

**PAPER NO. 12**

**REPORT TO THE EXECUTIVE MEETING OF 7<sup>th</sup> NOVEMBER 2011**

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**Status:** Recommendation  
**Title:** Waste and Recycling Strategy 2011 - 2022  
**Originator:** Matthew Bradford, Head of Environment and Leisure Services  
**Where from:** Management Board  
**Where to next:** COUNCIL

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1 Purpose of the Report

1.1 For the Executive to consider the Waste and Recycling Strategy 2011-2022

**2 Recommendations:**

**R 2.1 That the Executive approve the Waste and Recycling Strategy and Action Plan 2011-2022 (Appendix A) and recommend that it is referred to Council for approval.**

**2.2 As part of the Strategy, the Executive give approval for a Business Case to be developed to consider the option of moving to a co-mingled waste collection service.**

3 Summary of Reasons for the Recommendations

3.1 The Waste and Recycling Strategy establishes the long-term vision and objectives for the Council's waste and recycling service. The Strategy forms a key strand of the authority's Future Options work in terms of providing cost efficient and effective services.

3.2 The Council's Waste and Recycling Service is one of the larger budget areas for the Council. Consideration needs to be given to the current arrangements to determine if they are:

- § Meeting our citizens needs.
- § Cost effective in the long-term.
- § In line with best practice and best performance.
- § Environmentally sound.

3.3 The Strategy highlights a number challenges that our service needs to overcome. These include:

- § Making better use of the materials collected (cardboard/plastics) by realising a value from them
- § Improving our dry recycling rate.

- § Expansion of the materials collected.
- § Providing a more cost effective service.
- § Need to reduce waste.

- 3.4 There are two main types of collection service offered by local authorities:  
**Kerbside sort** – involves the sorting of materials at kerbside into different compartments of a specialist collection vehicle.  
**Co-mingled** – involves the collection of materials in a single bin using a single compartment vehicle. The sorting of these materials occurs at a Materials Recovery Facility (MRF).  
There are variations on each of these systems by a number of local authorities.
- 3.5 The Options Appraisal (Appendix B) shows that there are significant advantages in adopting a co-mingled collection service. These advantages can be demonstrated in terms of increased recycling performance, lower costs and better operational arrangements.
- 3.6 The All Member Workshop (Appendix C) clearly indicates that there are significant advantages of a co-mingled system over the current arrangements. When considering the strengths of a co-mingled system Members stated that option was easier than the current arrangements for residents to understand and it would enable the capture of more materials for recycling.
- 3.7 At the All Member Workshop (Appendix C) it was also stated that a weekly collection of residual waste would be too expensive, have a high carbon impact and might increase the amount of waste sent to landfill.
- 3.8 HDC's current collection arrangements do not encourage the recycling of key materials. Cardboard is sent for composting when it is a valuable commodity and can be reprocessed and reused. In addition, the existing system does not collect plastics for recycling at the kerbside. It is suspected that most of the waste plastic produced gets placed in the residual waste bin and landfilled.
- 3.9 The Baseline Summary (Appendix D) demonstrates a large differential in aspects of the current service performance. HDC is very strong in its composting performance, however this is at odds with average performance for collecting dry recycling. One explanation for this is that the current arrangements do not capture materials in the most beneficial manner.

#### 4 Impact on Communities

- 4.1 The Waste and Recycling Collection Service is a fundamental service for our community. Household waste is collected every week from all domestic properties within the district and therefore the service is one of the most visible to our residents.
- 4.2 Any changes to the service need to be carefully planned and effectively managed as changes to the routine can cause confusion and dissatisfaction amongst residents.

- 4.3 A Communication Strategy will be required to ensure that the aims and objectives of the strategy are understood by our community and that any service changes are well communicated and understood.
- 4.4 The Baseline Summary (Appendix D) includes information on Experian's Greenaware indicator. The indicator provides profiling information which considers the propensity of our residents to buy into environmental issues. This information has been used very successfully by a number of local authorities in targeted promotional campaigns designed to minimise waste and improve recycling performance.

## 5 Key Facts

- 5.1 The Baseline Summary (Appendix D) shows HDC currently performs very well for National Indicator 192 (Percentage household waste sent for Reuse, Recycling or Composting). When this is broken down to its component parts our composting rate is very high and our dry recycling rate is in need of improvement. HDC currently collects cardboard with the green waste which is sent for composting. Many authorities collect cardboard as a recyclate and send it for recycling. This could be a significant factor when considering why HDC's composting rate is so high, whilst the dry-recycling rate is comparatively low.
- 5.2 The weekly collection of food waste is a fundamental objective for the Government's National Waste Strategy Review published in June 2011. HDC was a forerunner nationally in introducing separate weekly food waste collections,. The anticipated tonnages set out in the business case have not yet been reached.  
Other authorities maintain a weekly collection of food waste by combining it with green waste and sending it for anaerobic digestion.
- 5.3 HDC has been highly successful in reducing the overall amount of waste sent to landfill and reducing the total waste and recycling produced per household. The service needs to continually develop in order to build upon the successes that the Council has achieved to date. The Strategy aims to provide the long-term direction in order to meet those objectives.

