



Gloucestershire Resources and Waste Partnership Proposal

Committee	Gloucestershire Joint Waste Committee
Committee Date	3 rd December 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 the new Resources and Waste Partnership that is proposed to maintain a framework for partnership working in waste and resources matters across Gloucestershire.
Recommendations	<p><i>It is recommended that the Committee:</i></p> <ul style="list-style-type: none">a) Notes the draft terms of reference for the new Gloucestershire Resources and Waste Partnership at appendix 1;b) Notes the timeline for each of the Gloucestershire local authorities to consider the terms of reference and reach a decision on joining the new Gloucestershire Resources and Waste Partnership (appendix 2); andc) Notes progress by Gloucestershire County Council (GCC), Forest of Dean District Council and Tewkesbury Borough Council in completing the transfer of Joint Waste Team (JWT) staff.
Resource Implications	There are no direct costs resulting from this report.

1. Background

1.1 The Gloucestershire Joint Waste Committee (GJWC) ends on 13th December 2019. At its meeting in October 2019 (agenda item 8) members of the GJWC agreed that officers from its Senior Managers Group (SMG) should develop terms of reference for a new Gloucestershire Resources and Waste Partnership. These have been developed and are attached at appendix 1.

1.2 The GJWC members present at the October 2019 meeting agreed to recommend 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. A timeline setting out when each local authority either has or will consider this matter is set out in appendix 2. Agreement to join is already in place at Cotswold District Council, Forest of Dean District Council and Tewkesbury Borough Council (with the finalisation of the terms of reference delegated to officers). Decisions are yet to be taken at the Cheltenham Borough Council, Gloucester City Council, Gloucestershire County Council or Stroud District Council.

1.3 Decisions have been made by Forest of Dean District Council (FoDDC) and Tewkesbury Borough Council (TBC) to transfer Joint Waste Team staff from Gloucestershire County Council to their respective councils. This involves the transfer of three members of staff to FoDDC and one member of staff to TBC. Consultation with staff and trade unions is underway, ahead of the anticipated completion of this transfer on 13th December 2019.

2. Development of the Gloucestershire Resources and Waste Partnership

2.1 Future Meetings and Work Planning

2.1.1 When decisions have been reached by each of the Gloucestershire local authorities that have been invited to join the new Resources and Waste Partnership (and assuming that the said authorities decide to join), an inaugural meeting of the new partnership will be convened. SMG officers will present an outline partnership work plan for discussion and agreement by members. Key projects are likely to include the development of a new Resources and Waste Strategy for Gloucestershire (replacing the current Joint Municipal Waste Management Strategy) and the development of a partnership Projects and Communication Plan, which will allocate funding from the proposed Partnership and Communications Fund. Nominations for the appointment of a chair and vice-chair of the partnership will also be sought at this meeting.

2.1.2 The future partnership meetings will provide an opportunity to develop a common understanding of the purpose and objectives of the new partnership and to discuss how members can best deliver its vision of responding to the climate emergency by working together to promote resource efficiency and sustainable, safe and cost effective waste management.

2.1.3 The proposed partnership also provides a forum for discussing and reaching consensus on current or emerging Resources and Waste issues; both locally and nationally. Consideration can also be given as to whether any external speakers should be invited to attend meetings, and if so, the subject areas that might be most beneficial to cover.

Appendix 1 – Draft Terms of Reference

Gloucestershire Resources and Waste Partnership Terms of Reference

(Version 0.5: November 2019)

1. Member Councils

1.1. The membership of the Gloucestershire Resources and Waste Partnership (the “GRWP”) is comprised of the following councils:

- **GLOUCESTERSHIRE COUNTY COUNCIL** (the “Waste Disposal Authority” / “WDA”); and the following district councils of Gloucestershire (the “Waste Collection Authorities” / “WCAs”):
- **CHELTENHAM BOROUGH COUNCIL;**
- **COTSWOLD DISTRICT COUNCIL;**
- **FOREST OF DEAN DISTRICT COUNCIL;**
- **GLOUCESTER CITY COUNCIL;**
- **STROUD DISTRICT COUNCIL;** and
- **TEWKESBURY BOROUGH COUNCIL.**

2. Vision

2.1 The vision of the GRWP is as follows:

“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.”

3. Purpose

3.1 The purpose of the GRWP is to provide countywide leadership and a framework for joint working between its Council Members on resources and waste related matters. The GRWP has been formed to carry out the strategic, financial and operational functions set out in paragraph 7 hereof.

4. Status

1.1. The GRWP supports its Member Councils by providing a forum which considers the development and implementation of the Gloucestershire Resources and Waste Strategy.

1.2. The GRWP is not an entity created by statute, hence it does not itself have any statutory powers, functions or duties, nor is it under any statutory obligation pursuant to the Local Government Act 1972 to hold meetings in public or to provide public access to meetings. However, minutes of GRWP meetings will nevertheless be published on the Gloucestershire County Council website.

