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Chief Officer (Governance)
Prif Swyddog (Llywodraethu)

Contact Officer:
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To: Cllr David Evans (Chair)

Councillors: Mike Allport, Mel Buckley, Chris Dolphin, Mared Eastwood, Ian Hodge, Ray Hughes, Richard Lloyd, Mike Peers, Vicky Perfect, Dan Rose and Roy Wakelam

26 January 2023

Dear Sir/Madam

NOTICE OF HYBRID MEETING
ENVIRONMENT & ECONOMY OVERVIEW & SCRUTINY COMMITTEE
WEDNESDAY, 1ST FEBRUARY, 2023 at 10.00 AM

Yours faithfully

Steven Goodrum
Democratic Services Manager

Please note: Attendance at this meeting is either in person in the Council Chamber, Flintshire County Council, County Hall, Mold, Flintshire or on a virtual basis.

The meeting will be live streamed onto the Council's website. The live streaming will stop when any confidential items are considered. A recording of the meeting will also be available, shortly after the meeting at https://flintshire.public-i.tv/core/portal/home

If you have any queries regarding this, please contact a member of the Democratic Services Team on 01352 702345.

A G E N D A

1 **APOLOGIES**

 Purpose: To receive any apologies.

2 **DECLARATIONS OF INTEREST (INCLUDING WHIPPING DECLARATIONS)**

 Purpose: To receive any Declarations and advise Members accordingly.

3 **CONSIDERATION OF A MATTER REFERRED TO THE COMMITTEE PURSUANT TO THE CALL IN ARRANGEMENTS** (Pages 3 - 6)

 Purpose: A decision of the Cabinet meeting on 17 January 2023 relating to Waste Strategy Review has been called in. Attached is a copy of the procedure for dealing with a called in item.

4 **WASTE STRATEGY REVIEW** (Pages 7 - 44)

 Purpose: Report of Chief Officer (Streetscene and Transportation) - Deputy Leader of the Council and Cabinet Member for Streetscene and Regional Transport Strategy

 To assist Members, the following documents are attached:-

 - Copy of the report - Waste Strategy Review
 - Copy of the Record of Decision
 - Copy of the Call In Notice

Please note that there may be a 10 minute adjournment of this meeting if it lasts longer than two hours

FLINTSHIRE COUNTY COUNCIL

OVERVIEW & SCRUTINY

CALL-IN ARRANGEMENTS

1. **Background**

The arrangements for calling in a decision are to be found in paragraph 16 of the Overview & Scrutiny Procedure Rules contained within the Council's Constitution. The legal authority is within section 21 (3) of the Local Government Act 2000. This note summarises the provisions in the Constitution and identifies changes required due to the pandemic and our holding Remote Attendance Meetings.

2. **Decision of the Cabinet**

When a decision is made by the Cabinet, the Head of Democratic Services publishes a record of those decisions within two days of them being made. This record is emailed to all Members of the County Council.

The decision record is dated the day it was published and specifies that
- the decision will come into force, and may be implemented on the expiry of five working days after the publication of the decision.
- unless it is called in within 5 working days after the publication of the decision

3. **Calling in a Decision**

For a call in to be initiated, the Chief Officer (Governance) or Head of Democratic Services must receive a request from the Chair of the relevant Overview & Scrutiny committee or at least four Members of the Council.

The call in email should be sent via a Flintshire.gov.uk email address to the Head of Democratic Services, stating the reason for call in. The first signatory should include the words 'call in' as the subject and should copy in the other proposed signatories. Those signatories should then email the Head of Democratic Services, using their Flintshire email addresses, saying 'I endorse the call in of record of Decision No XX'

This will ensure that there is an audit trail of signatories, in writing, of the call in, electronically signed (and from their Flintshire email addresses) by all parties. The Head of Democratic Services will notify the decision taker of the call-in, and then arrange a meeting of the Committee within seven working days of the decision to call-in. (The last working day before Christmas day and the three non-public holiday days between Christmas and New Year will not be counted as working days for the purposes of this paragraph).

4. The Call-in Meeting

By their nature, call-in meetings can often be held at short notice (i.e. within seven working days of the call-in decision) and the only item of business to be transacted would normally be to deal with the call-in. However, from time to time it is expedient to consider a call in at a meeting which has already been convened.

It is suggested that the procedure outlined below be used at such a meeting.

5. Procedure for a Call-in Meeting

(i) The Chair will invite the Head of Democratic Services or Overview & Scrutiny Facilitator to briefly outline the call-in procedure for Members of the Committee, explaining the time constraints within the Constitution. The Officer should also outline the ideal procedure, set out below, for an Overview & Scrutiny Committee to deal with a call-in meeting.

(ii) The Chairman will then invite the initiators of the call-in to explain and clarify their reasons for calling in the decision. This can be by means of a spokesman, or by several Members contributing.

(iii) The decision makers will then have the opportunity to respond to the issues raised by those initiating the call-in and provide further information if they believe that it will assist the committee's understanding of the decision.

(iv) The Chair will then invite questions from Members, and the decision-makers and call-in initiators will be invited to answer the questions.

(v) At the end of Members' questions, the Chair will ask the initiators of the call-in and the decision makers to sum up their respective cases.

(vi) The Chair will then invite the Head of Democratic Services or Overview & Scrutiny Facilitator to explain the Committee's options for decision contained in the Constitution. The decision should include one of the four options given below, which are contained in the Constitution.

Option 1

If, having considered the decision, the Overview & Scrutiny Committee is satisfied with the explanation which it has received, it will indicate as such, in order for the decision to be implemented.

Option 2

If, having considered the decision, the Overview & Scrutiny Committee is 'no longer concerned', having received the explanations, but is not minded to indicate that it is 'satisfied with the explanation', then it is in order for the

Committee to resolve that 'the explanation be accepted <u>but not endorsed</u> by the Overview & Scrutiny Committee'.

<u>Option 3</u>

If, having considered the decision, the Overview & Scrutiny Committee is still concerned about it, then it may refer it back to the decision making person or body for reconsideration, setting out in writing the nature of its concerns. If referred to the decision maker then the decision maker shall then reconsider, at the earliest scheduled meeting, amending the decision or not, before adopting a final decision.

<u>Option 4</u>

If, having considered the decision, the Overview & Scrutiny Committee is still concerned about it, then it may refer the matter to full Council. If referred to full Council, the Council shall meet to consider the referral within 10 working days unless there is a scheduled meeting of the full Council at which the matter may be considered within the expiry of a further 5 working days.

