

**CARDIFF COUNCIL
CYNGOR CAERDYDD**

CABINET MEETING: 17 MAY 2018

**RECYCLING AND WASTE MANAGEMENT STRATEGY &
DELIVERY PLAN REQUIREMENTS 2018-2021**

**CLEAN STREETS, RECYCLING AND ENVIRONMENT
(COUNCILLOR MICHAEL MICHAEL)**

AGENDA ITEM: 4

REPORT OF DIRECTOR OF PLANNING, TRANSPORT & ENVIRONMENT

Reason for this Report

1. As part of the delivery of the Recycling Waste Management Strategy 2015-18, and in preparation for an updated strategy, this report seeks approval for:
 - The expansion of the provision of wheeled bins in the city;
 - Proposed changes to Household Waste Recycling Centre (HWRC) education stations;
 - A pilot scheme for the collection of domestic glass waste for recycling, which is separate to other household waste collections; and
 - Consultation on a draft Recycling and Waste Management Strategy 2018-21, as well as the future infrastructure, partners and service standards required to meet statutory Welsh Government targets for recycling.

Background

2. The Council's Recycling Waste Management Strategy 2015-18, which was approved in April 2015, sets out the Council's approach for reducing waste and increasing reuse and recycling opportunities for residents and businesses, has delivered real progress. The uplift in the recycling rates represents an important achievement by the residents of the city, and Capital Ambition makes clear the Administration's commitment to increasing the levels of recycling whilst providing effective and efficient waste collection services. There are, however, clear challenges ahead.
3. Cardiff is one of the UK's fastest growing cities with the Welsh Capital projected to grow by more than the rest of Wales combined over the next 20 years. As the city grows more waste will be created. Not only does this waste need to be dealt with sustainably, but the Council must also

meet those statutory targets. The Administration's policy commitments, as set out in the Capital Ambition document that was agreed by Cabinet in July 2017, also place great value on recycling education, cleaner streets and community partnerships to drive sustainable attitudes and behaviours.

Issues

10. The Recycling Waste Management Strategy 2015-18 outlined the planned changes needed to drive forward the Council's recycling policy and operational delivery. It was designed to meet statutory requirements and maintain high performance throughout the city's expansion. As the city grows, so does the volume of items disposed by households. The updated draft Recycling and Waste Management Strategy 2018-21 will therefore set out where performance improvement is required and how the Council will help residents, business and its services to deliver those changes.
11. In advance of an updated Recycling and Waste Management Strategy 2018-21 being approved by Cabinet, the Council must progress a number of initiatives to meet its recycling targets, which are set out in the following appendices:

Appendix 1 – Recycling and Waste Management Strategy 2018-21

- Appendix A1: Separate Collection of Glass
 - Appendix A2: Wheeled Bin Expansion
 - Appendix A3: Minimisation, Education, Reuse and HWRCs
 - Appendix A4: Planning Ahead – Infrastructure and Partners
 - Appendix A5: Service Standards
 - Appendix A6: Recycling Performance
11. The Council remains committed to taking preventative measures to ensure that future recycling targets are secured and cost efficiencies are maximised. The work undertaken to update the strategy has tested the Council's compliance with the duties to collect recyclable materials separately, its cost effectiveness and capacity for high quality recycling.
 12. Appendix A6 (Recycling Performance) to the Recycling and Waste Management Strategy 2018-21 outlines the Council's current progression against recycling performance in both a Welsh and UK context. It also looks at the areas of recycling potential and the associated opportunities to improve the recycling yields across the various waste streams. This will play a key role in ensuring that the Council can achieve increased performance of 70% and a further 25000 tonnes of recovered recycling. For example, the household kerbside collection (not including HWRC, commercial or internal wastes) currently performs at 64% and in order to achieve 70%, a further 6,600 tonnes could be recovered through:
 - i. An additional 1,000 tonnes from hygiene waste recycling;
 - ii. An additional 500 tonnes from textiles;
 - iii. Continuing recycling education to increase food waste recycling, reduce contamination and

improve the quality of the materials separated and cleaned from both the kerbside collections and the materials recycling facilities. To support this, various amendments to the existing strategy phases are proposed in the following sections:

Separate Collection of Glass (Appendix A1)

