

# Waste Strategy 2018 - 2028







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# 1

## Foreword

Welcome to our City of Wolverhampton Waste Strategy, we hope that you will be able to clearly understand the challenges we face and the actions we will take to minimise the impact waste has on our environment and communities.

We are fortunate to have the infrastructure to manage our waste without the reliance on landfill, less than 5% of our current waste requires landfilling and our future arrangements will seek to protect and where possible improve on the current achievement.

All manufacturers, processors, recyclers and local authorities operate within the Waste Hierarchy.



>  
**50%**

We will be targeting  
our recycling rate to  
be above 50% by  
March 2020



**Councillor  
Steve Evans**  
Cabinet Member  
for Environment

As a local authority we have little or no control or impact on the first elements other than to vocally support the programmes for reducing the packaging and “single use” products used in daily life.

Our main interface with the Waste Hierarchy begins at the recycling and composting stage. In recent years we have introduced city wide door to door services for dry recycling products and garden waste.

We annually collect approximately 23,000 tonnes of dry recyclate and 20,000 tonnes of garden waste for reprocessing or composting.

We have agreed to introduce alternate week general waste collections commencing in 2018 to support on continued efforts to improve recycling rates.

We will be targeting our recycling rate to be above 50% by March 2020 through a city-wide programme of capital and revenue investment, supporting initiatives and actions through continuous community engagement.

We will then continuously strive year on year to improve our recycling and recovery rates to the highest practical and possible levels through investment in facilities and vehicles.

Our waste recovery and energy production contract is due for replacement in 2023 and we have an extensive programme to establish our requirements for the foreseeable future and to secure the required outcomes, our priority will be to ensure that where waste requires treatment then we will recovery energy from that process and maximise the value of its contribution to reducing the council's costs and any reliance on landfill. Early indications suggest significant capital investment will be required to deliver all the new facilities required over the next ten years.



## Waste Hierarchy



# 2

## Executive summary



The challenges facing waste management are increasing year on year, the Council is shaping its service requirements to be efficient and effective whilst meeting its legislative, financial and operational responsibilities.

The development and subsequent implementation of the waste strategy over the next ten years will ensure the timely provision of facilities and services that maximise the sustainable benefits for the community and support regeneration and growth in the City.

Key to these outcomes have been our decisions to

- Internally deliver the waste and recycling collections and Household Waste Recycling Centre services from September 2018
- Move to alternate week collections for general waste
- Improve the Household Waste Recycling Centres
- Achieve the target of 50% recycling by March 2020.
- Commence a major project to develop and deliver waste management facilities.
- Consolidate our collection and support operations onto a single site.

The Council is well placed to meet the challenges ahead and in doing so will provide the best possible platform for future generations to build on.

# 3

## What do we want to achieve?

### Our Vision 2008 - 2018

- 1.1 As a council our overall vision for our waste service is simple:

“To deliver the best most environmentally appropriate and cost-effective service possible for the residents of Wolverhampton to support them to manage their waste in a sustainable way.”

Whilst this strategy looks mainly at our provision of waste and recycling services for the next ten years, we always have an eye to the future and acknowledge that our longer-term visions post 2028 is to ultimately achieve a ‘zero waste’ city status and in doing so align with the circular economy model. This begins with protecting natural resources then through to minimising landfill waste thereby complimenting and enhancing on the existing Waste Hierarchy model. While this is a longer-term aspiration we will start to achieve this within this lifecycle of the strategy.

The road to zero waste will start with making the most efficient use of resources and minimising the city’s demand on natural resources, preventing or minimising waste generation and promoting citizens always consider the repair, re-use, recycling and recovery of resources.