Note:

If either Option 1 or Option 2 is decided upon, the Cabinet decision can be implemented after the Overview & Scrutiny meeting. If either Option 3 or 4 is decided upon, the Cabinet decision cannot be implemented after the Overview & Scrutiny meeting until it has received further consideration by either the Cabinet or Council.

(vii)   The Committee will then discuss the matter and following debate, reach a decision.

If it is apparent from the discussion that there is a clear preference for a particular option, it may be possible for the officer advising the chair to indicate whether they object or wish to abstain. However, it may be necessary to conduct a 'roll call' vote (similar to a recorded vote, but a quicker process with 12 members on a committee)

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CABINET

Date of Meeting	Tuesday, 17th January, 2023
Report Subject	Waste Strategy Review
Cabinet Member	Deputy Leader of the Council and Cabinet Member for Streetscene and Regional Transport Strategy
Report Author	Chief Officer (Streetscene and Transportation)
Type of Report	Strategic

EXECUTIVE SUMMARY

Ordinarily, the waste strategy would be reviewed every three years. Over the last five years, we have reviewed our waste strategy three times with the most recent review being the 'Target 70' report in July 2021. These reviews have allowed us to implement major service changes, which have contributed to improving the way we deliver our waste and recycling services.

The reviews have always ensured that the Council aligns and operates to Welsh Government policy and strategy, and as an authority, we currently follow the collections blueprint as set out in the Municipal Waste Sector Plan. In its current waste strategy 'Beyond Recycling', the Welsh Government set statutory targets for local authorities in Wales to reuse, recycle or compost a minimum of 64% of waste by 2022-23, and 70% of waste by 2024-25.

However, from being at a peak in performance in 2018-19 at 69.16%, our recycling performance levels in Flintshire have progressively decreased, year on year. The COVID-19 pandemic and associated restrictions have had a significant impact. The purpose of this review is to focus on achieving the statutory recycling targets and avoiding financial penalties if we fail to achieve them.

Following two all-Member workshops in November 2022, this report outlines how we propose to minimise waste and maximise recycling in order to improve our recycling performance and achieve the statutory recycling targets.

	RECOMMENDATIONS
1	That Cabinet notes the Council's current recycling performance against statutory targets along with the associated risks.
2	That Cabinet considers the options presented for alternative waste collection delivery models in order to achieve the statutory recycling targets set by Welsh Government and supports the proposal to pilot a reduction in collection frequencies in one area of the county.
3	That Cabinet approves the proposal to increase the garden waste subscription fee to recover increasing operationa~~Page~~sts 7

REPORT DETAILS

1.00	**REVIEW OF THE COUNCIL'S COLLECTION WASTE STRATEGY**
1.01	In 2010, Welsh Government (WG) published its policy for dealing with municipal waste in Wales 'Towards Zero Waste' (TZW). The policy set out statutory recycling targets for all Councils in Wales to meet.
	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.
	In 2011, WG published its Municipal Sector Plan, a partnering document to TZW, which provided guidance to Welsh Councils in the form of a Collections Blueprint, which outlines WG's recommended service profile for the collection of waste from households. The Blueprint provides a system that, if adopted across the whole of Wales by all local authorities, would result in high rates of high quality recycling, significant cost savings and improved sustainable development outcomes. The Blueprint aims to help local authorities achieve the recycling targets set in the Waste (Wales) Measure 2010 and ensure that we provide the best overall service for the people of Wales and future generations.
1.02	In 2021, WG published its strategy 'Beyond Recycling: Making the Circular Economy a Reality in Wales', which aims to create an economy where we value resources and materials by keeping them in use for as long as possible and avoid all waste. Central to this strategy is The Waste Hierarchy, which ranks waste prevention and waste management options according to what is best for the environment. It gives top priority to waste prevention and reduction in the first place, followed by re-use, then recycling and composting, then other recovery (e.g. energy from waste), and last of all disposal (i.e. landfill).
	The Waste (Wales) Measure 2010 sets out the progressive annual targets for Welsh local authorities in relation to recycling, preparation for re-use and composting and The Recycling, Preparation for Re-use and Composting Targets (Definitions) (Wales) Order 2011 and The Recycling, Preparation for Re-use and Composting Targets (Monitoring and Penalties) (Wales) Regulations 2011 set out the obligations for local authorities in Wales to comply with the requirements.
	The targets set in the Waste (Wales) Measure 2010 are minimum recovery (i.e. recycling, preparation for re-use and composting) targets. Which are detailed in the table below: -
	<table><tr><td></td><td>2012-2013</td><td>2015-2016</td><td>2019-2020</td><td>2024-2025</td></tr><tr><td>Recovery Target %</td><td>At least 52%</td><td>At least 58%</td><td>At least 64%</td><td>At least 70%</td></tr></table>
1.03	In response to these challenging targets, over the last five years alone, we have reviewed our waste strategy three times with the most recent review being the 'Target 70' report in July 2021. These reviews have allowed us to implement major service changes, which have contributed to improving the way we deliver our waste and recycling services. The reviews have always ensured that the Council aligns and operates to Welsh Government policy and strategy. As an authority, we currently follow the Collections Blueprint as set out in the Municipal Waste Sector Plan for the delivery of domestic waste and recycling collections.

1.04	However, from being at a peak in performance in 2018-19 at 69.16%, our recycling performance levels in Flintshire have progressively decreased, year on year. The COVID-19 pandemic and associated restrictions have had a significant impact.
	The table below details our actual performance levels over the last 4 years against the statutory recycling targets set by Welsh Government: -

Year	Target	Actual Performance
2018-19	58%	69.16%
2019-20	64%	65.85%
2020-21	64%	63.98%
2021-22	64%	60.08%

1.05	Under the legislation, Welsh Government has the powers to levy fines, which are known as infraction fines. The amount of financial penalty to which a local authority is liable under section 3(7) of the Measure is £200 per tonne by which a local authority falls short of the target amount.
	Where a local authority is liable to a penalty under section 3(7) of the Measure or under the Regulations, the Welsh Ministers may either waive the penalty, or assess the amount due by way of penalty and notify the local authority accordingly.

