

THE VALE OF GLAMORGAN COUNCIL

ENVIRONMENT AND REGENERATION SCRUTINY COMMITTEE:  
14<sup>TH</sup> FEBRUARY, 2023

REFERENCE FROM CABINET: 19<sup>TH</sup> JANUARY, 2023

**“C197            RECYCLING AND WASTE MANAGEMENT SERVICE CHANGES  
2023/24 (NBS) (SCRUTINY – ENVIRONMENT AND REGENERATION)**

The Cabinet Member presented the report, the purpose of which was to seek approval to revise the current recycling and waste service provision to reflect the current budget position and the financial challenges for 2023/24 and beyond.

The Cabinet Member said there had been some confusion concerning the proposals and emphasised that there would not be a reduction in the number of black bags that would be collected but would be three bags every three weeks. He hoped that people would consider what was being put out for collection and that the correct material was placed in the correct bags, e.g., not putting food waste into black bags as that currently accounted for around 15% of the contents of black bags.

It was also confirmed that residents were able to put waste into metal bins as these would still be emptied and that the Authority was looking into the feasibility of collecting and recycling textiles.

The standard service for green bag collection would be £20 for the current year and would have up to 4 bags collected every fortnight. Heavy users of the green waste service would be charged at an additional 50p per bag. Residents could still take green waste to their local Household Waste Recycling Centre (HWRC) free of charge.

Councillor Wilson encouraged residents to share their views at Scrutiny Committee, contacting him as the Cabinet Member or contacting their local ward Member.

The Leader said that the Vale of Glamorgan was the second highest recycler in Wales, which also placed the Vale of Glamorgan as one of the top recyclers globally in terms of collection and disposal.

This was a matter for Executive decision.

Cabinet, having considered the report and all the issues and implications contained therein

RESOLVED –

(1)    T H A T an annual subscription charge for the collection of green waste on a frequency of once per fortnight between March and November and on a ring and

request service on a first come first serve basis, between December and February for subscribers of the service be approved.

- (2) T H A T the introduction of the charge based on the above service from 1<sup>st</sup> July, 2023 be approved.
- (3) T H A T the introduction of 3-weekly black bag collections based on 3 bags per household, every 3 weeks, from 1<sup>st</sup> July, 2023 be approved.
- (4) T H A T the Residual Waste Policy be updated to reflect the changes detailed in the report.
- (5) T H A T Resolutions (1), (2), (3) and (4) above be referred to the Environment and Regeneration Scrutiny Committee for their consideration.
- (6) T H A T the service changes in Resolutions (1), (2), (3) and (4) be approved should no views to the contrary be expressed by the Environment and Regeneration Scrutiny Committee.

#### Reasons for decisions

- (1) To ensure that waste services were provided within budget and that service efficiencies and budget challenges were met.
- (2) To provide income for non-statutory services to meet the unprecedented financial challenges.
- (3) To reduce residual waste service delivery costs, increasing performance by capturing additional recycling still contained within black bags and reduce the Council's carbon footprint positively contributing to Project Zero and a carbon neutral Wales by 2030.
- (4) To ensure that residual waste restrictions were appropriately managed and communicated and that consideration be given to households where necessary.
- (5) To provide the Environmental and Regeneration Scrutiny Committee with an opportunity to consider the details of the report.
- (6) To assist in enabling the service area to prepare to make the necessary service changes as promptly as possible."

Attached as Appendix – Report to Cabinet: 19<sup>th</sup> January, 2023

Meeting of:	<b>Cabinet</b>
Date of Meeting:	<b>Thursday, 19 January 2023</b>
Relevant Scrutiny Committee:	Environment and Regeneration
Report Title:	Recycling and Waste Management Service Changes 2023/24
Purpose of Report:	To seek approval to revise the current recycling and waste service provision to reflect the current budget position and the financial challenges for 2023/24 and beyond.
Report Owner:	Cabinet Member for Neighbourhood and Building Services
Responsible Officer:	Miles Punter – Director of Environment and Housing
Elected Member and Officer Consultation:	Operational Manager – Accountancy Principal Accountant Director of Corporate Resources Equalities Coordinator – Performance and Development Services Legal Services (Committee Reports)
Policy Framework:	This Report is a matter for Executive decision by Cabinet
<p><b>Executive Summary:</b></p> <ul style="list-style-type: none"> <li>• The Report identifies the need to make substantial savings to the Waste Management budget as a result of the unprecedented financial pressures on the Council and recommends making a small subscription charge for the delivery of non-statutory waste services namely the green waste service.</li> <li>• It is proposed that this be based on an annual subscription charge for fortnightly collections between March and November and the use of a ring and request service for subscribers between December and February.</li> <li>• Additionally, it is proposed that black bags are collected every 3-weeks to reduce service costs as well as positively contributing to Project Zero by reducing our carbon footprint.</li> <li>• The Report proposes a change to the frequency of collections, and it will continue to be based on 1 bag per household per week as well as the offering support to larger families and for those with excess pet waste.</li> <li>• The existing Residual Waste Policy will need to be amended should these proposed service changes proceed</li> </ul>	

- The Report highlights an enhancement to the existing kerbside recycling service by advising of a planned change to introduce kerbside recycling of small electrical items such as kettles, hair dryers and batteries.