## Our key objectives.

### 1.2 We have set key objectives to deliver our vision.

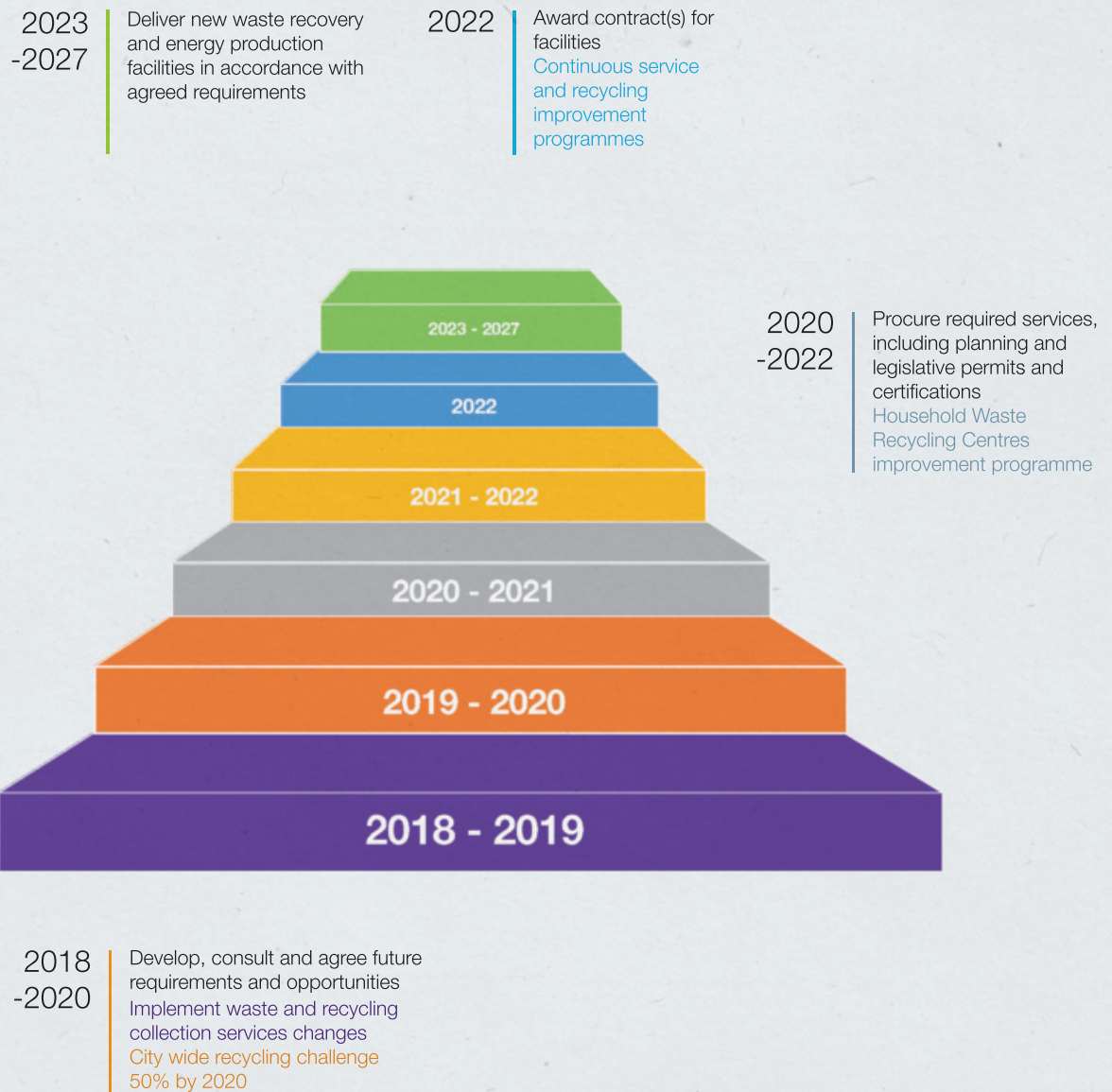
City of Wolverhampton Council will:

- Lead, encourage and enable behaviour change of our residents through a combination of measures that increase the opportunity and motivation to not only reuse and recycle their waste but to also prevent and repair items to allow them to produce less waste.
- Develop and implement a three-year waste and recycling collection service plan to deliver our waste services in a modern, quality and cost effective way to all residents of the city.
- Review our household waste recycling centre provision in the city and deliver an improvement programme, accounting for:
  - population size,
  - accessibility,
  - how we can achieve maximum re-use from our centres,
  - how they can be funded more sustainably;
- Support local businesses and other organisations both small and large within the city to understand their waste responsibilities and to reduce, reuse and recycle their waste appropriately.
- Develop a future waste disposal model which builds in flexibility and ensures all future arrangements ensure the long-term stability of waste management for the residents of the city through to 2028 and beyond.