1.06	In 2020-21, in Flintshire we missed the recycling target by just 17 tonnes, which, had Welsh Government chosen to use their powers, could have resulted in infraction fines of £3,400.
	In 2021-22, the recycling target has been missed by 3,314 tonnes, which could equate to a potential infraction fine of £662,888 if Welsh Government chose to levy a financial penalty.
	The table below outlines current overall waste arising, recycling performance and potential fines that could levied by Welsh Government to Flintshire for failing to achieve the statutory recycling targets: -

Year	Total MSW	Total Recycling, Reuse, Composting Actual Performance		Target		Difference to Target	Penalty liable
	(t)	(%)	(t)	(%)	(t)	(t)	(£)
2020/21	81,333	63.98	52,036	64	52,053	-17	3,400
2021/22	84,496	60.08	50,763	64	54,077	-3,314	662,800

For the first two quarters of 2022/23 reported municipal waste arrisings have showed an improvement in our recycling performance to 63.17%. If this performance was to be sustained to the end of the reporting year then the estimated shortfall in tonnage is estimated be circa 622 tonnes, which could result in a potential infraction fine of £124,428. However, since September 2022 we have seen increases in the amount of residual waste collected following a sustained decrease in the months April-August. This, along with the seasonal decreases in tonnage of recyclable waste, such as garden waste, means that the performance of 63.17% is unlikely to be sustained to the end of the reporting year thus decreasing recycling performance against the statutory target and increasing potential fines.

| 1.07 | Since the implementation of our managed weekly collection we have seen a year on year decrease in the amount of residual waste collected at the kerbside. This had been progressive and demonstrated our continual improvement in reducing residual waste sent for final disposal. |

However, in the year 2020/21 we had observed that this trend has been reversed and we saw an unprecedented increase in residual waste tonnages of over 9% due to the pandemic and people's lifestyle changes. This change in trend meant that the level of residual waste collected had returned to that last seen in 2016/17.

Since 2021/22, we have begun to see decreasing residual waste tonnages year on year. The following table outlines the total residual waste tonnages collected: -

Residual Waste Collected (Year)	Residual Waste Collected (Tonnage)	Percentage Decrease/Increase from Previous year
2016/17	33,733.74	-4.45%
2017/18	32,846.37	-2.63%
2018/19	31,300.74	-4.71%
2019/20	30,843.96	-1.46%
2020/21	33,728.65	+9.35%
2021/22	32,963.27	-2.27%
2022/23	31,010.78*	-5.92%

estimated tonnage for Dec 2022 to March 2023, which could increase if current trend continues.

| 1.08 | For the year 2021/22, whilst Flintshire did not meet the statutory target, three Welsh local authorities did exceed the minimum target of 70% for 2024/25 and twelve authorities surpassed the target of 64%. |

As a result, it has been key for us to understand why our performance has progressively decreased and consequently, a recent compositional analysis has been undertaken in partnership with Welsh Government. This involves a physical waste compositional analysis where samples are collected from kerbside collections, including residual waste, food waste and recycling.

| 1.09 | Whilst work is still underway to verify the analysis, the initial results have shown that up to 50% of what is placed in the residual waste (black) bins by residents in Flintshire is recyclable material. Furthermore, 27% of the black bin contents was found to be food waste, a significant amount of which was considered to be in an edible condition. |

With a separate weekly kerbside collection service available for food waste and weekly collection for recycling, the current situation is not sustainable and remains a significant risk to the local authority.

| 1.10 | With the Welsh Government target of 70% approaching in 2024-25, further consideration has to be given as to how this target will be achieved. |

In response, two all-Members workshops were held on 9 November 2022 (10am and 5pm) in order to explore the options. The agenda for those workshops is detailed in **Appendix 1.**

1.11	The workshops were delivered in two parts: first, a presentation was provided by officers to give an overview of the current recycling and waste collection operations, the legislative background, current policy and procedures, statutory targets and the council's recycling performance.

The second part was allocated for members to consider a number of questions and provide their comments, suggestions and ideas as to how as a local authority we could achieve the statutory targets. The questions asked of members included:

- How are we going to achieve the 70% recycling target by 2024-2025?
- How are we going to reduce the amount of residual waste produced by residents?
- How are we going to ensure that we do not receive substantial infraction fines?
- What more can we do?

A copy of the slide deck presented to members at the workshop is detailed in **Appendix 2.** |
| 1.12 | The feedback received by members was comprehensive and some of the general themes included:

- Improving education and engagement to change behaviours;
- Members sharing information in newsletters to residents
- Improving engagement with schools to promote recycling to children
- Learning from those local authorities that are already achieving the targets
- Appealing to Welsh Government for support on achieving the targets
- Improving availability of replacement bags and boxes for recycling
- Promoting repair and reuse as well as schemes like reusable nappies to reduce waste
- Using information from the crews and enforcement teams to focus campaigns in areas where there is low participation in recycling
- Taking robust enforcement action if residents do not recycle or comply
- Expanding the use of RFID technology to monitor participation and performance
- Introducing a chargeable trade waste collection service to improve recycling yields
- Changing waste collection frequencies or reducing the capacity of the black bin, which would require financial investment. |
| 1.13 | The individual comments, suggestions and questions gathered from elected members during the workshops are being collated into an action plan and will be used to produce a set of frequently asked questions (FAQs) to assist with information and understanding. Where possible, any changes will be considered in line with current policy and within available resources. |
| 1.14 | Given that it has been demonstrated that nearly 50% of the contents of the residual waste bin is filled with materials that could have been recycled and that the current target of 64% is not being achieved, the risk of not achieving the 70% target by 2024-25 remains significant and has been documented as a red risk on the portfolio's risk register. |

1.15	The Welsh Government's priorities for collection are stipulated as the provision of kerbside collection services that reduce residual waste arisings, collect high levels of clean recyclables in ways that can be recycled 'closed loop' and locally (preferably in Wales or elsewhere in the UK) and at lowest overall financial cost, and in ways that help elicit the desired behavioural changes amongst householders, whilst at the same time providing convenience. A key measure introduced by a number of other local authorities across Wales is to limit how much waste households can throw away. By restricting the capacity of the residual waste bin, people are encouraged to make more use of the recycling kerbside collection service.
1.16	As a result of the deteriorating recycling performance levels and increasing residual waste tonnages, consideration now needs to be given to changing the provision of kerbside collections with a view to reducing residual waste arisings, which can be achieved by either changing the capacity of the residual waste bin or by changing the frequency of waste collections.