5.4 The table below gives an indication of the range of materials collected by a Materials Recovery Facility (MRF).

<b>Paper</b>	<b>Card</b>	<b>Glass</b>	<b>Steel Cans</b>	<b>Aluminium</b>	<b>Plastic</b>
Newspapers Magazines Catalogues Telephone Directories Envelopes Computer paper White and Coloured Office Paper Junk Mail/Flyers Shredded Paper Yellow Pages Greetings Cards	Cardboard and Corrugated Boxes. Egg Boxes Cereal Boxes Other display and Food Packaging Tetrapak/ Juice Cartons	Glass bottles and Jars (All Colours)	Steel Food and drinks cans	Aluminium food and drinks cans.  Foil  Aerosol cans (fully charged)	Plastic drinks bottles (all types, including, milk, water, fizzy drinks, cleaning products and beauty products)  Plastic food trays and containers (rigid plastics)  Plastic film and bags

5.5 The table below gives the list of materials that HDC currently collect that are sent for recycling.

<b>Paper</b>	<b>Card</b>	<b>Glass</b>	<b>Steel Cans</b>	<b>Aluminium</b>	<b>Plastic</b>
Newspapers and magazines Phone directories & catalogues Computer & stationery paper Junk mail (plastic wrapping removed) Shredded paper (wrapped in newspaper or a paper bag) Paperback books		Glass bottles and jars	Steel Food and drinks cans	Aluminium food and drinks cans.  Foil  Aerosol cans (fully charged)	

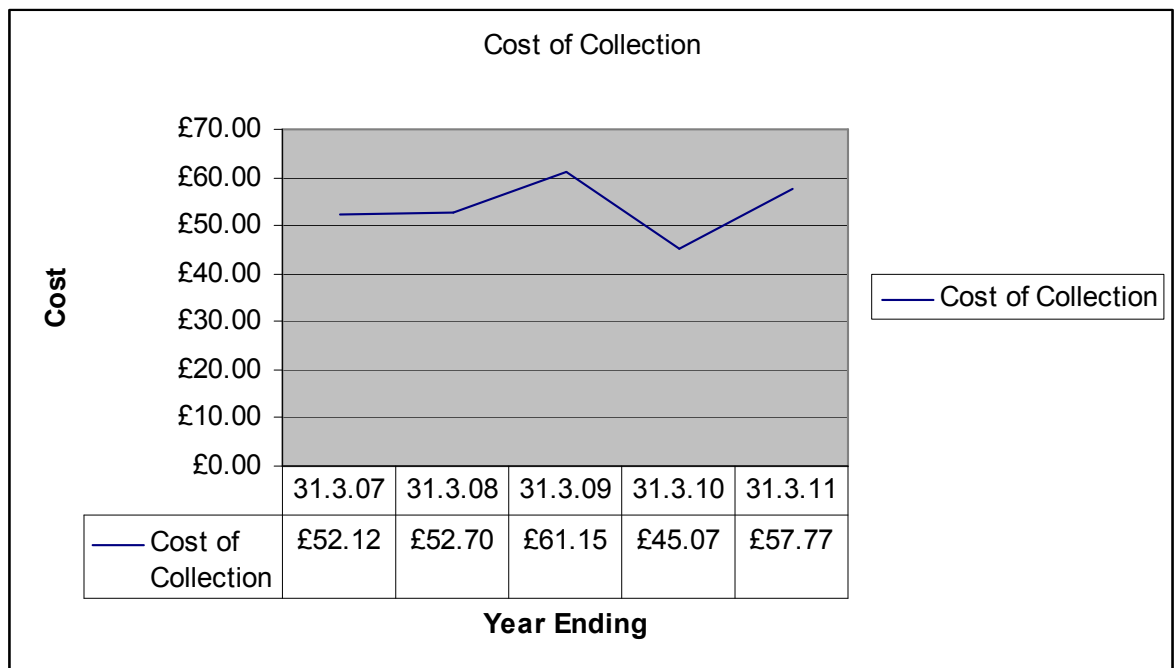
## 6 Legal Issues

6.1 HDC has a contract with Focsa (UK) Ltd for the collection of waste. The contract began on 1<sup>st</sup> April 2009 and runs for 7 years with an option to extend

the contract for a further 7 years. Any changes to the contract would need to be made by negotiation with Focsa and within the legal and constitutional framework for the procurement of services.

## 7 Resource Issues

7.1 The cost of collection for 2010/2011 was £57.77 per household per year as calculated through former national indicator 186. As this indicator has been removed it was not possible to provide any comparison with other authorities for this report. The table below gives the figures over the last 5 full years.



The decrease between years 2008/2009 and 2009/2010 was the saving realised through the letting of the new contract from 1<sup>st</sup> April 2010.

