NEIGHBOURHOODS AND COMMUNITY WELLBEING SCRUTINY COMMITTEE 26TH NOVEMBER 2019

Report of the Head of Cleansing and Open Spaces Lead Member: Councillor Harper-Davies

ITEM 8 IMPROVING WASTE AND RECYCLING PERFORMANCE

Purpose of Report

To provide information to the Neighbourhoods and Community Wellbeing Scrutiny Group regarding options to improve the Council's recycling performance.

Action Requested

That the Committee notes the contents of the report.

Policy Context

The Corporate Plan 2016-2020 states that we will ensure that the Council continues to "provide high quality, affordable and responsive services and improve online access to them (residents). We are always seeking to improve the services that we deliver, by providing strong community leadership, being well governed, accountable, open and transparent. We will maintain the financial stability of the Council whilst continuing to seek ways to deliver better services as efficiently as possible.be a prosperous and thriving Borough which embraces innovation and enterprise".

Improving recycling performance will support the ongoing work as part of the Cleaner Greener agenda and help deliver Charnwood's Zero Waste Strategy and Action Plan around Waste Minimisation and Recycling. This also links to the Councils Strategic aim – 'Delivering Excellent Services'.

Background

The EU's Waste Framework Directive commits the UK to achieve a 50% recycling target by 2020. The Council has adopted this target as part of its performance management regime.

The Council's performance in relation to this target is currently 44.90% (2018/19). This report will investigate options to improve the Council's performance

Options Available with Reasons

Part B of this report will investigate options to improve performance.

Financial and Legal Implications

None resulting from this report.

Risk Management

None resulting from this report

Background Papers: None

Officer to contact:

Matt Bradford Head of Cleansing and Open Spaces Tel: 01509 634695 Email: Matthew.Bradford@charnwood.gov.uk

PART B

Introduction

This report has been written to look at options to improve recycling and waste collection at Charnwood Borough Council and will be considered by the Council's Neighbourhood and Community Wellbeing Scrutiny Committee on 26th November 2019.

The Council collected over 60,104 tonnes of waste, recycling and garden waste during 2018/19. This can be split down into component parts;

- Dry Recycling = 16,059 tonnes
- Garden Waste = 10,847 tonnes
- Residual Waste = 33,198 tonnes

Members are considering options of how to increase the percentage of this waste that is recycled.

Current performance is considered in comparison with other local authorities throughout the East Midlands. This will develop a better understanding of how the Council performs in the individual areas of combined performance, dry recycling and composting.

The report will the look at options to improve the amount of dry recycling collected and the amount of composting collected. This will include new arrangements proposed under the Government's Environment Bill.

Understanding Current Performance

The amount of waste collected in 2018/19 that was recycled or composted was 44.9% which placed Charnwood in 11th place out of 36 authorities in the East Midlands. Table 1 refers. This shows that the Council is not meeting the EU target of achieving 50% by March 2020. Only 3 of the 36 authorities listed are currently achieving this target.

Table 1: BVPI192 for East Mids Authorities (combined recycling and composting)

	AUTHORITY	%age
1	Derbyshire Dales District Council	59.60%
2	South Northamptonshire District Council	59.59%
3	Daventry District Council	50.73%
4	Rushcliffe Borough Council	48.78%
5	High Peak Borough Council	48.73%
6	Kettering Borough Council	48.53%
7	North East Derbyshire District Council	47.21%
8	East Northamptonshire Council	45.88%
9	Harborough District Council	45.74%
10	North West Leicestershire District Council	45.03%
<mark>11</mark>	Charnwood Borough Council	<mark>44.90%</mark>
12	Chesterfield Borough Council	44.06%
13	Melton Borough Council	44.04%
14	Corby Borough Council	44.01%
15	South Derbyshire District Council	43.84%
16	Oadby and Wigston Borough Council	43.35%
17	North Kesteven District Council	42.73%
18	Hinckley and Bosworth Borough Council	42.21%
19	Blaby District Council	41.98%
20	Erewash Borough Council	41.89%
21	West Lindsey District Council	41.05%
22	Bolsover District Council	40.30%
23	Wellingborough Borough Council	40.22%
24	Northampton Borough Council	39.30%
25	South Kesteven District Council	39.21%
26	East Lindsey District Council	38.88%
27	Broxtowe Borough Council	38.36%
28	Ashfield District Council	35.72%
29	Gedling Borough Council	34.20%
30	Boston Borough Council	33.51%
31	Lincoln City Council	33.47%
32	Amber Valley Borough Council	32.92%
33	Newark and Sherwood District Council	32.90%
34	Mansfield District Council	32.87%
35	South Holland District Council	25.89%
36	Bassetlaw District Council	25.47%

