



## **EWM Programme**

### **Organisation Structures in Waste Management**

#### **Study Report**

**August 2006**

## **Introduction**

Organisation Structures in Waste Management is the fourth component in the EWM programme. It has been led by Recycling Institute, which has conducted a study of organisational structures in the partner regions, as well as exploring other case studies relating to organisation structures.

This document is the draft conclusion to the study, and is designed to report the conclusions and recommendations of the study. A separate document will include the detailed findings and examples of case studies collected in the course of the study. The purpose of this document is to summarise the conclusions of the project, and recommend how to develop this work into something that has value beyond EWM.

The genesis of the component theme in EWM is something of a puzzle. It became clear that the partners were not particularly interested in the subject, except for the S-East of England partners, who have a problem related to the two-tier organisational structure in waste management in their region. But the theme was not proposed by the S-East. In some ways, it would seem to be a dry and unrewarding theme, offering little room for the innovations required by the EWM programme. Organisation structures in this context are a matter for bureaucratic management, rather than progressive vision.

However, there are areas that offer real interest and potential for imaginative and innovative work. The nature of the problem of modern waste management has created opportunities for visionary solutions in the organisations best designed to meet the challenges.

An outcome of this document will be to test whether there is the interest and commitment amongst the EWM partners to explore these opportunities.

## **Methodology**

Questionnaires were issued to all EWM partners (12 organisations representing 7 different EU countries) asking for details of their own organisations, their structures, their management strengths and weaknesses, as well as details of their remuneration schemes, their reporting lines, their ownership, and their informal committee structures. These were completed by all except one partner. The responses were supplemented with additional informal desk research, mainly in the UK, collecting case studies available on the Internet. The literature specific to Waste Management that deals with this theme is quite extensive. Studies of organisation structures in the wider sphere of business management abound. This has been an area of extensive thought and research.

The data was collected during October/November 2005.

## Objective

The objective of the study is to examine the relationship between operational efficiency and organisation structures in waste management. The study seeks to establish management best practice, with a view to improving the efficiency of management in the partners' waste management operations.

## Conclusions and Recommendations

In many ways, this appears to be an unambitious objective, although it does give rise to one innovative idea.

The **conclusion** of the investigation into best practice in organisation structures in waste management is that it is hard to differentiate between good and bad, that there is limited room for experimentation, and that change is difficult to accomplish, even within quite narrow limits. Where structural problems exist, their origin is always obvious, as is their solution, though corrective action is certainly hard to achieve for reasons of statutory and regulatory controls.

However, different organisations are more successful, as a result of what they do **regardless** of their organisational structures. This is more a question of strategy, planning and motivation, and much less a question of structure. It can include tactics such as flexibilities and empowerment that differentiates one management style from another. Again, this is not a matter of structures.

However, there is real benefit to be gained by experiencing the differences caused by different strategies.

A **recommended innovation** proposed for the conclusion of EWM is therefore a programme that should be planned, designed, funded and implemented, for regional twinning around Europe in waste management, between collaborating partners in the scheme. Its purpose would be to show how to work in the manner of one another. Hence a waste manager from Dundee might spend one week every quarter in Genoa, whilst his or her counterpart spends the same time in Dundee. This would last for one year. Simultaneous exchanges could be taking place between the same partners, using different personnel, or the same personnel could work in different places in consecutive years. The best way to understand how an organisation might be different from your own – and therefore understand the nature of best practice – is to watch how they work there. The quality of the organisation and its relative impact on the work that all waste management operations have to accomplish will be made visible in a meaningful manner.

A **related conclusion** of this study is that the waste management industry is strongly affected by a new tension that has arisen as a consequence of the modern re-evaluation of the economic significance of waste as a resource. The tension starts with the financial constraints on the waste management industry, that have existed for as long as the public purse has been obliged to pay for the cost of managing waste. These constraints result in those charged with the responsibility of administering the process **doing the barest minimum** necessary to achieve the statutory objective. This, in itself, creates an inherent tension that has caused times of crisis, such as the Binmen's strike in the UK in the 1970's, when pay was reduced to such a low level that the workforce withdrew its labour, and the rubbish was left to gather on the streets for several weeks.

The new tension is between the need to do the barest minimum consistent with efficiency, that has characterised the industry in the past, and the new economic philosophy of waste as a resource, which requires special treatment, including separation, special collections, special processing, special facilities and a new cost base that recognises the value of the resource.

This is a tension that is further exacerbated by the changes in the statutory requirements, reflecting the new ideology, but the unchanging need to suppress costs to meet the budgets of a contracting public purse.

This can be summed up as the tension between the new and the traditional. But this has particular meaning in the waste management industry. The traditional, in this case, has unique values, known only in this sector.

The second **innovative recommendation** is to research these values, and their impact on the development of the waste management industry. How does the culture of waste management affect the outcomes desired by society?

Qualitative research is required to understand this and explore it.

There are management contexts that can be observed, and the spectrum creates different potential:

Public sector	Private sector
Budget driven	Profit driven
Monopolistic	Competitive
Stable	Volatile
Traditional	Progressive
Protected	Unprotected
Formal	Informal
Politically accountable	Financially accountable

Whilst these are the characteristics of the management alternatives, and these promote different cultures, the work force might reveal a culture which provides the largest single barrier to development. Research may explore the following characteristics of the personnel involved in waste collection and disposal, whose implication needs detailed investigation:

Male  
Badly educated  
Economically deprived  
Long-serving  
Traditional work practices  
Resistant to change  
Dirty  
Smelly  
Excluded  
Unregarded  
Dealing with the unclean and unwanted  
Unvalued  
Unwanted jobs  
Poorly paid  
Bottom of the employment pile  
Proud  
Defiant

Does this describe the work force in waste management? The **innovation** required should set out to answer this.

### **Next Steps**

Agree these innovations and develop programmes that will bring them to life.