In order to maximise financial efficiency and sustainability outcomes, as well as increase recycling performance, a comparative assessment of service delivery options has been undertaken of local authorities across Wales, the findings for which are detailed as follows: -

• Four weekly collections with a 240 litre bin (60 litres/week)
• Three weekly collections with 180 litre bin (60 litres/week)
• Two weekly collections with a 140 litre bin (70 litres/week)
Or
• Four weekly collections with 4 waste sacks (60 litres/week)
• Three weekly collections with 3 waste sacks (60 litres/week)
• Two weekly collections with 2 waste sacks (60 litres/week) |
| 1.17 | A comparison of a number of waste collection models across Wales has taken place previously and it was clear that restricting residual waste improves recycling levels, which in turn has a significant impact on recycling performance.

Looking across the different types of models, the average improvement was found to be as follows: -

➢ Overall reduction in household residual waste (incl. HWRCs) of 18%
➢ Increase in kerbside dry recycling of 13%
➢ Increase in food waste capture of 21%

However, it has been determined that a 60 litres/week residual waste restriction has the highest impact on reducing residual waste and improving recycling performance. Reducing residual waste capacity to 60 litres/week has seen the following average improvements: -

➢ Overall reduction in household residual waste (incl. HRC) of 30%
➢ Increase in kerbside dry recycling of 17%
➢ Increase in food waste capture of 28%

To demonstrate what this would mean in relation to the waste arising seen in Flintshire for the two-year period during which we have not achieved target, **Appendix 3** provides an indication of the potential improvement in recycling performance using the previously observed improvements. |

| 1.18 | As well as ensuring that we meet the statutory targets set by Welsh Government, a reduction in waste arising and increased recycling performance would bring financial savings, as the cost of disposing residual waste is significantly higher than that of recyclable waste, which can bring an income for recyclable materials.

For the two options highlighted in 1.11 **Appendix 4** details the potential savings associated with recycling residual waste and increasing recycling. |
| --- | --- |
| 1.19 | **Considerations**

If the collection frequency changed from the current fortnightly model, this would have an impact on required resources to deliver the collection services.

The following table outlines the estimated operational costs for the provision of the current model and those for a three or four-weekly collection cycle: - |

	2 Weekly Collections	3 Weekly Collections	4 Weekly Collections
Properties per Week	36,210	27,176	18,124
Vehicles per Day	5	4	3
Operatives per Week	22	16	13
Labour Cost per Year	£770,000	£560,000	£455,000

Operational savings would be realised through a reduction in the number of operatives required per week on residual waste rounds. These operatives would be allocated to alternative areas of the Service Delivery team to reduce the reliance on agency staff. The reductions above could potentially save up to £210,000 (three-weekly collections) or £315,000 (four-weekly collections) per year.

| 1.20 | A change in collection frequency may require consideration of changes to the container size or container types, which would involve further considerations, including funding, health and safety impact on crews, compatibility with vehicles and storage for residents.

Capital funding would be required to procure alternative sized residual waste containers should a change in container size be required. This is estimated to be in the region of £1million. Consideration would need to be given to what happens to the old bins/containers and whether these should collected and provision made for their resale or disposal. Changing to a sack collection could present health and safety risks to the workforce in terms of manual handling, sharps/needle stick injuries, slips, trips and falls, personal injury and hygiene. There would be a need for our residents to control and contain the waste securely and safely on their own properties, which if contained within sacks which could attract vermin and produce odour. This option would also present the need to collect all existing containers and make provision for their resale or disposal. |
| --- | --- |

1.21	At the Environment & Economy Overview & Scrutiny Committee meeting on Tuesday, 10th January 2023, members discussed the various options for alternative collection frequencies and proposed running a pilot for a reduced frequency collection service in one area of the county.

It is therefore proposed that Cabinet considers the proposal to pilot a reduction in collection frequencies in one area of the county. |
| 1.22 | Regardless of any changes to collection frequencies or container sizes, side waste enforcement would need to continue to ensure that only residual waste is presented for collection in the residual waste (black) bin and that residents are fully participating in recycling.

As approved by Cabinet in the 2021 'Target 70' report, an option was included to introduce enhanced enforcement to address the issue of those residents who habitually do not present any, or some of the recycling, expected on the weekly collection. This would require the contents of the black bin to be inspected and, if recyclable materials were to be found in the residual waste bin, such as food waste, then the enforcement process would begin. |
| 1.23 | In addition to the above options, it is proposed that an increase in the charge for garden waste collections is considered as part of the review. One of the main reasons for including this as an option is due to the fact that portfolio currently has a budget pressure of £50k due to increasing operational costs, which come about as a result of not increasing the garden waste subscription fee since 2018-19.

The current fees are detailed below: -

- £32.00 for ALL online payments
- £32.00 for payments made on or before 28th February
- £35.00 for payments made after 1st March 2022*

This fee applies to residents paying over the phone and using payment kiosks at Flintshire Connects

On average, the Council receives approximately 32,000 garden waste subscriptions per year. An option for consideration would be to increase the rate from £32/subscription (online/early payments) to £33/subscription, which could deliver an additional income of £32k/year.

At the Environment & Economy Overview & Scrutiny Committee on 10th January 2023, members supported the proposal to increase the subscription rate by £1.00 as outlined above. |
| 1.24 | In addition to the above options, it is intended that work would continue to raise awareness and educate residents about what can and can't be recycled. Although a significant amount of work has taken place over the last three years to improve the information available on the Flintshire website and carry out education campaigns, such as food waste / recycling wrapping paper at Christmas time, more targeted campaigns will be explored around the use of RFID technology to monitor participation levels or where take-up of the kerbside recycling collection service is low, subject to available resources and funding. Members at the Environment & Economy Overview & Scrutiny Committee on 10th January 2023 requested that a leaflet is issued with the Council tax notices to all properties to highlight the financial and environmental risks associated with not recycling. |

2.00	RESOURCE IMPLICATIONS
2.01	There would be an impact on resources and the operational workforce if the policy was changed, such as reduced frequency residual waste collections.
2.02	Capital funding would be required to procure alternative sized residual waste containers should collection frequencies or container change.
2.03	Implementing a significant service change on this scale would require additional service project management support.
2.04	Additional revenue funding would be required for targeted publicity campaigns, such as the leaflet suggested by members for distribution with the Council tax bill.

