



Future Waste Partnership Proposal

Committee	Gloucestershire Joint Waste Committee
Committee Date	8 th October 2019
Significant Decision	No
Responsible Officers	Wayne Lewis, Head of Joint Waste Team, 01452 425504, wayne.lewis@gloucestershire.gov.uk
Main Consultees	Voting and non-voting members of the Gloucestershire Joint Waste Committee (GJWC).
Purpose of Report	The purpose of this report is to update members on work by the Senior Managers Group (SMG) to develop a proposal for future waste partnership working. The work aims to deliver a framework that meets the future requirements for continued partnership working in waste management as identified by the recent review of the GJWC completed by Local Partnerships.
Recommendations	<p><i>It is recommended that the Committee:</i></p> <ul style="list-style-type: none">a) Considers the proposals for a new Gloucestershire Resources and Waste Partnership set out in this report;b) Authorises the SMG to finalise the proposals and develop terms of reference for the new Gloucestershire Resources and Waste Partnership;c) Recommends to each of the Gloucestershire local authorities that they consider the terms of reference and agree to join the new Gloucestershire Resources and Waste Partnership by 13th December 2019; andd) Agrees that Gloucestershire County Council (GCC), Forest of Dean District Council and Tewkesbury Borough Council complete the transfer of Joint Waste Team (JWT) staff as set out in section 2.7 this report by 13th December 2019.

<p>Resource Implications</p>	<p>There are no direct costs related to the partnership, although it is proposed that a working budget for countywide communications and joint projects is created through the successor arrangements to the Food Waste Collection and Delivery Arrangements that are currently being negotiated between GCC and district councils. This is set out in section 2.9 of this report.</p> <p>It is proposed that GCC employs a Partnership and Community Engagement officer that will help the SMG to coordinate the activities of the future partnership and lead on the delivery of joint communications and projects. This post will (subject to a job evaluation outcome) be funded by existing GCC revenue budget. If a funding shortfall exists, then the balance of funding will be taken from GCC's contribution to the proposed countywide communications and joint projects fund.</p> <p>It is proposed that future partnership meetings are hosted on a rotating annual programme, which may require some clerical support estimated at £2,000 per annum. This will also be drawn from the proposed countywide communications and joint projects fund.</p>
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1. Background

1.1 The Gloucestershire Joint Waste Committee (GJWC) is formally constituted between:

- Cheltenham Borough Council;
- Cotswold District Council;
- Forest of Dean District Council;
- Gloucestershire County Council; and
- Tewkesbury Borough Council.

1.2 Stroud District Council and Gloucester City Council attend committee meetings as non-voting members.

1.3 On 6th December 2018 Cheltenham Borough Council (CBC) sent notice of its intention to leave the GJWC. This triggers the Termination provisions within the Inter-Authority Agreement (IAA) that governs the committee. These require the GJWC to be dissolved in 12 months, unless two or more of the remaining partners serve a Continuance Notice on all of the other partners no later than 3 months before the Dissolution Date. A Continuance Notice has not been served (with the deadline being 13th September 2019), meaning that the GJWC will end on 13th December 2019.

1.4 Local Partnerships were commissioned to assist in reviewing the current partnership arrangements and to help consider future options. They conducted one to one interviews with each Gloucestershire local authority, held a workshop session with joint committee members (voting and non-voting) and circulated a draft report for comment before presenting their findings to the GJWC meeting on 18th June 2019.

1.5 This work confirmed GJWC members' (voting and non-voting) preference for a less formal partnership with countywide membership. It also concluded that the retention of an intelligent client function remained important and that the partnership should continue to be owned and operated by the constituent local authorities. It recommended that consideration also be given to the relationship with the local authority trading companies working in Gloucestershire; particularly Ubico which provides waste management services to a number of Gloucestershire local authorities.

1.6 Some of the areas of mutual interest on which the future partnership could focus were also identified and included (amongst others) managing recyclate sales; marketing/communications; seeking funding; lobbying government and fighting waste crime.

1.7 Local Partnerships found little consensus amongst the partner councils on the future role of the Joint Waste Team (JWT), but subsequent discussion amongst the SMG has resulted in a clear preference for statutory waste functions and related services to be returned to the respective local authorities; meaning that staff within the JWT will transfer with these services.

