

CABINET ITEM COVERING SHEET PROFORMA

AGENDA ITEM

REPORT TO CABINET

21 JULY 2008

**REPORT OF CORPORATE
MANAGEMENT TEAM**

CABINET DECISION

Environment – Lead Cabinet Member – Councillor Mrs J Beaumont

WASTES MANAGEMENT AND RECYCLING

1. Summary

This report details the findings and recommendations from the Environment Select Committee's scrutiny review of Wastes Management and Recycling and presents the proposed plan for the implementation of the recommendations, provided as an appendix to the report.

2. Recommendations

1. The proposed implementation plan at **Appendix 1** is considered and approved.
2. The revised staffing establishment at **Appendix 2** is approved.
3. The additional resource allocation detailed within the financial appraisal at **Appendix 3** is approved and included within the Council's Medium Term Financial Plan as identified in paragraph 20.
4. That Members note the continuation of the popular weekly refuse collection service, in conjunction with a wide selection of eight recyclable items collected at the kerbside. This level of service is not generally enjoyed in most parts of the country today.
5. A comprehensive analysis of the impact of the Borough-wide service is undertaken 12 months after the introduction of the final phase and the results reported to Cabinet.

3. Reasons for the Recommendations/Decision(s)

1. Waste Management and Recycling was identified as a priority issue for review by the Scrutiny Liaison Forum in 2007, due to a number of key national and local developments including the publication of the Waste Strategy for England and the development of the Tees Valley Joint Waste Management Strategy.
2. Previously, a comprehensive scrutiny review of waste management had taken place during 2004/05, which identified further work to be undertaken, including a review of the outcome of the kerbside plastics and cardboard recycling trial, which made this review timely to complete.
3. The overall aim of the scrutiny review was to achieve real improvements in the efficiency and effectiveness of Stockton's waste collection and disposal services and to reduce the amount of waste going to landfill sites, whilst maintaining or improving customer satisfaction with the service.
4. The main recommendations of the scrutiny review are to continue to provide a weekly waste collection service together with a fortnightly recycling collection service with the

range of materials collected from the kerbside being extended to include plastics and cardboard.

4. Members' Interests

Members (including co-opted Members with voting rights) should consider whether they have a personal interest in the item as defined in the Council's code of conduct (**paragraph 8**) and, if so, declare the existence and nature of that interest in accordance with paragraph 9 of the code.

Where a Member regards him/herself as having a personal interest in the item, he/she must then consider whether that interest is one which a member of the public, with knowledge of the relevant facts, would reasonably regard as so significant that it is likely to prejudice the Member's judgement of the public interest (**paragraphs 10 and 11 of the code of conduct**).

A Member with a prejudicial interest in any matter must withdraw from the room where the meeting considering the business is being held -

- In a case where the Member is attending a meeting (including a meeting of a select committee) but only for the purpose of making representations, answering questions or giving evidence, provided the public are also allowed to attend the meeting for the same purpose whether under statutory right or otherwise, immediately after making representations, answering questions or giving evidence as the case may be;
- In any other case, whenever it becomes apparent that the business is being considered at the meeting;

and must not exercise executive functions in relation to the matter and not seek improperly to influence the decision about the matter (**paragraph 12 of the Code**).

Further to the above, it should be noted that any Member attending a meeting of Cabinet, Select Committee etc; whether or not they are a Member of the Cabinet or Select Committee concerned, must declare any personal interest which they have in the business being considered at the meeting (unless the interest arises solely from the Member's membership of, or position of control or management on any other body to which the Member was appointed or nominated by the Council, or on any other body exercising functions of a public nature, when the interest only needs to be declared if and when the Member speaks on the matter), and if their interest is prejudicial, they must also leave the meeting room, subject to and in accordance with the provisions referred to above.

AGENDA ITEM

REPORT TO CABINET

21 JULY 2008

**REPORT OF CORPORATE
MANAGEMENT TEAM**

CABINET DECISION

WASTES MANAGEMENT AND RECYCLING

SUMMARY

This report details the findings and recommendations from the Environment Select Committee's scrutiny review of Wastes Management and Recycling and presents the proposed plan for the implementation of the recommendations, provided as an appendix to the report.

