

WASTE MANAGEMENT STRATEGY 2016 - 25



Hambleton...
a place to grow, be healthy, be prosperous



Executive Summary

Hambleton District Council's Waste Strategy looks at how waste will be collected by the authority over the next nine years - from 2016 to 2025.

It covers every facet of municipal waste management and is designed to optimise environmental performance and deliver value for money services for Hambleton residents.

The strategy sets out policies, aims, high level objectives and targets for the district - and concentrates on areas the council and its residents can influence. It identifies what waste services will look like over the coming years and how and when the council will achieve its aims.

Its prime feature is to increase the amount recycled at the kerbside - of glass, paper, card, cans and plastics. Under our newest scheme plastic pots, tubs and trays, cartons and all types of cardboard have been added to the list of recyclables collected.

In 2017 changes to the garden waste collection scheme will be introduced - Hambleton will begin charging residents for the removal of this waste, bringing it in line with most other North Yorkshire local authorities.

The strategy challenges Hambleton to recycle and compost 50% of waste collected by 2017, rising to 53% by 2020 - to make the district the top performer of all local authorities in North Yorkshire.

Ownership and delivery of the strategy sits with the council but its success depends on residents making the best use of the services provided - and striving to reduce, re-use and recycle the waste they produce.



Councillor Mark Robson
Leader of Hambleton District Council

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Introduction

Hambleton District Council is a Waste Collection Authority, undertaking collections from 39,980 rural and urban dwellings in 2013 - 14. Its 89,913 residents live in and around the five market towns - Bedale, Easingwold, Northallerton, Stokesley and Thirsk. The authority is one of six other district and borough councils operating in a two-tier local government area where North Yorkshire County Council is the Waste Disposal Authority responsible for the disposal and/or treatment of residual waste.

Hambleton operates collections from its main depot in Northallerton and from a smaller depot in Stokesley. It does not have any in-house Waste Transfer Stations, so is reliant on delivery points provided by the County Council for residual waste and a commercial contractor for the delivery of dry recyclates.

Garden waste is taken direct to a number of its contractor's composting facilities where it is processed to produce compost. The council pays a gate fee, but also receives income from the County Council in the form of recycling credits. Hambleton also receives recycling credit income for the dry recyclates it collects - it is paid at the same rate per tonne for both dry recyclates and garden waste.

Hambleton is a member of the York and North Yorkshire Waste Partnership, made up of all the councils in the York and North Yorkshire area - North Yorkshire County Council, Craven District Council, Hambleton District Council, Harrogate Borough Council, Richmondshire District Council, Ryedale District Council, Scarborough Borough Council, Selby District Council and City of York Council.

The group collaborates to deliver best practice in waste management - aiming to achieve efficiency savings through partnership working and deliver its Municipal Waste Management Strategy for the City of York and North Yorkshire 2006 - 26, 'Let's Talk Less Rubbish'.

One of its common goals is to achieve sustainable waste management through the implementation of best practice and ensure compliance with Waste Regulations. As a member of the EU, the UK transposes European Directives on waste into law for the country. The revised Waste Framework Directive sets out the EU's waste recycling targets for household and non-hazardous construction and demolition waste. It also enshrines the five - step waste hierarchy into EU law and introduces a definition of by-products that will allow some materials currently defined as waste to be classed as non-wastes.

The Directive requires member states to take measures to recycle 50% of waste from households by 2020. This is in line with the English 2007 Waste Strategy. The York and North Yorkshire Waste Partnership Waste Strategy also aims to recycle or compost 50% of household waste by 2020. But Hambleton has set a target to recycle and compost 53% of its household waste by 2020 - it aims to exceed the sub regional Waste Strategy and the national 2007 targets.

A key part of the EU Directive said that by 2015 members must set up separate collections for paper, metals, plastics and glass unless it is not technically, environmentally and economically feasible (TEEP). In devising its strategy, the council took account of this regulatory requirement.

Background

Hambleton aims to provide its residents with a high quality waste management service. The council seeks to optimise the balance between costs and benefits to provide:

- value for money
- equality - all residents will have access to the service
- a simpler system to enable the recycling of a wider range of dry recyclables
- an improved environmental performance demonstrated by achieving a higher rate for recycling.