To further understand the figures, the amount of recycling collected can be considered in isolation to the garden waste collected. This compares the amount of dry recycling (green bin) collected to other authorities in the East Midlands (see Table 2).

	AUTHORITY	%age
1	East Northamptonshire Council	27.61%
2	Derbyshire Dales District Council	27.02%
<mark>3</mark>	Charnwood Borough Council	<mark>26.65%</mark>
4	Harborough District Council	25.78%
5	Oadby and Wigston Borough Council	25.51%
6	Melton Borough Council	25.35%
7	Kettering Borough Council	24.85%
8	South Northamptonshire District Council	24.59%
9	Corby Borough Council	24.12%
10	Blaby District Council	23.88%
11	High Peak Borough Council	23.63%
12	Amber Valley Borough Council	23.16%
13	North East Derbyshire District Council	22.91%
14	Ashfield District Council	22.55%
15	Wellingborough Borough Council	22.48%
16	Rushcliffe Borough Council	21.86%
17	Newark and Sherwood District Council	21.65%
18	Erewash Borough Council	21.44%
19	Hinckley and Bosworth Borough Council	21.25%
20	Daventry District Council	21.15%
21	Bolsover District Council	20.82%
22	South Kesteven District Council	20.70%
23	Broxtowe Borough Council	20.28%
24	Gedling Borough Council	20.12%
25	South Holland District Council	19.96%
26	Chesterfield Borough Council	18.88%
27	North West Leicestershire District Council	18.71%
28	North Kesteven District Council	18.09%
29	West Lindsey District Council	17.99%
30	East Lindsey District Council	17.90%
31	Bassetlaw District Council	17.63%
32	Lincoln City Council	17.23%
33	Northampton Borough Council	16.95%
34	Boston Borough Council	16.43%
35	South Derbyshire District Council	15.64%
36	Mansfield District Council	15.47%

Table 2: East Midlands Recycling Only Performance 2028/19

Comparing the performance of collections that are composted (garden and food waste) can also give some insight into how Charnwood performs when compared

with other authorities in the area. Table 3 shows a comparison between the authorities in the East Midlands.

1	South Northamptonshire District Council	35.00%
2	Derbyshire Dales District Council	32.59%
3	Daventry District Council	29.58%
4	South Derbyshire District Council	27.85%
5	Rushcliffe Borough Council	26.75%
6	North West Leicestershire District Council	26.32%
7	Chesterfield Borough Council	25.07%
8	High Peak Borough Council	24.68%
9	North Kesteven District Council	24.63%
10	North East Derbyshire District Council	24.28%
11	Kettering Borough Council	23.69%
12	West Lindsey District Council	22.98%
13	Northampton Borough Council	22.36%
14	East Lindsey District Council	20.98%
15	Hinckley and Bosworth Borough Council	20.70%
16	Erewash Borough Council	20.44%
17	Harborough District Council	19.71%
18	Bolsover District Council	19.46%
19	Corby Borough Council	19.31%
20	Melton Borough Council	18.54%
21	South Kesteven District Council	18.51%
22	East Northamptonshire Council	18.26%
<mark>23</mark>	Charnwood Borough Council	<mark>18.00%</mark>
24	Broxtowe Borough Council	17.94%
25	Blaby District Council	17.94%
26	Oadby and Wigston Borough Council	17.80%
27	Wellingborough Borough Council	17.73%
28	Mansfield District Council	17.40%
29	Boston Borough Council	17.08%
30	Lincoln City Council	16.23%
31	Gedling Borough Council	14.08%
32	Ashfield District Council	13.18%
33	Newark and Sherwood District Council	11.25%
34	Amber Valley Borough Council	9.76%
35	Bassetlaw District Council	7.84%
36	South Holland District Council	5.93%