## Detailed Responses

### Component 4 Questionnaire – Adur District Council Response (S-East England)

#### Questionnaire

Organisation Name: *Adur and Worthing Services (Part of Adur District Council and Worthing Borough Council)*

Respondent Name: (i.e. your own name) *Lesley Hunt*

Contact Details: *lesley.hunt@adur.gov.uk*

Date: *23 September 2005*

Please provide the following information about the organisation of waste management in your region:

#### 1. Description

*See SE Waste management organisational chart produced by Dave Ricketts.*

*Please explain what corporate bodies are responsible for waste management in your region, what they are each responsible for, how they report to one another (i.e. which has authority to make decisions and instruct the others), and what their constitution is (i.e. public body or Government, or private company, or private company owned by the public sector).*

#### 2. Structure

*Please see attached AWS structure diagram*

#### 3. Ownership

3.1 *Who are the shareholders of the organisation? Adur District Council and Worthing Borough Council*

1.1 *How are they connected to the organisation? Local Authorities responsible for Waste collection in Adur and Worthing.*

2.2 *In what way do they influence the organisation and its work? The Councils are responsible for all aspects of the Waste and Recycling services including policy, finance and employment of staff.*

*Who founded the organisation and why? Adur and Worthing Service were set up by WBC and ADC with support from the ODPM's Strategic Partnership Taskforce pathfinder programme.*

*Adur and Worthing Services (AWS) initiative is an incremental joint working project between Adur District Council and Worthing Borough Council looking at the area of direct services, i.e. waste management and street cleansing plus shared facilities such as operational depots and vehicle workshops.*

*PAWS has three main stages –*

- The sharing of facilities and resources*
- The harmonisation of working practices*
- The creation of a single service-provider (the "Super DSO" concept)*

*The services that are covered by the PAWS project are:*

- Refuse Collection (both domestic and trade)*
- Recycling*
- Street Cleansing*

- Depot Services
- Vehicle Workshop
- Joint PAWS CRM / e-procurement system

*AWS was set up to make service more effective and efficient; bring economies of scale from the use of a single depot and joint procurement; and improve performance.*

#### 4. Government and Legislation

- 1.1 *How is waste management organized on a governmental level See sheet produced by Dave Rickets for details.*
- 2.2 *How are governmental responsibilities divided?*
- *See chart produced by Dave Rickets.*
- 3.3 *How has the Government and legislation affected the organisation and its work?*
- *Funding*
  - *Recycling credits*
  - *LATS*
  - *Prudential code – need to continually review financial performance*

#### 5. History

- 1.1 *How did the organisation evolve to its current shape and size?*
- AWS was one of twenty four projects chosen by the Office of the Deputy Prime Minister (ODPM) to become part of their Strategic Partnership Pathfinder programme. On the 3 September 2002 the Adur and Worthing Simultaneous Executive Meeting (SEMs) agreed the overall PAWS project plan.*

*Since then joint working has commenced in the vehicle workshop; Adur and Worthing staff share facilities and resource i.e. we are working from a single depot in Commerce Way and work is progressing on identifying a single service style to be introduced across the two authorities.*

- 2.2 *What external elements were responsible for organisational change?*
- *The Gershon Report - requirement to make efficiencies.*
  - *Need to meet 2005/6 recycling target of 30%.*
  - *Health and safety policies*
  - *Public perception / satisfaction*
- 3.3 *Describe the competition you encounter.*
- *Waste and Recycling Services have been subject to competitive tendering every seven years as part of CCT / Best Value.*

#### 6. Formal Components

*Please provide details of the following within your organisation:*

- 1.1 *Job Descriptions (one sentence explaining responsibilities of each title)*
- *Head of Direct Services – oversees all operational issues include waste, recycling, street scene, cleansing, building services, vehicle maintenance, grounds maintenance and parks.*
  - *Head of Contract Services – oversees strategic issues relating to AWS include waste, recycling, street scene, cleansing, building services, vehicle maintenance, car parks, grounds maintenance and parks.*
  - *Waste Service Manager (x2) – oversees day to day waste management issues including HR issues, depot, health and safety etc*
  - *Assistant Waste Managers – assists in overseeing day to day waste management issues, deployment of staff, contract monitoring etc*
  - *Waste Supervisors – deploy staff, monitor contract, BV199 surveys*

- *Waste and recycling crews – collect waste and recycling.*
- *Transport Manager (and staff) – responsible for keeping the fleet in good condition, servicing, purchase of the fleet.*
- *Waste Strategy Manager – management of recycling, car parks and Compliance services.*
- *Recycling Officer – day to day recycling services issues, publicity and promotion of the service, projects.*
- *Compliance Supervisor and compliance officers- enforcement and monitoring*
- *Office Service Manager – customer interactions, BVPI's, finance.*
- *Finance Officer – financial matters and budgets.*
- *Admin / reception – general administration*
- *AWS Project Officer – overseeing AWS project.*

## 2.2 *Internal Line Management (how they report to their boss)*

- *See organisational chart. A series of meetings takes place months which cascades information through the organisation Joint chief Officers – Departmental Management Team - Supervisor Meetings – Team Meetings*

## 3.3 *Department Management (how their department head reports to his boss)*

- *See organisational chart*
- *Weekly informal meeting, monthly formal meeting, PDRs, informal meetings etc.*

## 4.4 *Department Relationship (how the departments relate to each other)*

- *Cross departmental working groups on issues including IT, HR, street scene etc*
- *Team brief (info on corporate issued) / 'our perspective' (information on department issues)*

## 7. *Informal Components*

*Please provide details of the following within your organisation:*

1.1 *Working groups – AWS - Trade waste, Refuse and Recycling Service Review. Adur - street scene, HR, ICT. WBC – Refuse / cleansing review group*

2.2 *Task forces - none*

*Committees – Simultaneous Executive Meetings (SEMs) and Joint Overview and Scrutiny are specific to AWS. (Members of the two Councils hold their executive meetings at the same time and in the same venue so debate on issues is done jointly. Voting and approval procedures are carried out according to existing executive arrangements.)*

*WBC has a Cabinet member with a portfolio for the Environment / ADC has a committee system with the Community and Leisure Committee overseeing Refuse issues.*

3.3 *Steering groups - None*

4.4 *Management groups – AWS Management Board*

5.5 *Any other groups created outside the formal structure for particular tasks - None*

6.6 *Social groups – Adur social club*

## 8. *Management*

*Please provide details of the following within your organisation:*

1.1 *Remuneration policy – inline with agreed national scheme*

2.2 *Bonus/incentive policy – incremental rises assessed each year*

3.3 *Motivational Techniques – Personal Development Review plans (PDRs) to review achievements and plan future work.*

4.4 *Empowerment Techniques*

5.5 *Training policy – Training needs identified as part of PDRs / formal written training policy (part of WBC and ADC)*

6.6 *Promotions and staff development policy – Promotion via normal recruitment method. Incremental pay rises within scales. Both Councils have a Staff Development or Training Policy. Do you want copies?*

## 9. Performance

Please provide an account of the success or failure of the above waste management organisation. In what ways is it efficient, in what ways is it inefficient, in what ways does it need improvement?

