

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

TO:	HOUSING, NEIGHBOURHOODS AND LEISURE COMMITTEE		
DATE:	15 NOVEMBER 2017	AGENDA ITEM:	14
TITLE:	WASTE MINIMISATION STRATEGY 2015-2020 - YEAR 3 HALF YEARLY UPDATE.		
LEAD COUNCILLOR:	COUNCILLOR LIZ TERRY	PORTFOLIO:	NEIGHBOURHOODS
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1 PURPOSE AND SUMMARY OF REPORT

- 1.1 This report updates Members on the progress achieved in the first 2 quarters of year 3 of the Waste Minimisation Strategy 2015 - 2020 Action Plan and is an interim report ahead of the main annual update report which will be presented in March 2018.
- 1.2 The Council adopted the Waste Minimisation Strategy 2015 - 2020 in March 2015 demonstrating its commitment to promoting waste minimisation through reuse, recycling and composting, to minimise disposal and to achieving the EU Directive target recycling rate of 50% by 2020. Reading currently sends 19% of its municipal waste to landfill with 81% being recycled, composted or sent for Energy from Waste. The current recycling rate for Reading is 32.6% compared to the national rate of 43.9%.

2. RECOMMENDATION(S)

- 2.1 That Members note the progress to date of the Waste Minimisation Strategy Action Plan.
- 2.2 That the third annual progress report is brought to the Committee in March 2018.
- 2.3 That Members delegate authority to the Head of Transport & Streetcare in consultation with the lead member to make amendments to the action plan as required.

3. POLICY CONTEXT

- 3.1 One of the service priorities of the Council's Corporate Plan 2016 -2019 is 'Keeping the town, clean, safe, green and active', to ensure we retain and attract residents and businesses and remain an attractive place to live, work and visit'. One means of delivering this priority is to reduce the volume of waste sent to landfill and improve recycling rates through implementation of the Waste Minimisation Strategy.
- 3.2 The EU Waste Framework Directive 2008 sets a new recycling and re-use target of 50% for certain waste materials from households and other origins similar to households to be achieved by 2020. This target has been transcribed into UK law and will remain after Brexit.
- 3.3 On 15th March 2015 HNL Committee adopted the Waste Minimisation Strategy 2015 -2020, which set out an approach for working with residents, stakeholders and partners to improve the way waste is managed with a growing population and limited resources. The strategy was subject to a four week web based consultation.
- 3.4 The re3 Joint Waste Disposal Board adopted a new strategy for 2016/17 in response to changes in government funding as a result of the central government austerity programme and the requirement to reach the EU 50% recycling target by 2020. The Reading Borough Council and re3 strategies were aligned in March 2017. The re3 Joint Waste Disposal Board adopted its strategy in May 2016.

4. THE PROPOSAL

The RBC and re3 strategies have been aligned to focus on the 2 fundamental goals of reducing costs in a time of austerity and improving re-use and recycling rates. Collaborative work with our re3 partners, Bracknell and Wokingham Borough Councils is continuing through the three Officer working groups which examine specific waste minimisation themes and share good practice with reducing resource.

The re3 Councils' Shared Marketing and Communications Strategy 2017-2018 will be the basis of communications over the coming year, supplemented by RBC social media campaigns.

The RBC Strategy and Appendices can be found at

http://www.reading.gov.uk/media/4418/Waste-Minimisation-Strategy-2015---2020/pdf/HNL_15th_March_WMStrategy_Revision_Appendix_B.pdf

4.1 Strategy Progress in Year 3.

Reductions in staff numbers and work programmes which are now focussed on delivering savings and service efficiencies have had an adverse impact on some aspects of the work to deliver the strategy over the past 12 months. As a result, many of the elements of the strategy have not been progressed and will not be in the short term. The main pressures on the service are summarised below:

- The introduction of the chargeable green waste service
- Introduction of the waste collection service standard
- Dealing with an increase in fly-tipping
- Work with our Housing colleagues to address waste collection from RBC housing blocks
- Increasing numbers of new properties, in particular flats in the town centre
- Loss of experienced staff.

4.2 Strategy Progress Quarters 1 and 2, Year 3 (2017/18).

A full year summary of the progress towards meeting the objectives set out in the Action Plan will be presented to the Committee in March 2018. However, the results for the key indicators in Aim F of the strategy for Quarters 1 and 2 of Year 3 (2017/18) are shown below.

4.3 Increasing recycling and reducing contamination - Targets.

Section F of the revised RBC strategy set targets for the specific service areas in order to achieve 50% reuse and recycling by 2020. Table 1 sets out the annual targets that represent a pathway towards meeting the 2020 recycling target for Reading and progress against these targets will be reported going forward.

