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**RECYCLING & WASTE RESTRICTING PROGRAMME – UPDATE ON  
IMPLEMENTATION OF PHASE 1**

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**Reason for the Report**

1. To provide Members with the opportunity to review the implementation of Phase 1 of the Recycling & Waste Restricting Programme.

**Background**

2. A report titled Recycling & Waste Restriction Programme was received at the 2 April 2015 Cabinet meeting. A copy of this report has been attached as **Appendix 1**.

The reasons for bringing forward the report were:

- To build on the draft Outline Waste Strategy 2015 to 2018 that was approved for consultation in October 2014;
- To seek approval of the Draft Recycling Waste Management Strategy 2015 - the required household recycling and waste collection changes for 2015 (Implementation Phase 1);
- To provide an update on the service provision for the Household Waste Recycling Centres and reuse of unwanted goods (Implementation Phase 2);
- To set out further steps necessary to deliver longer term statutory targets such as amendments to kerbside recycling (Implementation Phase 3);
- To emphasise that the immediate service changes in the Draft Recycling Waste Management Strategy 2015 – Implementation Phase 1: Residual Waste Restriction Programme were required to support achievement of the statutory recycling target of 58% by the end of March 2016 and also to deliver the savings that were approved in the February Budget setting for 2015/16;

- To highlight the importance of the recycling programme as well as the governance arrangements proposed to ensure that the Council meets its obligations under the Waste (England and Wales) (Amendment) regulations 2012 and the subsequent statutory guidance on the separate collection of waste paper, metal, plastic and glass;
- To seek agreement for the partnership with Welsh Government and other local authorities to support the feasibility assessment and potential progression for regional recycling infrastructure.

3. **Appendix 1** sets out the main aims of the Recycling & Waste Restricting Programme, which include:

- Meeting the recycling targets and saving requirements for 2015/16 through restricting general waste and delivering the approved Household Waste Recycling Centre changes;
- Outlining the future position on the recycling collections methodology;
- Seeking cost reductions and delivering the most cost effective recycling approach for Cardiff;
- Securing high quality recycling;
- Securing long term regional working and partnerships for recycling;
- Reducing Cardiff's carbon footprint.

4. The need to drive operational efficiencies and reduce service costs is evident and was captured in the approved budget set by Council in February 2015. Equally critical is the need to increase recycling to avoid fiscal fines, as statutory recycling targets are in place and carry a £200 per tonne penalty for failing to meet target. As a result of Cardiff's recycling performance in 2013/14 the Council could have been fined in excess of £800,000. The outline strategy highlighted that if the Council does not increase its recycling performance year on year then fines could quickly escalate to £2 million by 2015/16 as the recycling target increases from 52% to 58%. Without change fines could potentially grow to £21m by 2020. Staying the same is therefore not an option.

## **Recycling & Waste Restricting Programme – Phase 1**

5. This report focuses on the implementation of Phase 1 of the Residual Waste Restricting Programme which was introduced during the summer of 2015. It aimed to provide an additional 5,000 tonnes of recycling and £622,000 of budget savings. The main drivers for achieving this were:
- A move to smaller capacity for residual waste across the city through smaller wheeled bins (140 litre) or the equivalent volume of bespoke bags;
  - An expansion of the number of properties using wheeled bins to better contain waste;
  - To further control the issuing of green bags and food liners to reduce wastage and to only provide these to Cardiff residents to use for recycling.
6. Since the publication of the 2011 Waste Strategy the need for further restricting residual waste has been highlighted. Analysis of the residual waste clearly shows that a high proportion of recycling and food waste remain in the waste stream. If the Council is to achieve 58% recycling in 2015/16 and change citizens' habits towards waste minimisation and recycling, a consistent restricting programme is required city wide. The Welsh Government's preferred collection blue print sets out the introduction of 140 litre bins as best practice. As the recycling targets increase to 58% next year, more local authorities are changing to smaller wheeled bins or reducing the frequency to three weekly collections, with some considering four weekly collections.
7. Further research and the public consultation have identified that the preferred method of restricting residual waste in Cardiff is moving towards a smaller bin (and the equivalent bag provision in the remaining bag areas).
8. On the whole the kerbside collection services did not change for residents. This broadly means that the level of service from 27 July 2015 remained the same as a result of the implementation of Phase 1 of the Recycling & Waste Restricting Programme. The general collection approach is set out below:
- Weekly dry recycling to continue via the freely provided green bags;
  - Weekly food waste to continue via the kerbside caddies;

- Garden waste collections to remain fortnightly in the summer and monthly over the winter period;
- General waste collections to remain fortnightly;
- Customer supporting services to remain such as the Hygiene Service and Assisted Lifts;
- Green bags and food caddy liners to remain free to Cardiff residents only.

