

## ENVIRONMENT OVERVIEW AND SCRUTINY COMMITTEE

<b>Date of Meeting</b>	Friday 16 June 2017
<b>Report Subject</b>	Changes to the Waste Collection Rounds and the New Operating Arrangements at Household Recycling Centres
<b>Cabinet Member</b>	Cabinet Member Streetscene and Countryside
<b>Report Author</b>	Chief Officer - Streetscene And Transportation
<b>Type of Report</b>	Operational

### **EXECUTIVE SUMMARY**

In 2011 Flintshire introduced its Managed Weekly Collection service (MWC) which changed waste collections in the County from a weekly, black sack and back door service to weekly recycling and food collections with fortnightly collections of non-recyclable waste alternating with garden waste - with all of the waste streams collected at the kerbside.

This change significantly improved the Council's recycling performance and the Council have since met all of the statutory targets set by Welsh Government (WG) with the next significant targets being 64% in 2019/20 and 70% in 2025. Recycling performance is measured taking into account all municipal waste with the two major contributory areas being kerbside collections and the waste received at the Councils Household Recycling Centres (HRC's).

The Council continues to perform well in terms of recycling and the current performance for 2016/17 is 67%, which is already ahead of the scheduled 2019/20 target but without further operational and policy changes it is likely that the performance will now level off.

This reports provides an update on the previously approved changes to the waste collection rounds which will help improve recycling levels and provides an update on the Councils HRC redevelopment programme which will also contribute significantly to future recycling levels. The report also seeks approval for the updated Household Waste Collection and Household Recycling Centre Operations policy, which has been amended to mirror the above changes.

### **RECOMMENDATIONS**

1.	That Scrutiny recommends Cabinet approve the changes to the Council's Household Waste Collection and Household Recycling Centre Operations policy. ( <b>Appendix1</b> ).
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2.	That Scrutiny recommends Cabinet approve the changes to the waste and recycling rounds, due to be implemented in September 2017.
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## **REPORT DETAILS**

<b>1.00</b>	<b>EXPLAINING THE BACKGROUND TO THE CHANGES TO THE POLICY</b>
1.01	In 2010, Welsh Government (WG) published its policy for dealing with municipal waste in Wales 'Towards Zero Waste' (TZW). This policy set out statutory recycling targets for all Councils in Wales to meet.
1.02	In June 2010, the Council adopted its own Municipal Waste Strategy. The strategy contained a number of key actions which were required to meet the challenging targets set out in TZW.
1.03	In 2011, WG published its Municipal Sector Plan which was a partnering document to TZW which provided guidance to Welsh Councils in the form of a blueprint describing WG's recommended service delivery for Councils to follow.
1.04	WG are currently reviewing their national policies with a view to revising future targets with further incremental targets increasing up to 100% by 2050.
1.05	In 2011 the Council's Executive formally approved the Household Waste Collection and Household Recycling Centre Operations policy which supported the introduction of its MWC service to help deliver higher recycling performance to achieve WG's statutory recycling targets. Further revisions of the policy were approved by the Council's Cabinet in December 2013 and again in April 2015 when 7 day collections were introduced.
1.06	In 2016, a WG funded review of the Councils waste and recycling collections service and HRC provision was carried out using the Blueprint set out in the 2011 Municipal Sector Plan. The outcomes of the review, in respect of the Councils waste and recycling collections, are set out further in this report.
1.07	In relation to HRC sites, the review recommended a three site strategy in the County as the optimum solution however this was deemed unacceptable and the Cabinet requested officers to explore a more localised solution for the service.
1.08	As a result a report was approved by Cabinet in October 2016 outlining the redevelopment of two of our existing sites (Buckley and Mold) and the development of a new site in Oakenholt to replace the out dated sites in Connahs Quay and Flint. This would then deliver a network of five modern user friendly sites across the Authority.
1.09	A capital bid of £1.7 million, submitted by Flintshire County Council, was approved by WG from their Capital Change Programme fund. The funding