	2016/17	2017/18	2018/19	2019/2020
Reading	Target % Recycled by source			
HWRC	10%	11%	11%	12%
Council Collected	24%	28%	28%	32%
Bring Bank	5%	5%	5%	5%
Total Recycling Rate	39%	44%	48%	50%

Table 1. Annual Recycling targets to 2020.

4.4 Recyclate Contamination Reduction - Targets.

Waste sampling data suggests that there is recyclable material in the waste stream which can be diverted. Every tonne of recyclable material which remains in the residual waste stream represents a higher processing cost and lost income. Table 2 below shows the targets for Reading to reduce this contamination by 2020:

Reading	2015/16	2016/17	2017/18	2018/19	2019/20
	Current	Target contamination rate			
	27%	20%	15%	10%	10%

Table 2. Contamination reduction targets to 2020

4.5 Results for Quarters 1 and 2, Year 3(2017/18).

Table 3 below shows progress against these targets in Q1 and Q2 of 2017/18 compared to the baseline figure and the target figure.

Monitoring 2017/18					
Period	Review of Activity	Target status	KPI (Baseline)	KPI (Actual)	Target
Q1	Increased kerbside collection	Not met	20%	19%	28%
	Reduce kerbside contamination	Not Met	25%	20%	15%
Q2	Increased kerbside collection	Not met	20%	19%	28%
	Reduce kerbside contamination	Not Met	25%	20%	15%
Q3	Increased kerbside collection	Not met			
	Reduce kerbside contamination	Not Met			
Q4	Increased kerbside collection	Not met			
	Reduce kerbside contamination	Not Met			

Table 3.

4.6 NI 192 Percentage of Household Waste for Reuse, Recycling and Composting. Strategy Objective F

Table 4 below shows the Quarter 1 and 2 recycling figures for 2016/17 and 2017/18 for NI192. These figures are derived from all sources of recycling, kerbside, bring banks, sweepings and at HWRC's. These figures are for two quarters and must be seen in context and Table 5 below shows the results for NI192 for the Q1-4 for 2016/17 showing the degree of fluctuation in rates.

% Reuse, Recycling & Composting	Quarter 1 2016/17	Quarter 1 2017/18
Quarter 1	35%	32%
Quarter 2	35%	33%

Table 4

	QTR 1	QTR 2	QTR 3	QTR 4	Annual Total
Reuse, Recycling & Composting Tonnes	6531.41	5954.03	4621.73	3968.60	21075.77
Total Household Tonnes	18500.29	17146.60	15023.91	14683.81	65354.61
% Reuse, Recycling & Composting	35.30%	34.72%	30.76%	27.03%	32.25%

Table 5

4.7 Revised Service Standards. (Strategy Objective A)

The revised waste collection service standards were introduced on Monday 13th February 2017 at the same time as a revised collection round structure. The effects of the changes on collection tonnages, recycling rates and contamination are shown below.

4.7.1 Residual Waste

Tonnages of residual waste collected at the kerbside in Quarters 1 and 2 2017/18 are compared to Quarters 1 and 2 2016/17 in Table 6 below. The figures show a reduction of 1254 tonnes in residual waste collected at the kerbside compared to the previous year. As a result of this reduction in tonnages the national indicator NI191: Residual Household Waste per Household (in kg) reduced as shown in Table 7 below.

	Quarter 1 and 2 2016/17	Quarter 1 and 2 2017/18
April	3522	2980
May	3336	3394
June	3825	3581
July	3217	2914
August	3204	3478
September	3511	3008
Total	20,615	19,361

Table 6

Residual Waste per Household	2016/17	2017/18
Quarter 1	174kg	162kg
Quarter 2	162kg	154kg

Table 7

4.7.2 Recycling: (NI 192: Percentage of Household Waste for Reuse, Recycling and Composting)

A. Kerbside Collections

Tonnages of recycling collected at the kerbside in Quarters 1 and 2 2017/18 are compared to Quarters 1 and 2 2016/17 in Table 8. The figures show a reduction of 425 tonnes of recycling collected at the kerbside compared to the previous year.

	Quarter 1 and 2 2016/17	Quarter 1 and 2 2017/18
April	853	670
May	792	671
June	827	731
July	742	693
August	772	703
September	818	711
QTR Reductions	-1073	-873
Total	3730	3305

Table 8

4.7.3 Number of recycling bins not collected due to contamination

Since the new round structure and service standard were introduced the number of contaminated recycling bins reported by crews has gradually reduced as shown in Table 9. This reflects the bedding in of the service and the remaining numbers represent the baseline on which future work can be targeted.