3.00	IMPACT ASSESSMENT AND RISK MANAGEMENT
3.01	**Ways of Working (Sustainable Development) Principles Impact**

Long-term	The proposals will drive improvements to recycling performance and achieving a Circular Economy.
Prevention	The proposals will help prevent the increasing amounts of waste generated and therefore reduce the Council carbon footprint.
Integration	No impact
Collaboration	The proposal requires further work with Welsh Government, and partners, to find sustainable solutions for none recyclable materials.
Involvement	Improved engagement with Flintshire residents to ensure they understand their responsibilities and ensure waste minimisation, reuse and recycling before disposal

Well-being Goals Impact

Prosperous Wales	Positive – improving waste minimisation, reuse and recycling of recycling materials resulting in world leaders in recycling performance
Resilient Wales	Positive – Less demand for raw materials, promoting circular economy
Healthier Wales	Positive – reducing vehicle movements and emissions and allowing for the responsible management of controlled waste
More equal Wales	No impact
Cohesive Wales	No impact
Vibrant Wales	Positive – improving waste minimisation, reuse and recycling of recycling materials and working towards carbon reduction
Globally responsible Wales	Reducing the reliance on the extraction of raw materials and destruction of natural habitats and ecosystems by the reprocessing of recyclable materials.

3.02	We are highly unlikely to achieve the statutory recycling targets without making significant changes to improving our recycling performance and reducing the amount of waste presented in the residual waste bin.
3.03	The risk of not achieving the statutory recycling targets could result in a significant financial penalty for the Council (£200 for every tonne not recycled) if Welsh Government were to choose to levy the infraction fines.
3.04	Continuing to accept the volume of residual waste at the current rates has resulted in increased expenditure on disposal costs (£103/tonne). Diverting this waste to recycling would reduce the gate fee on some recycling streams (e.g. food) and would create an income for others (e.g. paper/glass/metal/plastic).
3.05	The lack of appetite to improve recycling performance and implement changes for reducing waste could result in the loss of grant funding and confidence from Welsh Government to invest in Flintshire. Limiting the amount of residual waste that is taken at each collection increases the amount of material that can be sorted for recycling, which helps to boost recycling yields and reduce residual waste generation.
3.06	Changing to a sack collection would present health and safety risks to the workforce in terms of manual handling, sharps/needle stick injuries, slips, trips and falls, personal injury and hygiene.

4.00	CONSULTATIONS REQUIRED/CARRIED OUT
4.01	Deputy Leader of the Council and Cabinet Member for Streetscene and Regional Transport Strategy
4.02	Elected Members - Two workshops held on 9 November 2022
4.03	Environment and Economy Overview and Scrutiny Committee, 10 January 2023

5.00	APPENDICES
5.01	**Appendix 1** Workshop Agenda.
5.02	**Appendix 2** Workshop Presentation.
5.03	**Appendix 3** Potential improvement in recycling performance .
5.04	**Appendix 4** Potential improvement in financial savings on disposal costs.

6.00	LIST OF ACCESSIBLE BACKGROUND DOCUMENTS
6.01	Stats Wales - Recycling Information WasteDataFlow - Waste Tonnages My Recycle Wales - Waste data and end destinations Towards Zero Waste Municipal Waste Sector Plan - Collections blueprint Beyond Recycling Strategy

7.00	CONTACT OFFICER DETAILS
7.01	**Contact Officer:** Ruth Tulley, Regulatory Services Manager **Telephone:** 01352 704796 **E-mail:** ruth.tulley@flintshire.gov.uk

8.00	GLOSSARY OF TERMS
8.01	**Residual Waste** = non-recyclable waste placed in the black bin, which is not sent for recycling thus has no future benefits. **Statutory Recycling Target**s = Targets set in legislation, which all local authorities must reach for waste reused, composted or recycled. **WG** = Welsh Government **TZW** = Towards Zero Waste (Policy document)

Streetscene and Transportation Portfolio

Member's Seminar – Waste Strategy Review, Target 70 (2022)

Welcome – Chair of Scrutiny / Cabinet Member

- o   Introduction and Purpose

- o   Where are we now

    - o   Current collection policy
        - ▪   What we collect
        - ▪   How we collect it (frequency/containers)
        - ▪   What happens to the recycling and waste

    - o   Current performance
        - ▪   National Strategy and Policy (now and future)
        - ▪   Targets and statistics
        - ▪   Impact of missing targets (financial)
        - ▪   Compositional analysis (where we can improve)
        - ▪   Welsh local authority approach

    - o   Key Funding Investment
        - ▪   Greenfield development
        - ▪   RFID
        - ▪   Electric recycling vehicles ~(including charging points
        - ▪   AHP collection resources
        - ▪   Future funding application requirements

- o   Condicerations
    - o   How are we going to achieve the 70% recycling target by 2024-2025?
    - o   How are we going to reduce the amount of residual waste produced by residents?
    - o   How are we going to ensure that we do not receive substantial infraction fines?
    - o   What more can we do?

- o   Breakout Session / feedback

- o   Close out and thank you

Waste Strategy Workshop Target 70%

9 November 2022

Agenda

- Introduction and purpose of workshop

- Context and background

- Where are we now?
  - Current collection policy
  - Current performance
  - Key funding investment

- How are we going to achieve the 70% recycling target by 2024-2025

- Feedback session and questions

- Next steps

- Close out and thank you

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Context / Background

- The council's waste and recycling services are highly valued by local members and the wider community.

- In the last 12 years we have moved from a backdoor collection service to a modern, controlled kerbside collection service with the emphasis on recycling.

- Largely driven by Welsh Government (WG) Statutory Recycling Targets and the possibility of infraction fines if we do not achieve them i.e. 70% by 2024/2025

- The percentage of our total waste arisings recycled, composted or re-used increased to 69.16% in 2018/2019

- However, since the pandemic in 2020, we are seeing a year on year decrease and we are now at 60.08% irrespective of the improvements made to our services

- Over the last five years, we have reviewed our waste strategy three times, with the most recent review being the 'Target 70' campaign in July 2021.

- These reviews have allowed us to implement changes, which have attributed to improving the way we deliver our household recycling centre services.