## **Recommendations**

1. That Cabinet approves in principle an annual subscription charge for the collection of green waste on a frequency of once per fortnight between March and November and on a ring and request service on a first come first serve basis, between December and February for subscribers of the service.
2. That Cabinet agrees in principle to introduce the charge based on the above service from 1<sup>st</sup> July, 2023.
3. That Cabinet agrees in principle the introduction of 3-weekly black bag collections based on 3 bags per household, every 3-weeks, from 1<sup>st</sup> July, 2023.
4. That Cabinet agrees in principle that the Residual Waste Policy is updated to reflect the changes detailed in this Report.
5. That Cabinet refers recommendations 1,2,3 and 4 above to Environment and Regeneration Scrutiny Committee for its consideration, with any views and recommendations referred back to Cabinet for consideration.
6. That the service changes in recommendations 1,2,3 and 4 be approved should no views to the contrary be expressed by Environment and Regeneration Scrutiny Committee.

## **Reasons for Recommendations**

1. To ensure that waste services are provided within budget and that service efficiencies and budget challenges are met.
2. To provide income for non-statutory services to meet the unprecedented financial challenges.
3. To reduce residual waste service delivery costs, increasing performance by capturing additional recycling still contained within black bags and reduce our carbon footprint positively contributing to Project Zero and a carbon neutral Wales by 2030.
4. To ensure that residual waste restrictions are appropriately managed and communicated and that consideration is given to households where necessary.
5. To provide the Environment and Regeneration Scrutiny Committee with an opportunity to consider the details of this Report.
6. To enable the service area to prepare to make the necessary service changes as promptly as possible.

## **1. Background**

- 1.1 Cabinet on 19th February, 2018 (minute no. C235 refers) considered the outcome of the work undertaken by Waste Resource Action Programme (WRAP) who independently carried out the various assessments.

- 1.2** Cabinet on 2nd July, 2018 (minute no. C356 refers) approved the full implementation of the `collections blueprint` namely a source separated recycling collection service as the future Strategy for the collection of recyclables. Such a service is most likely to achieve Statutory Recycling Targets (SRT's) and be the most sustainable, with the lowest carbon impact.
- 1.3** Council on 26th July, 2021 (minute no. C296 refers) approved the Council's Project Zero Challenge Plan. The Plan sets out the response to the declaration of a climate emergency made by Council in 2019 and details the challenges and steps the organisation will take to become net zero by 2030.
- 1.4** Within the Project Zero Challenge Plan there is a specific challenge to "Reduce waste and put in place the necessary facilities, services and awareness raising for a more circular economy with a strong emphasis on reuse, repair and recycling". The adoption of a Waste Strategy is a key step for the Council in meeting this challenge.
- 1.5** Cabinet on 28th March, 2022 (Minute no C894 refers) agreed the draft Recycling and Waste Management Strategy (2022-2032) in principle, subject to the outcome of the public consultation undertaken late summer.
- 1.6** Environment and Regeneration Scrutiny Committee on 12th April, 2022 (Minute no 1038 refers) agreed to support the draft 10-year Recycling and Waste Management Strategy (2022-2032).
- 1.7** Cabinet on 6th October, 2022 (Minute no C92 refers) noted the challenging financial position faced by the Council with a funding gap of £28.190m in 2023/24 and £49.830m across the medium term and put in place a strategy for delivering the 2023/24 budget.
- 1.8** On this agenda, Cabinet will consider a range of savings, proposals across all services necessary to achieve a balanced budget for 2023/24.

## **2. Key Issues for Consideration**

- 2.1** There are many severe financial challenges ahead for the Neighbourhood Services and Transport department just as there are for other services, Council wide. As a result, the Service is having to make difficult decisions with regards to the services it provides as well as ensuring that the provision of any non-statutory services such as Green Waste collections, contribute to the cost of their delivery.
- 2.2** Therefore, it will be necessary to streamline kerbside collections to ensure the Recycling and Waste Management service remains within the revised budget set for 2023/24 and achieve the £650,000 savings target, for the changes highlighted within this Report.
- 2.3** At present, kerbside collections of dry recycling, food and black bags (residual waste) are statutory and are essentially core services provided as part of the Council's statutory duty under section 45 (Collection of Controlled Waste) of the Environmental Protection Act 1990.

- 2.4** It will therefore be necessary to balance statutory against discretionary services to protect essential services for the longer term and mitigate against the current unprecedented level of financial challenges that are anticipated. Charging for non-statutory services is already in place in many Councils and is inevitable for other Councils across Wales as the financial challenges increase.
- 2.5** Of all the kerbside collections provided to residents, only garden waste is non-statutory. Under the Controlled Waste (England and Wales) Regulations (2012) a charge for the collection of green waste can be applied.
- 2.6** Across Wales, half of the local authorities have applied a charge for the kerbside collection of green waste, with a further 3 Councils currently considering their position and Carmarthenshire intend to introduce a charge from 2023.
- 2.7** The target saving set for the Green Waste Service is £500,000 and it is proposed that this is achieved through a combination of charging for the current service and by reducing the current level of resources (both vehicle and staff) required. By introducing a subscription for the Green Waste Service an efficiency can also be made in the way in which the collections operate.
- 2.8** Currently every household in the Vale is visited on a fortnightly basis for green waste collection from March to November, whereas with a subscription service the waste management team will know the properties which will require a collection and be able to design the collection rounds accordingly. This should have the impact of reducing the resources required to collect green waste which will have positive environmental impacts by having less vehicles on the road in addition to a requirement to engage less agency staff.
- 2.9** Initially the subscription service will be reduced by 1 vehicle and the associated agency staff which will produce a saving of around £140k. In addition to this it is estimated that 10,000 households will subscribe (take up) to the service (based on a forecast of 20%) generating an overall income per annum of £360,000.
- 2.10** Historically, the Council always used to charge for the collection of green waste as did every other authority, as it was always recognised as a non-statutory service.
- 2.11** The historical charge was applied on a cost per bag basis (a non-returnable container) and co-collected with residual waste that at the time was sent to landfill. The introduction of statutory recycling targets and the prioritisation of diverting waste from landfill, replaced most local authorities focus and seasonal garden waste services were introduced as a measure to meet, at the time, challenging composting recycling rates.
- 2.12** Financial pressures and increased recycling rates have perhaps changed focus although some Councils have never relied on green waste tonnage as part of their over recycling rate.
- 2.13** A summary of charges across Wales is as follows:

Figure 1.