19. The Council currently collects glass co-mingled (mixed) in a green bag with other dry recycling (plastic cans bottles etc.). Whilst this approach continues to serve Cardiff well, changes in global markets have created an end-processing pressure in the market place. This means that, currently, Cardiff only has one secure outlet for the reprocessing of glass into the aggregate market. In recent years, this has seen an increase in cost to move the material for recycling, rather than the ideal position of income being received for the product.
20. In 2015, the glass outlet ceased for two months, meaning that the glass had to be stockpiled to prevent disposal. A material that once secured an income now costs close to £500,000 per year to process. If a longer-term market collapse is seen, the material will be lost to disposal and not recycled. This could mean an additional £320,000 processing costs, but also up to £1.6m annual fines as the council would be at significant risk of failure to achieve the required targets.
21. As part of the review of the Council's existing strategy, it has been identified that changes are required to the way that domestic glass waste is collected at the kerbside to avoid the potentially massive financial risks. A higher quality product can be obtained by keeping the glass separate from other waste materials and instead of a cost; income could be obtained for the material.
22. It is therefore proposed that a pilot scheme for the separate collection of domestic glass waste from approximately 17,000 households will run alongside the green bag collection service. Residents on the pilot scheme will place their glass bottles and jars in an alternative container rather than the green bag. The container will be collected separately to the green bags and the clean product will be sent direct to the end processor, with no need to go through the Council's Materials Recycling Facility (MRF). The pilot will involve detailed monitoring and pre- and post- questionnaires to the households on the scheme. The pilot will also explore different types of containers and how the scheme can be varied to meet local community needs.
23. Whilst the pilot scheme is expected to reduce maintenance costs at the MRF and increase value from the product, there will be increased costs on the collection system. The scheme overall will be self-financing based on current market positions, but will also aim to reduce the greater risk of losing over 8,000 tonnes of glass recycling.
24. Detailed plans in Appendix A1 outline how the scheme will be piloted and the consultation that will be undertaken as part of the pilot. The basis of a further expansion will be based on feedback. The Cabinet is

encouraging residents to present their waste ready for recycling as they arrive will be asked to sort the waste prior to placing in the correct skip.

30. With the much improved HWRC sites providing over 30 different materials for recycling, there is very little waste that now needs to go into the general waste skip. It is proposed that "education stations" are provided at HWRCs where residents with bagged waste can be shown and supported with those waste materials that can be recycled. This approach will also be supported by upskilling the HWRC attendants to encourage more reuse and recycling. The Cabinet is recommended to approve this approach.

Planning Ahead – Infrastructure and Partners (Appendix A4)

31. Cardiff is predicted to experience one of the largest population growths of any UK city over the next few decades. Three large strategic development sites in the north of the city have been allocated in the published Local Development Plan (LDP). Based on best practice guidelines and looking ahead, it is identified that a potential new HWRC may be required within in the growth areas of Cardiff to support additional residency.
32. While the current HWRC capacity is modern and fit for purpose and will service the city for the current and medium term, any new site could take at least 2-3 years to commission even after a site is secured and initially appraised for planning and environmental management. Furthermore, the current LDP does not identify specific location(s) for a new recycling centre, but work will follow to ensure the next LDP revision fully encapsulates the future need. Further work is required to explore the feasibility of various locations. Technical searches are required by an external party to firm up the requirements for the next LDP revision.
33. The Cabinet agreed on 15 February 2018 to prepare a business case relating to the potential future requirement for additional HWRC services, alongside a site options appraisal to commence the identity for a preferred location for potential future provision of additional HWRC facilities. The findings of both will be presented to a future Cabinet meeting for consideration.
34. The same principle applies to the MRF at Lamby Way. The facility meets the Council's current and medium term requirements, but due to the time scale and funding requirements for a second or replacement facility, considerable scoping and business planning is required.
35. The Council has secured benefits from approaching waste infrastructure in partnership, to gain the economies of scale. With the successful procurements in place for residual waste, food and green waste, this forms an appropriate template to explore similar arrangements for dry recycling within the South East Wales City Region. Therefore, an outline business case and options appraisal is required for the long term processing of dry recycling. Cabinet is recommended to approve this approach for a future recycling facility and to agree to exploring regional

41. Furthermore, the policy will encompass key campaigns and activities to take direct action, such as working with Dŵr Cymru Welsh Water on drinking water refill stations and working with retailers on plastic packaging recycling and reducing the use of single use food and drink containers (e.g. coffee cups). The new policy is due to be considered by the Cabinet in autumn 2018.
42. The next strategy and delivery plan will also continue to expand on the good work that residents and partners do to litter pick, reuse, recycle and sustainably recover plastic resources from the domestic and business waste streams such as: household plastic bottled detergent or milk bottles and meat trays.

Deposit Return Schemes

43. The Council will work with the Welsh Government and key partners to explore the concept of re-establishing deposit return schemes for packaging, whilst fully accounting for any potential perverse impacts on statutory performance.