Table 3: Composting Performance for the East Midland 2018/19

The performance analysis shows that Charnwood Borough Council performs well at dry recycling when compared with other authorities in the East Midlands, and with other authorities in England (CBC is 31st out of 222 English Authorities). The tables show that the Council does not collect as much waste for composting (garden and

food waste) as the top performing authorities. This could be down to several factors including;

- Authorities having a free garden waste service.
- Some authorities collecting food waste.
- Different socio-economic factors. i.e. a higher proportion of properties with larger gardens generating more garden waste.

Financing Improvements

Charnwood Borough Council is responsible for collecting the waste and recycling throughout the Borough and is classed as a Waste Collection Authority (WCA). Leicestershire County Council are responsible for disposing of the waste and recycling throughout the county and are classed as a Waste Disposal Authority (WDA).

The benefits of higher recycling rates are realised through the different costs of disposing of the materials collected. An illustration of the different disposal costs is;

- Residual Waste (Black Bin) = £110 per tonne
- Dry Recycling = £30 per tonne
- Food Waste (Anaerobic Digestion) = £25 per tonne

For example, every tonne of waste that is recycled, rather than disposed of as residual waste saves the WDA £80. Every tonne of food waste that is sent to anaerobic digestion rather than put in the black bin saves the WDA £85.

The savings from higher recycling rates accrue to the WDA (Leicestershire County Council) and there is currently no structured way of the Council benefitting from higher performance levels. This makes building a business case for investment in waste and recycling very difficult.

Options to Improve Dry Recycling

Reducing Capacity of Residual Waste Bins

Some authorities have tried to encourage residents to recycle more my reducing the amount of capacity available for the disposal of residual waste (black) bins. This can be achieved in two ways:

- 1. Issuing smaller bins. Replacing 240 litre bins with 180 litre bins on a fortnightly collection regime leads to a capacity reduction of 30 litres per week. The majority of the Council's bin stock is 240 litres; however, replacements/new bins are issued in the 180-litre size.
- Reducing collection frequency. Collecting a 240-litre bin on a 3-weekly frequency, rather than a 2 weekly frequency leads to a capacity reduction of 40 litres per week available to residents. The 3 weekly collection option is usually twinned with the introduction of a weekly food waste collection.

Reducing Contamination

Contamination is the amount of non-recyclable waste that makes its way into the recycling bin. In Charnwood, the main contaminants are textiles, food and nappies. The contamination rate is measured by weight of the overall materials collected on the recycling round. Charnwood's current contamination rate is 14%

Contamination is a big issue for authorities trying to achieve a high quality of recycling materials. If the percentage of contamination, measured through load sampling, is representative, the recycling performance does not increase if contamination is reduced.

Education

Education can be an effective tool to increase recycling, however, this is not a "one off" exercise and needs to be a constant presence in order to have a lasting impact. Educational campaigns currently take place within schools, scout/guide groups, community groups, face to face with the general public and via social media. Improvements in recycling through education is difficult to measure, however, it is believed to be a fraction of a percent of the overall figure. Education initiatives are resource intensive and provide marginal returns.

Collecting a Wider Range of Materials

Leicestershire County Council as WDA is the responsible organisation for making arrangements for the "disposal" of recycling. They own the materials that CBC collect and have arrangements in place with a Materials Recovery Facility (MRF) for the recycling to be sorted and sold on. They can "direct" the Council to use a facility of their choosing.

The range of materials that can be collected restricted by how effectively the Materials Recovery Facility can separate and sell the recycling. The end market value of the material is also a consideration.

The Council already collects a wide range of materials through its collection arrangements. The full list can be viewed on the Council's website. https://www.charnwood.gov.uk/pages/green_recycling_bin

Deposit Return Scheme (DRS)

A DRS is included in the Government's Waste and Resources Strategy and its introduction is included in the Environment Bill which had its first reading in Parliament in Oct 2019.

A DRS would see a deposit added to the price of drinks in in-scope drinks containers at the point of purchase, which would be redeemed when consumers return their empty drinks containers to designated return points.