1.8 Following the June 2019 meeting of the GJWC, the SMG group has worked with the non-voting partner councils to develop a proposal for the future role and structure of a Gloucestershire wide Resources and Waste Partnership. This is set out in section 2.

2. Proposal for a Gloucestershire Resources and Waste Partnership

2.1 Principles

Discussions at recent meetings of the GJWC together with the findings of the Local Partnerships work demonstrate a continued commitment to partnership working across Gloucestershire. As both county and district councils have statutory duties relating to waste (as Waste Disposal Authority and Waste Collection Authorities respectively), members agree that it's important to take a joined up approach; making efficient use of resources in order to deliver a good service to local residents. As such, the following **shared principles** are suggested in order to capture the ethos of the new partnership:

- To treat waste as a resource and ensure that it is managed in accordance with the waste hierarchy;
- To work in partnership to continuously improve waste management services within Gloucestershire;
- To plan the development of future services together and consult with one another ahead of service changes; and
- To ensure waste management services are cost effective and minimise the overall cost to the Gloucestershire taxpayer.

2.2 Vision and Purpose

A clear vision provides a common understanding of why the partnership has been formed and what it hopes to achieve. Similarly, setting out a stated purpose for the partnership makes it clear what the partnership will (and will not) do. Local authority waste management services exist to protect the environment; they must also protect human health and be affordable. As such the following vision and purpose are proposed:

Vision: *We will respond to our climate emergency, conserve natural resources and protect our environment by working together to promote resource efficiency and provide sustainable, safe and cost effective waste management.*

Purpose: *To provide countywide leadership and a framework for joint working between Gloucestershire local authorities on resources and waste matters.*

2.3 Objectives

The objectives of the partnership must fit with the priorities set by national government, reflect wider societal issues and respond to the needs of local residents. Our proposed objectives are to:

- Help our residents to live more sustainably;
- Promote a circular economy;
- Promote sustainable production;
- Improve local environmental quality;
- Deliver high quality, safe and affordable waste management services; and
- Measure our progress.

Appendix 1 sets out some of the ways in which the partnership could deliver against these objectives.

2.4 Functions

A key function of the new partnership should be the development of a new **Joint Resources and Waste Strategy** for Gloucestershire. The existing joint strategy was adopted in 2008 and runs until March 2020. It has guided decision making over a decade in which our waste management services have been transformed. It acknowledged the threat of climate change and identified the need to reduce waste. It has steadily met waste reduction, recycling and recovery goals. It now needs to be replaced by an equally ambitious framework that can guide us over the next decade; a period in which some dramatic changes to national policy such as greater consistency in recycling and extended producer responsibility will take shape. The new strategy should also link to the joint core strategy and local development plans, so that future waste services and facilities are considered as an integral part of the growth agenda.

In addition to this strategic function, the new partnership also needs to be clear of its financial and operational roles. Funding of a future partnership is perhaps the area in which there has been least consensus in recent months. Existing GJWC members have questioned the equity of the current funding model. Views vary on the future model. Some authorities are prepared to fund a partnership in return for clearly defined outcomes, whereas others are reluctant to commit any funding. Countywide membership remains an important goal, so the proposed funding requirements of the new partnership have been kept to a minimum. It is important, however, that the partnership's governance framework sets out how it might request funds in future if the partner councils do wish to commit expenditure to any future projects.

The following functions are proposed:

Strategic

- To develop a strategic policy framework within which the Partner Councils can each discharge their functions as Waste Disposal Authority (WDA) or Waste Collection Authority (WCA).

- Discharge on behalf of the Partner Councils responsibilities in relation to county-wide communication and promotional activities, public engagement, research and technical evaluations.
- Develop proposals for the future development of waste management that achieve the partnership's objectives.

Financial

- Agree a draft budget for the forthcoming financial year to include the proposed contribution (if any) from each Partner Council, for consideration by each Partner Council.
- Oversee the operation of any agreed joint projects and plans (such as joint communications) and monitor the effectiveness of these arrangements.
- Make recommendations to the Partner Councils to request resources as required to meet the agreed objectives.

Operational

- Develop (for approval by the Partner Councils) and implement a Joint Resources and Waste Strategy for Gloucestershire, setting out the strategic priorities and policies for the management of waste within our county.
- Prepare and jointly deliver an annual action plan and communications plan that deliver the strategic policies and objectives for approval by the Partner Councils.
- Continually seek more efficient ways of delivering the partnership's objectives including opportunities for joint procurement, asset sharing and shared service arrangements.
- Commission work, research and surveys into matters relevant to the agreed objectives.
- Issue press releases and carry out communications work as the Partnership deems necessary for the furtherance of the objectives.