### Current Garden Waste Charges (Wales)

LA	Container Type	Container Size (litre)	Cost of Service	Collection Frequency
Bridgend	Reusable bag	80	£46.01 (£5 discount for oaps)	Apr-Nov
Carmarthenshire	Wheeled Bin	181-240	£52.43	Mar-Nov
Conwy	Wheeled Bin	240	£35.00	Mar-Nov
Denbighshire	Bag and Bins	240	£46.50	All year
Flintshire	Wheeled Bin	240	£35.00	Mar- Dec
Gwynedd	Wheeled Bin	181-240	£37.00	All year
Isle of Anglesey	Wheeled Bin	240	£35.00	All year
Monmouthshire	Wheeled Bin	240	£28 for 1 £56 for 2 £84 for 3	Mar-Nov
Pembrokeshire	Wheeled Bin	181-240	£52 - £5 discount if paid before April	Mar-Nov
Powys	Wheeled Bin	240	£37.00	Mar-Nov
Wrexham	Wheeled Bin	240	£25.00	All year
<b>Welsh average based on base charges (without discounts)</b>			<b>£38.99</b>	per annum

- 2.14** The Welsh average (rate per season) is £38.99, Councils that do not currently apply a subscription cost, generally have a charge for receptacles.
- 2.15** The average capacity to which charges apply are based on containers up to around 240 litres and mainly wheeled bins. This represents an equivalent to 4 of the Council's green reusable bags that are currently in circulation with our residents.
- 2.16** It is therefore suggested that charging should be introduced but slightly less than the Welsh average. There are also options to increase capacity as required.
- Standard subscription service at £36 per annum per household for up to 4 bags per collection (commencing the first Monday in March and concluding the last Friday of November each year of a fortnightly service). The charge is based on £4 per month and subscribers will have the option of a free ring and request service from December to February.
  - Enhanced service - £54 per annum per household for up to 8 bags per collection.



- Additional capacity option – additional bags charged at 50p per occasion booked online. *For example, if a subscriber had an extra 10 bags, a one-off charge for that collection of £5 would apply.*
- Seasonal kerbside collections would be undertaken on a once per fortnight basis and route optimised based on geographical areas. Collections will take place on the same day each fortnight or within 72-hours of that day, to allow for times of peak demands or unforeseen collection or disposal delays.
- For 2023, charges will apply from July 2023. Therefore, the standard service for 2023/24 will be £20 and the enhanced service £30.
- Charges are paid up front and are non-refundable, but it will be transferable if you move house within the Vale of Glamorgan.
- Between December and February, the ring and request service will operate and be available for subscribers only, free of charge (up to the level subscribed).
- In subsequent years, there will be a half year subscription option to take up the service from 1<sup>st</sup> August for the remainder of the financial year. Up until the end of July subscription charges for the whole year will apply.
- Households that decide not to join the subscription service will still have the option of taking green waste to their local Household Waste Recycling Centre (HWRC) free of charge or home composting

**2.17** At present green waste contributes to 4.97% of our current recycling rate of 70.2%. In 2021/22 the Council composted a total of 7,515 tonnes of green waste.

**2.18** A failure to achieve or maintain a recycling rate of 70% during the year 2024/25 will result in substantial financial penalties and measures will need to be undertaken to maximise recycling participation to ensure the Council achieves the target set, under the Waste (Wales) Measure 2010.

**2.19** For every tonne under a failed target, there are penalties of £200 as set within The Recycling, Preparation for Re-use and Composting Targets (Monitoring and Penalties) (Wales) Regulations 2011.

**2.20** If the Council fails to achieve the 2024/25 SRT of 70%, it will be subject to fines of £80,568 for every 1% (402.84 tonnes per 1%) under the target, based on the last audited figures (2021-22).

**2.21** Other risks associated with introducing a charge (without mitigating actions) are as follows:

**Low Income** - Low take up of a proposed subscription service equating to budgetary pressures.

**Likelihood – MEDIUM RISK**

**Performance** - Recycling rates failing because of a low take up of a green waste subscription service.

**Likelihood – HIGH RISK**

**Minimum Tonnage** - The Council is contracted to present (for composting) a minimum tonnage of 2,932 per year to our contractor under the current 15-year Organics contract (Food and green waste) in partnership with Cardiff City Council. Failure to produce enough green waste would result in the Council effectively paying for processing green waste (commercially sensitive cost per tonne) which it has not collected.

**Likelihood – HIGH RISK**

**Increased residual waste** – Green waste added to black bags.

**Likelihood – MEDIUM RISK**

**Increased fly tipping** – Medium risk as fly tipping is a criminal offence and only a small minority of the population would engage in such illegal activity.