The waste service not only has a high profile with residents but represents a significant proportion of the council's annual budget spend. Excluding street cleansing, the council is spending around £1.45m per year on waste and recycling collections. It is a service that affects every household and for some residents defines the council.

A comprehensive review of waste management was undertaken during 2014 - 15 to develop a Waste Management Strategy. It included modelling options for the collection and treatment of dry recyclables and garden waste and collection of refuse across the district - with the finalised strategy defining high level objectives and targets and the details of how they will be achieved.

Core to ensuring the successful delivery of the strategy are collection methods. The strategy also informed two key procurements completed during 2015 - waste collection vehicles together with maintenance arrangements, and the new contract for the treatment of dry recyclables. Both were in

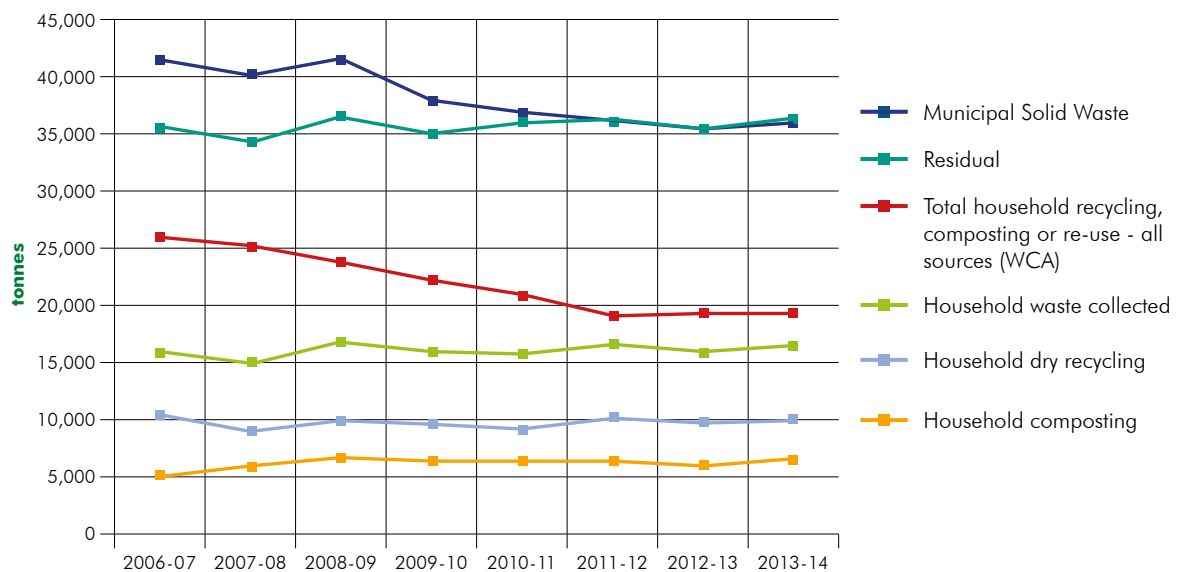
place by the beginning of 2016. In 2016 five new waste trucks will be procured to replace part of the ageing fleet.

The aims of the waste management review were identified in a report to the Council's Cabinet in June 2014:

- improve recycling tonnages and therefore environmental outcomes - including modelling of materials that could be collected
- improve the efficiency of collections, through the procurement of appropriate vehicles, and examine collection methods to reduce the collection time per property
- improve customer satisfaction with the service
- ensure that Health and Safety is a core consideration for both residents and operatives
- identify possible cost efficiencies.



Tonnages of Municipal Solid Waste collected between 2006 and 2014



Recycling, Composting and Re-use rates 2006 to 2016

Year	(%)
2006 - 07	44.27
2007 - 08	43.92
2008 - 09	46.30
2009 - 10	45.64
2010 - 11	44.27
2011 - 12	46.25
2012 - 13	45.24
2013 - 14	46.85
2014 - 15	47.70
2015 - 16	54.10

Residual waste tonnages have decreased year on year between 2006 and 2012, but are now fairly static. Recycling and composting tonnages were on a plateau from 2008 - 09 to 2013 - 14, but since the introduction of our new recycling service in 2016 have risen sharply.