	has been used for the redevelopment of Mold and Buckley and a further £0.6 million capital funding has been provided by the Council to complete the redevelopment programme.
1.10	Since the reports in October 2016, the sites at Buckley and Mold have been redeveloped into new modern and more user friendly facilities. Work began shortly after Christmas and the sites were opened to the public in time for Easter 2017 and both have been well received by the communities they now serve.
1.11	The next and final phase of the redevelopment programme will be the construction of a new facility in Oakenholt which will serve the towns of Connahs Quay and Flint and replace the existing sites in these two towns. The design work for the new facility has been completed and planning permission was granted for the scheme, by the Council in March this year.
1.12	The Oakenholt site is to be built on privately owned land and discussions with the landowner regarding a long term lease are reaching a conclusion with an agreement in principle already established. It is expected that the lease will be signed in the coming weeks and works will start on site during June with an opening date of September this year.
1.14	A further Cabinet report in February 2017 further explained that within the Portfolio Business Planning proposals for 2016/17 and 2017/18, revenue savings had been identified from the proposed rationalisation of HRC sites and that these savings would now need to be met through a new operating model and a need to meet a 90% recycling target across all sites.
1.15	<p>Although the 5 site strategy will deliver large modern facilities with a wider range of recycling skips on offer to the public, in order to meet our target of 90% recycling and achieve the revised budget, the following operational changes are proposed in the management and operation of the sites.</p> <ul style="list-style-type: none"> <li>• The introduction of a Resident Only Permit Scheme at all sites</li> <li>• Retaining the Resident Van Permit Scheme</li> <li>• Introduce new opening times.</li> <li>• Review the management arrangement for the sites.</li> </ul>
1.16	<p><b><u>Resident only permits</u></b></p> <p>When deciding which HRC site to use, the public will naturally travel to the nearest facility to their home, some may even travel further to use a more modern user friendly site. This leads to waste coming across borders from neighbouring Authorities and this 'waste tourism' affects those sites nearest to County borders. In Flintshire's case Greenfield and Sandycroft are affected by this as residents from Denbighshire and Cheshire living close to the border use these sites.</p>
1.17	Many Local Authorities, including our neighbouring Authority Denbighshire County Council, operate a resident only scheme which allows only households registered on the Council Tax Register to use their sites. The main advantage of a resident only scheme is to ensure that only waste generated in a County is deposited at the sites and that the Council is not

	paying for waste that is generated out of the County.
1.18	From the 1st April 2018 it is proposed that the Council will operate a Flintshire Residents Only Permit scheme. Each household in Flintshire registered on the Council Tax Register will receive a permit that allows them access to use the Council's HRC's.
1.19	The permit will be issued with the annual Council tax bill which is sent out each year in March and must be displayed by the resident when using the sites. Permits will be issued for domestic waste only and no trade waste will be permitted to be tipped using these permits.
1.20	<p><b><u>Resident Van Permits Scheme</u></b></p> <p>A van permit scheme has operated in Flintshire since 2005, which has been successful in reducing the amount of commercial waste that is deposited at the HRC sites. The current scheme restricts vans and twin axled trailers to 12 visits per annum and limits these visits to only 2 sites, Greenfield and Mold. There are currently 530 van owning residents who use the scheme.</p>
1.21	<p>The arrangement will continue to operate and permit holders will still be required to satisfy the following criteria in order to gain a permit:</p> <ul style="list-style-type: none"> <li>• The vehicle must be registered to the resident, not a business or other organisation.</li> <li>• The vehicle must be registered to an address in Flintshire.</li> <li>• The vehicle must not be sign-written or display advertising.</li> <li>• The vehicle must not only be used tip waste from the permit holders own household.</li> </ul> <p>Permit holders proven to be tipping trade waste will have their permit revoked.</p>
1.22	Following completion of the redevelopment work at all of the Councils HRC facilities, van permit holders will be able to use all sites instead of just Greenfield and Mold, thus reducing travel times for permit holders.
1.23	<p><b>HRC Management</b></p> <p>The Council's target for recycling at all sites is 90%. Whilst our sites are now both modern and more user friendly offering a greater range of recycling skips, this target will only be achieved through continual regular engagement with the residents who use the sites to encourage them to present their waste as recycling or reuse.</p>
1.24	Cabinet approved In April 2015 to contract the operations and management of the HRC sites via a performance based contract which will guarantee the recycling levels and the branding of the sites from a traditional 'skip site' to emphasise the wide ranging benefits of recycling. To deliver this change of emphasis the proposal is to seek to business partner with links to a social enterprise or charitable organisation to manage and operate the sites.
1.25	The new contract will operate for a period of 5 years with an extension to 7