2.5 Membership and Composition

The composition of the partnership should remain similar to the existing GJWC structure. Up to two members can be appointed by each partner council, with at least one being a member of the Executive at their respective authorities.

A chair and vice chair would be appointed annually, with the vice-chair assuming the chairing role at the end of each year and a new vice-chair appointed.

The appointment of the first chair of the partnership and of a new vice-chair each year would be by election.

Each Gloucestershire local authority will be invited to join. Other individuals (such as guest speakers) would be able to attend meetings by invitation from the chair. It is anticipated that Ubico would continue to be invited to the partnership meetings.

2.6 Officer Support

2.6.1 Senior Managers Group

The SMG will be retained and will consist of one senior officer from each partner council. Chairing of the SMG will mirror that of the resources and waste partnership meeting; rotating annually.

The functions of the SMG will be to:

- Develop a Joint Resources and Waste Strategy for Gloucestershire (for agreement by the partnership and for adoption by each partner council);
- Prepare and deliver an annual action plan and communications plan;
- Prepare and monitor an annual budget (if and when one exists);
- Prepare a forward plan, agendas and meeting notes for Partnership meetings;
- Prepare reports and recommendations for Partnership meetings;
- Ensure that any functions delegated to the Partnership are discharged effectively and in accordance with the Partnership's Terms of References.

GCC will employ a new Partnership and Community Engagement Officer (reallocating budget from another GCC funded open position within the JWT) that will support the SMG chair and coordinate jointly delivered work (particularly the proposed joint communications plan).

2.6.2 Communications Working Group

It is proposed that a Communications Working Group is formed. This will consist of at least one officer from each partner council and will report to the SMG. This group will be responsible for the development, implementation and monitoring of the annual Communications Plan.

Campaigns will be delivered under the "Gloucestershire Recycles" brand, with localised, district variations as appropriate. This will ensure that local campaigns are in keeping with and can benefit from the wider national campaigns delivered for government by WRAP.

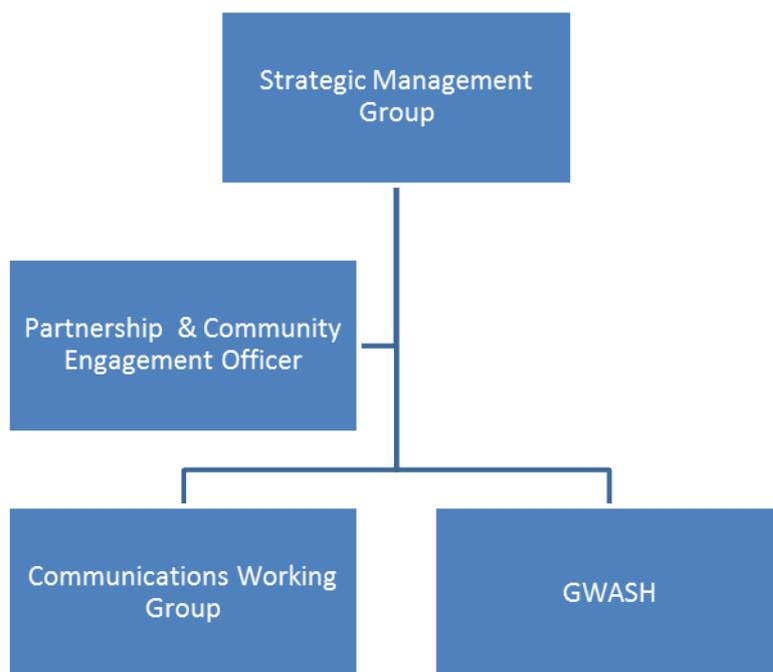
2.6.3 Gloucestershire Waste, Safety and Health (GWASH)

GWASH is an existing working group that meets quarterly. Membership currently comprises of all Gloucestershire councils, local contractors including Enovert, Ubico, Biffa and Amey, together with a representative from the Health Safety Executive. The forum provides a platform to enable the sharing of health and safety best practice in waste collection and disposal. It is proposed that this group be retained and that it continues to provide an annual Health & Safety report to the Partnership.