**Likelihood – MEDIUM RISK**

**Increased burning of garden waste** - Bonfires are a common means to disposing of garden waste and not necessary illegal. However, if becomes offensive and becomes a nuisance, there is an option to service notice under the Environmental Protection Act.

**Likelihood – MEDIUM RISK**

**Residents sharing bins reducing income** – This may occur in low numbers but a restriction on capacity will reduce this risk and a defined subscription policy and aspects of the household duty of care highlighted to residents, will assist.

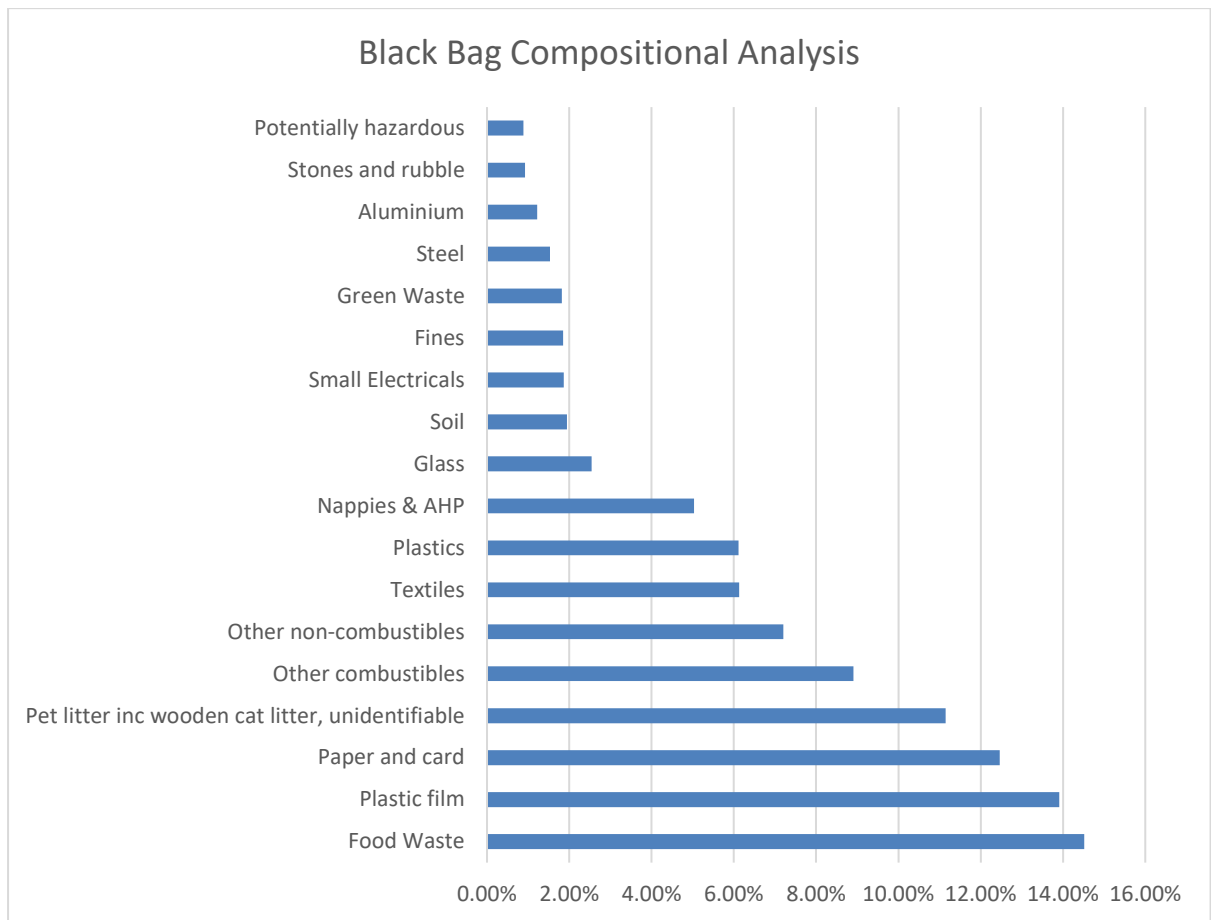
**Likelihood – MEDIUM RISK**

- 2.22** One of the highest risks associated with the green waste service is ensuring the Council delivers minimum tonnage under the contractual agreement, for the Organics arrangement with Cardiff City Council (Inter Authority Agreement, IAA(2)), the minimum tonnage as identified in the risks, is 2,932 tonnes.
- 2.23** This represents about half of what we currently collect for composting. At present, at the kerbside, we collect 6,320 tonnes of green waste. The total tonnage deposited at HWRC sites is 1,195 tonnes.
- 2.24** Of the green waste collected kerbside 20% of what we collect now (the minimum estimated forecast for the proposed subscription service) does not necessarily represent 20% of households.
- 2.25** Not all residents place green waste out for collection, so the tonnage collected annually is likely to represent 60-70% of households.