- We are also facing additional budget risks e.g. Sustainable Waste Management Grant, along with potential additional responsibilities

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How We Collect Waste

Waste Stream (Kerbside Collections)	Frequency	Containers
Residual	2-weekly	Black wheeled bin (180L)
Food Waste	Weekly	Biodegradable bags / food waste caddies
Dry recyclables (glass, plastic, cans, paper, card)	Weekly	Reusable Sacks / blue box
Garden Waste	2-weekly*	Brown wheeled bin (140L)
Batteries	Weekly	Sealable Bags
Absorbent Hygiene Products (AHP)	Weekly	Orange box / bags
Clinical / medical	Weekly	Specialist containers/bags

From 1st March until mid-December

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Enforcement Arrangements

Enforcement side waste was introduced March 2018

Side waste is classified as non recyclable waste not contained in the black bin

Three stage process:

    1st Stage – Informal - Education and Awareness (letter & sticker on bin)

    2nd Stage – Formal - Section 46 Notice

    3rd Stage – Formal - Fixed Penalty Notice (FPN)

Bulky Waste Collections / Deconstruction

Bulky waste is a chargeable service offering a collection for items that are too large to dispose of via the kerbside collection service or to take to a HRC

Local not-for-profit charity **Flintshire Refurbs** collect furniture and electrical items on behalf of the Council

Items can be refurbished and offered for re-sale in Refurbs outlet in Flint

If items are not suitable for refurbishment, they are deconstructed into component parts (wood/metals) and recycled.

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Kerbside Dry Recycling

Plastic, metal cans, paper/cardboard, food and domestic batteries are all collected on one vehicle on a weekly basis

- 3,400 tonnes of plastics

- 700t of steel and aluminium cans

- 4,900t of paper and cardboard

- 5,250t of glass

- Household batteries

What Happens to Food Waste?

Food waste is sent to an anaerobic digestion plant in Rhuallt

Partnership with Welsh Government, Denbighshire and Conwy

4,700 tonnes of food is collected annually

Typical food types accepted are:
- ✓ Vegetables and peelings
- ✓ Bread, rice, pasta
- ✓ Meats, fish, bones
- ✓ Tea bags, coffee grounds
- ✓ Egg shells, dairy products

- The process produces:
  - Biogas (electricity)
  - Organic fertiliser

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What Happens to Garden Waste?

Green waste from Flintshire households, HRCs and parks and gardens is taken to the Greenfield composting facility

- 17,000+ tonnes of material is processed via open windrow composting

- Produces 6,000+ tonnes of high nutrient soil conditioner

- PAS100 accredited

- Used as fertiliser on farmland and in horticulture

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What Happens to Residual Waste?

- 32,800+ tonnes of residual waste was collected last year (2021-2022)

- 24,000 tonnes via the black bin

- Annual budget of £3.2M to dispose of residual waste

- Parc Adfer Waste to Energy Plant on Deeside Industrial Park

- Five Authorities form the North Wales Regional Waste Treatment Partnership

- Electricity (30,000 properties)

- Bottom Ash (aggregate)

- Metal Recovery

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Polices, Legislation, Guidance and Changing Times

- Towards Zero Waste: Our Waste Strategy 2010
  - Municipal Waste Sector Plans, Collections Blueprint

- Recycling, Preparation for Re-use and Composting Targets (Monitoring and Penalties) (Wales) Regulations 2011

- Wales Waste Measure
  - Waste classification, Household/Municipal Waste

- Environment (Wales) Act 2016

- End Destinations
  - proximity principle , market stability, reporting regimes

- Wales Circular Economy – Beyond Recycling Strategy
  - Repair and reuse, carbon reduction, closed loop

- Waste Compositional Analysis

- Grant funding applications for new initiatives

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Collections Blueprint

The collections blueprint is Welsh Government's preferred service configuration for the waste collected from households in order to comply with the policies, outcomes and targets laid down in Towards Zero Waste.

- ✓ Reduced residual waste container capacity
- ✓ Reduced residual waste collection frequency
- ✓ Do not collect side waste for residual waste
- ✓ Provide a weekly collection of dry recyclables, separated at the kerbside (kerbside sort system)
- ✓ Use modern lightweight, multi-compartment vehicles
- ✓ Promote home composting/ treatment for garden waste
- ✓ Apply charging for a garden waste collection
- ✓ Food waste collected separately once a week (not co-mingled with green waste)
- ✓ Run a bulky waste collection service focusing on reuse and recycling

Recycling Targets and Performance

Municipal Waste Collected by Local Authorities	2012-13	2012-13	2015-16	2019-20	2024-25
Target	40%	52%	58%	64%	70%

Recycling Performance Against Target
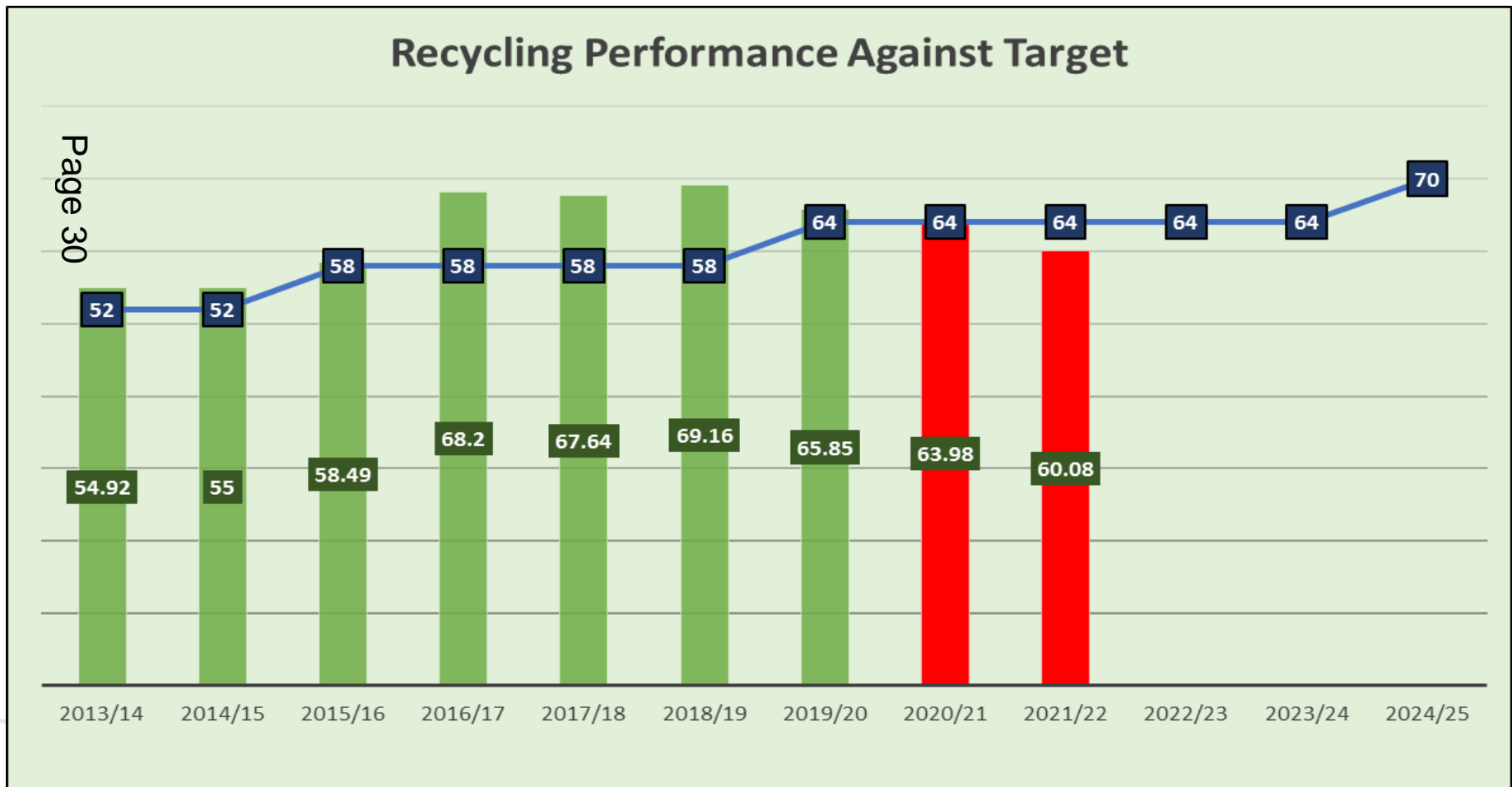
Year	Target	Performance
2013/14	52	54.92
2014/15	52	55
2015/16	58	58.49
2016/17	58	68.2
2017/18	58	67.64
2018/19	58	69.16
2019/20	64	65.85
2020/21	64	63.98
2021/22	64	60.08
2022/23	64	
2023/24	64	
2024/25	70	