## Waste Strategy

### 1.3 Waste recovery and energy production plan



# 4

## Current arrangements and service programmes

### Overview

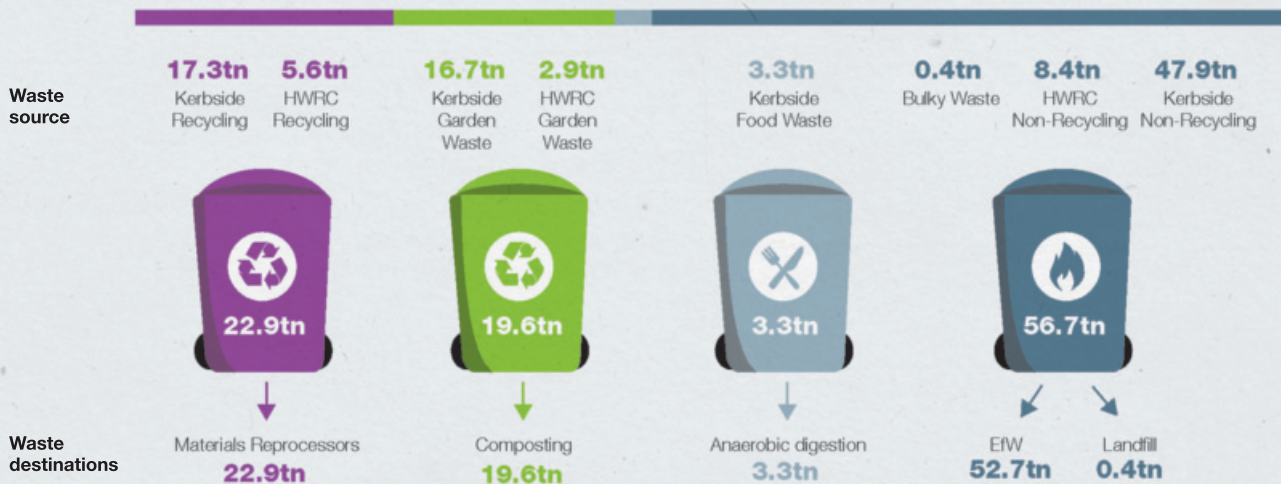
- 2.1 City of Wolverhampton Council is a Unitary Authority, which means that it is responsible for both the collection and disposal of household waste. The council's key responsibilities are summarised below:

- collection of household refuse, recycling, kitchen food waste, garden waste, bulky waste and household clinical waste;
- the recovery and where necessary the final disposal of collected waste;
- operation of the Council's waste transfer station and the Household Waste Recycling Centres (HWRCs);
- ensuring a chargeable waste collection service is available for customers such as schools, nurseries and nursing homes;
- ensuring a chargeable waste collection service is available for businesses.
- Promotion of waste prevention, re-use and recycling;
- Enforcement against breaches of waste management related legislation;



## Waste flows

- 2.2 The diagram below details the various waste and recycling tonnages collected in 2016-2017, this excludes trade waste collected under a different arrangement and as such isn't accounted for within any collection statistics.



For example 17.3 = 17,300 tonnes

## Waste recovery and energy production

- 2.3 For many years the council's general waste has been sent to the energy recovery plant located near the centre of Wolverhampton.

Waste delivered to the plant is used as a fuel to generate electricity. As a result, the amount of waste landfilled from Wolverhampton is very small compared to many other local authorities.

We recover over 18,000 tonnes (17-18% of delivered tonnage) of bottom ash from this process and it is then used in the production of road and house building materials. Current legislation means we are not permitted to count this process in our recycling figures.

The future energy recovery plant options will be developed, considered, consulted and procured in time for contracts to be awarded by 2022 with any new facilities being fully operational by 2027.

## Household Waste Recycling Centres

- 2.4 The council has two sites both capable of processing 25,000 tonnes of recyclate and waste per year, they are located at Shaw Road, WV10 9LE and Anchor Lane, WV14 9NE

The success in the levels of recycling now achieved by the door to door collection service has reduced this demand to less than half of the original capacity across both sites.

We will be reviewing and improving the provision of this service by 2021.

## Household kerbside waste collections

- 2.5 The largest element of the waste service is the household waste collection service collecting over 85,000 tonnes of household waste from homes in the City each year, approximately 42% of this is currently recycled or composted.

The service will revert to the Council from September 2018 so the service changes required can be implemented by February 2019 and will consist of a standard provision as follows:

- A 240l green general waste bin which is collected on an alternate week basis.
- A 240l black recycling bin which is collected on an alternate week basis, communal recycling bins are red.
- A 240l purple bin for garden waste which is collected on an alternate week basis between February and December.