### 1.1 Strengths

- *Partnership working between two authorities*
- *Setting up of SEMs / efficient decision making*
- *Moved WBC operation away from a residential area.*
- *In better position for implementing service improvements such as trade recycling scheme.*
- *Reviews identified areas for improvement that could be addressed.*
- *Good links with West Sussex CC.*
- *Recent improvements in participation and recycling rates for both authorities resulting from proactive campaigning.*
- *Public satisfaction ratings for services are good.*

### 2.2 Weaknesses

- *Political support – need both authorities to agree for a decision to be made.*
- *Lack of funding – constrains ability to implement best practice.*
- *Lack of long term financial planning*
- *Little pro-active marketing for other services – street cleansing / refuse.*
- *Lack of enforcement / stick approach*
- *Public acceptability of schemes – recently looked at implementing an alternate week collection service for refuse and recycling, but was felt it would not be accepted by the public.*

### 3.3 Results (successes/failures)

#### Successes

- *Improvements in services from sharing working practices and ideas.*
- *Economies of scale from bringing together operations*
- *All staff working from one depot (previously located in two).*
- *Additional income from renting out depot space.*

#### Failures

- *Works to depot were delayed.*
- *Delays in merging service fully until after joint pay and grading review . Likely date for completion this is April 2007*
- *Delays in determining the style for the single service. Need agreement from politicians. Delays in making this decision may result the fleet failing / additional costs.*

## Component 4 Questionnaire – Komart Response (Cracow, Poland)

### Questionnaire

Organisation Name: PPHU "Komart" sp. z o.o.

Respondent Name: (i.e. your own name) Edward Fojcik

Contact Details: PPHU "Komart" sp. z o.o., 44-194 Knurów, ul. Szpitalna 7

email: di@komart.pl

Date: 8.11.2005

Please provide the following information about the organisation of waste management in your region:

#### 1. Ownership

4.4 Who are the shareholders of the organisation?

**private persons**

5.5 How are they connected to the organisation?

**partially employees**

6.6 In what way do they influence the organisation and its work?

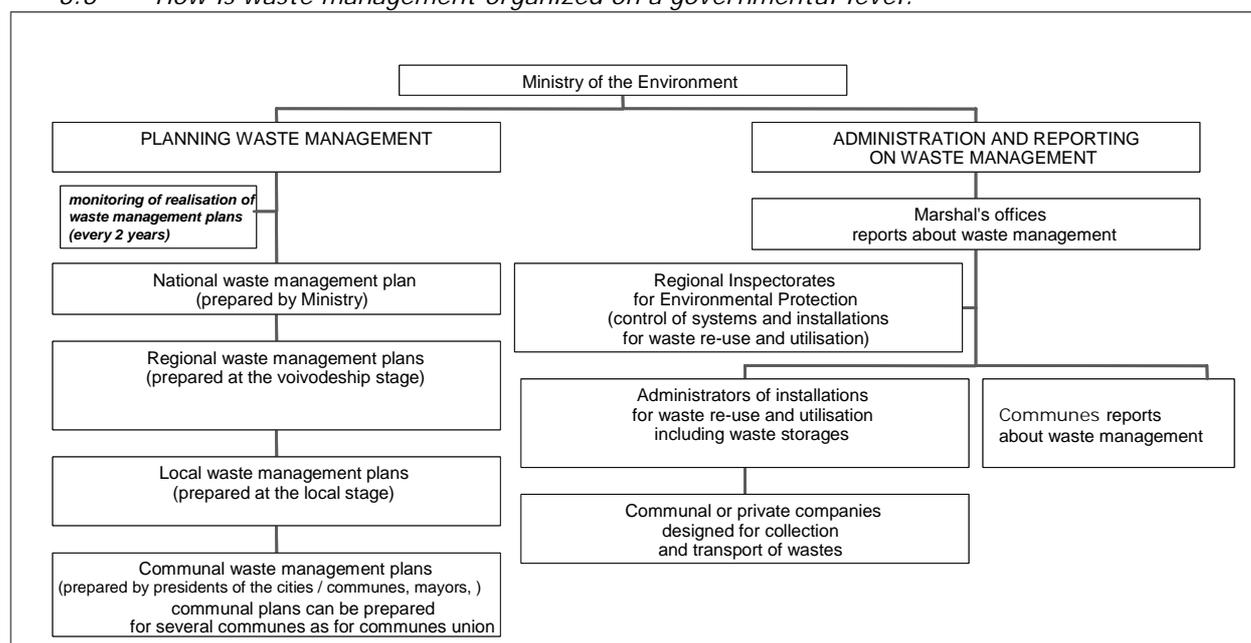
**by the resolutions of shareholders**

7.7 Who founded the organisation and why?

**private persons to facilitate the activity of waste management**

#### 2. Government and Legislation

8.8 How is waste management organized on a governmental level?



9.9 How are governmental responsibilities divided?

**National Plan of Waste Management - realised by government i.e. Ministry of Environment**

**Voivodeship Plan of Waste Management - realised by voivodeship Marshal**

**Second level of local government administration in Poland - starost of the city**

**Borough Plan of Waste Management - borough leader**

10.10 How has the Government and legislation affected the organisation and its work?

- **restrictions regarding the place of storage and recovery**
- **prices (top rates are decided by community)**