2.6.4 Proposed Officer Structure

The proposed officer structure is illustrated in figure 1. Other task and finish groups may be commissioned by the SMG as necessary for the achievement of the strategic policies and objectives.

Figure 1: Proposed Officer Structure



2.7 Joint Waste Team

The cessation of the GJWC and the return of waste functions to the individual partner councils means that the JWT will disband on 13th December 2019. The JWT are employed by GCC. The four roles that will transfer as part of this service transfer (subject to council decisions at Forest of Dean D.C and Tewkesbury B.C) are listed in table 1.

Table 1: Staff Transfer

Role	Transfer
Contracts Manager Collections & Street Scene West (0.8 FTE)	To Forest of Dean D.C
Recycling & Waste Officer - Contracts	To Forest of Dean D.C
Recycling & Waste Officer - Promotions	To Forest of Dean D.C
Environment & Waste Policy Officer	To Tewkesbury B.C

These roles transferred in to the JWT when it was formed and will transfer back to their previous employing authorities.

A fifth role – Contracts Manager Collections & Street Scene East will be deleted, as the post holder has recently been appointed to a new role within Publica. A secondment back to the JWT on a 0.5 FTE basis until 13th December has been agreed.

The Head of the Joint Waste Team is a jointly funded role. District council contributions to this post will cease on the 13th December, with the post holder remaining in employment at GCC.

The current JWT structure is set out in appendix 2.

2.8 Meetings

It is proposed that the partnership meets on a quarterly basis. Should there be a requirement for voting, then this would be on a single vote per partner council. In the event of a tied vote then the chair shall have a casting vote.

If a proposal on which a vote is held has a direct financial impact on a partner council, then that proposal would only proceed if supported by the partner council(s) affected.

The partnership could only make decisions on the functions delegated to it. Any other decisions would be a matter for determination by the individual partner councils.

As the new partnership will not have any legal powers or duties delegated to it, there will no longer be a requirement for meetings to be held in public. Meetings will be an opportunity to workshop on the development of future plans and policies, to exchange information and receive updates from officers, service delivery partners and invited industry experts.

2.9 Funding

Each partner council will remain responsible for funding its own service costs.

As part of the current renegotiation of the Food Waste Collection and Delivery Arrangements, it is proposed that a partnership projects and communication fund is established. This would involve a proportion (of up to £10k/annum) of the discretionary payment made by GCC to WCAs being top sliced and allocated to joint partnership projects and communications. GCC would match-fund each contribution up to £10k/annum, meaning that if all six Gloucestershire local authorities joined the partnership, a fund of up to £120k per annum could be generated.

The allocation of funding would be decided by the partnership as part of an annual action planning and communications planning process. Implementation would then be overseen by the SMG with regular progress reporting to the partnership.

A mechanism is also needed for determining how any other partnership shared costs would be agreed (for example, if any joint research or studies were commissioned). It is proposed that the following formula be applied in such instances:

$$\text{GCC share} = \frac{\text{GCC waste revenue budget}}{\text{GCC waste revenue budget} + \text{Total WCAs waste revenue budget}} \times \text{Total shared cost}$$

Illustration:

Joint project costing £50k

GCC waste budget £25m

Total WCAs waste budget £10m

$$\text{GCC share} = \frac{£25,000,000}{(£25,000,000 + £10,000,000)} \times £50,000 = £35,714$$

$$\text{WCA share} = £50,000 - £35,714 = £14,285$$

$$\text{Individual WCA share (assuming 6 WCAs)} = \frac{£14,285}{6} = £2,381$$

(Figures used are for illustrative purposes and are not actual budget figures)

2.10 Links with Ubico Governance Framework

Ubico is a Local Authority Trading Company jointly owned by its shareholding councils: Cheltenham B.C, Cotswold D.C, Forest of Dean D.C, Gloucestershire C.C, Stroud D.C, Tewkesbury B.C and West Oxfordshire D.C.

It delivers waste, recycling and street care services for Cheltenham B.C, Cotswold D.C, Stroud D.C, Tewkesbury B.C and West Oxfordshire D.C. These services are currently outsourced to Biffa in the Forest of Dean. Ubico provides Household Waste Recycling Centre management services for Gloucestershire C.C.

