

To: INFRASTRUCTURE, LAND AND ENVIRONMENT POLICY BOARD

On: 8 NOVEMBER 2017

Report by: DIRECTOR OF ENVIRONMENT & COMMUNITIES

**Heading: WASTE MANAGEMENT STRATEGY PROGRESS UPDATE & REFRESH –
IMPROVING RECYCLING IN RENFREWSHIRE**

1. Overview

- 1.1 This report sets out both a progress update and a refresh of the Council's Waste Management Strategy as developed since 2009 with Managed Weekly Collections (MWC) and in 2012, with the commencement of the Clyde Valley Residual Waste Treatment & Disposal Project. The report also outlines the challenging external drivers and global market conditions as now affecting the Council's Waste Strategy and sets out service change proposals to address these external drivers, through reducing residual waste and improving the quality of dry recyclate through improved segregation.
- 1.2 There are a number of challenging external drivers which impact on the Council's Waste Strategy going forward, including global market prices for recyclate materials, legislation, including the future ban on landfill from 2021 and transition towards compliance with the Scottish Government Household Waste Charter, which is aimed at increasing recycling and improving the quality of recyclate sent for processing & disposal.
- 1.3 The cost of processing recyclate material is driven by global markets, which are changing. Global markets are seeking high quality recyclate material through better segregation, predominantly at source when the public present their bins for collection. It is essential to improve the quality and quantity of recyclate material, as high quality recyclates reduce the cost of processing and consequently support the circular economy whereby so far as possible waste created in Scotland is treated in Scotland.

- 1.4 The principal provisions of Scotlands Zero Waste Plan which apply to local authorities include:
- Recycling 50% of household waste by 2013, 60 % by 2020 and 70% by 2025,
 - From 2014 ensure that houses are provided with a separate collection service for dry recyclates and other waste,
 - Ensure that by 2014 commercial premises are provided with a separate collection service for dry recyclates and other waste,
 - Households must be provided with a collection service for food waste by 2016, and
 - By 2021 untreated biodegradable municipal waste is banned from landfill.
- 1.5 Renfrewshire's recycling performance has shown incremental increases from 37.4% in 2009 to 48.5% in 2016, driven by a number of service delivery changes as commenced with the introduction of managed weekly collections in 2009. To further improve Renfrewshire's recycling performance of 48.5%, fundamental changes are required to both waste collection and current disposal arrangements, taking cognisance of external drivers and reflecting global market conditions.
- 1.6 The primary service drivers, including behavioural change, towards increased recycling levels are:
- Reducing residual waste. This includes reduced capacity for residual waste to drive householders behavioural change;
 - A comprehensive education & awareness strategy, with a supporting communications campaign to engage all householders.
- 1.7 A review & analysis of the Council's kerbside waste collection arrangements, waste tonnages, waste disposal contracts and recycling performance has been undertaken to develop a refreshed Waste Strategy for Renfrewshire. Service delivery changes, as emerging from this review & analysis and which are also required to address the external drivers (as set out in paragraph 1.2 above) are set out later in this report as at paragraphs 4.2.1 to 4.2.4.
- 1.8 The implementation for the proposed service delivery changes is Autumn 2018 and the implementation will be supported by a comprehensive education & awareness and communications strategy to engage householders and support behavioural change.
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2. Recommendations

It is recommended that the Infrastructure Land and Environment Policy Board:

- 2.1 Approves the service delivery changes to the kerbside refuse collection service provided to Renfrewshire's households as set out in paragraphs 4.2.1 to 4.2.4 of this report,
- 2.2 Notes the development of a comprehensive education & awareness strategy, with a supporting communications campaign to support a refreshed Waste Strategy for

Renfrewshire and implementation of the service delivery changes, as set out in paragraphs 4.2.1 to 4.2.4 of this report, and

2.3 Notes the requirement for the development of a business case for the future long-term collection & disposal arrangements required for glass collections.

3. Need for Change – Responding to External Drivers & Improving Recycling

3.1 Renfrewshire has proactively introduced a number of key service changes in recent years and as part of the Council's Waste Strategy "journey", including:

- Introduction of Managed Weekly Collections (2009),
- Clyde Valley Residual Waste Treatment & Disposal Project (2012-2020, in advance of landfill ban of 2021)
- Introduction of an on-request textile collection service and enhanced bring bank facilities,
- Provision of comingled food & garden waste services,
- Roll out of kerbside wheeled bin collections to Erskine and other parts of Renfrewshire, previously on sack collections. This has resulted in the percentage of sack collection properties reducing from 5.3% to 1.4%.