Kerbside Collection Policy

44. Towards the end of this strategy the Council will retest that the current approaches still provide the best value for money and sustainable outcomes in line with the Welsh Government's preferred 'Collections Blueprint'.

Alternative Fuel Mediums

45. Capital Ambition supports the move towards more sustainable fuel sources. Waste services are already exploring alternative fuel mediums such as electric vehicles and hydrogen fuels for the Heavy Goods Vehicle (HGV) fleet.

Sources of Materials

46. The Council will seek out new recycling markets to contribute towards the overall recycling performance. Each source of waste (domestic, commercial, street cleansing, household waste recycling centres etc.) has been reviewed to consider how minimisation, reuse and recycling can be applied.

Stakeholder Engagement & Communications

47. Consultation is important for all service changes and has been integral in shaping changes in policy and operational delivery since the Council's first Recycling and Waste Management Strategy set out new services to be delivered by the Council some 17 years ago back in 2001. There has been an extensive history of consultation on positive changes to waste reuse and recycling in the city that are noted as background papers. Further citywide consultation will be conducted on the key changes proposed in the various appendices.

Local Member Consultation

55. Each project has its own consultation process as outlined in each of the appendices. All consultations will assist in shaping the final delivery of the strategy requirements.

Reasons for Recommendations

56. To ensure statutory targets for Municipal Waste Recycling are met in a timely manner by building on the Recycling Waste Management Strategy 2015-18 and reaffirming the core principles of the strategy as part of the updated draft Recycling and Waste Management Strategy 2018-21.
57. To seek approval for the progression of the glass waste recycling pilot scheme, HWRC education stations and the expansion of wheeled bin provision as outlined in the appropriate appendices.
58. To progress the citywide consultation for the key change proposals in the draft strategy; new infrastructure requirements; potential changes to green waste services; and service standards.
59. To approve the progression of an independent recycling review and consultation with the Environmental Scrutiny Committee to test the strategy to ensure that it is progressive and robust. Once the review and consultation exercises are completed, the Cabinet is being asked to agree to receive a further report on the finalised Recycling and Waste Management Strategy 2018-21 and further details on the potential wider roll out of the glass waste recycling pilot scheme in due course.

Financial Implications

60. The majority of this report outlines a number of key recycling and waste management proposals that are to be the subject of further citywide consultation, which in turn will inform the final recycling and waste management strategy for the 2018-2021 period. The recommendation from the report is that the consultation is progressed and on the basis of moving to consultation there are no direct financial implications arising from implementing this recommendation. The specific proposals that emerge from the consultation, and will be incorporated into the final strategy to be brought back to Cabinet, are expected to have financial implications. These specific proposals will need to be supported by business cases, which demonstrate their financial viability in which a key factor will be cost avoidance from the avoidance of future recycling fines.
61. The assumption with the glass recycling pilot exercise is that it will be self-funding with the additional costs of implementing the pilot being funded by additional income / reduction in glass disposal costs. This assumption will need continued monitoring to ensure that any deviation between projected and actual costs and income are identified and, if appropriate, mitigations are introduced. A business case building on the results of the pilot will underpin any proposal to extend the glass collection scheme. Taking no action carries significant financial risks

HR Implications

68. There are HR implications for the proposals which include the need for additional employees, changes of work patterns or a requirement for additional training. Detailed HR implications will be provided as the matters are referred back to Cabinet following the pilots / consultations.
69. Initial consultation has taken place with the Trade Unions and employees and this will continue throughout the pilots and consultation.
70. Any changes required will be carried out using corporately agreed policies and procedures.

RECOMMENDATIONS

Cabinet is recommended to:

1. As set out in the Recycling Waste Management Strategy 2015-18,
 - a. approve the further expansion of wheeled bins as set out in Appendix A2;
 - b. approve the proposed changes to Household Waste Recycling Centre (HWRC) education stations; and
 - c. approve a pilot scheme for the collection of domestic glass waste for recycling, which is separate to other household waste collections.
2. Approve the draft Recycling and Waste Management Strategy 2018-21 for consultation, as well as consultation on future infrastructure requirements; potential changes to green waste services; and service standards.
3. Approve the undertaking of an independent recycling waste review, which will assist in ensuring that all aspects of the draft Recycling and Waste Management Strategy 2018-21 are progressive and robust.
4. Agree to receive a further report in due course following consultation, which will consider the further roll out of separate glass waste collections and a finalised version of the Recycling and Waste Management Strategy 2018-21 for approval.

ANDREW GREGORY

Director

27 April 2018