Financial Impact of Not Recycling

If we do not achieve the set target, we could face fines of £200 per tonne of waste not recycled.

Year	Total MSW	Total Recycling, Reuse, Composting Actual Performance		Target		Difference to Target	Penalty liable
	(t)	(%)	(t)	(%)	(t)	(t)	(£)
2020/21	81,333	63.98	52,036	64	52,053	-17	3,400
2021/22	84,496	60.08	50,763	64	54,077	-3,314	662,800
	84,496	60.08	50,763	70	59,147	-8,384	1,676,840

➢ Cost of disposal of the 3,314t is in excess of **£330,000**
➢ Cost to the authority of not recycling to meet the statutory target is over **£1,000,000**
➢ When at target 70% the cost would be over **£2,500,000**

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Why are we not achieving the target?

- Residual waste increased by 3,000t during the pandemic

- Recycling did increase initially, but is now returning to pre-pandemic levels

- Up to 50% of the black bin contains recyclable materials

- Majority of the recyclable waste in the black bin is food waste

- AHP/nappy collections have inadvertently allowed for increased capacity in the black bin

- Side waste enforcement was suspended from March 2020 until September 2021

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Authority	Average Reuse, Recycling & Composting Rate 2021/22	Residual Waste Collection Regime		Recycling Collection Regime	
Pembrokeshire County Council	73.24%	3 Sacks	3 weekly	Weekly	Blueprint
Bridgend CBC	72.58%	Sacks	Fortnightly	Weekly	Blueprint
Vale of Glamorgan Council	70.19%	2 Sacks	Fortnightly	Weekly	Co-mingled
Conwy CBC	70.17%	240l bin	Monthly	Weekly	Blueprint
Ceredigion County Council	69.62%	No defined limit	3 Weekly	Weekly	Co-mingled
Monmouthshire CC	69.53%	2 sacks	Fortnightly	Weekly	Blueprint
Wrexham CBC	67.89%	240l	Fortnightly	Weekly	Blueprint
Newport City Council	67.11%	120l	Fortnightly	Weekly	Co-mingled
Rhondda Cynon Taff CBC	67.23%	2 Sacks	Fortnightly	Weekly	Blueprint
Merthyr Tydfil CBC	66.82%	140l	Fortnightly	Weekly	Blueprint
Powys County Council	66.77%	180l	3 Weekly	Weekly	Blueprint
Neath Port Talbot CBC	66.01%	140l	Fortnightly	Weekly	Blueprint
City and County of Swansea	65.07%	No defined limit	3 Weekly	Fortnightly	Blueprint
Blaenau Gwent CBC	64.94%	No defined limit	3 Weekly	Weekly	Blueprint
Denbighshire County Council	64.82%	140l bin	Fortnightly*	Fortnightly	Co-mingled*
Gwynedd Council	64.17%	240l bin	3 Weekly	Weekly	Blueprint
Torfaen CBC	62.61%	140l bin	Fortnightly	Weekly	Blueprint
Isle of Anglesey CC	62.30%	240l bin	3 Weekly	Weekly	Blueprint
Carmarthenshire County Council	61.82%	3 sacks	Fortnightly	Fortnightly	Co-mingled
Flintshire County Council	**60.08%**	**180l bin**	**Fortnightly**	**Weekly**	**Blueprint**
Caerphilly CBC	59.68%	No defined limit	Fortnightly	Weekly	Co-mingled
Cardiff County Council	58.19%	3 sacks	Fortnightly	Weekly	Co-mingled

Denbighshire have approval to change to a monthly collection with a kerbside sort system for dry recycling

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Funding Investments

- Greenfield redevelopment (welfare/traffic management/composting site)

- RFID – garden waste sticker/permit replacement

- Electric recycling vehicles

- Electric vehicle charging points

- AHP/nappy collections (containers/vehicle/infrastructure)

- Future funding application requirements

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How are we going to achieve the 70% recycling target by 2024-2025?

How are we going to reduce the amount of residual waste produced by residents?

How are we going to ensure that we do not receive substantial infraction fines?

What more can we do?