5. Principles

- 1.1. The Council Members shall comply with the following shared principles:
- 1.1.1. To treat waste as a resource and ensure that it is managed in accordance with the waste hierarchy;
 - 1.1.2. To work in partnership with each other in order to continuously improve waste management services within Gloucestershire;
 - 1.1.3. To plan the development of future services together and consult with one another ahead of service changes; and
 - 1.1.4. To ensure waste management services are cost effective and minimise the overall cost to Gloucestershire taxpayers.

6. Objectives

- 1.1. The objectives of the GRWP are as follows:
- To help the residents of Gloucestershire to live more sustainably;
 - To promote a circular economy, where waste is avoided and materials are kept in continual use;
 - To promote more sustainable production;
 - To improve local environmental quality;
 - To deliver high quality, safe and affordable waste management services; and
 - To measure the GRWP's progress in relation to the above objectives.

as described more particularly in Annex 1 to these Terms of Reference.

7. Functions

- 1.1. The functions of the GRWP are as follows:

1.1.1. Strategic Functions

- 1.1.1.1. To develop a strategic policy framework within which each Council Member can each discharge its statutory functions as a WDA or (as appropriate) as WCA.
- 1.1.1.2. To discharge Member Councils' responsibilities in relation to county-wide communication and promotional activities, public engagement, research and technical evaluations.
- 1.1.1.3. To develop proposals for the future development of waste management in Gloucestershire that achieves the above-mentioned GRWP objectives.

1.1.2. Financial Functions

- 1.1.1.1. To agree a draft budget for each forthcoming financial year to include the proposed contribution (if any) from each Member Council, for consideration by the GRWP.

1.1.1.2. To oversee the operation of any joint projects and plans (such as joint communications) agreed between the Member Councils and then monitor the effectiveness of these arrangements.

1.1.1.3. To make recommendations to the Member Councils regarding any resources that might be required from them to meet the above-mentioned GRWP objectives.

1.1.3. Operational Functions

1.1.1.1. To develop a Joint Resources and Waste Strategy for Gloucestershire, for approval by the Member Councils, which shall contain the strategic priorities and policies for the management of waste within Gloucestershire;

1.1.1.2. To implement such Joint Resources and Waste Strategy for Gloucestershire once approved by the Member Councils.

1.1.1.3. To prepare and deliver an annual action plan and communications plan that is intended to deliver the objectives set out in paragraph 6 hereof for approval by the Member Councils.

1.1.1.4. To continuously seek more efficient ways of delivering the GRWP's objectives, including (without limitation) opportunities for joint procurement, asset sharing and shared service arrangements between the Council Members.

1.1.1.5. To commission work, research and surveys into matters relevant to the GRWP objectives set out in paragraph 6 hereto.

1.1.1.6. To issue such press releases and carry out such communications work as the GRWP deems necessary for the furtherance of the GRWP objectives.

1.1.1.7. To carry out such other activities that are intended to facilitate, or which are conducive or incidental to, the discharge of the GRWP functions set out in this paragraph 7.

8. Representation and Composition of GRWP Board

1.1. Two representatives may be appointed by each Member Council (each a "**Representative**") to the GRWP Board with at least one such Representative for each Council Member being a member of the Executive for their Member Council (where such a governance structure exists at a Member Council).

1.2. Member Councils may appoint another named elected Representative to act as a substitute for either of their appointed GRWP Representatives on the occasions where either of their appointed Representatives is unable to attend a GRWP Board meeting.

1.3. Any such substitute Representative may speak and vote at meetings.

1.4. Other individuals (such as guest speakers) may be permitted to attend meetings provided they have received a prior written invitation from the Chair.

- 1.5. An invitation will be extended to Ubico Ltd and to member Councils' key service providers to attend GRWP Board meetings.
- 1.6. A record of attendance will be kept of all meetings of the GRWP Board. If a specific Member Council has failed to provide representation by any of its Representatives at two consecutive GRWP Board meetings, then the Chair shall raise the issue with the relevant Member Council's elected GRWP Representatives and/or that Member Council's Leader.
- 1.7. The Chair (or Vice-Chair in the absence of the Chair) will invite Representatives to speak on items appearing on the each GRWP Board agenda. Representatives may speak only when invited by the Chair to do so.
- 1.8. The February GRWP Board meeting or whichever GRWP Board meeting occurs soonest after February in any year shall be deemed to be the Annual General Meeting (AGM) of the GRWP Board.