### 3. History

11.11 *How did the organisation evolve to its current shape and size?*

**There were changes in the structure as a result of changes in legal conditions i.e. law regarding the waste management and environmental protection**

12.12 *What external elements were responsible for organisational change?*

13.13 *Describe the competition you encounter.*

**Competition exist, every company is a competitor**

### 4. Formal Components

*Please provide details of the following within your organisation:*

14.14 *Job Descriptions (one sentence explaining responsibilities of each title)*

**Management Board – strategic management of the company**

**Directors – current management for exploitation, investments and finances**

**Employees**

15.15 *Internal Line Management (how they report to their boss)*

**Employees report to the directors who report to the management board**

16.16 *Department Management (how their department head reports to his boss)*

**by oral and written reports**

17.17 *Department Relationship (how the departments relate to each other)*

**cooperation**

### 5. Informal Components

*Please provide details of the following within your organisation:*

18.18 *Working groups*

19.19 *Task forces*

20.20 *Committees*

21.21 *Steering groups*

22.22 *Management groups*

23.23 *Any other groups created outside the formal structure for particular tasks*

24.24 *Social groups*

**This is a small company, so there is no need for formal structures like above. There are everyday meetings to address the current activities.**

### 6. Management

*Please provide details of the following within your organisation:*

25.25 *Remuneration policy*

**according to the work code**

26.26 *Bonus/incentive policy*

**There is a system of bonuses granted on the basis of evaluation of each employee.**

27.27 *Motivational Techniques*

-

28.28 *Empowerment Techniques*

-

29.29 *Training policy*

**There are training organised as the need arise or legal requirement**

30.30 *Promotions and staff development policy*

### 7. Performance

*Please provide an account of the success or failure of the above waste management organisation. In what ways is it efficient, in what ways is it inefficient, in what ways does it need improvement?*

31.31 *Strengths*

- **big landfill, built according to the UE standard**
- **longterm exploitation (to 2045)**
- **separation plant (investment in realisation)**

32.32 *Weaknesses*

- **road infrastructure not well developed**

33.33 *Results (successes/failures)*

- **good financial standing**
- **good image**
- **stable situation**
- **good ranking on the market**
- **modern technologies**
- **ISO 9001 and 14001**

## **Component 4 Questionnaire – Dundee City Council Response (Dundee, Scotland)**

### Questionnaire

*Organisation Name: Dundee City Council, Waste Management Department*

*Respondent Name Stewart Ball*

*Contact Details: Waste Management Department  
34 Harefield Rd  
Dundee  
DD2 3JW  
tel 01382 432729*

*Date: 17th October 2005*

*Please provide the following information about the organisation of waste management in your region:*

#### *8. Description*

*The bodies responsible for waste management in Scotland are the Scottish Executive, responsible for introducing legislation, incorporating EU Directives into Scottish legislation, setting national targets, providing funding etc. The Scottish Environment Protection Agency (SEPA) responsible for enforcement of legislation relating to the transport, storage and disposal of waste, site licensing, closure and aftercare of landfill sites. Local Authorities, responsible for delivery of front line services and for ensuring compliance with national legislation and achievement of targets.*

#### *9. Structure*

*See Appendix 1.*

## Ownership

- 34.34 *The shareholders of the organisation are the elected members of Dundee City Council, the employees of the department, local businesses and members of the public.*
- 35.35 *The local businesses and members of the public receive a service from the Department in the form of street cleansing and refuse collection.*
- 36.36 *The elected members determine council policy and dictate how the organisation should operate, and what its main aims and objectives should be. They also agree budgets and monitor the performance of the department within certain agreed parameters. Employees of the department have a large influence over how effectively the department operates, while members of the public make the department accountable through complaints, and through demanding additional services. Ultimately members of the public elect councillors every 4 years, and can therefore influence how the service is delivered.*
- 37.37 *Local Authority.*

## 10. Government and Legislation

- 38.38 *Waste Management is a devolved issue, therefore the Scottish Executive has the ultimate responsibility for organising waste management.*
- 39.39 *Not entirely sure, there are several different departments who share responsibility for different aspects, but the workings of the Scottish Executive remain a mystery to mere mortals like myself.*
- 3.3 *The introduction of the National Waste Strategy and Strategic Waste Fund have fundamentally changed how waste management is carried out in Scotland. The setting of recycling and composting targets along with the introduction of financial penalties for failure to comply with these targets has shifted the focus away from disposal as cheaply as possible, towards increased recycling and greater sustainability.*

## 11. History

- 40.40 *The organisation has evolved through time and has adapted to respond to the changing demands put upon it by local and central government.*
- 41.41 *New legislation, national waste strategy, government policies and strategies such as CCT, Best Value etc.*
- 42.42 *Competition comes in the main from private contractors such as Biffa. SITA etc. and is largely restricted to commercial collections and activities.*

## 12. Formal Components

*Please provide details of the following within your organisation:*

- 43.43 *See attachment*
- 44.44 *The degree of day to day management of individuals depends on the nature of the work being undertaken, the experience of the individuals concerned and to a large degree on the individual leadership style of the manager. In some sections there is a relatively informal approach adopted, while other managers prefer a more formal approach with more emphasis placed on direct supervision and performance monitoring. Every employee receives a one to one Staff Development Review on an annual basis with his/her line manager to set targets and objectives for the coming 12 months, and to identify training needs.*
- 45.45 *Each Department Head has a monthly meeting with the Chief Executive to discuss issues relevant to their department. In addition, the Chief Executive holds a monthly management team meeting of all Department Heads to discuss wider corporate issues.*
- 46.46 *As above, all Department Heads meet on a monthly basis to discuss corporate priorities and decide on policies.*

### 13. Informal Components

Please provide details of the following within your organisation:

- 47.47 Working groups - Short term working groups are set up as and when required to see through specific projects. These working groups have a specific project or task to complete, and when that task is completed the group is disbanded.
- 48.48 Task forces - No task forces that I am aware of.
- 49.49 Committees - Each Department has its own committee which meets on a monthly cycle. Departments prepare reports for committee to inform elected members of issues which are ongoing and which require some sort of ratification or decision to be made.
- 50.50 Not common within the organisation, but tend to be established corporately by Chief Exec.
- 51.51 Management groups
- 52.52 Any other groups created outside the formal structure for particular tasks - All covered above.
- 53.53 Social groups - There is a social committee which organise corporate functions like childrens christmas parties etc. Individual departments organise their own social functions, but the frequency and nature of these events varies from department to department.