The company has its own governance structure. It has a board of directors and regular shareholder meetings. Both Ubico and the SMG have identified a gap: the individuals appointed to represent each local authority shareholder are different to those individuals appointed to the GJWC. This has at times resulted in the decisions taken by the company not taking sufficient account of the views/needs of the commissioners that make up the GJWC and vice versa.

Following discussions between the SMG and Ubico it is proposed that Ubico be invited to attend future Resources and Waste Partnership meetings. In addition to this, Ubico is currently giving consideration to expanding its regular shareholder meetings to invite the Cabinet Members and Lead Commissioners with responsibility for waste at each of the shareholding councils. This should ensure greater alignment of Ubico's business planning with the work of the new Resources and Waste Partnership. Efforts will be made to align meeting dates wherever possible so as to minimise the number of meetings that need to be attended.

3. Next Steps

3.1 The SMG will finalise the partnership proposal following any feedback gained from the GJWC. With the committee's approval it will draft terms of reference for the new Resources and Waste Partnership, which each Gloucestershire local authority will be invited to join.

3.2 Consultation will commence with JWT staff on the likely transfer of certain roles within the team to Forest of Dean D.C and Tewkesbury B.C, subject to agreement by full council at each of these authorities.

3.3 Preparations will be made for the dissolution of the GJWC in line with the requirements of the IAA, which will include the preparation of draft final accounts for presentation to the next and final meeting of the GJWC in December.

Appendix 1 – Partnership Objectives

1. Help residents to live more sustainably by:

- a. Providing information and advice on waste prevention and reuse;
- b. Providing clear, consistent information and advice on the recycling services that we provide;
- c. Supporting local communities in their waste reduction efforts (such as supporting plastic free communities, repair and reuse initiatives, food redistribution schemes etc.);
- d. Supporting local residents to reduce waste (by promoting food waste avoidance, home composting, the use of real nappies etc.).

2. Promote a circular economy by:

- a. Providing recycling services for as many different material types as we can (through a combination of kerbside collections, bring systems and HRCs);
- b. Providing kerbside recycling services that collect a consistent set of dry recyclable materials from households;
- c. Providing recycling services that achieve high levels of material quality;
- d. Only collecting materials for recycling where sustainable, auditable end use markets are in place;
- e. Providing weekly, separate food waste collections;
- f. Providing separate collections for garden waste;
- g. Working in partnership with GFirst LEP and other stakeholders to develop and support local markets for reuse, remanufacture and recycling;
- h. Supporting local businesses to reduce, reuse and recycle their waste; and
- i. Reducing household residual waste and recovering energy from the residual waste that we do collect.

3. Promote sustainable production by:

- a. Lobbying government for extended producer responsibility so that producers pay the full costs of managing materials (such as packaging) that they place on the market; and
- b. Lobbying government for better, more resource efficient product design (so that materials are more durable and/or more easily recycled).

4. Improve local environmental quality by:

- a. Developing communication campaigns to reduce litter and fly-tipping;
- b. Sharing intelligence and best practice to tackle fly-tipping;
- c. Working together to coordinate the cleaning of fast roads; and
- d. Working with our service providers to reduce the emissions associated with our operations.

5. Deliver high quality and affordable local waste management services by:

- a. Providing good customer service;
- b. Providing regular, clear service information;
- c. Planning for future growth and development - working with planners and developers to provide efficient, easy to use collection services;
- d. Procuring services and managing contracts effectively (and jointly where a business case exists);

- e. Reviewing and planning for future waste collection, transfer, treatment and depot needs in a consistent and collaborative way in order to make best use of our assets;
- f. Developing income generation and cost saving initiatives;
- g. Prioritising Health, Safety and Environment management systems, regularly reviewing our performance;
- h. Recruiting, retaining and developing staff with the skills, abilities and qualities required to meet our objectives.

6. Measure our progress by:

- a. Developing a set of key waste management performance indicators that include not only traditional weight based measures, but also carbon accounting measures;
- b. Maintaining and seeking to continuously improve the collection and reporting of local authority collected waste data and performance trends;
- c. Measuring and reporting against Local Environmental Quality Measures;
- d. Working with government to streamline and improve national reporting requirements;
- e. Measuring and reporting contract and service delivery KPIs; and
- f. Sharing data and performance information in an open and consistent way to facilitate benchmarking and continuous improvement.

Appendix 2 – Joint Waste Team