### **Main Areas For Change in Phase 1**

9. The main areas for change under Phase 1 of the Recycling & Waste Restriction Programme are:

- To ensure services remain efficient, the collection days and week of collection were reviewed. To accommodate the service changes and city growth, collection day changes were required in four Wards. Details of these changes are shown in Appendix 2A of Phase 1: Recycling & Restricting Programme (which is contained within **Appendix 1**). The number of vehicles and operatives has been balanced to maximise efficiencies.
- The collection days are to be kept under review and further changes may be implemented, based on operational experience. The aim of any changes will be to create efficiencies and minimise operational costs.
- A wheeled bin expansion programme for suitable households across the city receiving wheeled bins for residual waste has been implemented. A new smaller (140 litre) black wheelie bin will be provided to just over 12,000 households. In addition just over 4,000 of these properties have been provided with 240 litre green garden wheelie bins. There is no planning or legal basis to exclude conservation areas from the expansion programme. Considerations have been made for some conservation areas and an agreed position has been obtained between waste and planning officers, on how the impacts of the expansion programme can be minimised.
- All households that have a standard 240 litre black wheelie bin will have their bin replaced with a 140 litre bin. The exchange programme began in July 2015 and

was continued over the summer period. The old wheelie bins were removed and are due to be recycled into new bins. The new wheeled bin provision will assist in driving up the recycling rate and will also secure the city's wheelie bin assets as they are currently coming towards the end of their natural life expectancy.

- The properties which remain on a bag collection have been provided with a limited number of bespoke bags that are equivalent to three black bags per fortnight. This will bring the bag area households into line with the rest of Cardiff, in that they will only be able to dispose an amount of municipal waste equivalent to the wheelie bin households.
- The bespoke bags will be delivered twice a year.
- Flats with communal bin collections will remain with their current provision. Work will be undertaken on a block by block basis to make specific recycling improvements and review residual waste capacity.
- Waste presented in black bags or shopping bags, etc will not be collected. Those householders presenting non-compliant issued bags will be subject to an £80 fine. Additional education and enforcement resource will support the changes to ensure that residents take responsibility for their waste and recycle as much as possible.
- To improve and make the service more sustainable, households that are not provided with a green garden wheelie bin have been provided with reusable garden sacks to present their garden waste. Provision of the bags will be free and if subsequent sacks are required they can be purchased for a small fee. These sacks will be available via a 'ring and request' service or at nominated Council buildings. The supply of bio-bags for green garden waste will be removed once the reusable garden sacks have been distributed.
- To ensure consistency across the city a charge has been applied to households requiring an extra green garden wheelie bin. In addition, a charge has been introduced for any replacement, lost or stolen black or green wheelie bins.

- Green bags and food liners will continue to be provided freely only to Cardiff residents. These can be accessed through nominated Council buildings, the 'ring and request' service or by online ordering.
  - Existing services such as the hygiene service; assisted lifts to support infirm and unsupported householders; bulky services; Household Waste Recycling Centres; the larger family policy and additional waste collection paid services will remain.
  - The introduction of charges for green garden waste is not currently planned due to the current strong public feedback and potential risk that this will place on recycling performance.
10. As with any change to service provision a period of disruption is to be expected whilst operatives and residents become familiar with the changes. It is anticipated that disruption as a result of changes to residual waste collection will be resolved within three months of the changes (on an area by area basis). Additional resources will be provided to the Council's Connect 2 Cardiff and Waste Management services to support residents through the change. More Waste Officers will be in place to provide education on recycling, support the changes and to provide strong enforcement for those that place their waste incorrectly or in a manner that is non compliant for collection. This principle of providing this additional resource was supported by 73% of the consultation respondents.
11. A communication plan was put in place to support the changes. This is shown in Appendix 2D of Phase 1: Recycling & Restricting Programme (which is contained within **Appendix 1**). This will ensure that residents are made aware of the changes and the support which is available.

### **Stakeholder Engagement**

12. In parallel to the Council's 2015/16 budget stakeholder events and consultation, a separate consultation took place regarding recycling and waste services. The consultation included a number of key stakeholders such as community groups, waste teams and crews, Councillors, contractors and a random postal survey of 3000 residents. A summary of this consultation exercise is shown in Appendix 1E of

Recycling Waste Management Strategy 2015 (contained within **Appendix 1** of this report).