### 14. Management

Please provide details of the following within your organisation:

- 54.54 Remuneration policy - Posts are evaluated against a set criteria to establish the appropriate grade of pay. There are allowances for regrading appeals if someone feels that their rate of pay does not adequately reflect the duties of their post. At present each post in the council is being re-assessed in line with the single status job evaluation procedure agreed with the trade unions.
- 55.55 Bonus/incentive policy - Manual staff within the department are paid a performance related bonus which can be up to 33% of basic salary. Under single status, this bonus will shortly be incorporated into basic pay to remove the discrepancy of some staff being paid bonus and others doing similar jobs not being paid bonus.
- 56.56 Motivational Techniques - Depends on individual line manager.
- 57.57 Empowerment Techniques - Empowerment is encouraged, but there is no formal policy in place. The level of empowerment will be dependant on the task being undertaken and the capabilities of the individual.
- 58.58 Training policy - The department has a very comprehensive training policy informed by the annual Staff Development Review process mentioned earlier. The Department recently received Investor in People status.
- 59.59 Promotions and staff development policy - Promotions are awarded on merit and the best candidate is chosen for the post. Most promoted posts are advertised externally to increase the chances of appointing the right candidate. There is a strict recruitment and selection policy which must be followed at all times and which must be transparent.

### 15. Performance

Please provide an account of the success or failure of the above waste management organisation. In what ways is it efficient, in what ways is it inefficient, in what ways does it need improvement?

- 60.60 Strengths - High level of service delivered to customers. Considering the numbers of individual collections carried out on a weekly basis, very few complaints are received.

- 61.61 *Weaknesses - Historically, supervisors have been recruited internally from within the ranks of the manual workers meaning that some of the staff now in middle management positions do not have the skills required to run a modern effective organisation. They also have very close ties to the workforce meaning that they are reluctant to deal with certain behaviours and to try to change the culture within the department.*
- 62.62 *Results (successes/failures) - The department is measured on a number of statutory performance indicators and tends to perform very well in relation to other Scottish cities.*

## Component 4 Questionnaire – Põlva Municipality (Põlva, Estonia)

### Questionnaire

*Organisation Name: Põlva Municipality*

*Respondent Name: Ms. Tiivi Parts*

*Contact details: tiivipolvalv.ee, phone: + 372 520 1969*

*Date: 23.09.2005*

### *The information about the waste management in our region*

#### **1. Description**

The corporate bodies responsible for waste management in our region are:

- **Põlva Municipality** – is responsible for organising the waste management in its territory, regulates the collecting of dangerous waste from its inhabitants, receives the legal acts and development projects regulating the waste management and carries out the environmental inspection.
- **Põlvamaa's Environmental Service** - ( communal structure unit of the Ministry of Environment ) – gives out the waste permits, collects the rendering reports on waste management, coordinates the municipalities environmental regulations, plans and development projects, compiles the communal waste management programme and supervises its fulfilling, gives advice to local municipalities and firms on environmental problems.
- \* **Environmental Inspection** – ( regional structure unit of the Ministry of Environment ) – supervises the environmental situation in regions .
- **Producer-responsibility Organisations** – ( corporations made up by the Producers themselves ) – are responsible for managing certain kind of waste: packing waste, electric and electronic waste, old batteries and accumulators, old tyres and vehicle wrecks.
- **Waste Management Companies** ( private companies ) – are responsible for collecting and taking away the waste, reusing the waste and operating the rubbish dumping grounds. They also take responsibility for filling their contractual duties.
- **SC South -East Estonian Waste Centre** - ( Business-corporation, possessed by municipalities themselves ) – established by 50 municipalities in order to found a dumping ground corresponding to all European requirements. In future the corporation should take over some municipalities' duties, eg. organising contests to find dustmen for the region, etc.

## **2. Structure**

**The Municipal (City ) Council** - adopts legal acts and development projects concerning the waste management in the city

**The Council Committee of Economics** – among other problems has to discuss also the economic problems connected with waste management

**A City –Council Official** , i.e. **the district magistrate** – among other duties deals with necessary materials concerning waste management problems.

## **3. Ownership**

**Põlva City-government is the executive institution of the local municipality.**

## **4. Government and Legislation**

### **4.1 How is waste management organised on a governmental level ?**

**The Parliament ( Riigikogu )** – adopts laws

**The Environmental Commission of the Parliament** – discusses and completes the bills ( draft laws ) of the legal acts prepared by the Ministry of Environment.

**The Government of the Republic** – on basis of the laws adopts the decrees and development programmes for the domain.

**The Minister of Environment** - on basis of the laws gives out decrees

**The Ministry of Environment**- prepares bills for legal acts on environment

**Structural Units of the Ministry of Environment** ( such as environmental services, inspection ) stand for fulfilling the waste policy on local level

### **4.2 How are governmental responsibilities divided?**

The main responsibility lies on the Ministry of Environment, in some cases on some other ministries, eg. the Ministry of Agriculture is responsible for animal waste management.

### **4.3 How has the government and legislation affected the organisation and its work?**

In connection with Estonia`s merging the European Union a number of new laws, setting up additional duties to local municipalities, have been adopted.

## **6. Formal Components**

There are about 6,300 inhabitants in Põlva and there are 20 officials in the City – Government that has no departments (eg. no environmental department ). There is only

one person- the district magistrate – who deals with environment and waste management.

That person also prepares and provides the bills for decrees, contracts and other documents.

## **7. Informal components**

There are no special work-groups for environment. The most important issues are discussed and decisions are made in the Committee of Economics of the City – Government.

## **8. Management**

### **8.1 Remuneration policy**

There is a fixed monthly salary for every official in the City – Government

### **8.2 Motivation techniques**

A bonus sum of money, based on the Mayor`s written order, is paid for a successfully completed project.