Current Collections

Hambleton operates an alternate weekly collection service where general household, dry recyclates and garden waste is collected over two weeks. It covers:

- collection of residual waste - predominantly using 240-litre black wheeled bins, communal 1100-litre bins, and some black sacks
- collection of dry recyclates at the kerbside using a blue lidded black wheeled bin
- collection of glass at the kerbside using 55-litre boxes
- collection of garden waste predominantly using a 240-litre green wheeled bin, with residents able to buy extra compostable sacks
- collection of waste from old Schedule 2 premises (schools and institutions) for which the council makes a charge
- a charged bulky waste collection service available on demand.





The new kerbside recycling collection uses five 23 tonne vehicles with two compartments for the collection of two streams of dry recyclates – glass plus paper, card, cans and plastics. It also uses two 26 tonne RCVs and two 3.5 tonne flat back pick-ups for remote and hard to reach properties. Collections of dry recyclables are made five days a week (Monday to Friday) all year round with individual properties receiving a collection once every fortnight. A full collection cycle is made every ten days.

Single compartment RCV vehicles are used for the fortnightly collection of residual waste and garden waste (residual waste is collected week one and garden waste is collected week two using the same vehicles) with a fleet of eleven 26 tonne and one 7.5 tonne vehicles. The garden waste service currently operates on a non-charged basis. However from

April 1, 2017 the service will be a subscription only service with only those householders paying £35 a year per bin receiving collections. It is suspended for a short period over the winter period (December to February).

The front-line waste collection service is made up of 19 drivers and 27 full-time and two part-time loaders, supported by the use of agency staff when needed.

Waste Collection Modelling

Before introducing the new kerbside recycling service in 2016, modelling for different methods was undertaken to help with the performance and cost assessment of the options.

The highest performing method in terms of recycling rates was a fully co-mingled system. But the European Commission has stated that only 'compatible dry waste' should be collected, co-mingled and glass should be collected separately from paper.

Further, Lord de Mauley, when at Defra in October 2013, wrote to local authorities citing the issues of keeping glass shards out of the paper stream and urged care.

Our work showed that a twin stream system where glass is separate from the co-mingled materials showed improved recycling figures and reduced cost.

The modelling concluded that the new kerbside collection should be a two stream arrangement with glass collected separately.





The Next Ten Years

Sustainable Waste Management

Sustainability is about balancing social, environmental and economic drivers to arrive at a solution - in this case for a waste management service. It must meet the needs of people now, without compromising the needs of future generations. For Hambleton, this is about delivering a service that residents can use and one that is safe for staff to operate. The service also needs to be compliant with Waste Regulations and optimise environmental outcomes in the most cost effective way.

In designing its services the council has considered reducing the amount of manual handling needed for kerbside recycling, providing suitable containers for the expected yields - to deliver a service that is environmentally sound and reduces carbon impacts.

Health and Safety

The health and safety of the council's collection crews and its residents is paramount. The old kerbside sort system involved a lot of lifting and manual handling by the crews. The new two stream system, although not completely eliminating lifting, significantly reduces manual handling. The contents of the glass boxes are emptied into a slave wheeled bin before being tipped mechanically into the collection vehicle. The wheeled bin containing co-mingled materials is lifted and emptied into the collection vehicle purely by mechanical means. The new collection arrangements also reduce

the amount of lifting by residents - only the glass box needs to be lifted when put out for collection.

Current glass yields for Hambleton are less than 2 kg/household/collection. If the glass box is presented for collection every fortnight only a very low weight will be lifted.

Residents are encouraged to leave their glass box out for every collection and to use a second box to divide larger loads. Excess glass can be taken to a Household Waste Recycling Centre.

Customer Satisfaction

Providing efficient, cost-effective services that meet the needs of residents is essential. The council recognises the importance that residents place on its waste collection service and the strategy is designed to improve them but at the same time is mindful of costs that are ultimately borne by the council taxpayer. Feedback has already been used to help inform the strategy. Residents asked that the range of materials recycled through fortnightly collections be expanded - and through this strategy this has happened.