Participation in the kerbside recycling service is estimated to be 97.8%

The collected recycling is taken to a waste sorting site in the centre of Wolverhampton where it is sorted to remove collected contamination prior to bulking before transport to the Material Reclamation Facility (MRF).

The garden waste service will be changed to a chargeable service from the start of the new and extended season in February 2019. The garden waste is currently treated using open windrows at a site close to the city.



## Key operational data

2.6

Activity	Volumes	Narrative
General waste	54,000 tonnes	Approximately 50% of the total collected
Garden waste	19,000 tonnes	Approximately 19% of the total
Dry recycle	23,000 tonnes	Approximately 23% of the total
Bottom Ash	18,000 tonnes	This is volume recycled as a result of the total of 108,000 tonnes of waste used as fuel not just CWC waste.
Landfill	4,000 tonnes	Final destination with no further recovery.
Electricity	54 Gigawatt hours	Total production of electricity generated by the plant last year
Recycling at HWRC's	56.06%	Recycling levels at the HWRC have increased in 2016/17 compared to 51.95% in 2015-2016
Satisfaction at HWRC's	97.99%	Customer satisfaction rate achieved for 2016-2017.
Door to door collections	99.995%	Collected right first time



## 5

## Contextual background

### World

The global economic downturn started to hit the UK in 2008 and the impacts continue today and are projected to impact for several years to come.

Some notable recent changes in waste management include the decision by China to ban the import of recyclate due to high contamination / rejection levels, this means that nearly one million tonnes a year exported by the UK needs to find a different outlet market. Another impact has been the Blue Planet TV series impact on the political positioning relating to the control and reprocessing of waste especially plastics.

Globalisation now drives what and where we purchase products and it has changed the way the world shops. In respect of the waste environment means the recycling of the paper and plastic packaging and “end of life” programmes for vehicles has also become a global market with governments incentivising the export of the products to cheaper reprocessing options than can be provided in local economies especially in EU member states.

### European Union

European legislation sets the current targets and requirements, these were then transposed into national law, policies and strategies resulting in a huge array of waste management policies, legislation and statutory and other guidance that we must comply with.

These have shaped waste management in England and define what we need to consider as part of this Strategy, and what we need to address when procuring any new waste management contracts.

Our current services already comply with these policies so we are in a good position with respect to current national, regional and local waste policy. However as we are looking at implementing many changes to our services between 2018 and 2028 and beyond we will always need to be aware of the potential impact of revised service delivery arrangement in respect to existing and proposed legislation and policy.



## United Kingdom

The Government has recently published its 25 year Environment Plan, the main areas requiring evaluation in our Strategy are to:

- achieve zero avoidable plastic waste by the end of 2042, including the review of the regulations regarding packaging,
- to improve the management of residual waste by having zero avoidable waste by 2050,
- a review of household recycling systems and to continue to meet all previously published targets for waste.

All of which will be underpinned by a Resources and Waste Strategy due in 2018 which should define the requirements for the next five to ten years and will hopefully clarify the Government's position on Waste from Energy.

Whilst currently it does recognise the recovery role in the waste hierarchy, it is hoped that clarity will be provided in the Resources and Waste Strategy so we can secure any new facilities within clear parameters.

## Brexit

At the time of production of this strategy a key issue posing uncertainty to the future of legislative issues and influence is Brexit. The council will continue to monitor this situation and will ensure that its actions, policies and services devised in line with this strategy always remain compliant and appropriate.

## Increasing landfill tax costs

While here in Wolverhampton we send very little of our waste to landfill, there is always an amount of waste that there is no option other than to landfill. As a result we are influenced by the cost of landfilling material, a large proportion of which is landfill tax.

In 2014 the government announced that the standard and lower rates of landfill tax would increase annually in line with the Retail Price Index (RPI) rounded to the nearest five pence, prior to this landfill tax increased by £8 every year.

## West Midlands and the Black Country

Currently the West Midlands Combined Authority does not have a formal role in relation to waste collection and disposal across the area, however there is a close working relationship between the individual authorities. These relationships along with any change of role with regard to the Combined Authority will be monitored and reacted to appropriately in line with this strategy and other council policy and strategies.



