

Meeting: Cabinet

Date: 22 September 2020

Wards Affected: All

Report Title: Waste Management Strategy for consultation (Policy Framework)

Is the decision a key decision? Yes/No (delete as appropriate)

When does the decision need to be implemented? December 2020

Cabinet Member Contact Details: Mike Morey, Cabinet Member for Infrastructure, mike.morey@torbay.gov.uk, Tel: 01803 853316

Supporting Officer Contact Details: Ian Hartley, Service Manager for Waste & Natural Environment, ian.Hartley@torbay.gov.uk Tel: 01803 208695

1. Proposal and Introduction

To propose to cabinet the revised Waste Management Strategy is put out to consultation from 28 September 2020 to 6 November 2020 as the current strategy is out of date.

- 1.1 To propose that the policy document name is changed from the Waste Management Strategy to the Resource management and waste strategy
- 1.2 Following the budget that was set for 2020/21 several proposals were consulted on and agreed as part of that budget to achieve yearly savings for within the Waste and recycling collection service.
- 1.3 Radical changes are needed to the current collection system, including a trial of three weekly residual collections, Charging for materials at the Household waste recycling centre used in building projects and an opt in chargeable Garden waste service.
- 1.4 By introducing these changes Torbay can achieve improved household recycling rates, which in turn will see improved income from the sale of recycled materials and a reduced disposal cost at the Energy from waste plant (EFW) in Plymouth.
- 1.5 These changes will also have a positive impact on Torbay Council achieving its targets in relation to the Climate Emergency

2. Reason for Proposal and associated financial commitments

2.1 If these changes are not made Torbay Council will struggle to increase its Household waste recycling percentage and proposed budget savings from waste and recycling will not be achievable, leaving the authority with a budget deficit.

2.2 The current recycling rate is about 40%. Every 1% improvement in the recycling rate means we capture about an extra 500 tonnes of waste so to get to 50% would be a realistic target, so a 5,000 tonne improvement over a period of probably two to three years should be achievable and this would not only give a financial benefit of £465k in disposal saving but would also have an income benefit from the sale of recycled materials.

3. Recommendation(s) / Proposed Decision

(i) That the attached Waste Management Strategy is offered for consultation by council so that it can be adopted as the document that can take Torbay forward to achieve a balanced budget, higher recycling rates and at the same time make improvements with regard to the Climate Emergency

Appendices

Appendix 1: Waste Management Strategy and associated appendices

| Report clearance: | This report has been reviewed and approved by: | Date: |
|--------------------------|---|--------------|
| Chief Executive | Anne-Marie Bond | |
| Monitoring Officer | Amanda Barlow | |
| Chief Finance Officer | Martin Phillips | |
| Relevant Director | Kevin Mowat | |

Section 1: Background Information

1. What is the proposal / issue?

Waste and recycling has been tasked to achieve budget savings for the Financial year 2020/21 and future years
This Strategy will also assist Torbay Council to achieve its Climate Emergency targets with significant Carbon gains achieved from both more efficient plant and vehicles and a reduction of the use of source materials through increased recycling.

2. What is the current situation?

At present Torbay Council has achieved a recycling rate of just over 40% which needs to be improved to attain budget savings, and a lower Carbon Impact. There are three main proposals that will take this service forward, the first is to introduce a three weekly residual collection service.

Currently residual waste is collected fortnightly and recycling is collected weekly.

Under the proposal in the strategy a trial will be undertaken to see if like other authorities, the nearest being East Devon, Torbay can implement a residual collection every three weeks for the properties that have sufficient room to accommodate this.

Weekly dry recycling and food waste collections would continue in these areas, but as has been seen so successfully elsewhere, by in effect reducing the residual capacity, residents have to find an alternative to just putting waste in the residual bin and consequently they look at what extra they can recycle.

This will of course be backed up with a comprehensive communications programme to explain to residents how they can manage their waste, and those who feel they will struggle will be given help and advice.

Secondly the introduction of charging at the Household Waste Recycling Centre (HWRC) will bring Torbay in line with the rest of Devon, will ensure there is little or no trade abuse at the Tor Park Road site, and will generate income from the construction materials that are recycled.

Torbay Council only has a legal obligation to provide recycling centre facilities for household waste – waste arising from the day to day running of a household. Items resulting from the repair or improvement of houses, for example, DIY type waste, is classified as construction waste and there is no requirement for us to provide any service for the disposal of this material or accept it free of charge. This includes garden or other renovations outside the building, but on the same piece of Land owned by the householder.

