

**TRANSFORMING COLLECTIONS IN RECYCLING SERVICES**

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

**AGENDA ITEM: 2**

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**Reason for this Report**

1. To update Cabinet on the changes to the waste and recycling collection programme which will move from a 5 day, 2 shift service, to a 4 day, 1 shift service from February 2021.
2. To seek approval of the communication and media plan proposed to inform residents of the implications of the new 4 day collection service on residential collection timetables.

**Background**

3. The Council currently operates a 5 day, 2-shift system for waste collections; 6am to 2pm and 2pm to 10pm. This system was introduced in 2008 to accommodate city-wide food recycling collections to improve Cardiff's recycling performance. The double shifting approach was designed to enable additional collections without the need to introduce new fleet and to limit any significant increase in budget requirements relating to fleet.
4. In addition to the above, Bank Holiday Monday collections create changes to the collection timetable for all residents with collections taking place Tuesday through to Saturday.
5. Cardiff Council remain the only Welsh Local Authority to operate a 2-shift collection model for waste and recycling. The drawbacks of the 5 day, 2-shift model are:
  - Collection of Waste and Recycling is Monday to Friday between 6:00am and 10:00pm. This is a large collection window for bags and receptacles to be in the Street Scene and means collections take place in non-daylight hours with heightened health and safety risks for frontline officers and the public.

- C2C closes at 18:00 so is not available at all times to support the service, albeit there is a move to all contacts being managed digitally.
- Vehicles maintenance can be difficult due to the long working hours. Also, long working hours are not conducive with the use of electric vehicles.
- The current shift patterns are not primed to match the fleet vehicle capacity.
- On Bank Holidays the collection days change for all residents and a backlog is often created.

### **The new approach**

6. As such, the proposal is to move to a 4 day, 1 shift model to provide a more efficient collection service with better vehicle utilisation and a consistent all year round timetable. Collections will take place in a single shift between 6am and 3.45pm on Tuesday, Wednesday, Thursday and Friday. There will be no residential collections of recycling and waste on Mondays.
7. The key benefits of the 4-day, 1-shift model are:
  - Waste and recycling will be off the streets by 3:45pm.
  - Collections in winter will be safer, as they will predominantly take place during daylight hours.
  - Productivity in the service will improve as the longer shift complements vehicle utilisation in terms of collections and disposal.
  - No residential waste and recycling on Mondays will mean there will be no need to change resident collections days following a Bank Holiday Monday.
  - Although Officers will work longer hours, they will have three rest days each week, promoting good work life balance.
8. To complement the changes a restructure of the management and support team is taking place to provide a focus on the utilisation of real data to control service provision to reduce missed collections.
9. The new approach will also require 'round rebalancing' to address the growth in property numbers in wards across the city as housing development have taken place over time.
10. It is anticipated that the changes to service delivery outlined in this report will be funded within the existing budget allocations in relation to revenue budgets. There will be some one-off costs relating to compensation

payments for changes to employment contracts, voluntary severance payments, resident letters, media messaging, C2C costs and education/enforcement costs that will need to be absorbed within the service area through an agreed mechanism with Corporate Finance.

11. Following the delivery of the new approach, Cleansing and Environmental Enforcement will be integrated with collections to ensure optimisation of resources to achieve cleaner streets across Cardiff.

## **Issues**

12. An additional 24 fleet refuse collection vehicles will be required to deliver the changes. Initially, these will be provided on spot hire. The Council currently operates 39 refuse collection vehicles and the intention is to increase the size of the fleet to 68 refuse collection vehicles (including fleet reserves not required when spot hiring) moving forward.
13. In order to implement the new work pattern, changes to the terms and conditions of all officers currently working in collections will need to take place prior to February 2021. Staff have been consulted. A Trade Union ballot took place from (2<sup>nd</sup> October to 16<sup>th</sup> October 2020) which provided a positive result in favour of the changes allowing for a collective agreement to the changes.
14. The change to working patterns will mean collections of recycling and waste will change for a significant number of residents across Cardiff. Appendix A shows the changes to the ward collection days and the estimated number of properties in each ward. In total, there will be changes to the collection days for over 85,000 properties.
15. For operational efficiency, some ward areas will need to be collected on a different day to the rest of the ward. All changes will be communicated with residents and local ward members.
16. There is a fundamental link between street cleansing and refuse collections and therefore the predominantly bag based inner wards are collected earlier in the week to enable cleansing activities on collection day and the following day, avoiding the need for weekend work. The wards collected on Friday are predominantly receptacle based and therefore litter issues are normally limited and do not normally require street cleansing work on the following day.