RECOMMENDATIONS

1. The proposed implementation plan at **Appendix 1** is considered and approved.
2. The revised staffing establishment at **Appendix 2** is approved.
3. The additional resource allocation detailed within the financial appraisal at **Appendix 3** is approved and included within the Council's Medium Term Financial Plan as identified in paragraph 20.
4. That Members note the continuation of the popular weekly refuse collection service, in conjunction with a wide selection of eight recyclable items collected at the kerbside. This level of service is not generally enjoyed in most parts of the country today.
5. A comprehensive analysis of the impact of the Borough-wide service is undertaken 12 months after the introduction of the final phase and the results reported to Cabinet.

DETAIL

Background

1. Waste Management and Recycling was identified as a priority issue for review by the Scrutiny Liaison Forum in 2007, due to a number of key national and local developments including the publication of the Waste Strategy for England and the development of the Tees Valley Joint Waste Management Strategy.
2. Previously, a comprehensive scrutiny review of waste management had taken place during 2004/05, which identified further work to be undertaken, including a review of the outcome of the kerbside plastics and cardboard recycling trial, which made this review timely to complete.
3. The overall aim of the scrutiny review was to achieve real improvements in the efficiency and effectiveness of Stockton's waste collection and disposal services and to reduce the amount of waste going to landfill sites, whilst maintaining or improving customer satisfaction with the service.
4. The main recommendations of the scrutiny review are to continue to provide a weekly waste collection service together with a fortnightly recycling collection service with the

range of materials collected from the kerbside being extended to include plastics and cardboard.

National Context

5. The National Waste Strategy for England 2007, published by DEFRA in May 2007, explains that as a society, we are consuming natural resources at an unsustainable rate and that if every country consumed natural resources at the rate the UK does, we would need three planets to live on. The most crucial threat is from dangerous climate change. The goal is therefore to move towards “One Planet Living” and reducing waste is an important contributor to this goal. The aim of the strategy is to reduce waste by making products with fewer natural resources, breaking the link between economic growth and waste growth.
6. The Strategy states that most products should be re-used or recycled and energy removed from other wastes where possible. For a small amount of residual material, landfill will be necessary. This can be illustrated in the waste hierarchy:



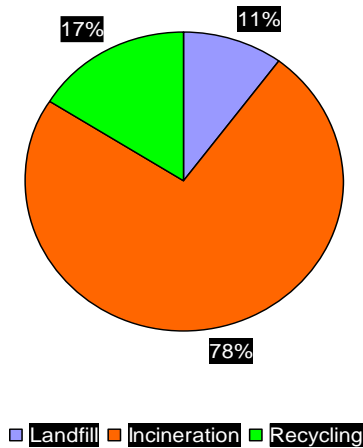
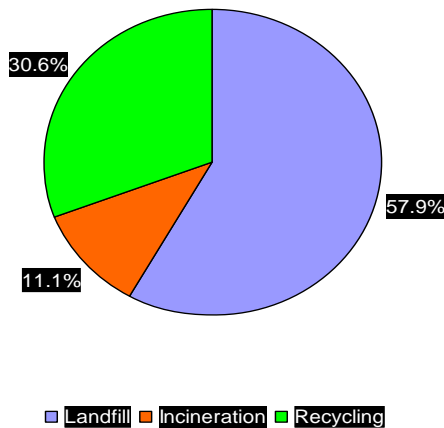
Local Context

7. Stockton Borough Council provides a waste management service for approximately 81,000 households. In 2006/07, almost 90,000 tonnes of domestic waste was collected.
8. Satisfaction with waste collection and recycling services in Stockton is high. In 2006/07:
 - 93% were satisfied with the current waste collection service.
 - 75% were satisfied with the current recycling service.
 - 84% were satisfied with the current civic amenity sites.
9. Performance is mixed. On the avoidance of landfill, Stockton is amongst the top performing authorities in the country, reflecting the use of the energy from waste plant for the majority of non-recycled waste, which is also top quartile performance. However, current performance in composting and recycling places the Borough in the third and bottom quartiles of national performance respectively.