Election of Chair and Vice Chair

- 1.9. A Chair and a Vice Chair of the GRWP Board will be appointed at the first AGM. The Vice-Chair shall assume the role of Chair at the next following AGM and each following AGM thereafter and a new vice-chair shall be appointed. The Chair and Vice-Chair shall be elected only from Representatives of the Member Councils from time to time.
- 1.10. The appointment of the first Chair of the GRWP at the first AGM and each new Vice-Chair at the first AGM and every AGM thereafter will be by election in accordance with paragraph 1.13 hereof.
- 1.11. The Chair of the Officers Senior Managers Group (SMG) will introduce an item regarding the election of the Chair at the first AGM and the Vice-Chair at the first AGM and every AGM thereafter. Only appointed Representatives from the Council Members may vote at such elections.
- 1.12. The Chair of the SMG will invite nominations and seconders. They will then seek the willingness of nominees to stand for election as Chair and/or (as appropriate) Vice Chair.
- 1.13. Any Representative nominated for election as Chair and/or (as appropriate) Vice Chair must secure a majority of all Representatives present who are entitled to vote.
- 1.14. In the absence of the Chair, the responsibilities of the Chair can be discharged by the Vice-Chair.
- 1.15. There is no requirement that the Representatives of any particular Member Council must hold the position of either of Chair or Vice-Chair.
- 1.16. If a Chair or Vice-Chair ceases to be their Member Council's appointed Representative for any reason then they shall immediately relinquish the position of Chair or Vice Chair and a new Chair or Vice Chair will be appointed at the next meeting of the GRWP Board.
- 1.17. The responsibilities of the Chair and Vice Chair are:

- to oversee arrangements intended to ensure that the GRWP delivers the Gloucestershire Resources and Waste Strategy;
- to facilitate effective consideration, discussion and decision of items at GRWP Board meetings and ensure good order is maintained;
- to act as an ambassador for the GRWP and to represent it, as appropriate, to stakeholders and the media.

9. Meetings of the GRWP Board and Decision Making

- 1.1. Meetings of the GRWP Board shall be held at least four times each financial year.
- 1.2. Such meetings will be hosted by the Chair's council (the "Host Council"). The Host Council will issue to the Representatives and supporting officers from each of the Member Councils an electronic copy of the agenda for each such meeting and the minutes of the previous meeting at least five clear working days in advance of each meeting.
- 1.3. Draft Minutes of GRWP Board meetings will be issued by the Host Council within ten clear working days following the relevant meeting.

Special GRWP Board Meetings

- 1.4. The Chair may call a Special GRWP Board Meeting at any time in relation to the Functions of the GRWP set out above by giving not less than five clear working days notice.
- 1.5. Special Meetings may be called by not less than two Representatives writing to the Chair (or Vice Chair if the Chair's position is vacant). Such call shall set out the proposed date of the Special Meeting and the business to be considered at such Special Meeting, which must relate to the Functions of the GRWP. Opportunities for teleconferencing or video conferencing will be explored to minimise the burden of such Special Meetings and to facilitate attendance.

Voting

- 1.6. Every question shall be determined by the voices of those voting Representatives present.
- 1.7. Only the appointed GRWP Representatives for each Member Council (or valid substituting Representative in the absence of the appointed Representative(s)) shall be entitled to vote at GRWP Board meetings.
- 1.8. In the event of a tied vote, the Chair shall have the option to make a casting vote. Such casting vote cannot be used to create a tied situation.
- 1.9. If a proposal on which a vote is held is likely to have a direct financial impact on a Member Council, then that proposal may only proceed if supported by the Representatives of the Member Council(s) affected.
- 1.10. Any Representative may request that votes are recorded.

10. Officer Support

Senior Managers Group

- 1.1. The GRWP will be supported by a Senior Managers Group (SMG). This group will consist of at least one senior officer from each Member Council. The Chair and Vice Chair of the SMG shall be from the same Member Councils as the Chair and Vice Chair of the GRWP Board.
- 1.2. The functions of the SMG are as follows:
 - To develop a Joint Resources and Waste Strategy for Gloucestershire for consideration by the GRWP Board and, if approved, adoption by each Member Council);
 - To prepare and deliver an annual GRWP action plan and communications plan;
 - To prepare and monitor GRWP annual budgets;
 - To prepare a GRWP forward plan for consideration by the GRWP Board;
 - To prepare GRWP reports and recommendations for consideration by the GRWP Board;
 - To ensure that any functions delegated to the GRWP by the Member Councils are discharged effectively and in accordance with these Terms of Reference.
- 1.3. The SMG will meet at least four times a year.
- 1.4. SMG meetings are informal with the aim of arriving at decisions by consensus, but always with the goal of delivering the Objectives and Functions of the GRWP set out above.
- 1.5. The SMG will be supported by a “Partnership and Community Engagement Officer” to be employed by Gloucestershire County Council. Funding for the role will be provided through a combination of direct revenue funding by GCC and through its contribution to the Partnership and Communications Fund set out in paragraph 11.
- 1.6. The SMG will oversee the work described in paragraph 1.7 to 1.11 carried out by the “Communications Working Group” and the work described in paragraphs 1.12 and 1.13 carried out by the “Gloucestershire Waste, Safety and Health Group”. Other task and finish groups may be commissioned by the SMG as necessary for the achievement of the GRWP Functions and Objectives set out above.