Our Targets

To provide households with a comprehensive waste and recycling service

Target: all households to receive a service by the end of 2016

Indicator:

- percentage of households receiving a service

Measure:

- quarterly review of new properties, report by exception

To deliver services that are safe to use and operate

Target: to reduce the levels of sickness absence

Indicator:

- absence reduced
- manual handling injuries reduced to zero

Measure:

- monthly absence report
- monitor health and safety - quarterly report

To deliver a waste management service that is economic and cost effective

Target: the council provides value for money waste management services

Indicator:

- cost per household compares well with other authorities - at £1.10 per week

Measure:

- annual budget check and information from other local authorities





To deliver services that are environmentally friendly

Target: to implement the waste hierarchy and so conserve resources and reduce the carbon impacts of waste management

Indicator:

- a recycling rate of 53% by 2017
- reduce residual waste to 400kg per household
- kerbside green waste rate of 27%
- review all policies relating to waste collection

Measure:

- quarterly through waste data flow/weigh ticket analysis
- 100% of policies reviewed by January 2016

To provide a high quality service that is efficient, effective and easy to understand - and that meets the needs of customers

Target: high levels of customer satisfaction

Indicator:

- a minimum customer satisfaction rating of 90%

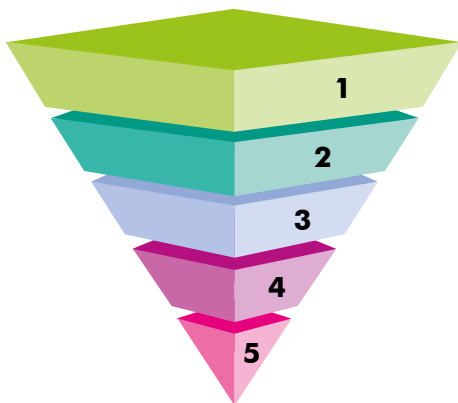
Measure:

- bi-annual customer satisfaction survey



Waste Hierarchy

Wherever possible the council will seek to promote and drive the management of waste up the waste hierarchy to achieve best practice. The residual waste stream represents a significant proportion of all waste collected. Disposal sits at the bottom of the hierarchy but the higher the tonnages required to be managed, the higher the costs - due to landfill tax. The council will strive to reduce the yield of residual waste collected at kerbside, which in 2013 was 437 kg/ household/year.



Reduce

what you can - if you can't reduce it...

Re-use

what you can - if you can't re-use it...

Recycle and compost

what you can - some is then burned to...

Create energy

for electricity - the remainder is...

Disposed

of in landfill - the LAST option

Reduce

Reducing waste sits at the very top of the waste hierarchy - waste that is prevented from entering the collection system is waste that does not need to be managed. This avoids costs and enables resource efficiency, which is better for the environment.

Re-use

Re-use of items such as furniture and electrical equipment is another opportunity to prevent resources entering the waste collection and management service. The council will continue to encourage re-use by promoting local charities that offer a re-use service. It will also provide support to community groups and organisations.

Home Composting

The most environmentally sustainable option for dealing with garden waste and some kitchen waste (fruit, vegetable peelings, tea bags, egg shells and coffee grounds) is to deal with it at the point of production through home composting. It means garden waste is prevented from entering the waste collection service, avoids transport vehicle emissions, and does not need to be managed, so avoiding waste management costs.

The York and North Yorkshire Waste Partnership subsidises the cost of composting bins for residents in the partnership's area to encourage residents to compost at home. Residents can order them from:

letstalklessrubbish.com/





Recycle and Compost

Once waste has entered the waste management system, the next best approach is to recycle and compost it. This not only achieves resource efficiency, but reduces carbon emissions through avoided manufacture of goods from raw materials - and decomposition of organic matter in landfill which produces powerful greenhouse gases that contribute to global warming and climate change.

Kerbside Collections

A new collection method was introduced in February 2016, a move from the kerbside sort system to one where materials are collected on a two stream basis. Glass is collected separately, but all other recyclable materials are co-mingled. Residents use a blue-lidded 240-litre wheeled bin for co-mingled recyclables - sacks are used if residents do not have space for a wheeled bin. The blue recycling box is used solely for glass. The blue recycling box is used solely for glass.

They are also able to recycle a wider range of materials:

- paper - including magazines, office paper, telephone directories, yellow pages, catalogues and newspapers
- card - all types including brown card and bulky brown card as a side waste collection
- plastics - bottles, tubs, pots and trays
- metals - cans, tins, aerosols and foil
- cartons - waxed and paper.