10. The following pie charts illustrate recycling and waste management compared to the UK rates.

National Waste & Recycling 2006/07

Stockton Waste & Recycling 2006/07



11. The current service provided includes a weekly refuse collection service and fortnightly kerbside recycling service for glass, aluminium foil, tins/cans and paper/magazines.
12. A trial took place between November 2006 and July 2007 for fortnightly kerbside collection of plastics and cardboard. This trial covered 14,000 properties and had high participation and satisfaction rates. Average weekly collections of plastics and cardboard during the scheme were 9.1 tonnes. If this is projected to cover the whole Borough, then the annual collection estimate is 2,714 tonnes – this would contribute an additional 2% - 3% to current recycling rates.
13. The trial also had a knock on effect in terms of increased blue box recycling. The average monthly increase in other recycling was 88 tonnes - Borough wide projections are 6,034 tonnes per annum. This would contribute an additional 5% – 6% to current recycling rates giving an overall increase of around 7% - 9% cumulative increase in overall recycling rates. It is anticipated that the non collection of side waste and a one wheeled bin collection policies will increase this further still, though at this stage it is not possible to quantify the effect upon recycling rates of these two changes.
14. In July 2007, a survey of participants in the trial was undertaken:
- 97.9% rated the service as excellent or good.
 - 99.5% of respondents found the amount of waste going into the wheeled bin reduced during the trial.
 - 97.5% found the scheme easy to use.
 - 91.4% of respondents already used the blue box and bag recycling before the trial started; 8% started using the blue box and bag kerbside recycling as a result of being able to recycle cardboard and plastic.

Feedback from Consultation

15. Extensive public consultation took place as part of the scrutiny review including special needs groups and viewpoint focus groups but was, primarily, through the ‘Start Talking Rubbish’ campaign. There was an excellent response to the campaign with 3112 responses received, representing 4% of the Borough. In summary, the consultation highlighted the following facts:

- The overwhelming majority of households (94%) would like to recycle more.
- They would like this recycling to be collected from home.
- There is a strong demand for a recycling collection of plastic and cardboard.
- 75% of households do not support variable charging based on the quantity of waste collected.
- 92% of households think that the council should encourage waste reduction.
- There is no consensus on the optimal combination of containers / bins to be provided for waste and recycling.
- 70% of households do not support fortnightly waste collection, the main reasons being insufficient capacity and health and hygiene concerns (including smells and concerns about vermin).
- 58% of households do not support a withdrawal of side waste collection, the main reason being insufficient capacity for larger families.
- Given the opportunity to make any comments about waste collection and recycling in the Borough, 966 (54%) of respondents who replied volunteered a positive endorsement of the current service.

Scrutiny Evidence/Findings

16. The full Environment Select Committee Scrutiny Report is detailed at **Appendix 5**; with a full option appraisal on containers, storage and collection is at **Appendix 6**. A summary of the main findings of the scrutiny evidence is:
- Stockton's current systems will not deliver much more than 18% – 20% of dry recycling.
 - There is a need to restrict/disincentivise residual waste whilst offering ample and convenient means to householders for recycling/composting. This will not only increase residents' participation in the scheme but should also reduce the amount of overall household waste collected.
 - The success of the trial plastic and cardboard recycling scheme and the potential to increase recycling rates by introducing the scheme across the Borough.
 - Energy from waste reduces damaging emissions compared with landfill.
 - Closed loop recycling is almost invariably better than energy from waste (even if it has to be sent half way around the world, transport emissions are relatively insignificant).
 - The Joint Waste Management Strategy advocates a new approach to waste awareness and minimisation through the implementation of new collection systems for optimum performance, additional waste treatment facilities to divert more waste from landfill whilst continuing the use of the energy from waste plant for residual waste recovery.

