

# ENVIRONMENTAL AND PUBLIC PROTECTION SCRUTINY COMMITTEE

19<sup>TH</sup> APRIL 2021

## FUTURE KERBSIDE WASTE COLLECTION STRATEGY

### Purpose:

To provide the future options and route for future service delivery for kerbside collection of waste and recycling

### To consider and comment on the following issues:

For the reasons set out and contained within this report, the service seeks the opinion and views on the following service considerations:

- the move to weekly recycling collections
- the change to three weekly restricted residual collections
- the collection of glass at the kerbside
- The collection methodology of recycling

### Reasons:

Whilst the current service model has enabled the Authority to exceed the statutory 64% target, further change is required to meet the 70% target from 2024/25 and the potential 80% target by 2030.

This report sets out the considerations, measures and strategy options for future improvement of the waste kerbside collection service.

**To be referred to the Executive Board / Council for decision: YES**

### EXECUTIVE BOARD MEMBER PORTFOLIO HOLDER:-

Cllr. Hazel Evans - Executive Board Member for Environment

#### Directorate:

Environment

#### Name of Head of Service:

Ainsley Williams

#### Report Author:

Dan John

#### Designations:

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# EXECUTIVE SUMMARY

## ENVIRONMENTAL AND PUBLIC PROTECTION SCRUTINY COMMITTEE

19<sup>TH</sup> APRIL 2021

### FUTURE KERBSIDE WASTE COLLECTION STRATEGY

#### Introduction and background

1. Carmarthenshire County Council currently provides waste services to approximately 91,000 households through the delivery of a fortnightly residual general waste collection and co-mingled kerbside recycling service as well as a weekly food collection.
2. In 2018-19 the Council's recycling performance had fallen to 59% presenting a significant risk of failing the statutory recycling target of 64% due the following year 2019/20. To ensure performance improvement the Authority undertook a series of policy changes, targeted at our HWRC's and kerbside residual waste. As a result of these changes performance increased to 64.66% in 2019/20, exceeding the target by a fine margin.
3. To understand how the Council's service could be developed in the future to maximise cost efficiency and increase recycling performance, a thorough service review project has been undertaken. The Council are working with support of Wrap Cymru funded through the Welsh Government's Collaborative Change Programme to review potential options for the future.

#### Drivers for change

4. Whilst the current service model has enabled the Authority to exceed the statutory 64% target, further change is required to meet the 70% target from 2024/25 and the expected potential 80% target by 2030.
5. The Council is now in a position where it is developing its future waste strategy and collection methodology to meet future targets and ensure that we are working towards reducing the carbon impact of the service in line with our future carbon reduction ambitions, whilst ensuring we meet our obligations under the Wellbeing of Future Generations (Wales) Act.
6. Welsh Government strategy contains specific legislation to deliver more sustainable approach to waste and resource management, with particular emphasis on developing the Circular Economy. This is being reinforced through their impending future strategy *Beyond Recycling* which will dictate a separate collection of high-quality materials with low levels of contamination.
7. Our waste collection fleet is due for renewal in October 2021 at the earliest assuming a 5-year renewal programme. Whilst we could extend this by a maximum of three years, it will become economically and operationally difficult beyond this point.

8. The service needs to focus on the requirement for significant public behavioural change which is promoted and fostered by the council collection methodology and service delivery.
9. Operating the alternative collection methodology and with the increasing performance of kerbside recycling, the service is witnessing an ever-widening gap of workload imbalance between the two-core material streams on alternative weeks - residual, and dry recycling.
10. In practical terms for recycling collections, it is leading to streets, properties and in some cases whole areas left uncollected on their scheduled collection day due to route over capacity. This leads to complaints, service requests and member lobbying. The service in its current form is no longer fit for purpose to deliver its principal function and future requirements.
11. With increasing volumes of bags presented, utilising the co-mingled approach and using single use plastic bags, it is becoming increasingly difficult to identify and address contamination. This is limiting the education and enforcement process for recycling and compounding the issue further.
12. Currently the service design has reached capacity with unmanageable and unsustainable workloads on recycling weeks, with no capacity for future growth and limited ability to manage operational challenges, such as severe weather, staff shortages and vehicle breakdowns.
13. Material quality is a growing and significant focus within recycling markets with further restrictions on sale. Our current service fluctuates between 13-20% level of contamination; almost all of which will be sent for disposal at additional cost.
14. In future, those Authorities who produce clean, dry, and uncontaminated material streams will find their materials easier to place in sustainable demand-led UK markets, directly with reprocessors to command the highest rebates and provide certainty of off-take.
15. Enforcement of contamination at the scale we are now seeing is not effective with the enforcement resource we have available. A service which can deliver education through direct rejection of materials at the kerbside would lead to a perpetual improvement in quality of material and self-priming education process.
16. Currently Carmarthenshire is the only Authority in Wales which does not deliver a weekly dry recycling service, nor does it collect glass at the kerbside. With 46% of the contents of our black bag waste being recyclable and almost 5% of this being glass, the need to address this for cost and resource efficiency is necessary.
17. Glass community bring sites have to date meant an extremely efficient service, however, we are experiencing increasing issues of fly-tipping and general abuse of these sites. Additionally, about 5% of our residual waste is Glass. These issues combined with public pressure for a kerbside glass collection means that the need to address this is now required.
18. In February 2019 members unanimously resolved to declare a climate emergency and committed to become a net zero carbon local authority by 2030. In planning for our future service delivery, it is essential that we analyse and consider the whole lifecycle carbon impact of our proposed future service approach.