### **8.5 Training policy**

There are no restrictions to any official to participate in workshops and advanced training courses within the republic.

### **8.6 Promotions and staff development policy**

For the last six years the City- Government members have been aware of the non-official direction – get done with as much of work as possible with as few people as possible.

## **9. Performance**

### **9.1 Strength**

The person, dealing with waste management has been enabled to participate in a number of training courses (partner states included )

### **9.2 Weaknesses**

As the state has constantly been transmitting its duties to local municipalities, it`s obvious that it`s not enough to have only one person dealing with environmental problems beside her/his everyday duties.

### **9.3 Results ( successes/ failures )**

- The City-Government succeeded in solving the problems with administrating the now existing dumping grounds and landed estate. It resulted in getting the permit to keep the dumping ground in process up to the year 2009.
- The local regulations and development programmes, directing the waste management in municipality, have been brought into operation
- The municipalities` project aspirations on waste management have been a success: the municipalities have got the means for collecting dangerous waste, for founding a composting ground, for building collecting sites for reusable waste.

## Component 4 Questionnaire – Omrin Response (Province of Friesland, Netherlands)

### Questionnaire

*Organisation Name:*

Omrin

*Respondent Name: (i.e. your own name)*

Ruud Paap

*Contact Details:*

Postbus 1622

8901 BX Leeuwarden

T 00 31 58 233 65 65 of 00 31 62 05 45 771

F 00 31 58 215 76 42

rpaap@omrin.nl

*Date:*

October 31

Please provide the following information about the organisation of waste management in your region:

#### 16. Description

*Please explain what corporate bodies are responsible for waste management in your region, what they are each responsible for, how they report to one another (i.e. which has authority to make decisions and instruct the others), and what their constitution is (i.e. public body or Government, or private company, or private company owned by the public sector).*

Omrin is active throughout the entire chain of waste management. In other words, from the collection of household waste, building, demolition and industrial waste and the cleaning of public areas to the recycling of waste into raw materials for various production processes. Our primary task is to prevent the production of waste as much as possible. Alongside this preventative task, Omrin also has an executive task, since there will always be waste. This is why we have to collect, treat and process waste in a practical, environmentally hygienic manner. During these activities a healthy and safe working and living environment must be guaranteed.

Omrin is responsible for the collection of household waste in 17 of the 31 municipalities in Friesland. The other 14 municipalities collect household waste themselves.

Omrin is responsible for the processing of residual household waste of all 31 municipalities in Friesland.

Omrin is responsible for the collection of a part (+/- 7%) of the business waste in Friesland.

Omrin is a private company the 31 municipalities are our shareholders.

Division of responsibilities and organisation

Collection

Under the Environmental Management Act local authorities are responsible for collecting household waste. Regular household waste is in principle picked up from a point close to each property within the municipality at least once a week. However under certain conditions local authorities may collect waste less or more frequently or require it to be deposited in special containers instead of carrying out a house-to-house collection.

Section 10.12 of the Environmental Management Act requires local authorities to carry out a separate house-to-house collection of kitchen and garden waste, although exceptions are

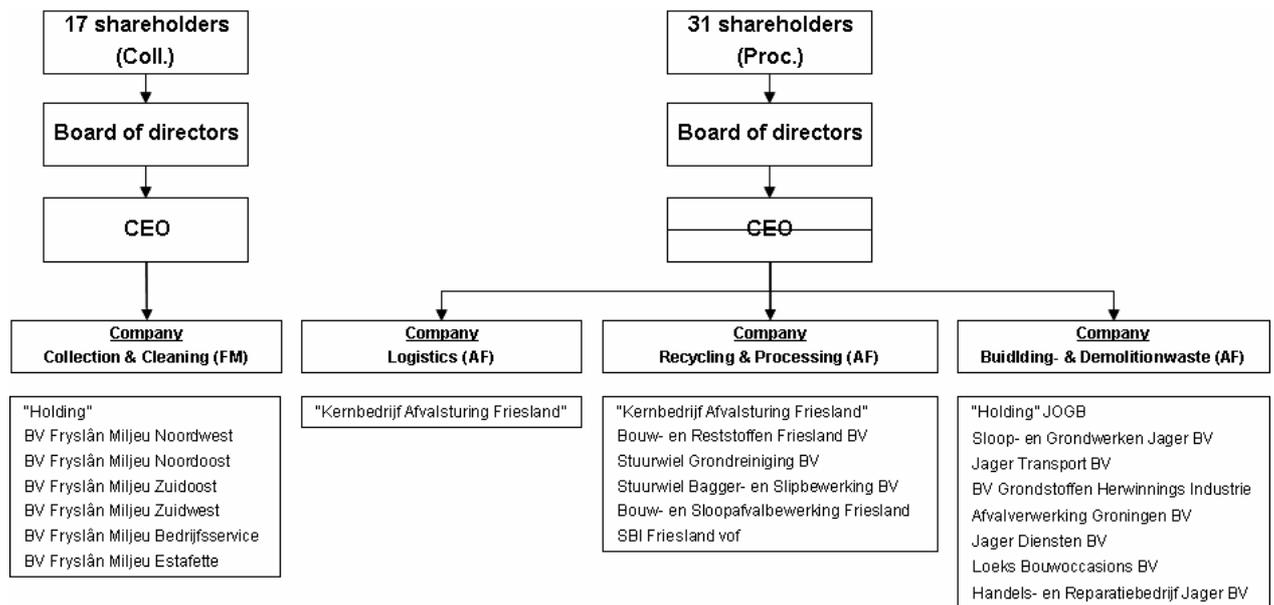
again possible. Provincial environmental ordinances require local authorities to arrange for the collection of paper/cardboard, glass, textiles and small scale chemical waste separated at source.

Since Dutch policy is for all household waste to be incinerated or processed in separation plants, metals are not separated at source. At least 80% of the metals can be recovered after collection. At present plastics are not separated from household waste at source. Omrin separates plastic waste (in combination with other components) from the waste. The plastic is used as a fuel.