Week	No. of Properties	No. bins un-collected	% of bins un-collected
1	32,569	1,808	5.5
2	37,929	3,492	9.2%
3	32,569	1,430	4.3%
4	37,929	2,213	5.8%
5	32,569	1,123	3.4%
6	37,929	1,943	5.1%
15	32,569	390	1.2%
27 (w/c 14/8/17)	32,569	484	1.2%
28 (w/c 21/8/17)	37,929	938	2.5%
37 (w/c 23/10/17)	33,384	434	1.3%

Table 9

4.7.4 The current recycling rate is not acceptable. The reduction in the tonnages of both materials collected at the kerbside corresponds with the introduction of a stricter collection regime and the application of the collection service standard in February 2017. However, monthly, quarterly and annual tonnage figures over previous years fluctuate and it is not possible to attribute the Quarter 1 and 2 reductions to the changes directly or with any certainty. More quarters of data will be required to establish a trend and to indicate that a permanent reduction in tonnages has been achieved.

The number of additional recycling bins requested since February has reached 1151 implying that more people are aware that they are free and are perhaps willing to use them to recycle.

4.7.5 The reduction in the percentage of contaminated recycling bins not being collected has dropped but there is a significant amount of MDR in these bins which we need to collect. Resources are an issue for waste minimisation work and the delivery of the Waste Minimisation Strategy. Campaigns, door knocking and domestic waste audits are now beyond the capacity of the team and work streams are focussing on the 'day to day' business of running the waste service.

4.7.6 Fly-tipping

	Reports	Cost of Clearance
2014 - 2015	2521	£125,174
2015 - 2016	2214	£117,253
2016 - 2017	2213 (to Dec)	£99,423
	Total for year 3066	£136,621
2017 (April -June)	778	£32,028

Table 10

The figures in Table 10 show that there has been an increase in reports of fly-tipping in the last financial year and that this trend has continued in the first Quarter of 2017/18. The numbers increased in March 2017, following the introduction of the waste changes to 345 compared to an average of 250 per month but then dropped to 226 in April, indicating that any effect of the waste changes was temporary. The chargeable green waste collection service was introduced in April and clearly had no adverse effect on the number of fly-tips reported for that month.

The increase in fly-tipping reports is a worrying national trend which all Councils are struggling to address with reduced budgets. Councils, such as the Re3 partners and West Berkshire are being forced to introduce access restrictions and charges to deposit waste at Household Waste Recycling Centres and this may reflect in an increase in fly-tipping reports.

By way of comparison Southampton have 8,100 and Milton Keynes 4,282 fly-tips in 2015/16 respectively. However, neighbouring councils are also seeing an increase in the number of fly-tips. Basingstoke and Deane Borough Council had 3025 fly-tips in 2015/16 and 4499 in 2016/17, an increase of 32% and the first quarter figures for 2017/18 confirm that this trend is continuing with 1271 reports of fly-tipping.

The Council has demonstrated its commitment to addressing this environmental blight by introducing 2 dedicated Environmental Enforcement Officers. Since their introduction in April they have issued 191 Fixed Penalty Notices for waste related offences including fly-tipping.

However the reduction in the number of Neighbourhood Officers from 9 to 4 and the loss of a supervisor in response to reductions in funding from Central Government has reduced the capacity to carry out the enforcement action. The Council will continue to devote the available resource to investigating and

prosecuting fly-tippers and to investigate alternative ways of addressing this problem.

4.7.7 Service Standard - Next phases of work.

The report to the Committee in July 2016 set out the works elements associated with the introduction of the waste service standard. The current progress and works programme is outlined below:

4.7.8 One Bin Policy. (Strategy Objective D)

The council's policy agreed by council in July 2016 states: The council will collect one standard grey bin (domestic) and at least one red (recycling) bin/box from households that present their bins on a fortnightly frequency. Households with 5 or more adults permanently residing in the property or with 2 children in nappies may be eligible for a larger 360l bin.

In January 2017, we wrote to all residents explaining the waste changes which included that all properties with larger or multiple grey would be contacted in the future to assess their need for the additional capacity. We have now identified that 4957 properties that have large, or multiple grey bins (these include HMO's).

In order to manage the large number of properties identified, we aim to contact households in a phased approach, round by round. We will write to residents asking them to complete an online form with standard questions such as:

- Numbers of large and standard size bins
- Whether they still need the additional capacity or would they like us to either remove the extra bins, or swap the large bin for a smaller bin.
- If they need the additional capacity how many adults and children permanently reside at the property, and ages of children under 16.