Next Steps

- Collate all feedback from workshops

- Review the feedback

- Identify any operational and policy changes required

- Report to E&EOSC in January 2023 for scrutiny

- Present to Cabinet in January 2023 for consideration

Thank You

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Appendix 3 - Potential Improvement in Recycling Performance

Performance based on 2020/21 tonnages

Actual Recycling Performance 2020/21	Total Waste Arising	Target		Total Recycling, Reuse, Composting actual performance	
	(t)	(%)	(t)	(%)	(t)
	81,333	64	52,053	**63.98**	**52,036**

Potential performance on 60l/week residual waste collection restriction	Total Waste Arising	Target		Total Recycling, Reuse, Composting Potential performance	
	(t)	(%)	(t)	(%)	(t)
	75,958	64	48,613	**74**	**56,018**
	75,958	70	53,170	**74**	**56,018**

Potential performance on average residual waste collection restriction	Total Waste Arising	Target		Total Recycling, Reuse, Composting Potential performance	
	(t)	(%)	(t)	(%)	(t)
	76,610	64	49,030	**72**	**55,060**
	76,610	70	53,627	**72**	**55,060**

Performance based on 2021/22 tonnages

Actual Recycling Performance 2021/22	Total Waste Arising	Target		Total Recycling, Reuse, Composting actual performance	
	(t)	(%)	(t)	(%)	(t)
	84,496	64	59,147	**60.08**	**50,763**

Potential performance on 60l/week residual waste collection restriction	Total Waste Arising	Target		Total Recycling, Reuse, Composting Potential performance	
	(t)	(%)	(t)	(%)	(t)
	79,319	64	51,212	**69**	**54,495**
	79,319	70	56,013	**69**	**54,495**

Potential performance on average residual waste collection restriction	Total Waste Arising	Target		Total Recycling, Reuse, Composting Potential performance	
	(t)	(%)	(t)	(%)	(t)
	80,019	64	49,030	**67**	**53,598**
	80,019	70	53,627	**67**	**53,598**

Appendix 4 - Potential Improvement in Financial Savings on Disposal Costs

Expenditure based on 2020/21 tonnages

Potential saving on 60l/week residual waste collection restriction	2020/21 Actual Tonnage			Potential Tonnage		
	Residual Waste (t)	Food Waste (t)	Dry Recycling (t)	Residual Waste - 30% decrease	Dry Recycling - 17% increase	Food Waste - 28% increase
	31,190	5,079	15,057	21,833	17,616	6,501
		Tonnage Variation (t)		-9,357	2,560	1,422
		Saving (£)		-£ 963,775.64	-£ 127,980.93	£ 103,099.62
		Potential Saving @ 60l				**-£ 988,656.95**

Potential saving on avrage residual waste collection restriction	2020/21 Actual Tonnage			Potential Tonnage		
	Residual Waste (t)	Food Waste (t)	Dry Recycling (t)	Residual Waste - 18 % decrease	Dry Recycling - 13% increase	Food Waste - 21% increase
	31,190	5,079	15,057	25,576	17,014	6,145
		Tonnage Variation (t)		-5,614	1,957	1,067
		Saving (£)		-£ 578,265.38	-£ 97,867.77	£ 77,324.71
		Potential Saving @ average				**-£ 598,808.44**

Expenditure based on 2021/22 tonnages

Potential saving on 60l/week residual waste collection restriction	2021/22 Actual Tonnage			Potential Tonnage		
	Residual Waste (t)	Food Waste (t)	Dry Recycling (t)	Residual Waste - 30% decrease	Dry Recycling - 17% increase	Food Waste - 28% increase
	29,697	4,684	14,240	20,788	16,661	5,996
		Tonnage Variation (t)		-8,909	2,421	1,312
		Saving (£)		-£ 917,636.99	-£ 121,043.69	£ 95,088.16
		Potential Saving @ 60l				**-£ 943,592.52**

Potential saving on avrage residual waste collection restriction	2021/22 Actual Tonnage			Potential Tonnage		
	Residual Waste (t)	Food Waste (t)	Dry Recycling (t)	Residual Waste - 18 % decrease	Dry Recycling - 13% increase	Food Waste - 21% increase
	29,697	4,684	14,240	24,352	16,092	5,668
		Tonnage Variation (t)		-5,345	1,851	984
		Saving (£)		-£ 550,582.19	-£ 92,562.82	£ 71,316.12
		Potential Saving @ average				**-£ 571,828.89**

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FLINTSHIRE COUNTY COUNCIL

CABINET RECORD OF DECISION

DATE OF MEETING: **17 JANUARY 2023**   **AGENDA ITEM NO. 7**

REPORT OF: **Chief Officer (Streetscene and Transportation)**

SUBJECT: **WASTE STRATEGY REVIEW**

RECOMMENDATIONS OF REPORT:

(1) That Cabinet notes the Council's current recycling performance against statutory targets along with the associated risks;

(2) That Cabinet considers the options presented for alternative waste collection delivery models in order to achieve the statutory recycling targets set by Welsh Government and supports the proposal to pilot a reduction in collection frequencies in one area of the county; and

(3) That Cabinet approves the proposal to increase the garden waste subscription fee to recover increasing operational costs.

DECISION: As detailed in the recommendations.

REASON FOR DECISION: As in the report.

CONSULTATIONS REQUIRED/CARRIED OUT: Deputy Leader of the Council and Cabinet Member for Streetscene and Regional Transport Strategy.

Elected Members – two workshops held on 9th November 2022.

Environment and Economy Overview and Scrutiny Committee held on 10th January 2023.

RESOURCE IMPLICATIONS: There would be an impact on resources and the operational workforce if the policy was changed, such as reduced frequency residual waste collections.

Capital funding would be required to procure alternative sized residual waste containers should collection frequencies or container change.

Implementing a significant service change on this scale would require additional service project management support.

Additional revenue funding would be required for targeted publicity campaigns, such as the leaflet suggested by members for distribution with the Council tax bill.

DECLARATIONS OF INTEREST: None.

DISPENSATIONS   None.

DATE PUBLISHED: 18th January 2023

SIGNED   **Democratic Services Manager**

Endorsement of Call in of Record of Decision No 4056 – Waste Strategy Review

Reasons for call-in:

1.   We consider the decision as foolhardy given that the cost of the pilot was unknown.

2.   The data that could be provided from the pilot has the potential to lack integrity.

3.   The present collection frequency has worked in the past, why change it?.

No	Name of Councillor	Date of endorsement email	Time of endorsement email
1	Bernie Attridge	22/01/23	20.17
2	Helen Brown	23/01/23	16.24
3	David Richardson	23/01/23	16.26
4	Carol Ellis	23/01/23	17.42
5	Richard Jones	23/01/23	17.42
6	Glyn Banks	23/01/23	20.55

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