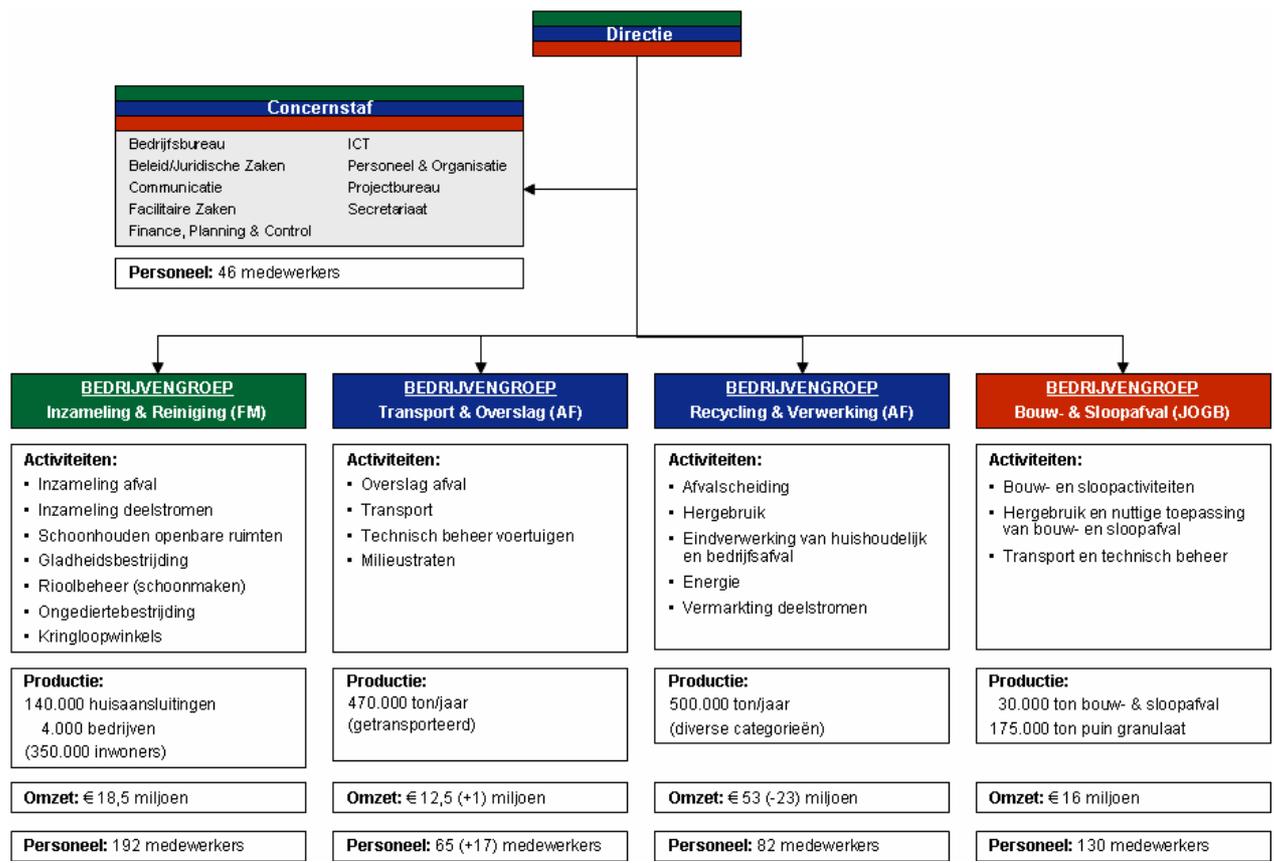
### 17. Structure

Please provide an organogram (organisation chart) showing the current arrangement of your waste management organisation into functions and responsibilities and reporting chains.

There is a difference between our organisation chart and the legal arrangement of our company. The legal arrangement is as follows:



The CEO of our collection company is the same person as the CEO of our processing company. So practically our organisation chart looks more like this:



## 18. Ownership

### *63.63 Who are the shareholders of the organisation?*

17 municipalities for our Collection and cleaning company.  
31 municipalities for the other three companies.

### *64.64 How are they connected to the organisation?*

They provide us with the members of our board of directors.

### *65.65 In what way do they influence the organisation and its work?*

Our CEO answers to the board of directors.

### *66.66 Who founded the organisation and why?*

The 31 Frisian municipalities founded the organisation in order to get a better deal for the processing of their waste.

## 19. Government and Legislation

### *67.67 How is waste management organized on a governmental level?*

See attached documents General Policy on Waste and Household waste.

### *68.68 How are governmental responsibilities divided?*

See attached documents General Policy on Waste and Household waste.

### *69.69 How has the Government and legislation affected the organisation and its work?*

See attached document Legislation.

## 20. History

### *70.70 How did the organisation evolve to its current shape and size?*

### *71.71 What external elements were responsible for organisational change?*

### *72.72 Describe the competition you encounter.*

## 21. Formal Components

Please provide details of the following within your organisation:

### *73.73 Job Descriptions (one sentence explaining responsibilities of each title)*

We have 550 employees and a lot of title's. Please be more specific on this question.

### *74.74 Internal Line Management (how they report to their boss)*

The internal line management is organized through regular meetings. We work according to an integral management philosophy.

### *75.75 Department Management (how their department head reports to his boss)*

The internal line management is organized through regular meetings. Each department head (in charge of one of the four companies) writes a year plan and reports on their results in a management report once every three months. Basis for this yearplan is given in our Strategy paper. Goals are set and translated by and through a Balanced Score Card. Furthermore we are currently in the middle of a certification process resulting in an organisation working in compliance with the ISO 9001 / ISO 14001 and OHSAS 18001 standards.

### *76.76 Department Relationship (how the departments relate to each other)*

The department heads meet every week.

## 22. Informal Components

Please provide details of the following within your organisation:

### 77.77 Working groups, Task forces, Committees, Steering groups and Management groups

We have a lot of different working groups, taskforces, committee's and so on. I'll mention only the most relevant ones:

The works council: This council consists of 13 employees from every level of the company. They are elected every 4 years and try to keep a balance between the interest of our company and the interest of the employees.