19. In service design the net carbon benefit takes into consideration the vehicle type and number but the most dominant feature of the carbon assessment is the management and processing of mixed recycling materials and their onward transportation and end destination for re-use.
20. The Council has specifically included in the Corporate Plan the objective “Looking after the Environment now and for the future”, specifically to address the aims of the Well-Being of Future Generations (Wales) Act. The delivery of a sustainable collections model, which addresses wider carbon reduction and economic circular economy benefits is a key area of delivery against this Corporate objective.
21. There has been a history of capital financial support from Welsh Government for Local Authorities in undertaking waste service changes. However, this is funding is predicated on Authorities specifically adopting Blueprint compliant collections (including kerb sort) and realising wider carbon and resource efficiency benefits.

### **Service Review Results**

22. In terms of cost and potential impact on recycling performance, the collection at the kerbside and treatment of waste from households has a greater impact than any other part of the service. There is a range of viable options for collecting dry recyclables, food waste and residual waste at the kerbside, all of which have different impacts on what happens downstream in terms of the treatment and recycling process.
23. Three main recycling collection options have been developed for the purposes of the modelling process, ensuring that the Council has the best possible opportunity to deliver the most cost-effective service and improve recycling performance as part of any service change.
24. If it is agreed that a move to weekly recycling collections is a necessity, all future service options would significantly increase the staffing and vehicle base, due to the nature and collection frequency of our current service.
25. In addition to cost and recycling performance benefit assessment for all future options, in planning for our future service delivery, it is essential that we analyse and consider the carbon impact of our proposed future service approach. To fully understand the carbon impact on each of the potential options carbon modelling has been undertaken by Wrap Cymru.

26. The results below present an indication of cost, performance and carbon impact for the collection options based on a 3-weekly residual waste collection.

27.

<b>Recycling Collection Methodology</b>	<b>Description of Service</b>	<b>Cost above baseline</b>	<b>Recycling % gain</b>	<b>Carbon benefit ranking</b>
Current (baseline)	Fortnightly collection of dry mixed recycling and residual waste.  Weekly food waste collections  Glass collected at the kerbside	-	-	4
Weekly Co-mingled	Weekly collection of dry mixed recycling and food waste. Three weekly collection of residual waste and glass at the kerbside	£1.73m	3.2%	2
Weekly three stream	A weekly collection of dry recyclables and food waste collected in three containers and placed in separate compartments of a vehicle. Paper and Card in one container and Cans and Plastics in another with a separate fortnightly glass collection.  Residual waste three weekly	£2.47m	2.9%	3
Weekly Kerbsort (Blueprint)	A weekly collection of dry recyclables and food waste collected in 4 containers and collected separately on one vehicle including a weekly glass service.  Three weekly residual waste collections.	£1.67m	3.2%	1

## Conclusions

28. Currently the kerbside service is extremely cost effective and performing reasonably against the current statutory target of 64%. However, as detailed throughout this report the need for change and investment in service delivery is now a necessity in the immediate and longer term.
29. The greatest carbon benefit service proposal is the Blueprint methodology. Which significantly outperforms all other options available.
30. To ensure future performance and a change in public behaviour to a more resource efficient and recycling focused society, there is a need to address the current service delivery methodology. A recycling service will need to be designed to maximise public acceptance and participation.
31. The design and implementation of a waste kerbside collection service demands a long-detailed lead in time. The service affects all 91,000 households every week so the scale of disruption can be significant. The collection routing, service design, vehicle procurement and delivery are all resource intensive matters, meaning a long-term view is required.
32. Given the current low-cost service (single fleet on alternative weekly collections), all modelled future weekly recycling and glass collection options result in increased annualised costs from the baseline.
33. A kerb-sort collection is seen to exhibit the lowest full system cost for all the weekly recycling options. As well as being the lowest-cost option, it is the only collection system where all recyclables and food are collected on the same vehicle on a weekly basis.