If introduced, its anticipated that a DRS will help reduce the amount of littering in England, Wales and Northern Ireland, boost recycling levels for relevant material,

offer the enhanced possibility to collect high quality materials in greater quantities and promote recycling through clear labelling and consumer messaging.

A DRS may move higher-value recyclable materials away from local authority collections, which will reduce both their income from the sale of these materials as well as their costs of managing these materials.

The 'all-in' model (preferred by Government) would not place any restrictions on the size of drinks containers in-scope of a DRS. This would target a large amount of drinks beverages placed on the market. The second option, known as the 'on-the-go' model, would restrict the drinks containers in-scope to those less than 750ml in size and sold in single format containers. This model would target drinks beverages most often sold for consumption outside of the home (while 'on-the–go').

Issues for the Council include:

- Confusion for residents regarding "on the go" containers.
- Bin searching. Residents causing litter by looking in bins for containers. May cause littering around bins.
- Possibility of reduced litter from containers

The likely introduction date is 2023.

Improving Composting/Organic Recycling

Collecting Garden Waste (Free of Charge)

Garden waste such as grass cuttings or soft foliage from pruning, weeding and vegetable growing etc. represents a significant proportion of waste material by weight. There is significant potential to increase overall recycling rates by targeting this material.

Charging for garden waste collections is at the discretion of local authorities. Fifty eight percent of local authorities currently charge for this service and therefore there would be financial costs if this measure was introduced.

The Government are consulting on whether households generating garden waste should be provided with access to a free collection service. If introduced this would be a minimum fortnightly collection service of a 240-litre capacity container. This could be introduced from 2023 and the Government have stated that they will meet the costs of any new commitments.

The main issues for the Council are:

- The loss of income from subscribers. This is currently approx. £1.4 million.
- The increased contractual costs of collecting from every household. The current service collects from just under 50% of households and costs £650k per annum
- The additional capital costs of containers for 35,000 households. At a bin cost (delivered) of £30 this would cost £1.05 million.

Weekly Separate Collection of Food Waste

The Environment Bill indicates that the Government intend to legislate for the weekly separate collection of food waste from 2023. Currently, 51% of local authorities in England collect food waste separately from residual waste. Out of this, 35% collect this separately on a weekly basis; 12% collect food waste mixed with garden waste, usually on a fortnightly basis, and the remaining 4% operate both systems.

Food Waste is thought to account for 40% (by weight) of the residual waste bin in areas that don't have a separate food waste collection. Sending food waste to landfill releases harmful methane gases into the environment which contributes to climate change. The majority of Charnwood's residual waste gets sent to an Energy from Waste (EFW) facility. If collected separately from other waste materials, food waste can be sent for composting or ideally anaerobic digestion (AD), where it breaks down in a controlled way and the methane is converted into biofuel that can be fed into the national grid, used to generate electricity, or used as a vehicle fuel.

In 2015/16, Charnwood Borough Council took part in a countywide modelling exercise that considered the potential for introducing separate food waste collections. In order to incorporate the collection of food waste, the frequency collection of residual waste, recycling and garden waste was extended to 3 weekly. The additional costs for the Council were thought to be £720k per annum. Maintaining the current collection frequency for recycling and residual waste would make the costs of implementing this proposal much higher. The exact costs for these collection frequencies have not been modelled and would not be understood without engaging in a costly exercise using external consultants.

Given the additional costs involved in separate food waste collection, the Government will ensure that local authorities are resourced to meet any new costs arising from this policy including upfront transition costs and ongoing operational costs.

If one quarter of the estimated amount food waste in the residual waste stream was collected via a weekly separate food waste collection, the Council would exceed the 50% target for recycling/composting performance.

The introduction of weekly food waste collections, throughout the borough, could have a significant impact on Charnwood Borough Council. The main considerations are:

- The revenue costs of introducing a weekly food waste collection service. If other collection frequencies cannot be extended this would be a minimum of £1m per annum. Exact costs are not known at this stage.
- Capital costs of suppling an indoor, and an outdoor caddy. This is estimated at £15 to £20 per household (delivered). £1.05 million to £1.4million
- The availability of local Anaerobic Digestion facilities and the impact of increased demand on gate fees.