An assessment will then be made as to whether they meet the criteria for a larger bin. If they do meet the criteria, they will receive a letter advising them that they can keep the large bin, or that we will change the multiple bins for a large bin. Once the bin arrangement is finalised we will place an authorised sticker on the bin for the crew to identify. If the criteria is not met, we will advise them that we will only collect one standard sized bin from their property, and that we will arrange to swap larger bins for standard sized bins. We will offer the services of the Waste Minimisation Officers to households that may be concerned with their waste provision.

We will work with the communications team on the content of the letters, and the design of the 'authorised' bin sticker. Residents that advise us they have additional or large bins for non-hazardous clinical waste, will be able to keep them.

4.7.9 Continually Contaminated Recycling Bins

There are a large number of recycling bins that are continually left by crews due to contamination. The wrong items aren't removed and the overflowing bins look unsightly and in some cases smell as they contain food waste. We

have also had bins abandoned in roads other than where they originated from. Waste Minimisation have previously visited these properties on a number of occasions, speaking to residents who are in at the time, or leaving cards explaining the issue. Unfortunately this does not seem to have solved the problem. The most persistent issues, are in properties where there are tenants living in individual rooms.

In order to address this issue we intend to introduce a trial scheme in the roads listed below. We will remove recycling bins that have been left unemptied for 3 consecutive collections. In order to provide an opportunity for residents who do recycle we will provide recycling boxes with lids or clear sacks, as these can be kept in their rooms and ultimately they have responsibility for their own waste.

Proposed trial roads:

- Audley Street, Curzon Street, Catherine Street,
- Southampton Street, Elgar Road, Pell Street
- Waylen Street, Russell Street (bottom half)
- Pitcroft Avenue, Grange Avenue, Norris Road

Proposed process:

- Crews report contaminated bins on round schedule returns. Waste Minimisation Officer will undertake initial visit and provide information either verbally or by card.
- Second report of contamination - Letter will be sent to all residents registered at the property to advise them of the issue, and that if it isn't rectified by the next collection, we will look to remove their recycling bin which will affect their waste capacity.
- Third report - We will advise residents we will be removing their recycling bin.
- We will arrange for the bins to be emptied and collected on the same day. On that day, WMO's will visit and advise residents on what we are doing, providing individual boxes or clear bags to those residents that want to recycle individually.
- The presentation of waste will be monitored via crew reports and future visits made if resource allows.

The contact centre will be advised of the addresses where we have removed the recycling bins to ensure they don't re-order new bins. Waste Minimisation and enforcement officers will monitor these properties after the removal, to check for any additional waste left in gardens and take appropriate action where necessary.

4.7.10 Houses of Multiple Occupation

Regulations 8 and 10 of the Licensing and Management of Houses in Multiple Occupation (Additional Provisions) (England) Regulations 2007 impose obligations on the manager of a House in Multiple Occupation (HMO) in relation to the storage and disposal of waste regardless of whether they are a large HMO and licensed, or a standard unlicensed HMO. In short, this means that the property is subject to the same service level offered by the council to individual properties. The manager or landlords are responsible for the provision of adequate facilities above this for the property. For licensed HMO's, the regulations form part of their licence conditions.

Current service level offered to individual properties:

- Collection of one 240 litre residual waste wheeled bin and a maximum of one 360l bin for house with a large number of residents permanently residing there.
- Collection of as many recycling 240ltr bins as required as long as they contain the correct recycling materials requested.
- Up to 2 green waste bins/bags collected

We will be writing to the landlords/managers of licensed HMO's, reminding them of their responsibilities and advising them of the date when we will stop collecting the additional bins from these properties. We will work with them to offer advice on the correct provision of residual waste bins for the properties. We are liaising with the HMO team to agree the contents of the letter, and the form of any enforcement action that may be taken for non-compliance.

4.7.11 Bagged Waste Collection Trial

There are a number of properties that have a weekly sack collection service because:

- They have no frontage
- There are access issues for collection vehicles
- They are offices converted into flats within the town centre
- They are flats above shops with no storage facilities for individual or communal bins.

There has been an increase in the accumulations of waste presented for collection, particularly from flats above shops. We believe the additional waste is from non-residents and traders and is effectively being fly-tipped. In order to solve this issue, we will be conducting a 6 month trial in the areas listed below, where we will issue all flats above shops with, 80ltr white bags with the RBC logo In order to differentiate between legitimate waste generated by flats and fly-tipped waste which is usually in black sacks. If the trial is successful properties which cannot accommodate recycling (such as flats above shops) will be given 100 80ltr sacks per year and properties which can accommodate some recycling will be given 80 sacks. This is an equivalent waste capacity to properties with a 240l bin.

