

RECYCLING STRATEGY FOR CARDIFF AND THE PROGRAMME FOR CHANGE: PRE-DECISION SCRUTINY

Purpose of the Report

1. To provide Members with background information to aid the scrutiny of the Recycling Strategy for Cardiff 2021-25 which is due to be considered by Cabinet at their meeting on 28 September 2022.

Structure of the Papers

2. During this scrutiny, Members have the opportunity to explore:
 - **Appendix 1** - Cabinet Report - 'The Recycling Strategy for Cardiff and the Programme for Change'

The following appendices are in turn attached to the Cabinet Report:

- **Appendix A** – The Recycling Strategy for Cardiff 2021-2025
- **Appendix B** – Cardiff's Draft Recycling and Waste Strategy 2021-25. Results Report
- **Appendix C** – Separate Recycling Pilot. Survey Results
- **Appendix D** – Equality Impact Assessment

Also attached at **appendix 2** for members consideration is a statement from a member of the public. The Chair has agreed that they can attend the meeting and make the statement in person and to hear the discussion in relation to this item.

Scope of Scrutiny

3. At their meeting on 28 September 2022, the Cabinet will consider a report that provides a briefing on the Recycling Strategy for Cardiff and the Programme for Change and seeks cabinet approval for the strategy and a phased programme of change aimed at improving recycling performance., including:

- Phased roll-out of segregated recycling across all household properties in Cardiff commencing in 2022/23.
- Extend the items that can be collected for recycling at the kerbside; such as, textiles and small electrical items.
- Undertake further pilot work in relation to Houses of Multiple Occupancy (HMO's) and flats in relation to containers for segregation and communal segregated recycling bins.
- Test and implement methods to reduce the amount of residual waste being presented, noting that between 60%-70% of current residual waste could be recycled. This will include trials such as households being limited to presenting two bags per fortnight, as well as trialling moving to three weekly collections in selected areas with wheeled bins.
- Enhance and strengthen the education and enforcement function to support improved compliance.

Background

4. Welsh Government is committed to supporting local authorities to improve recycling performance as it committed to becoming a zero-waste nation.
5. As a result Cardiff's recycling has improved, however, it still lags behind other Welsh authorities.
6. The legislative requirements for recycling performance as set by Welsh Government was for the council to achieve 64% by 2021/22 followed by 70% by 2024/25. Cardiff did not meet this target, however recent performance has suggested that we are moving closer towards this.
7. Not meeting Welsh Government targets for recycling poses a financial risk to the Council, resulting in a penalty of £2million, which will continue to increase until recycling targets are met.
8. The current service provision for residents is detailed in **point 10**.
9. The issues surrounding Houses of Multiple Occupation (HMOs) and the student population are noted in **points 11 and 12**

10. **Points 13 – 17** provide details of a compositional analysis exercise undertaken by WRAP of Cardiff's kerbside and communal waste and recycling. The outcome of which suggests Cardiff losses 30% of the material it collected due to items being placed in the incorrect bag. This is then used to create energy instead of being recycled. In 2019/20 this would equate to 10,00 tonnes of material.

11. The role of education and enforcement (£100 fixed penalty notices) is acknowledged in **point 18**.

12. **Point 19** notes the poor recycling performance (34%) of the in-house trade waste service. Trade waste represents about 9% of the total waste collected.

13. The report to Cabinet entitled The Recycling Strategy for Cardiff and the Programme for Change is attached at **Appendix 4A** along with the Strategy document itself at **Appendix A**

14. **Points 20 - 25** provide an overview of the Strategy and its objectives to:

- Improve material quality
- Increase recycling participation and capture of priority materials
- Increase opportunities for communities and residents to recycle
- Make use of all available data, to develop targeted actions
- Reduce single use plastics
- Encourage and support the prevention, reuse and repair of materials
- Contribute towards developing a circular economy within Wales
- Improve the Street Scene across Cardiff

15. **Appendix B**, the consultation response to the draft strategy is referenced in **points 26 - 28** and key responses are highlighted regarding:

- Recycling – Segregation & Quality (*85% agree quality of materials collected needs to improve*)
- Recycling – Information & Education (*58.3% do not feel suitably informed about how to recycle different types of plastic*)
- Recycling and Re-use Centres (*76.9% use a Recycling Centre*)
- Single Use Plastics, Re-fill and Electric Vehicles (*85% agree the Council should move to electric vehicles*), and

- Supporting Citizens to do the right thing (*24.9% have volunteered to improve the local environmental quality of their area*)

16. **Points 29 - 37** provide information about the segregated recycling pilot and its objectives, which were:

- Measure material volumes to help determine future vehicle split
- Monitor materials collected to assess whether contamination reduces and quality increases
- Measure public satisfaction with reusable sacks
- Identify any impact on Street Scene cleanliness
- Identify appropriate round sizes for a 'one pass' three-stream recycling vehicle
- Identify resources and costs required for change

17. A consultation report on the segregated recycling pilot is covered by **points 38 - 41** and key responses in relation to:

- Recycling – Segregation & Quality (*40% found the recycling 'too much effort'*)
- Residual waste (*67.3% stated they filled their residual bin compared to 32.7% who stated they had spare capacity within their residual bin.*)
- Reusable bags (*The main concerns about the reusable sacks was around the quality/design and weight of the sacks to stop them blowing around.*)
- Storage of recycling (*21.2% stated storage was a challenge for them*), and
- Collections (*84.8% stated they would need a weekly collection of recycling*)

18. The proposed programme to deliver the changes needed to meet recycling targets in future years is outlined in **points 42 - 49**, which also note that business cases will be needed for each change or group of changes.