## Future Service Configuration Considerations

34. For the reasons set out and contained within this report, the service seeks opinion and steer on the following service configuration and delivery options:
35. Recycling Collection Frequency – Weekly/Fortnightly
36. Residual Waste Collection Frequency – Fortnightly, Three-weekly, Monthly
37. Residual Waste restrictions – (1 bag per week)
38. Recycling Materials Collected (Glass, textiles, paper, card, food, plastics, cans, batteries).
39. Recycling material presentation:
40. The approach to service change
  - a. Phased transistional approach
    - i. Transistional change to weekly recycling followed by any other wider service change
    - ii. Locality based change – undertaking service change at different times across county

b. Single phase roll out approach

**Next steps**

41. Due to our corporate ambitions to engage with communities in shaping our services for the future and to fully comply with Wellbeing of Future Generations Act we will undertake a full consultation process to inform our decision-making process. Further discussion on designing and delivering this consultation programme as to times lines, leads and stakeholders is required for action.
42. We intend to undertake further detailed modelling and design the options which will dictate our resource requirements going forward, this will be presented for consideration once complete. The finalisation of the timeline will be dictated by this work.
43. In finalising the proposals, the development of a business case for submission to WG for funding support is required. Once a definitive response has been acquired from WG the service can present a final option business case and fully costed service change programme for consideration.

**DETAILED REPORT ATTACHED ?**

**NO**

# IMPLICATIONS

I confirm that other than those implications which have been agreed with the appropriate Directors / Heads of Service and are referred to in detail below, there are no other implications associated with this report :

Signed: A. Williams

Head of Waste and Environmental Services

Policy, Crime & Disorder and Equalities	Legal	Finance	ICT	Risk Management Issues	Staffing Implications	Physical Assets
<b>NONE</b>	<b>NONE</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>YES</b>
<p><b>Finance</b></p> <p>To deliver service change with a move to weekly recycling collections and glass collected at the kerbside there is going to be additional costs incurred for the service. With the cheapest option costing £1.67m per annum.</p> <p>The Blueprint (Kerbsort) collection methodology is the only collection method which could potentially achieve Welsh Government funding subsidy. This opportunity needs to be explored so that a final service cost profile can be presented.</p>						
<p><b>ICT</b></p> <p>There is a comprehensive IT development programme for Waste and Environmental Services with resource currently identified. IT Development for information systems relating to our kerbside collection fleet will be required to deliver our long-term aspirations of service improvement.</p>						
<p><b>Risk Management Issues</b></p> <p>The current Welsh Government statutory target is 64% recycling, increasing to 70% recycling by 2025, and possibly 80% by 2030, with the aim for Wales to be a zero waste (100% recycling) nation by 2050. If the Authority fails to meet the statutory targets, it could face large financial penalties. This risk of recycling performance failure is identified as part of the corporate risk along with mitigating measures.</p> <p>There is also a risk that materials from a comingled collection service (current system) may be less attractive to processors in future, but it is too early to say with any certainty.</p>						
<p><b>Staffing Implications</b></p> <p>Additional staffing resources will be necessary in all of the options set out. Detailed modelling will be undertaken to fully understand the requirements going forward.</p>						
<p><b>Physical Assets</b></p> <p>Additional physical resources will be necessary in the interim and longer-term options set out. Detailed modelling will be undertaken to fully understand the requirements going forward.</p>						



# CONSULTATIONS

I confirm that the appropriate consultations have taken in place and the outcomes are as detailed below

SIGNED: A WILLIAMS

Head of Waste & Environmental Services

## 1. Local Members

Yes - we will undertake a full consultation process to inform our decision-making process.

## 2. Community / Town Council

Yes - we will undertake a full consultation process to inform our decision-making process.

## 3. Relevant Partners

N/A

## 4. Staff Side Representatives and other Organisations

Yes - we will undertake a full consultation and engagement programme with staff side representatives to deliver the strategy.

**EXECUTIVE BOARD PORTFOLIO HOLDER(S)  
AWARE/CONSULTED?**

**YES**

## Section 100D Local Government Act, 1972 – Access to Information

**List of Background Papers used in the preparation of this report:**

**THERE ARE NONE**