The increase in costs between 2009/2010 and 2010/2011 can be attributed to a number of factors including;

- Inflation (fuel for vehicles, etc)
- Expansion of bring sites (more sites from which to collect waste)
- Introduction of food waste collections.

7.2 The costs of waste and recycling services are made up of four main contributory factors these are:

**Collection Costs:** The costs of collection and transportation.

**Gate Fees:** The costs levied on the Council for the disposal of certain types of waste.

**Recycling Credits:** Incentive payments made to the Council by LCC for diverting waste away from landfill.

**Income from Recyclates:** Money made by the Council for the sale of recyclable materials such as paper, aluminium and glass.

When taking the above factors into account the estimated cost of the service for 2011/2012 is £1,580,000.

- 7.3 Indicative costs for a co-mingled service have been forecasted; however, these are based solely on estimates and should be used as an indication only as a number of broad assumptions have been made. The forecasts include the removal of all bring sites. The removal of bring sites has been suggested due to the increase in the number of materials that could be collected from the kerbside using a co-mingled system. This was also a consideration that came from the All Member Workshop (Appendix C).
- 7.4 The forecasts are given in the exempt Appendix E “Estimated Costings for Co-Mingled Collections”
- 7.5 Both of the above models would require the Council to invest in an additional wheelie bin for each household. It is estimated that this would cost approx £700,000. This cost is an indication only. It is recommended that, should the collection system change, a smaller 120 litre residual waste bin is considered. used to encourage recycling.

## 8 Equality Impact Assessment Implications/Outcomes

- 8.1 Any changes to the current collection arrangements for waste and recycling would be subject to a full and comprehensive Equality Impact Assessment to determine any positive and negative impacts for residents within the district. Full consideration will be give to this as part of the detailed Business Case that will be completed in due course.

## 9 Impact on the Organisation

- 9.1 Changes to waste and recycling collections can be challenging for local authorities as they place a significant extra resource demand on a number of services. Significant demand would be placed upon the Waste and Street Cleansing Team but also other teams e.g. Customer Services and Communications.
- 9.1 The Action Plan recommends a number of actions that will have a significant impact on the organisation. These include;
- Revised in-house recycling arrangements.
  - Better use of recycling on the go style bins in public places.
  - An Operation Management (LEAN) Review to develop our internal working practices.
  - Website Improvements
- 9.3 Any financial savings realised through implementing the strategy would have a beneficial impact on the organisation by reducing the need to make financial savings in other areas.

## 10 Community Safety Implications

10.1 There are no Community Safety implications arising from this report.

## 11. Carbon Management Implications

11.1 One of the key aims of the Waste and Recycling Strategy 2011-2022 is to reduce the carbon impact of our waste collection arrangements. It suggests that a measure (or proxy measure) be used to assess and reduce the impact of our operations.

## 12. Risk Management Implications

12.1 The collection of waste and recycling is considered to be an area of significant risk by the Health and Safety Executive. They have written guidance for local authorities and contractors involved in the industry. Many experts believe that co-mingled recycling collections have a reduced risk of injury caused by manual handling.

12.2 Other risks associated with the service include road traffic incidents, use of machinery and danger to pedestrians. Any changes made through the implementation of the Strategy will be subject to a full Health and Safety Audit prior to implementation.

## 13 Consultation

13.1 The Portfolio Holder for Environmental Service Delivery has been consulted during the development of this Strategy.

13.2 The All Member Workshop was held on 10<sup>th</sup> October 2011 considered the strengths, challenges and opportunities of three waste and recycling collection methods. A full report of the workshop is attached at Appendix C.

13.3 A Communication and Consultation Plan would be developed to support the implementation of the Strategy.

## 14 Options Considered

14.1 Option 1: Not to develop a Waste and Recycling Strategy. This option was discounted on the grounds that HDC needed a clear strategy to develop the service going forward.

Option 2: Develop a Waste and Recycling Strategy – Option adopted

14.2 An Options Appraisal for the waste and recycling collections service is contained within Appendix B to this report.

## 15 Background Papers

- 15.1 Appendix A-Waste and Recycling Strategy and Action Plan 2011 -2022.  
Appendix B-Waste and Recycling Collection Options Appraisal.  
Appendix C-Report from All Member Workshop 10.10.11  
Appendix D-Baseline Summary  
Appendix E-Estimated Costings for Co-Mingled Collections (**Exempt by virtue of paragraph 3 of section 100A of the Local Government Act 1972**)
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**Previous report(s):** None

**Information Issued Under Sensitive Issue Procedure:** /N

**Ward Members Notified:** /N

**Appendices:** *list any appendices here including title and filename in brackets (e.g. Performance Data 2010 (perfdata.doc)).*

Appendix A-Waste and Recycling Strategy and Action Plan 2011 -2022.  
Appendix B-Waste and Recycling Collection Options Appraisal.  
Appendix C-Baseline Summary  
Appendix D-Report from All Member Workshop 10.10.11  
Appendix E-Estimated Costings for Co-Mingled Collections (**Exempt by virtue of paragraph 3 of section 100A of the Local Government Act 1972**)