Communications Working Group

- 1.7. A Communications Working Group (“CWG”) will be created by the SMG which shall be comprised at least one officer from each Member Council. This group will report to and work under the guidance of the SMG.

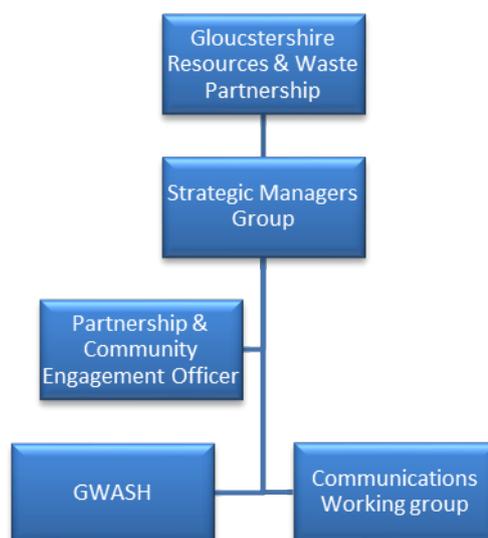
- 1.8. The CWG will be responsible for the development, implementation and monitoring of the annual GRWP Communications Plan containing details of planned joint communications work to be undertaken.
- 1.9. The CWG will deliver communications campaigns under the “Gloucestershire Recycles” brand, with localised, district variations as appropriate. The purpose of such campaigns shall be to ensure that local campaigns are in keeping with and can benefit from the wider national campaigns delivered for government by WRAP (the Waste and Resources Action Programme).
- 1.10. The CWG will meet at least four times a year.
- 1.11. Meetings of the CWG are informal with the aim of arriving at decisions by consensus.

Gloucestershire Waste, Safety and Health (GWASH) group

- 1.12. The Gloucestershire Waste, Safety and Health (GWASH) group will consist of at least one officer from each Member Council. This group will report to and work under the guidance of the SMG. Waste collection, street cleaning and waste treatment contractors working for the Member Councils will also be invited to attend GWASH group meetings.
- 1.13. Meetings of GWASH group are informal with the aim of arriving at decisions by consensus.

GRWP Reporting Structure

1.14. The reporting structure of the GRWP is as follows:



11. Funding

- 1.1. Each Member Council remains responsible for funding its own service costs.
- 1.2. A “Partnership and Communications Fund” (the Fund) will be generated and maintained in accordance with this paragraph 11 in order to enable the GRWP to support the Member

Councils in delivering the objectives set out in paragraph 6 hereto. This fund will be held by Gloucestershire County Council on behalf of the GRWP.

- 1.3. Funding for the Fund will be generated by Gloucestershire County Council (GCC) allocating up to a £10,000 top slice from the discretionary Residual Waste Reduction Incentive Payments made by GCC to each of the other Member Councils to the fund. For each £10,000 top slice, a matching £10,000 payment will also be made by GCC into the Fund.
- 1.4. The allocation of funding from the Fund will be decided by the GRWP Board as part of an annual action planning and communications planning process. The implementation of work agreed by the GRWP Board and related expenditure will be overseen by the SMG with regular progress reporting to the GRWP Board.
- 1.5. GCC will provide budget monitoring information to the SMG on at least a quarterly basis.
- 1.6. Should any other expenditure be agreed by the GRWP then the following formula shall be applied to determine the share of costs to be met by each Member Council:

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

$$\text{WCA share} = \frac{\text{Total shared cost} - \text{WDA share}}{\text{Number of WCA Council members}}$$

Illustration:

Joint project costing £50k

WDA waste budget £25m

Total combined WCAs waste budget £10m

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

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

$$\text{Individual WCA share (assuming 6 WCAs with a combined budget of £10m)} = \frac{\text{£14,285}}{6} = \text{£2,381}$$

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

12. Review

- 1.1. These Terms of Reference shall be reviewed and revised by the Member Councils if three or more Member Council's send a request for such a review and revisions in writing to the Chair of the GRWP.

Annex 1 – GRWP Objectives

The GRWP shall:

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 – Decision Making Timeline

Authority	Decision
Cheltenham Borough Council	To be confirmed
Cotswold District Council	Council, 25 th September 2019
Forest of Dean District Council	Council, 17 th October 2019
Gloucester City Council	To be confirmed
Gloucestershire County Council	Cabinet, 20 th December 2019
Stroud District Council	Council, 20 th February 2020
Tewkesbury Borough Council	Council, 1 st October 2019