The Third proposal is to offer an opt-in charged for garden waste doorstep service. This will allow Torbay to collect more of the green waste on a

| | |
|-----------|---|
| | <p>separate collection increasing the recycling rate and further reducing disposal cost. This will work by charging a fixed annual fee with regular dedicated collection days, and again a service that is already successfully employed by most of the Devon authorities as well as many others in the rest of the UK.</p> <p>Without these changes recycling tonnages will not improve, disposal costs will increase and the required budget savings will not be achieved. The Targets of the Climate Emergency will also be very unlikely to be achieved.</p> |
| <p>3.</p> | <p>What options have been considered?</p> <p>Torbay Council has already taken the decision to collect waste from the Kerbside and has invested heavily in a new state of the art fleet of collection vehicles so this can be done as efficiently as possible.</p> <p>The current collection method is unlikely to see major improvements with the current collection frequencies and the waste strategy identifies how this service can improve its performance to help to achieve budget and climate emergency targets.</p> |
| <p>4.</p> | <p>What is the relationship with the priorities within the Partnership Memorandum and the Council's Principles?</p> <p>Reflecting on the principles with the Community and Corporate Plan, our approach in delivering this this Waste Strategy is described below.</p> <p>Enable our communities: We will involve and empower Torbay's residents to take positive action to reduce the amount of waste we generate and increase our recycling rates and have a positive contribution to the climate emergency.</p> <p>Use reducing resources to best effect: We will work to reduce the amount of waste that we generate in Torbay, reusing and recycling goods and materials wherever possible.</p> <p>Reduce demand through prevention and innovation: We will put in place initiatives and mechanisms which aim to reduce the amount of waste we generate, in particular reducing the amount of residual waste that we dispose of.</p> |
| <p>5.</p> | <p>How does this proposal/issue contribute towards the Council's responsibilities as corporate parents?</p> <p>N/A</p> |

| | |
|----|---|
| 6. | <p>How does this proposal/issue tackle poverty, deprivation and vulnerability?</p> <p>N/A</p> |
| 7. | <p>How does the proposal/issue impact on people with learning disabilities?</p> <p>We will develop and deliver a new education programme to be established across the whole Bay. By improving the way that residents separate and present their recycling for collection, round efficiencies can be achieved. This will be made as easy and clear as possible for all and help will be given to those who need additional assistance for whatever reason.</p> |
| 8. | <p>Who will be affected by this proposal and who do you need to consult with? How will the Council engage with the community? How can the Council empower the community?</p> <p>These changes will impact on every resident across Torbay, which is why getting the communications and engagement correct is a fundamental part of this strategy.</p> <p>A consultation on this strategy will run for 6 weeks from 28 September to 6 November and once this is over the responses can be considered to help develop the strategy.</p> <p>The Community can play there part and it is hoped again like East Devon we can empower members of the public to become recycling champions who help to educate others and share their experiences, so that everyone can manage their waste to achieve high levels of recycling.</p> |

Section 2: Implications and Impact Assessment

| | |
|------------|---|
| 9. | <p>What are the financial and legal implications?</p> <p>Initially it is likely that there will need to be a spend to save requirement as Waste recycling assistants will be employed to assist and educate those residents who are having difficulties with any of the new services. It is proposed that these extra staff members will only be required for a period of about two years while the new services are bedding in.</p> <p>If the start of the project is managed correctly then the benefits gained later on will be maximised and the more that is recycled will see a greater saving not only on the disposal budget, but will achieve added recycling income.</p> <p>The sorts of financial gains that are possible can be seen for each recycling material in the net gain table in the Waste Strategy report.</p> <p>There are no legal implications to consider.</p> |
| 10. | <p>What are the risks?</p> <p>The risks of not applying all the changes in the waste strategy are that Torbay Council will not make significant improvements to its recycling rate and will therefore not significantly reduce the amount of waste it disposes.</p> <p>Torbay is committed to the climate emergency and without the changes specified in the strategy it will struggle to achieve the required environmental savings and it is almost certain not to be able to meet its budget reduction targets set for the waste collection and disposal budgets.</p> |
| 11. | <p>Public Services Value (Social Value) Act 2012</p> <p>N/A</p> |
| 12. | <p>What evidence / data / research have you gathered in relation to this proposal?</p> <p>The waste strategy policy document and the appendices will give all the data and evidence to back up these proposals and it is clear that many other authorities both within Devon and all around the UK have employed similar methodology very successfully to make these improvements, to their recycling rates, disposal tonnage reductions, moving closer to their climate emergency targets, all of which give significant budget improvements for the future.</p> <p>The best nearby example is East Devon District Council who have three weekly residual collections across their whole area and have a recycling rate</p> |