- 2.26** It is estimated that participating households produce 150kg per household per year. If 10,000 households participate this represents a revised annual tonnage of 1,500 tonnes of green waste.
- 2.27** Therefore, this equates to 2,695 tonnes per annum without the anticipated increase at HWRC sites if the kerbside service is withdrawn. This still represents a tonnage gap of 4,820 tonnes. As the Subscription Service does not commence until 1<sup>st</sup> July this is unlikely to be a risk for financial year 2023/23.
- 2.28** Although some tonnage may be lost or not produced, it is anticipated that 50% (2410 tonnes) of this will either be collected or deposited at HWRC's and it is recognised that some will be home composted, dealing with the waste at source. Therefore, it is anticipated that the annual tonnage could still be around 5105 and therefore the minimum tonnage should still be met.
- 2.29** Other risks are associated with our ability to meet the 2024/25 statutory recycling target of 70%. This overall, is our highest risk due the financial penalties associated with failing this target. However, the completion of the source segregated recycling rollout to Penarth and surrounding areas will commence on 17<sup>th</sup> April, 2023. This will further assist in meeting our performance targets.
- 2.30** The introduction of other measures will minimise these risks and enhance the existing services provided to our residents.
- 2.31** To mitigate against performance risk, it will be necessary to introduce mitigating actions. These include introducing 3-weekly black bag collections and enhancing the existing kerbside recycling service.
- 2.32** This should provide additional recycling performance to ensure the Council achieves these recycling targets with the loss of some green waste.
- 2.33** In addition to the green waste savings, a 3-weekly black bag service will provide approximately £150,000 of savings by reducing the collection team by 20% (vehicle plus 1 driver and 2 loaders) and encourage additional recycling participation increasing performance and reducing higher, energy recovery gate fees.
- 2.34** There would be no changes to the number of bags (i.e. one per week) collected just the frequency. Therefore, based on one bag per week the service would allocate 3 bags every 3-weeks as opposed to 2 bags every 2 weeks.
- 2.35** This reduces costs associated with vehicles, fuel and staffing and contributes to Project Zero by reducing our carbon footprint from lowering the number of household passes to undertake collections.
- 2.36** There will be a requirement for additional monitoring at the kerbside to maintain performance and ensure compliance and the Business Case approved by Cabinet on 28<sup>th</sup> March, 2022 approved the appointment of 3 Recycling Officers to facilitate this. There will also need to be additional patrols by the Council's Enforcement Service to ensure compliance with the new 3 bag rule.

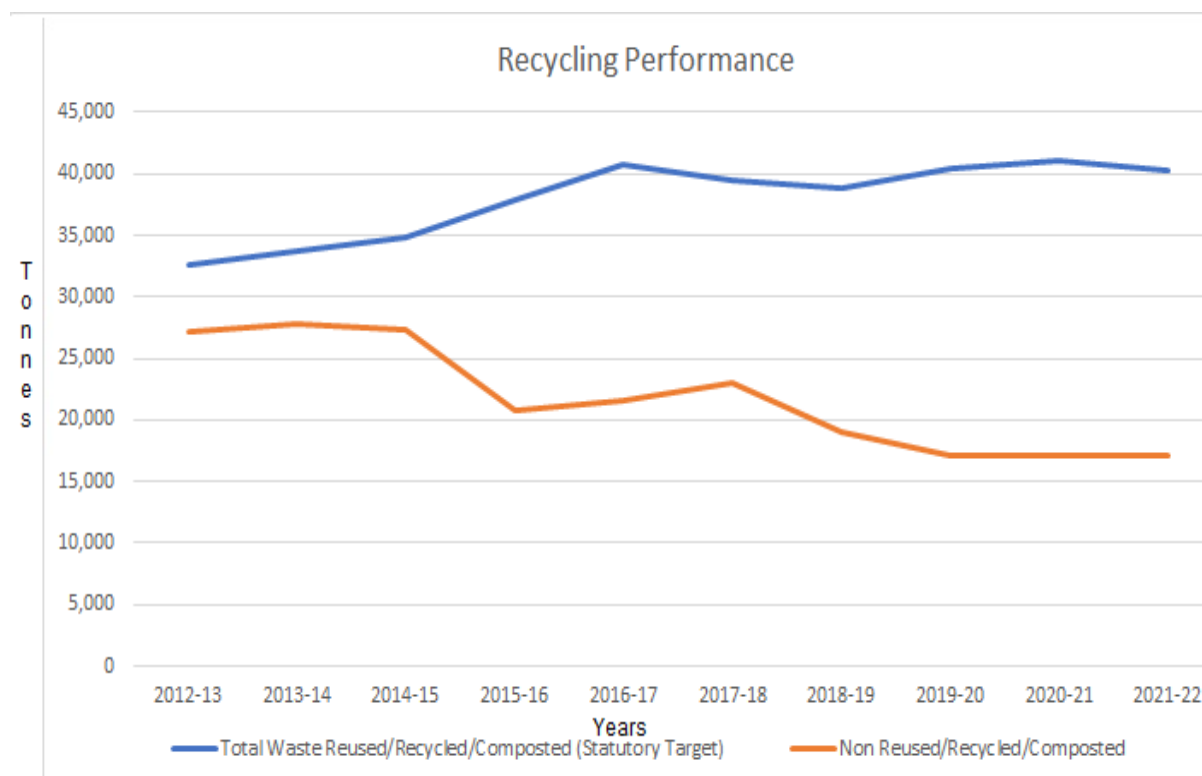
- 2.37** The current purple bag scheme would be retained but there will be stricter controls on how bags are issued. At present, waste crews are reporting abuse of the system with some households not recycling in any capacity and just purple bags being presented for collection. Purple bags should only be used once three black bags has been exhausted.
- 2.38** The Council has the option to serve notice (in writing) to residents refusing to recycle under Section 46 of the Environmental Protection Act 1990. This section of the Act gives powers to the Council to request that different wastes are presented for collection in certain receptacles. If there is a failure under Section 46 (once a resident is informed in writing) enforcement action can be undertaken and a fixed penalty notice of £100 issued for failing to recycle.
- 2.39** It is important to note that no one will be detrimentally affected, support will always be provided to any genuine household that needs an additional residual waste allowance once the first 3 black bags are presented, and all recyclable material is presented for recycling collection. It is appreciated that larger households can generate more residual waste especially if they have very young children or generate excess pet waste.
- 2.40** There will be concerns raised about odours as the black bags will be collected every three weeks. However, the Council does provide for purchase, hygiene bins that restrict birds and vermin from breaking open bags. These could also be used for animal waste if needed.
- 2.41** The last residual waste policy approved by Cabinet was 2<sup>nd</sup> July, 2018 (Appendix A). Should Cabinet agree the changes as contained within this Report, the policy will be updated accordingly.
- 2.42** In 2022, a national waste compositional analysis was undertaken across Wales. The Report clearly indicates that black bag waste still contains recyclable materials. The highest offender being food waste at 14.52%. This not only impacts on black bag weight and recycling performance but also on service resource demands from clearing split bags and spillages ripped open by birds and vermin as well as reducing street cleansing standards.
- 2.43** A summary of the Council's recent black analysis is presented in figure 2 below.