13. The consultation received 1443 responses. The headline results from the consultation were:
- Residents support the need to recycle to reduce costs and avoid fines;
  - Residents support reducing the impacts on our environment through waste minimisation and recycling;
  - Maintaining the same service across the city was important to residents;
  - A smaller bin or bespoke bags was the most popular choice of restricting the general waste;
  - The Council should do more to encourage recycling and take enforcement action against residents who don't recycle;
  - Less than one fifth of respondents used local brings site;
  - There was general support for more wheeled bins, reusable sacks and continuation of the green bag scheme;
  - Having simple schemes that don't cause clutter on the streets was important to residents;
  - The most popular days for using the Household Waste Recycling Centres were Friday to Monday, and predominantly in the evenings;
  - The existing Wedal Road site was the most used by residents that completed the survey.

## **Finances**

14. 'Phase 1' of the 'Recycling & Waste Restricting Programme' was allocated revenue funding of £500,000 for 2015/16 and capital funding of £2.4 million. The bulk of the capital funding was for the provision of new wheelie bins, but the procurement exercise managed to deliver the new bins at a cost of £1.3 million - £1.1 million less than the original amount projected.
15. It is estimated that the proposals will create a recurring saving of £622,000 (including revised bag controls) per annum in 2015/16. Beyond this it is estimated that

additional recurring savings of £318,000 would be generated over the life of the Medium Term Financial Plan.

### **Delivery Timeline & Planned Communications**

16. The anticipated delivery timeline for implementing Phase 1 of the Recycling & Waste Restricting Programme and communications plan was described as:

- Mid June 2015 would be the starting point for a city wide communications exercise;
- 27 July – Full implementation of Phase 1 across the new bin areas and bespoke bag areas. This would cover an additional 26,000 households;
- From 18 August literature was sent out explaining how old and new wheelie bins could be exchanged;
- The reusable sack service started on 7 September - residents were required to call the Council to opt into the scheme;
- The wheelie bin exchange scheme will run from 7 – 30 November – i.e. to exchange 240 litre black wheelie bins for 140 litre black wheelie bins;
- The scheme will impact on approximately 94,000 households in Cardiff.

17. The resident engagement and communication exercise involves a diverse range of activities to promote the waste collection changes. By the end of Phase 1 these will have included:

- Letter and leaflets to all affected households;
- Tidy Text has been replaced with a new Waste App;
- Face to face engagement with residents;
- Promoting the changes internally within the Council, for example, Our News, Your Inbox etc;
- Articles in the Capital Times;
- On the internet, including the Cardiff Council website;
- Promoting the changes to schools;
- Promoting the changes across various Cardiff networks, for example, local universities;



- Communicating the changes via social media;
- Blogs and Twitter interviews;
- Via community leaders and stakeholder groups;
- Press releases;
- Posters & pop-up banners;
- Roadshows;
- Radio advertising;
- Bus stop posters & bus advertising;
- Promoting through student liaison channels and on Cardiff Digs.
- Publishing the changes in alternative language formats;
- Communicating the changes to landlords, tenant associations & letting agents.

### **Previous Scrutiny**

18. The Environmental Scrutiny Committee has followed the development of the new Waste Management Strategy over the last 12 months. On 7 October 2014 the Committee considered an item titled Outline Waste Management Strategy 2015 – 18’ The papers for this meeting and subsequent letter to the Cabinet Member for the Environment have been attached to this report as **Appendices 2 & 3**. In addition to this on 10 March 2015 the Committee considered an item titled Recycling Waste Strategy & Residual Waste Restricting Programme 2015. Once again the papers for this meeting and subsequent letter to the Cabinet Member for the Environment have been attached to this report as **Appendices 4 & 5**.

### **Way Forward**

19. Councillor Bob Derbyshire (Cabinet Member for the Environment) has been invited to attend for this item. He will be supported by officers from the City Operations Directorate.

### **Legal Implications**

20. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal

implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

### **Financial Implications**

21. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

### **RECOMMENDATIONS**

The Committee is recommended to:

- i. Note the contents of the attached reports;
- ii. Consider whether they wish to pass on any comments to the Cabinet following scrutiny of the Recycling & Waste Restricting Programme – Implementation of Phase 1 Update.

**MARIE ROSENTHAL**  
**Director of Governance & Legal Services**  
**7 October 2015**