CONCLUSION

17. Significant change is required if we are to achieve the new government targets set for 2010 and beyond.

National Indicator	Definition	Stockton Actual 2006/7	Stockton Target 2007/8	National Target 2010	National Target 2015	National Target 2020
NI 191 (see below)	Kgs of household waste collected which is not re-used, recycled or composted	873.7kg per household	856.5kg per household	N/A	N/A	N/A
NI 192	% of household waste sent for reuse, recycling, composting or anaerobic digestion	21%	25%	40%	45%	50%
NI 193	% of municipal waste landfilled	9%	10%	47%	33%	25%

18. In addition to NI 191, the joint waste management strategy is expected to set targets to reduce the amount of household waste produced per head of population in line with the following illustration:

Indicator	Definition	Stockton Actual 2006/7	Stockton Target 2007/8	JWMS Target 2010	JWMS Target 2015	JWMS Target 2020
JWMS	Kgs of household waste collected which is not re-used, recycled or composted, per head of population	375kg	367kg	310kg	270kg	225kg

19. The implementation of the recommendations arising from the Environment Select Committee will undoubtedly support the Council's aim of bridging the gap between current recycling levels and national targets, whilst maintaining a first class service not generally provided across the country. The collection of new recycling materials along with a comprehensive programme of education and marketing campaigns, supported by targeted enforcement and the removal of side waste / multiple wheeled bin collections will have a positive impact upon the Council's overall recycling rates. Significant public support exists for the introduction of a plastic and cardboard recycling service, which was reflected in very high customer satisfaction ratings during the trial. A comprehensive analysis of the impact of a Borough wide service will be undertaken 12 months following the introduction of the final phase.

FINANCIAL IMPLICATIONS

20. The costs of workforce configuration is estimated at around £850,000 though exact costs will need to be firmed up. These costs up to a maximum of £850,000 will be funded from corporate balances. It is envisaged that the roll out of the Plastic and Cardboard scheme, with the associated support costs of customer education and enforcement can be delivered at an additional cost of £97,256 to the Council for the first year of the roll out. For 2009/10 the scheme will cost £145,012. For 2010/11 the scheme will cost £172,845 and for 2011/12 onwards £323,416. Inflation / RPI costs have been included within the projections. These financial implications include a reduction in waste grant and the additional costs will therefore be met from grant exit strategy resources within the Medium Term Financial Plan.
21. A full financial appraisal is provided at **Appendix 3** to this report.

LEGAL IMPLICATIONS

22. Any substantial changes to waste collection policies will require a remodelling of current working practices. This will involve extensive employee consultation and is likely to result in a reconfiguration of the current workforce and their terms and conditions of employment.

RISK ASSESSMENT

23. Each key action within the implementation plan has been risk assessed, with appropriate control measures put in place to minimise the likelihood and impact of these risks.

SUSTAINABLE COMMUNITY STRATEGY IMPLICATIONS

24. The scope of the recommendations contained within the review of Wastes Management and Recycling impact upon the Environment & Housing theme of the Sustainable Community Strategy by seeking to achieve real improvements in the efficiency and effectiveness of waste collection and disposal services and to tackle climate change, promote recycling and improve or maintain customer satisfaction in the service.

EQUALITIES IMPACT ASSESSMENT

25. A detailed Equalities Impact Assessment (EIA) has been carried out on the proposed implementation plans and is available to view in the Members' Library. The EIA found that the proposed implementation plan would not have a negative impact on any quality strand, but was likely to have a positive impact on the age and disability equality strands.

CONSULTATION INCLUDING WARD/COUNCILLORS

26. Extensive public consultation took place as part of the review primarily through the "Start Talking Rubbish" campaign through a variety of methods:
- Article and questionnaire in Stockton News with Freepost return facility
 - On-line questionnaire on Stockton Council Web site
 - Promotion of the questionnaire to staff through the Message of the Day facility
 - Email link to all Council Members
 - Market stalls in Billingham, Thornaby and Stockton
 - Questionnaires and posting boxes at 12 public Council buildings across the Borough
 - Targeted "door-knocking" in wards with an initial lower response rate
 - Targeted distribution of questionnaires to BME community groups
 - Targeted distribution of questionnaires to all Parish Councils in the Borough with invitation to provide additional comments
 - Workforce given opportunity to comment
27. Ongoing consultation is planned as an integral element of the Waste & Recycling Communication Strategy at **Appendix 4** and implementation plan at **Appendix 1**.

Name of Contact Officer: Jamie McCann
Post Title: Head of Direct Services
Telephone No. 01642 527071
Email Address: jamie.mccann@stockton.gov.uk

Background Papers

Scrutiny report of the Environment Select Committee

Ward(s) and Ward Councillors:

All

Property

N/A