Figure 2.



- 2.44** As well as improving recycling participation the service would adapt to reduce any impacts from a subscription service for green waste, by introducing additional recycling material such as battery collections, WEE (Waste Electrical and Electronic Equipment), and possibly textile recycling at a later date as well as diverting as much waste as possible to repair, reuse and resale from HWRC's and Bulky Waste collections. This means that on a weekly basis all households in the Vale will have an opportunity to recycle more items such as kettles, hair dryers and toasters.
- 2.45** With these measures as well as a green waste subscription service and green waste recycling at HWRC's it's likely that this will compensate for any lost green waste tonnage, as a result of introducing a charge for the non-statutory service.
- 2.46** Our current 10-year performance is illustrated in figure 3 below, which highlighted the transition from focusing on waste to recycling.

Figure 3.



**2.47** This highlights since 2012/13, waste has reduced by 37.12% or in weight 10,101 tonnes and recycling has increased by 23.70% representing an additional 7,716 tonnes presented for recycling.

### 3. How do proposals evidence the Five Ways of Working and contribute to our Well-being Objectives?

**3.1** The Well-being of Future Generations (Wales) Act 2015 is about sustainable development. The Act sets out a ‘sustainable development principle’ which specifies that the public bodies listed in the Act must act in a manner which seeks to ensure the needs of the present are met without compromising the ability of future generations to meet their own needs. In meeting their sustainability duty, each body must set objectives that highlight the work the body will undertake to contribute to meeting the seven Well-being Goals for Wales.

**3.2** The activities set out in this Report will contribute to the national well-being goals and help ensure we have a resilient Wales. The five ways of working are embedded throughout the new draft Recycling and Waste Strategy (2022-2032) and a summary of the key principles are detailed below:

**3.3 Long term** - The Recycling and Waste Management Strategy (2022-2032) takes a long-term approach that exceeds the main statutory recycling targets (2024/25) and provides long term aspirations aligned with the Waste Hierarchy, the Council's Corporate Plan and environmental objectives. This is notably the case in

terms of the Council's Project Zero Challenge Plan which seeks to ensure the Council's activities are at net zero by 2030 and supports the Welsh Government's target for Wales to be at net zero by 2050.

- 3.4 Integration** – The Strategy has been developed making specific references to the objectives of other organisations, notably the Public Services Board so as to understand the impact the Council's actions will have on others.
- 3.5 Involvement** - The Service is designed so everyone can participate (residents, local businesses and visitors) by being accessible without barriers. This Strategy aims to be an inclusive and a community-based Recycling and Waste Management Strategy. The Service will encourage engagement and regular communication that provides everyone the opportunity to participate in recycling and waste minimisation schemes by encouraging people to do the right thing. Our messages will focus on a sense of identity and making sure communities have the information and equipment necessary to participate.
- 3.6 Collaboration** - We continue to work in collaboration with other local authorities and specialist service providers to ensure recycling and waste is reused and recycled in the most sustainable way. Our draft Strategy recognises the importance of the Council working as a community leader and in delivering the strategy alongside providers, the public and partner organisations.
- 3.7 Prevention** – Our draft Strategy aims to reduce the impacts waste has on our environment and aims to reduce waste, increase reuse and minimise our carbon footprint so we can respect, enhance and enjoy our environment.

#### **4. Climate Change and Nature Implications**

- 4.1** A 3-weekly black bag service has carbon benefits by lowering the number of passes required to collect waste which would reduce fuel usage. Additionally, it is likely to increase recycling participation and reduce the amount of waste sent to energy recovery. Additional recycling would be collected source separated and recycled in line with WG policy.
- 4.2** These changes would contribute to a revised 10-year 'Recycling and Waste Management Strategy' that formalises this service delivery along with other measures to ensure the Council meets its environmental ambitions and Statutory Recycling targets. This is a key contributing action to the Council's decarbonisation programme, Project Zero.