	years subject to the satisfactory performance of the business partner. TUPE will apply and the staff will transfer to the new Business Partner.
1.26	<p><b><u>Opening times</u></b></p> <p>It is evident from the previous footfall surveys and waste tonnages received at the sites when the majority of residents choose to visit the HRC's. It is therefore proposed opening hours of the sites will be brought in line to match the hours when the sites are most used, this being to 9am to 5pm (Winter) and 10am to 6pm (Summer)</p>
1.26	<p><b><u>Waste and recycling round changes</u></b></p> <p>The report presented to Cabinet in October 2017 outlined proposals to carry out a round review and seek approval to purchase new modern recycling vehicles that would allow a wider range of recycling materials to be collected at kerbside. The report set out a deadline of September 2017 for the introduction of the new service.</p>
1.27	Since the report was presented, officers and workforce operatives within the waste service has been working towards the September 2017 deadline when new waste rounds will begin across the Authority.
1.28	New rounds have been designed that accommodate the predicted housing growth in the County over the next 5 years. The round design and optimisation has inevitably led to changed collection days for some residents, but the numbers are relatively low with only 500 having a change of collection day and a further 5,000 where their collection week will change.
1.29	New Recycling Recovery Vehicles (RRV's) have been procured with delivery expected in August. These vehicles are lightweight and more fuel efficient and have multiple compartments which will allow us to take a wider range of materials. The workforce have been involved in the design of these new vehicles and also the livery on the vehicles themselves.
1.30	<p>The wider range of materials that will be collected from kerbside from September will include :</p> <ul style="list-style-type: none"> <li>• Mixed plastic and waxed cartons*</li> <li>• Tin cans</li> <li>• Paper and cardboard</li> <li>• Glass bottles and Jars</li> <li>• Food</li> <li>• Household batteries</li> </ul> <p>*Mixed plastic now includes plastic bottles, food trays, yogurt pots and margarine tubs</p>
1.31	As the Council will now be offering a collection service for a wider range of recycling materials, which would have been previously placed in the black wheel bins, the Council intends to continue to take a robust line with

	residents who continue to present side waste with their wheeled bin.
1.32	The majority of households in Flintshire use the recycling services offered to them but there is still a small minority who do not and these properties inevitably generate additional bags of waste which are left out on collection day and often become a target for animals or are blown about in the wind resulting in the waste spilling out onto the streets.
1.33	Although we will continue to collect any side waste presented, those residents who choose to ignore the recycling services offered and repeatedly present side waste could be subject to enforcement action in the form of a fixed penalty notices under powers within the Environmental Protection Act. This will require evidence within the side waste indicating the source of the waste e.g. addressed envelope etc. This approach provides a more consistent and fair message to the majority of residents who do recycle.
1.34	A Communications Plan has been produced for the project and a County wide communication campaign to inform residents of the changes to the service will be undertaken before the new rounds are launched which will highlight both the additional materials that will be collected and the date the new collection service will commence.

<b>2.00</b>	<b>RESOURCE IMPLICATIONS</b>
2.01	Engaging a Business Partner will result in the TUPE of the staff that currently operate on the site. The staff will be offered redeployment to existing vacancies within the service if they wish to remain with the Council.

<b>3.00</b>	<b>CONSULTATIONS REQUIRED / CARRIED OUT</b>
3.01	A Members workshop was held in October 2016 seeking views on the proposed changes to waste services and the outcome has been built into the proposals detailed in the report.
3.02	Workforce and Unions have been consulted on the proposed changes to the waste and recycling rounds, a workforce group has been set up to help deliver the changes.
3.03	Further consultation is required on the engagement of the Business Partner and the subsequent staff transfers.

<b>4.00</b>	<b>RISK MANAGEMENT</b>
4.01	A project team is in place to monitor and oversee the changes to ensure the project stays on target.

<b>5.00</b>	<b>APPENDICES</b>
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5.01	Appendix 1 – Revised Household Waste Collection and Household Recycling Centre Operations policy 2017

<b>6.00</b>	<b>LIST OF ACCESSIBLE BACKGROUND DOCUMENTS</b>
6.01	<b>Contact Officer:</b> Stephen O Jones <b>Telephone:</b> 01352 704700 <b>E-mail:</b> <a href="mailto:stephen.o.jones@flintshire.gov.uk">stephen.o.jones@flintshire.gov.uk</a>

<b>7.00</b>	<b>GLOSSARY OF TERMS</b>
7.01	WG – Welsh Government TZW – Towards Zero Waste MWC – Managed Weekly Collections HRC - Household Recycling Centres RRV – Recycling Recovery Vehicle