This new system complies with the new waste regulations on separate collections.

Side Waste

Residents can also recycle large brown cardboard packaging - if they are unable to fit into the blue-lidded recycling wheeled bin and it is contained securely, it will be collected.

Garden Waste Collections

Garden waste collections will continue unchanged - from a 240-litre green wheeled bin for nine months of the year (March to November) until April 2017.

From then only households that subscribe to the garden waste collection scheme will receive collections. Licences costing £35 a year per bin will be issued - enabling residents to receive fortnightly collections. Residents wanting more than one bin can pay for subsequent licences - but each bin must have a £35 licence.



Other Dry Recycling Initiatives

The council uses street-side recycling bins to encourage recycling 'on the go'. The council will also provide information and advice to community groups looking at waste initiatives.

Food Waste

Hambleton - in conjunction with the York and North Yorkshire Waste Partnership - will seek to encourage residents to prevent and/or reduce food waste by activities around the on-going 'Love Food, Hate Waste' campaign run by the Waste and Resources Action Programme.

Prevention of food waste is something that everyone can do something about by adjusting behaviour be it through cooking sensible portion sizes; shopping habits; better use of

the freezer; and understanding the difference between 'use by' and 'best before' dates.

In developing this strategy, the potential separate collection of food waste was considered. The new waste treatment facility under construction near Knaresborough - Allerton Waste Recovery Park - will include anaerobic digestion of food waste. The facility will also contain front-end mechanical treatment designed to recover dry recyclables contained in the residual waste stream, which will help boost recycling across North Yorkshire.

Once the dry recyclables are recovered and the organics have undergone Anaerobic Digestion, the remaining waste will be treated using Energy from Waste, to produce low carbon electricity to feed into the National Grid.





Landfill

Residual waste collected by Hambleton is passed to the County Council, as the Waste Disposal Authority, which then makes arrangements for its disposal and or treatment. Currently, Hambleton's residual waste is sent for disposal using landfill. However, once the Allerton Waste Recovery Park can accept residual waste for treatment, all Hambleton's residual waste will be sent for recovery - or treatment there.

Bring Sites

Hambleton reviewed its network of bring sites and as a result all mini sites were closed in 2016. Large bring sites are still available in some supermarket sites in market towns. Textiles continue to be collected using charity bring sites.



Household Waste Recycling Centres

There are five Household Waste Recycling Centres in the Hambleton area - at Northallerton, Stokesley, Leeming Bar, Thirsk and Tholthorpe. They are provided by the County Council which also manages the operating contractor. The centres accept a wide range of materials and provide residents with additional capacity to recycle their waste including materials that are not accepted at the kerbside.



Route Optimisation

Re-design of the kerbside recycling services means that efficiencies can be made by building new collection rounds. This is especially important for Hambleton because significant growth in the number of dwellings is forecast, which will need to be allocated to the most appropriate collection rounds. A redesign of the collection rounds is expected to be completed by the end of 2016 to be launched in early 2017.

Future Opportunities

The procurement strategy for infrastructure and services will be used to contribute towards achieving efficiencies. But there is another opportunity that could provide additional efficiency savings - a change in shift pattern for the collection crews from the current five day working to four day working over compressed hours. However residents would see no difference in the service they receive.

The efficiency gains are made through better use of vehicles because the number required is reduced.

The council will continue to investigate this area, in discussion with its staff, but does not currently plan to introduce new working arrangements. However, it may be revisited in the future.

Commercial Waste

Hambleton does not provide a commercial waste collection service having transferred all commercial waste agreements to Yorwaste in July 2010. It will continue to provide information to help new commercial businesses requiring a commercial waste service to find a registered waste carrier and will also keep its Business Waste Handbook up to date.



Communications

Before the new recycling service started, information was issued to every household - and the same will happen before the garden waste service changes to subscription only collections.

Monitoring

In the first two years of the strategy, quarterly reports regarding implementation of the strategy and new collection services and feedback from residents will be provided by the Head of Leisure and Environmental Services to the Council's Management Team. After that management reports will be submitted biannually.

An annual report will be made to Cabinet including any recommendations and assessment against the indicators.

There will be a full review of the strategy after five years - in 2020 - to allow targets to be updated, policies to be reviewed and new policies introduced.



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