#### **5. Resources and Legal Considerations**

##### **Financial**

- 5.1** The current financial climate and in particular high levels of inflation experienced within the economy has meant that the Council has had to identify considerable financial savings for 2023/24 and beyond to enable the substantial cost pressures

to be met. Pressures such as increasing energy costs, fuel prices, material costs and salary costs are all contributing to the level of savings that need to be made to offset these pressures. The total Council Cost pressures identified within the latest Budget for Consultation report which is also on this Cabinet agenda are £30.67m. To offset some of these pressures £6.055m of savings have been identified Council wide for 2023/24. In addition to this the Council will use reserves of £2.7m to smooth some of the cost pressures. The Council is estimated to receive additional WG funding for 2023/24 of £16.604m and also proposed to raise additional Council tax of £5.311m in 2023/24.

- 5.2** This report identifies two of the larger savings proposed for 2023/24 within the Environment & Housing Directorate. The target for savings is shown in the table below:

	£
Green Waste - Charging for service and reduced resources	500,000
Black Bag Collections - move to 3 weekly collections	150,000

- 5.3** The current estimated cost for 2023/24 of the staffing and vehicle resources required to operate the Refuse collection service are £980,000 and £750,000 for the Green waste service. This is prior to the estimated savings highlighted above. It is estimated that resources could be reduced by £150,000 for the Black Bag Collection Service and £140,000 for the Green Waste service if the changes described in this report are introduced. In addition, it is estimated that £360,000 of income could be generated by charging for the Green waste service. However, the savings that can be realised will be pro-rated within the first year as the changes are no due to be made until 1<sup>st</sup> July, 2023. Any shortfall within the savings within 2023/24 will either need to be found from other budgets within Neighbourhood & Transport Services or from financial reserves.

### **Employment**

- 5.4** There will be no permanent employees affected by this proposal as the seasonal service is staffed by agency workers.
- 5.5** Additionally, drivers and loaders within the service have generic job descriptions and work across recycling and waste services. Therefore, any staff reductions in residual waste collections will be redesignated to collecting recycling where there are agency staff temporarily occupying driver and loader vacancies.

### **Legal (Including Equalities)**

- 5.6** Under the Controlled Waste (England and Wales) Regulations (2012) a charge can be applied for the collection of non-statutory services such as green waste.
- 5.7** The new draft Recycling and Waste Management Strategy (2022-2032) ensures compliance with current legislative framework.



- 5.8** A failure to achieve or maintain a recycling rate of 70% during 2024/25 will result in substantial financial penalties under the Waste (Wales) Measure 2010. For every tonne under a failed target, there are penalties of £200 as set within The Recycling, Preparation for Re-use and Composting Targets (Monitoring and Penalties) (Wales) Regulations 2011.
- 5.9** Under Schedule 2 of the Local Government (Wales) Measure 2009 as amended by the Local Government and Election (Wales) Act 2021, Council's must "make arrangement to secure continuous improvements in the exercise of its functions". In doing so they need to have regard for strategic effectiveness, service quality and availability and fairness. Any decisions to change recycling collection services must be justified when considered against these requirements and to do so without all the evidence could breach the requirements of the legislation.
- 5.10** An equality impact assessment (EIA) has been completed to reflect these proposed service changes.

## **6. Background Papers**

Cabinet of 28<sup>th</sup> March, 2022 (minute no. C894) – Recycling and Waste Management Business Plan and Strategy (2022 – 2032).

[https://www.valeofglamorgan.gov.uk/Documents/ Committee%20Reports/Cabinet/2022/22-03-28/Recycling-and-Waste-Management-Business-Plan.pdf](https://www.valeofglamorgan.gov.uk/Documents/Committee%20Reports/Cabinet/2022/22-03-28/Recycling-and-Waste-Management-Business-Plan.pdf)

Cabinet of 19th February, 2018 (minute no. C235) - Revised Waste Management Strategy: The Future Collection Arrangements for Waste and Recycling.

[https://www.valeofglamorgan.gov.uk/Documents/ Committee%20Reports/Cabinet/2018/18-02-19/Reports/Revised-Waste-Management-Strategy-Cabinet-Report.pdf](https://www.valeofglamorgan.gov.uk/Documents/Committee%20Reports/Cabinet/2018/18-02-19/Reports/Revised-Waste-Management-Strategy-Cabinet-Report.pdf)

Cabinet of 2nd July, 2018 (minute no. C356) - Revised Waste Management Strategy: The Future Collection Arrangements for Waste and Recycling.

[https://www.valeofglamorgan.gov.uk/Documents/ Committee%20Reports/Cabinet/2018/18-07-02/Revised-Waste-Management-Strategy-Report-and-Appendices.pdf](https://www.valeofglamorgan.gov.uk/Documents/Committee%20Reports/Cabinet/2018/18-07-02/Revised-Waste-Management-Strategy-Report-and-Appendices.pdf)

Cabinet, 5<sup>th</sup> July, 2021, Project Zero Climate Change Challenge Plan

[https://www.valeofglamorgan.gov.uk/Documents/ Committee%20Reports/Cabinet/2021/21-07-05/Project-Zero-Draft-Climate-Change-Challenge-Plan.pdf](https://www.valeofglamorgan.gov.uk/Documents/Committee%20Reports/Cabinet/2021/21-07-05/Project-Zero-Draft-Climate-Change-Challenge-Plan.pdf)

Guidance on Applying the Waste Hierarchy -

[www.wales.gov.uk/topics/environmentcountryside/epq/waste\\_recycling/publication/hierarchyguide/?lang=en](http://www.wales.gov.uk/topics/environmentcountryside/epq/waste_recycling/publication/hierarchyguide/?lang=en)

WRAP - The Climate Change Impacts of Recycling Services in Wales  
[www.wrap.org.uk/CarbonImpactsReport](http://www.wrap.org.uk/CarbonImpactsReport)

# Restricted Residual Policy

## Introduction

1. It is the duty of the Vale of Glamorgan Council (VoGC) to arrange for the collection and disposal of household waste as stated in Section 45 and 48 of the Environmental Protection Act 1990 (EPA).
2. From the 3<sup>rd</sup> September 2018 VoGC will operate a policy of restricted residual waste, both from kerbside collections and at the Barry and Llandow household waste recycling centres (HWRCs).
3. This document details the policy.