3.2 These service changes have had a significant impact on the Council increasing its recycling performance from 37.4% in 2009 to 48.5% in 2016, which is now above the Scottish average (44.8%). The refreshed Waste Strategy and proposed service changes as set out at paragraphs 4.2.1 to 4.2.4 of this report will support improvements required to at least achieve the 50% recycling target of 2013 and potentially up to a 5% improvement to the Council's current performance level.

3.3 A key factor in the Council improving its recycling is to address the external drivers and global market conditions it faces. The current markets for recycling dictate that it is essential to improve the quality and quantity of recycling and further separate comingled recycle materials. High quality recyclates are easier & more cost effective to recycle, achieving a higher value in global markets through reducing processing costs.

3.4 As outlined in paragraphs 1.2 and 1.4 above the Council faces a number of legislative responsibilities as well as national policy and guidance in relation to recycling. At the Leadership Board of 8th June 2016 the Council's commitment to the Scottish Household Waste Charter was approved. This is a commitment through the Household Waste Charter to transform waste services to achieve a more uniform waste collection service nationally, to improve collection rates and create a consistent stream of high quality recyclates. The service delivery changes as set out later in this report at paragraphs 4.2.1 to 4.2.4 will transition the Council towards compliance with the Charter and the associated Code of Practice.

3.5 The review & analysis of the Council's kerbside waste collection arrangements, as referenced in paragraph 1.7 above indicates that the current waste volumes and contents of residual waste bins have spare capacity of approximately 30% for an average household

and that residual waste bins still contain a high volume of materials that could and should be recycled.

4. Proposed Service Changes

4.1 Current Kerbside Refuse Collection Service

- 4.1.1 In Renfrewshire, since 2009 kerbside waste has been collected through a managed weekly collection (MWC) approach for around 60,000 households (69% of all households) with a three 240 litre wheeled bin system of residual (grey), mixed dry recyclate (blue) and comingled garden & food (brown).
- 4.1.2 The current kerbside collection arrangements for those properties not on a kerbside wheeled bin collection, around 27,000 households (31% of all households) vary from bulk bin collections, communal wheeled bin, sack collections or rural collection arrangements. These households are predominantly within tenemental, flatted or maisonette properties.
- 4.1.3 A review of the Council's kerbside waste collection arrangements has been undertaken to develop future service delivery arrangements that will; continue to deliver high quality services to the public; respond to external and global market drivers; reduce residual waste; improve recycling; improve the quality of recyclate collected; whilst seeking to transition the Council towards compliance with the Scottish Government's Household Waste Charter and associated Code of Practice.

4.2 Proposed Kerbside Refuse Collection Service

- 4.2.1 The proposed kerbside refuse collection service delivery model will impact on the 60,000 households on a kerbside wheeled bin collection, including some flatted properties who receive a kerbside wheeled bin collection, in the following way:
- Householders will receive a collection service every week with at least one bin being uplifted every week.
 - Residual waste (grey bin) being collected on a 3-weekly basis instead of fortnightly.
 - Dry recyclate (blue bin) being separated into two separate bins – one for paper & card and another for plastics, cans and glass (this additional bin being provided free of charge). These dry recyclate bins would then be collected on alternate fortnights.
 - Comingled food & garden waste (brown bin) will be unaffected by these proposals.
 - Glass will continue to be collected with dry recyclates as set out above, but there is a requirement for the development of a business case for the future longer-term collection & disposal arrangements for glass.
- 4.2.2 For those tenemental, flatted and maisonette properties, around 27,000 households, that do not receive a kerbside wheeled bin collection it will be necessary to make changes to the recycling infrastructure provided through bulk & communal bins, to also segregate dry recyclate into paper & card and plastics, cans & glass. There will be no change to the frequency of residual waste collections for these properties.

- 4.2.3 Each household, where practicable will continue to be provided with a 240 litre wheeled bins. Where a householder requests a larger or smaller bin for example 180 litre or 360 litre this will be accommodated taking account of the circumstance and the household size. Households where medical circumstances prevail can be provided with individual arrangements to suit their particular circumstances.
- 4.2.4 It is anticipated that the revised kerbside collection arrangements for wheeled bins, as set out on paragraph 4.2.1 above will result in a reduction in the level of residual waste and improvements in recycling levels of up to 5%. This will have a significant impact on associated waste disposal costs.

5. Implementation – Education & Awareness and Communications

- 5.1 The increase in recycling performance associated with the previous changes to refuse collection arrangements has demonstrated that Renfrewshire's residents respond well to change and have played a significant role achieving the Council's improved recycling level of 48.5% in 2016.
- 5.2 The proposed implementation timescale for the service delivery changes as set out in paragraph 4.2.1 above is for Autumn 2018, and will be fully supported by an extensive education & awareness strategy with a supporting communications campaign designed to engage householders and support behavioural change.