## **Communication and Media Plan**

17. The majority of communication and media will commence towards the end of January. This will provide enough notice for the changes to take place, but not so long that residents will forget the information. It will also be in line with the digital channels being updated, to show the new collection days for each area. The key components of the communication plan will be:

- A letter to every resident explaining why the changes are taking place and what it means to them in terms of their collections day.
- A leaflet reminding residents of the correct items to place into green recycling bags/garden waste containers
- An insert / postcard that encourages residents to keep the information on the changes to hand i.e. it will be able to be placed on a noticeboard, fridge or boiler.
- Targeted social media in dedicated focus areas.
- Information within the 4 core Hub buildings
- Digital information – Cardiff website, Cardiff Gov app, Bobi chat bot (132,000 residents searched their collection dates via these services during the COVID-19 changes over a 4 week period)

### **Scrutiny Consideration**

18. The new 4 day, 1 shift model was discussed at Environmental Scrutiny on 3<sup>rd</sup> November 2020.

### **Reasons for Recommendations**

19. To update Cabinet on the programme of transforming collections in Recycling Services.
20. To seek approval for the approach to communicating the changes to residents across Cardiff.

### **Financial Implications**

21. The service changes proposed are to be funded from within the existing budget allocation provided to the service. Consideration of the cost identified with the changes needs to be fully identified and costed with the associated budget source identified prior to the implementation of the changes. The costs will include any costs associated with changes to terms and conditions and the additional vehicles required. In the event of any voluntary severances then the funding mechanism for these costs need to be identified.

### **Legal Implications**

#### Equality Duty.

22. The Council has to satisfy its public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties) – the Public Sector Equality Duties (PSED). These duties require the Council to have due regard to the need to -
- eliminate unlawful discrimination

- advance equality of opportunity and foster good relations on the basis of 'protected characteristics'. The 'Protected characteristics' are:
  - Age
  - Gender reassignment
  - Sex
  - Race – including ethnic or national origin, colour or nationality
  - Disability
  - Pregnancy and maternity
  - Marriage and civil partnership
  - Sexual orientation
  - Religion or belief – including lack of belief

23. As noted in the report, consideration has been given to the requirements to carry out Equality Impact Assessments ('EIA') and an EIA is attached to this report so that the decision maker may understand the potential impacts of the proposals in terms of equality. This assists the decision maker to ensure that it is making proportionate and rational decisions having due regard to the public sector equality duty.
24. Where a decision is likely to result in a detrimental impact on any group sharing a Protected Characteristic, consideration must be given to possible ways to mitigate the harm. If the harm cannot be avoided, the decision maker must balance the detrimental impact against the strength of the legitimate public need to pursue the recommended approach. The decision maker must be satisfied that having regard to all the relevant circumstances and the PSED, the proposals can be justified, and that all reasonable efforts have been made to mitigate the harm.
25. It is noted that Equality Impact Assessments (which include consideration of views and information obtained through consultation) is attached to this report. The decision maker must consider and have due regard to the Equality Impact Assessment prior to making the decisions recommended in the report.

#### Well-Being of Future Generations (Wales) Act 2015 - Standard legal imps

26. The Well-Being of Future Generations (Wales) Act 2015 ('the Act') places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible.
27. In discharging its duties under the Act, the Council has set and published well-being objectives designed to maximise its contribution to achieving the national well-being goals. The well-being objectives are set out in Cardiff's Corporate Plan 2019-22. When exercising its functions, the Council is required to take all reasonable steps to meet its well-being objectives. This means that the decision makers should consider how the proposed decision will contribute towards meeting the well-being

objectives and must be satisfied that all reasonable steps have been taken to meet those objectives.

28. The well-being duty also requires the Council to act in accordance with a 'sustainable development principle'. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:

- Look to the long term
- Focus on prevention by understanding the root causes of problems
- Deliver an integrated approach to achieving the 7 national well-being goals
- Work in collaboration with others to find shared sustainable solutions
- Involve people from all sections of the community in the decisions which affect them

29. The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below: <http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

### General

30. The decision maker should be satisfied that the proposal is in accordance within the financial and budgetary policy and represents value for money for the council.

31. The decision maker should also have regard to, when making its decision, to the Council's wider obligations under the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.

32. Any procurement should be carried out in accordance with the Council's contract procedure rules.

### HR Implications

33. There are significant implications to the changes in shift patterns that are set out in this report; however, there has been full consultation with the Trade Unions and there is a collective agreement in place to manage these. There are no HR implications in respect of the communication and Media plan.

## RECOMMENDATIONS

Cabinet is recommend to

1. Note the approach for delivering the new collections model for the 4-day, 1 shift service.
2. Approve the outline communication and media plan highlighted within the report.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>NEIL HANRATTY</b> <b>Director of Economic Development</b>
	13 November 2020

*The following appendices are attached:*

*Appendix A – Changes to collections days for Wards*

*Appendix B – EqIA – Transforming Collections in Recycling Services*