they pledge to change at least one thing.
- Recruit more Waste Reduction Volunteers to help deliver our key messages.

The planned outcomes were met with more success than we initially anticipated. The public appetite to effect change was unprecedented. Demand for community talks tripled over night. We struggled to fit in all the school requests for assemblies and now have a waiting list. Since the campaign was launched in September 2018 we have engaged with around 50 schools (around 6,000 pupils), attended some 35 events (around 5,000 people) and reached tens of thousands of residents via the website and social media. Schools in particular were very keen to support us with 'life with less plastic'. The children have really embraced the concept as collectively they are very upset at the damage being done to marine life.

One town in particular has formed a plastics action group where they aim to eliminate the use of single use plastics completely in homes, pubs and restaurants. Our community toolkit has been invaluable in helping them to present startling facts in an authoritative manner. 'Plastic Free Wilmslow' has been formed to move the initiative forward with the goal of being accredited as a 'Plastic Free Town'.



5. Key Strategic Actions

Our strategy establishes key aims and objectives for the future management of municipal waste within Cheshire East and has identified important actions that will be undertaken to deliver these aims and objectives. These actions will be targeted to improve the sustainability of waste management practices, make increased use of waste as a resource and ensure legislative compliance moving forward. The important elements that we will deliver in the next five years are:

- The Council has responded to all the Government's consultations to date and will continue to make strong representation concerning waste matters. We will respond to any of the Government's proposed changes when they are required and be active participants in this process – the key areas involved include the potential collection of recycling materials separately, a change in the frequency of collections, the addition of materials to the kerbside collection service;
- To alert Councillors and residents to the possible impact of the proposed Government changes to the Council's current collection regime and its implications;
- Review the Council's assessment of the kerbside recycling scheme in line with Waste Resource Action Partnership (WRAP) published guidance on whether the current scheme is Technically, Environmentally, Economically and Practically suitable (TEEP);
- Review the progress of the food waste recycling scheme to explore the option of extending the service to residents who are currently not part of the service;
- Fully embrace review the potential contribution of the service to the Council's goal to be carbon neutral by 2025;
- Continue to ensure the household waste recycling centre services remains fit for purpose and follows industry best practice. The current contract comes to an end within 3 years and therefore the Council will review the future service provision through Ansa Environmental Services Ltd, the Council's wholly owned company.;
- Address through concerted communications and partnership working the high levels of waste per household that are produced, recognising that to encourage full participation there is a need to have the capacity to enforce where there is mismanagement of waste;
- That the importance of re-using items continues to be emphasised at our household waste recycling centres and through the kerbside collection of bulky items via our third sector partners;
- Commence replacement of existing litter bins with a combination of recycling and litter bins in targeted areas;
- That this strategy be reviewed every 5 years.