5.3 Education & Awareness

- 5.3.1 The implementation will be supported through an extensive programme of roadshows, drop in sessions, household visits and advice & support to community groups and residents.
- 5.3.2 There will be a number of specialist waste advisors employed, in advance of the service delivery changes being implemented to promote the need for changes and to provide one to one & tailored advice and support to householders.
- 5.3.3 Waste advisors will be present within communities at the time of the service changes being made, to support householders in ensuring the correct bins are being presented and household waste is being segregated into the correct bin. The waste advisors will work with the refuse collection operatives to support households who are not utilising the service effectively and to encourage and support them with the new collection arrangements. The refuse collection crews will also require a detailed training programme to ensure the service re-routing that will be required by the new collection arrangements is implemented effectively.

5.4 Communications

- 5.4.1 The planning and development of the communications campaign will commence in early 2018, with a programme of individual household and Renfrewshire wide communications running through until mid-2018, with a significant increase in communications running through to the service change in autumn 2018 and beyond the first year of service changes.

- 5.4.2 The communications will take the form of individual communications to each household, social media and other media channels including fleet advertising.
- 5.4.3 The communications will promote reducing residual waste and improving recycling through better segregation of recyclate materials. Detailed communications about the service delivery changes will be provided to every household, explaining what the change will mean for their household as relating to bins & calendars, detailing collection days & frequencies, along with information as to how to use the new service and encourage and promote the service changes and householder recycling.

6. Implications – Financial & Operational

6.1 Operational Implications

- 6.1.1 The proposed service delivery changes will impact on approximately 60,000 of Renfrewshire's households i.e. those currently with a kerbside wheeled bin collection, this includes some flatted properties that currently have a kerbside wheeled bin collection. The 60,000 households will receive a 3-weekly kerbside collection service for residual waste, with an additional bin being provided for dry recyclate. This will allow dry recyclate to be separated into paper & card and plastic, cans & glass, collected on a managed fortnightly basis. This will require a significant service rerouting exercise, encompassing residual waste and recycling kerbside collections to the 60,000 households affected.
- 6.1.2 For those tenemental, flatted and maisonette properties that do not receive a kerbside wheeled bin collection it will be necessary to make changes to the recycling infrastructure of both communal bins to also segregate dry recyclate into paper & card and plastics, cans & glass. There will be no change to the frequency of residual waste collections for these properties.
- 6.1.3 Comingled garden & food kerbside collections will not be affected operationally other than collection days may require to be changed.

6.2 Financial Implications

- 6.2.1 As a result of implementation of the revised kerbside refuse collection arrangements there will be an associated investment of approximately £1.3 million for the provision of the additional recycling bin. This will be funded from the Council's Strategic Waste Reserve and will have a financial payback period of 1.6 years. There will be financial savings, mainly associated with better disposal prices due to the current global waste market conditions and also from associated operational costs.
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Implications of the Report

1. **Financial** – A £1.3 million investment as detailed in paragraph 6.2.1 of the report will be required to be funded from the Council's Strategic Waste Reserve, with a financial payback period of 1.6 years. The financial savings as referenced in paragraph 6.2.1 of the report will arise from the implementation of the service delivery changes to residual waste and dry recycle kerbside collections.
 2. **HR & Organisational Development** – The service delivery changes will result in a small reduction in the number of employees, approximately 6, which can be managed as part of the service workforce planning process, utilising VR/VER and redeployment.
 3. **Community Planning**
Creating a Sustainable Renfrewshire – It is anticipated that a combination of the revised collection arrangements for residual waste and the provision of the additional recycling bin will increase household recycling levels by up to 5%
 4. **Legal** – None.
 5. **Property/Assets** – None.
 6. **Information Technology** – None.
 7. **Equality & Human Rights** - The recommendations contained within this report have been assessed in relation to their impact on equalities and human rights. No negative impacts on equality groups or potential for infringement of individuals' human rights have been identified arising from the recommendations contained in the report as the proposals recognise individual arrangements that would have to be accommodated due to particular circumstances. If required following implementation, the actual impact of the recommendations and the mitigating actions will be reviewed and monitored, and the results of the assessment will be published on the Council's website.
 8. **Health & Safety** – None.
 9. **Procurement** – A Procurement Strategy will be developed to recognise the required changes to waste disposal contracts and the additional infrastructure.
 10. **Risk** – A risk register will be prepared as part of the implementation and Council's Project Management Framework will be utilised.
 11. **Privacy Impact** – None.
 12. **CoSLA Policy Position** - None.
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List of Background Papers: None

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