Steering group on strategic innovation and development: This group consists of our CEO, the vice CEO, some department heads and some staff members. They discuss new technical and organisational developments as well as changes in policy's and their use (or threat's) for our organisation.

Committee on safety and health: This group consist of a representation from the works council, the vice CEO, head of the quality, safety, health and environment office and a representative from every company. They discuss safety and health issues.

Committee on integrity issues: This group consist of a representation from the works council, the vice CEO, head of the quality, safety, health and environment office and a representative from every company. They discuss issues related to integrity.

Committee for employee participation: Every employee is encouraged to come up with idea's that improve our organisation in any way. This committee is there to study the idea's and come up with an advice on how to proceed. Good idea's are rewarded with an amount of money.

Task forces are created for subjects that need our attention during a limited amount of time. Currently e.g. we have one on the new Dutch health policy (insurance).

### 78.78 Social groups

We have a very active social group that organises recreational events for the employees.

## 23. Management

Please provide details of the following within your organisation:

### 79.79 Remuneration policy

?

### 80.80 Bonus/incentive policy

Every employee has, at least once a year, an appointment with his supervisor. They discuss his/her work over the past year as well as his/her performance related to criteria that are linked to his/her title. They agree on goals for next year. Points are being earned for the goals as well as the criteria that have been met. When you've earned enough points you'll get a raise and the ones that have performed exceptionally well will receive a bonus of 8% max.

### 81.81 Motivational Techniques

-

### 82.82 Empowerment Techniques

-

### 83.83 Training policy

We spent 1% of the total amount of money spent on pay checks on training.

*84.84 Promotions and staff development policy*

The entire middle management, including staff, is following a course on operational management at this time.

*24. Performance*

*Please provide an account of the success or failure of the above waste management organisation. In what ways is it efficient, in what ways is it inefficient, in what ways does it need improvement?*

*85.85 Strengths*

The relation with our shareholders creates a certain sustainability. We can be sure to receive their household waste and that makes it relatively easy to invest in capacity.

*86.86 Weaknesses*

The same relation is responsible for the fact that we can only invest in techniques that have proven themselves. Our shareholders will not let us take any risk.

*87.87 Results (successes/failures)*

Because of the sustainability of our contracts we could invest in our separation and processing plant.

Our way of dealing with household waste is not widely accepted in the Netherlands, that could create a situation where on a national level decisions are made that have a major negative effect on our operation. For instance if producer responsibility is organised by tendering a collection contract for a large part (packaging) of household waste.

## Component 4 Questionnaire – Province of Genoa Response (Italy)

### Questionnaire

*Organisation Name:* Province of Genoa (public subject)

*Respondent Name: (i.e. your own name)* Fulvio Audino (Claudia Riccio for LAG Appennino Genovese)

*Contact Details:* Provincia di Genova, largo Cattanei 3, 16147 Genova  
email info@appenninogenovese.it

*Date:* 30/11/05

Please provide the following information about the organisation of waste management in your region:

#### 25. Description:

*Please explain what corporate bodies are responsible for waste management in your region, what they are each responsible for, how they report to one another (i.e. which has authority to make decisions and instruct the others), and what their constitution is (i.e. public body or Government, or private company, or private company owned by the public sector).*

**In Italy there are three local authorities: Regions, Provinces and Municipalities. Region has the authority to make decisions and to plan the general organisation. Province has authority in territorial planning, authorisation and verification on waste disposal and decontamination of polluted areas. Municipalities are responsible for waste management. Collection and transport of waste are designed to a private company owned by public sector (Municipality).**

#### 26. Structure:

*Please provide an organogram (organisation chart) showing the current arrangement of your waste management organisation into functions and responsibilities and reporting chains.*

**In Genoa all waste management (collection, separate collection etc.) is organized by a private company owned by the Municipality; in other towns there are private companies with a particular “delegation” by the Municipalities or Municipalities manage directly with own personnel.**

#### 27. Ownership

*88.88 Who are the shareholders of the organisation?*

**In Genoa the shareholder of waste collection company is the Municipality.**

*89.89 How are they connected to the organisation?*

**Financing.**

*90.90 In what way do they influence the organisation and its work?*

**Municipality decides all the organization of the waste collection.**

*91.91 Who founded the organisation and why?*

**Private subjects to facilitate the activity of waste management.**

#### 28. Government and Legislation

*92.92 How is waste management organized on a governmental level?*

**In Genoa Province there is an office within the environment “area” that is specialized on wastes and land reclamations.**

*93.93 How are governmental responsibilities divided?*

The central Government makes laws, Regions make local laws, Province writes the waste organization territory plan and Municipalities manage the local waste collection.

94.94 How has the Government and legislation affected the organisation and its work?  
**The legislation decides prices, taxes and restrictions.**

### 29. History

- 95.95 How did the organisation evolve to its current shape and size?
- 96.96 What external elements were responsible for organisational change?
- 97.97 Describe the competition you encounter.

### 30. Formal Components

Please provide details of the following within your organisation:

- 98.98 Job Descriptions (one sentence explaining responsibilities of each title)
- 99.99 Internal Line Management (how they report to their boss)  
**Employees report to the directors**
- 100.100 Department Management (how their department head reports to his boss)  
**By oral or written reports**
- 101.101 Department Relationship (how the departments relate to each other)

### 31. Informal Components

Please provide details of the following within your organisation:

- 102.102 Working groups
- 103.103 Task forces
- 104.104 Committees
- 105.105 Steering groups
- 106.106 Management groups
- 107.107 Any other groups created outside the formal structure for particular tasks
- 108.108 Social groups

### 32. Management

Please provide details of the following within your organisation:

- 109.109 Remuneration policy
- 110.110 Bonus/incentive policy
- 111.111 Motivational Techniques
- 112.112 Empowerment Techniques
- 113.113 Training policy  
**It is possible to attend training**
- 114.114 Promotions and staff development policy

### 33. Performance

Please provide an account of the success or failure of the above waste management organisation. In what ways is it efficient, in what ways is it inefficient, in what ways does it need improvement?

- 115.115 Strengths
- 116.116 Weaknesses
- 117.117 Results (successes/failures)