19. **Point 43** advise Cabinet that the main program of changes are the following:

- Expand segregated recycling to households (excluding flats and HMO's) using re-usable sacks and caddies to reduce the need for single use plastic bags.
 - Review the expansion of kerbside collection services to cover items currently not collected at the kerbside.
 - Prioritise education and enforcement of food recycling to improve participation in the existing service and improve the current 62% capture.
 - Review of approaches to reduce residual waste to support improving compliance for recycling.
 - Develop the business case to move from a Material Recovery Facility to a Material Handling Facility required to manage segregated recycling.
 - Improve recycling in flats and HMO's by the use of pilots to inform the business case and modelling for recycling from these properties.
 - Develop the business case for Recycling Centres and Re-Use Centres across Cardiff.
 - Deliver improvements to Street Scene Services to support improvements in cleansing and enforcement following collections.
 - Improvements to the trade / business waste model to improve recycling and meet new legislative requirements.
 - Identification of wider Council / service area change to value resources and minimise the Council's impact on climate change.
20. To support residents in this transition **point 44** considers some of the issues to be considered in developing a communication and information campaign.
21. **Point 50** notes the need for Supplementary Planning Guidance to be updated to support the proposed changes
22. Local Member Consultation is raised in **point 51**. This notes that there was a public consultation from 14th February 2022 for a 6 week period
23. Environmental Scrutiny Committee had an informal briefing session with officers in relation to the report (Appendix B) that was written following the consultation.
24. The reasons for the report recommendations are noted in **point 53**, i.e. to report the outcome of the survey and ask for permission to implement the proposed Strategy.

25. The Cabinet are made aware of the risk of a financial penalty, of £2million, for not meeting Welsh Government recycling targets, and the need for fully costed robust business cases for the programme of change in **points 54 - 61**.
26. These points also highlight financial implications in relation to capital investment (vehicles, equipment, depot infrastructure) and the need for further pilot work corresponding to HMOs.
27. **Points 62 - 64 (Legal Implications)** note the duties of the Authority with regards to waste collection and disposal and the provision of Household Waste Recycling Centres (HWRCs).
28. The duties in relation to Equalities is noted in **points 65 & 66**
29. A 'standard' response regarding the Well Being of Future Generations is noted in **points 67 – 70**.
30. 'General' points are noted in **points 71 - 73** that include:
- Any procurement undertaken is in accordance with financial and budgetary policies;
 - Consideration of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards;
 - Any consultation is adequate and fair and that the results of the outcome are considered in the decision making process.
31. No direct property implications are noted in **point 74**.
32. The HR implications in **points 75 & 76** note that these will be taken into consideration in the business cases developed to support the programme of change going forward.

Proposed Recommendations to Cabinet.

30. The report to Cabinet contains the following recommendations:
- Note the results of public consultation on the draft Recycling Strategy 2022-25: 'Greener and Cleaner' attached as Appendix B.*
 - Approve the Recycling Strategy 2022-25: 'Greener and Cleaner' attached as Appendix A.*

- iii. *Note the outcomes of the segregated recycling pilot undertaken by 4,000 properties.*
- iv. *Agree in principle to the programme of change set out in the Recycling Strategy 2022-25: 'Greener and Cleaner' and this report and delegate authority to the Director of Economic Development in consultation with the Cabinet Member for Climate Change to roll-out the phased implementation of the programme including:*
- *The phased roll-out of segregated recycling as set out in this report across household properties in Cardiff.*
 - *The phased roll-out of reduced residual waste collections as set out in this report to improve the level and quality of recycling across household properties in Cardiff.*
- Undertake further pilot work in relation to Houses of Multiple Occupancy and Flats to improve recycling performance including the testing of communal segregated recycling bins.*
- *Review the expansion of kerbside collection services to cover items currently not collected at the kerbside.*
 - *Enhance and strengthen education and enforcement to deliver improved recycling compliance across household properties in Cardiff.*
 - *Develop the business case to move from a Material Recovery Facility to a Material Handling Facility required to manage segregated recycling.*
 - *Improvements to the trade / business waste model to improve recycling and meet new legislative requirements.*
 - *Identification of wider Council / service area change to value resources and minimise the Council's impact on climate change.*
- v. *Note the plans to enhance the cleansing service, including the move balanced resourcing and 'same day cleanse' following collections for inner wards*
- vi. *Note the development of a business case for a future repair and re-use 'superstore'. A further report will be brought regarding the business case.*

Way Forward

31. Cllr Caro Wild, Cabinet Member for Climate Change and Neil Hanratty, Director of Economic Development have been invited to make a statement and answer Member's questions. They will be supported by further representatives from the Economic Development Directorate who have been asked to make a brief presentation followed by Member's questions.

Legal Implications

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

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

RECOMMENDATION

The Committee is recommended to:

- i) Consider the information in this report, its appendices and the information presented at the meeting;
- ii) Determine whether they would like to make any comments, observations or recommendations to the Cabinet on this matter; and
- iii) Decide the way forward for any future scrutiny of the issues discussed.

DAVINA FIORE

Director of Governance & Legal Services

20 September 2022

DRAFT