## Kerbside Residual Waste Restriction

- 4 The EPA (46(1)) permits Councils to require householders to place waste for collection in receptacles of a kind and number specified. On this basis a restriction on the amount of residual (refuse/black bag waste) is enforced within the VoG.
- 5 The following **RESTRICTION** is applicable within VoG:
  - a. Households are permitted to put out for collection **2** black bags of residual waste (refuse/black bag waste) per fortnight;
  - b. **Householders are to provide black bags** for residual waste collections, the Council is not able to supply bags to householders;
  - c. Each bag must be no larger than **1 metre in length and 750 mm** in diameter, oversized bags (such as wheelie bin liners) will not be collected;
  - d. Where householders leave additional black bags out for collection, they will not be collected, and the householder will be subject to VoGC's Enforcement Policy.
- 6 Use of **DUSTBINS AND WHEELED BINS**:
  - a. Use of wheeled bins are permitted for storage purposes only, on collection day householders must put their two bags on the kerbside for collection, and not the wheeled bin.
  - b. In place of wheeled bins, householders may use standard 'dustbin(s)' to store their black bags on the kerbside. However, the dustbin(s) must be of a standard size (80 to 90 litres) and the householder must still house their waste in black bags (maximum of two);
- 7 Note: The restriction only applies to residual (refuse/black bag waste), there is no restriction to the amount of recycling that householders put out for collection.
- 8 **Christmas Collections:** The restriction will not apply over the Christmas and New Year period. Details will be communicated locally nearer the time.

**9 Exemptions:**

- 10 If householders recycle all that they can within VoG's current services, but are unable to restrict the number of black bags that they put out for collection to two bags per week, they may apply for an exemption;
- 11 This may be for reasons such as;
  - they produce nappy/AHP waste;
  - they have 6 or more residents living in their household; or
  - other special circumstances.
12. To apply for an exemption, the householder should call C1V. An advisor will discuss the householder's needs over the phone, following which a house visit by a Waste Warden may be arranged.
13. The application of any exemption, including the number of extra bags that a householder may be permitted to put out for collection, will be at the discretion of the advisor/Waste Warden. The Warden will inform the householder of the number of extra bags permitted during their phone call/visit.
14. If an exemption is granted over the phone, the householder will be required to visit the Alps Depot in Wenvoe to collect bags (which will be single use bags, purple in colour), which they will use as their additional allocation.
15. If the exemption is granted in person by the Waste Warden, the Warden will supply the householder with the agreed number of bags.
16. Householders that have been granted an exemption may be required to re-register for the exemption periodically. VoGC will agree the required re-registration period with the applicable households at the point that the exemption is granted.
17. Where householders put out additional waste for collection as per the exemptions stated above, only the extra number of bags as permitted by the Waste Warden will be collected. Any other waste put out for collection above the householders' 2-bag limit will not be collected and the applicable education and enforcement procedure will be utilised by VoGC.
18. All waste and recycling must be placed out by 7am on the morning of collection to ensure collection.
19. **Education and enforcement of the restriction:**
20. VoG will educate householders about the requirements of restricted residual waste in the first instance. Enforcement will be used only for those householders and persons that have received prior education and guidance, which has then not been adhered to.

21. The following policy will be utilised when a householder places more than 2 black bags out on collection day:
- a. First occurrence: Additional bags will be left and stickered by crews. Householders will be asked to take the bags back in, remove recyclables and only place two bags out in future. No further enforcement action will be taken
  - b. Second occurrence: Additional bags will again be stickered and left by crews. The household will be subject to VoGC's Enforcement Policy.

## HWRC Residual Waste Restriction and Proof of Residency

22. The following restriction applies in VoG:

- c. Unsorted black bag waste is not accepted at either the Llandow or Barry household waste recycling centres (HWRCs).
- d. Householders are instead required to sort all recyclable material from non-recyclable materials prior to arriving at the HWRCs.
- e. On arriving at the HWRCs, householders are required to place recyclable items in the relevant recycling container, and only non-recyclable items in the residual waste (refuse/black bag) skip.
- f. If a person arrives at the HWRCs with unsorted waste, they will be given the option to either sort their black bags in a designated sorting area at the site, or return home to sort their black bag waste.
- g. Any bags sorted on site must be sorted by householders, site staff will be able to provide guidance but will not assist with the sorting.
- h. The deposit of recyclable items in the residual skips will not be permitted.

### **23. Proof of Residency:**

- 24. Any person visiting the HWRCs in the VoG will be required to produce proof of residency when requested by site staff (meet and greet staff or other).
- 25. Proof of residency will be taken to include items such as driving licence or utility bill with a Vale of Glamorgan address.
- 26. Those who are not able to produce proof of residency when requested, will be turned away from the site.

### **27. Education and enforcement:**

- 28. Any person that leaves unsorted black bag waste at, or in the vicinity of, the HWRCs, will be considered to have committed the offence of 'flytipping' as per s34 of the EPA 1990, and will be subject to VoGCs Enforcement Policy.