| | |
|-------------------|---|
| | <p>of 62%, over 20% higher than ours in Torbay. East Devon has a very similar population size and some similar demographics in its main population areas.</p> |
| <p>13.</p> | <p>What are key findings from the consultation you have carried out?</p> <p>The consultation held as part of the 2020/21 budget process had 877 respondents and asked three main questions:</p> <ul style="list-style-type: none"> • We are proposing to introduce a charge for disposal of household DIY waste (such as plasterboard, rubble and asbestos) at the Recycling Centre. This would bring Torbay in line with Devon County Council's charges. Outcome 42.9% agreed, 53.9% opposed, 3.2% no answer. • Introducing an optional kerbside green waste collection service for which we would charge a fee. Outcome 56.2% agreed, 40.3% opposed, 3.5% no answer. • Seeking to encourage more recycling and reduce the amount of recyclable waste placed in wheeled bins by moving to a three weekly residual waste collection. This will reduce the amount of waste that goes to the energy from waste plant and therefore reduces the disposal cost. Town centre areas with black sacks will continue with weekly collections as will all weekly recycling and food waste collections. • Outcome 74.5% opposed, 23.8% agreed, 1.7% no answer. |
| <p>14.</p> | <p>Amendments to Proposal / Mitigating Actions</p> <p>The views of the respondents were taken on board and it was decided that the one that was mostly opposed, being the three weekly residual waste collection option would be trailed in a small area of Torbay. Firstly to prove that it could work and secondly to show that the council would work with the residents to help and educate them through this process.</p> <p>Again referencing our near neighbours East Devon they too did a trial and after initial opposition, with the correct education and advice residents soon realised this collection methodology was achievable for most, and they have not looked back and have one of the best recycling rates in the country at around 62%.</p> <p>If Torbay could achieve half that gain it would reduce its disposal tonnage by 5,000 tonnes saving nearly £500k as well as reducing a huge amount of natural resources being produced annually.</p> <p>If this change is not made it will be very difficult for Torbay's commitment to the Climate Emergency to be taken seriously.</p> |

The charging at the recycling centre was opposed, but only with a small majority. Without the introduction of these charges residents' council tax would be funding the disposal costs of those who decide to undertake large renovations. Charging for these type of materials are common place across the UK and Devon County Council have been making these charges for several years now.

Finally the opt in charged for waste service was agreed on by the majority so this proposal will be taken forward once the business plan has been fully formulated in partnership with SWISCo.

Equality Impacts

| 15. | Identify the potential positive and negative impacts on specific groups | | | |
|-----|---|-----------------|--------------------------------------|---------------------------------|
| | | Positive Impact | Negative Impact & Mitigating Actions | Neutral Impact |
| | Older or younger people | | | There is no differential impact |
| | People with caring Responsibilities | | | There is no differential impact |
| | People with a disability | | | There is no differential impact |
| | Women or men | | | There is no differential impact |
| | People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i> | | | There is no differential impact |
| | Religion or belief (including lack of belief) | | | There is no differential impact |
| | People who are lesbian, gay or bisexual | | | There is no differential impact |
| | People who are transgendered | | | There is no differential impact |
| | People who are in a marriage or civil partnership | | | There is no differential impact |
| | Women who are pregnant / on maternity leave | | | There is no differential impact |

| | | | |
|-----|---|----|---------------------------------|
| | | | |
| | Socio-economic impacts (Including impact on child poverty issues and deprivation) | | There is no differential impact |
| | Public Health impacts (How will your proposal impact on the general health of the population of Torbay) | | There is no differential impact |
| 16. | Cumulative Impacts – Council wide (proposed changes elsewhere which might worsen the impacts identified above) | No | |
| 17. | Cumulative Impacts – Other public services (proposed changes elsewhere which might worsen the impacts identified above) | No | |