## Black Country Core Strategy

The four Black Country Local Authorities (Dudley, Sandwell, Walsall and Wolverhampton) agreed to work together to produce a Black Country Core Strategy which was adopted February 2011. The Black Country core strategy is a 'spatial planning document' which deals not only with land use but also environmental, economic and social issues. It sets out the vision, objectives and strategy for all future development across the Black Country through to 2026. The Core Strategy is a Development Plan Document and forms the basis of the Black Country Local Authorities' Local Development Frameworks.

In relation to waste the Black Country aims to achieve sustainable waste management and zero waste growth by 2026. This will be delivered through a number of measures including:

- Requiring new commercial developments to address waste as a resource and take responsibility for the unavoidable waste they generate through on-site management where possible;
- Setting targets for landfill diversion and encouraging provision of recovery, recycling and composting facilities to reduce reliance on landfill and move waste up the "waste hierarchy";



- Providing guidance on the number, type and capacity of new waste management facilities needed in the region by 2026, for the Black Country to achieve “equivalent self-sufficiency” and minimise the export of wastes that can be managed locally;
- Protecting existing strategic waste management capacity and enabling existing waste management infrastructure to expand or relocate where appropriate;
- Supporting the implementation of the strategic waste management infrastructure;
- Providing general guidance on the types of location suitable for different types of waste management facilities associated with new development; and Supporting proposals which involve optimum uses for waste materials, and the production of waste.

## City of Wolverhampton Regeneration and growth

The city’s population will grow with the construction of new homes and this will lead to an increase in the amount of household waste generated. The waste service needs to take account of this and the overall household growth projections to ensure it can meet the waste demands of these new households.

We need to ensure that the collection rounds are flexible enough to evolve as household numbers grow, as well as ensuring our vehicles and waste bulking and treatment facilities can accommodate increased quantities of recyclable and non-recyclable waste generated. At a time of severe budget constraints we need to maximise efficiencies in order to be able to deliver this.



Current estimates suggest that the number of households in Wolverhampton will increase by between 5,000 and 9,000 households by 2026. These will include over 2,000 homes in the City centre (as part of the Canalside Quarter and Bilston Urban Village programmes), many of them high-density housing such as flats.

## Expansion of university and increase in student population

The University has around 23,000 students and is hoping to expand further. Accommodating this number of students who are only present for parts of the year puts pressure on the housing sector and results in the Waste Service experiencing particular waste-related challenges at different times of the year. Engagement and education work with this sector of our community is key.

Population projections based on 2011 census data shows that Wolverhampton's population is changing. The projections estimate Wolverhampton's population in 2037 as 273,300 with growth being most rapid in the child and older populations. The estimates show:



- The number of children is projected to increase from 50,000 in 2012 to 54,300 in 2037. This is a net gain of about 4,300 (8.6% growth).
- The number of people aged 16 to 64 years is projected to fall slightly from 159,600 in 2012 to 159,200 in 2037. This is a net loss of about 400 (0.3% decline).
- The number of people aged 65 years or older in Wolverhampton is projected to grow from 41,400 in 2012 to 59,900 in 2037: a gain of 18,500 (44.7% growth). The number aged 85 years or older is shown to grow by 6,200 (106.9% growth), from 5,800 in 2012 to 12,000 in 2037.

The types of households within the area often determines how the waste created by the residents of the city is collected. The last census showed that:



- the largest percentage of households in the city are those with lone persons (32.2%). 12.9% of these are lone pensioners (aged 65+).
- This is followed by households with dependent children (31.2%), 9.4% of which are lone parent households.
- 13.1% of households are couple only and 11.6% of households have non dependent children.
- Wolverhampton has higher percentages than England of households with lone parents with dependent children and households with non-dependent children (+2% respectively).

## City of Wolverhampton Council



Wolverhampton has several policies and plans in place which relate and impact on this waste strategy. Some of these have been developed by the Council whereas others (notably, the Waste Local Plan) are produced in Partnership with Neighbouring Authorities.

Since 2007 councils have seen a 33% cut in funding from central government, which has led to reductions in funding and put huge pressures on local services including waste management. Refuse collection is at the forefront of local public service delivery and at a neighbourhood level is often considered to be the visible face of 'the council', however it cannot continue operating in the same way as before. All local authorities are having to provide services in a more economic manner, and Wolverhampton are having to look at delivering significant financial savings from its waste services, and are therefore proposing significant service changes.



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City of Wolverhampton Council, Civic Centre, St. Peter's Square,  
Wolverhampton WV1 1SH