- Wokingham Rd - flats above shops, Grange Avenue to St Peters Road.
- London Rd - 213 to 251 flats above shops.
- Lower Brook West.

We will be writing to all residents and landlords of the properties in the proposed trial area, informing them of the changes, issuing a map of the collection points and informing them when we will be delivering the bags. They will be asked to present up to 3 bags per property at a collection point on a certain day. Any waste left at the kerbside other than in the white bags, will be investigated for fly tipping. Once the allocated bags have been used, residents or landlords may be asked to purchase more sacks, but the details of this will be determined after the trial.

The Neighbourhood Officers will also be undertaking Duty of Care checks on all businesses to ensure they have waste disposal methods in place. We will collect and weigh all the bags presented for collection in the trial areas prior to implementation, and then repeat this a number of weeks into the trial to measure the impact on the tonnages of white bags collected. We will report back the results of the trial, breaking down weight of waste collected, fly tipping incidents and number of enforcement actions taken both before and during the trial. If successful, we will look to implement this system to properties that currently have sack collections. There is a degree of urgency in bringing these work strands and trial forward as the future provision of waste minimisation officers is uncertain beyond March 2018.

4.7.12 Work with the Housing Department.

We have been working with our Housing colleagues to try and reduce the contamination in recycling bins in Housing properties. At present, bins that contain black bags are being collected as general waste in certain blocks. On inspection, there was a lot of good recycling in the bins, and our aim is to try to collect as much of this as possible. We intend to remove the recycling bins entirely from 2 blocks (193 Wensley Road & 34 Granville Road) for a 3 month trial period and to install an enclosed bin storage area with a lock. Residents who want to recycle will be given clear pedal bin size bags, and the code to the recycling bag enclosure. We will assess the effectiveness of this approach after the trial, and assess whether it should be rolled out to other blocks which have this problem.

4.8 Green Waste. (Strategy Objective B).

The chargeable green waste collection service currently has 14,900 subscribers compared to 16,700 prior to the introduction of the charge on the 1st April 2017. The revenue for the first year to date is £710,000.

4.9 Food Waste.(Strategy Objective B).

The Council, along with its RE3 and PFI partners continues to explore the feasibility of introducing a kerbside food waste collection service. Further updates will be brought to future meetings of the Committee.

5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 The Waste Minimisation Strategy will contribute to the council's Corporate Plan 2016 -2019 objective of 'Keeping the Town Clean, Safe, Green and Active'.

6. COMMUNITY ENGAGEMENT AND INFORMATION

- 6.1 The Waste Minimisation Strategy was subject to a public consultation via the website and any further significant changes to the waste service will be subject to further web based consultation as required.

7. LEGAL IMPLICATIONS

- 7.1 The Council has duties under various UK and EU legislation to deliver waste collection and disposal services, principally the Environmental Protection Act 1990 and the revised EU waste framework directive 2008.

8. EQUALITY IMPACT ASSESSMENT

- 8.1 In addition to the Human Rights Act 1998 the Council is required to comply with the Equalities Act 2010. Section 149 of the Equalities Act 2010 requires the Council to have due regard to the need to:-

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

- 8.2 An equality impact assessment is not required at this stage. However, as individual elements of the action plan are developed individual equality impact assessments will be undertaken.

9. FINANCIAL IMPLICATIONS

- 9.1 The development of the Waste Minimisation Strategy is funded from existing budgets. One of the main aims of the RBC and re3 strategies is to reduce the cost of the collection and disposal of waste and to deliver savings. Every aspect of the revised strategy is focussed on reducing landfill and increasing recycling both of which reduce costs.

10. BACKGROUND PAPERS

- 10.1 RBC Corporate Plan.
10.2 HNL Committee July 2017
10.3 HNL Committee March 2017
10.4 HNL Committee November 2016
10.5 HNL Committee July 2016
10.6 HNL Committee March 2015
10.7 HNL Committee November 2013

HNL Committee 15th November 2017

WASTE MINIMISATION STRATEGY 2015-2020 - YEAR 3 HALF YEARLY UPDATE.
APPENDIX A

Results for the key indicators in Aim F of the strategy 2016/17 are shown below.

Monitoring 2016/17					
Period	Review of Activity	Target status	KPI (Baseline)	KPI (Actual)	Target
Q1	Increased kerbside collection	Not met	20%	21%	24%
	Reduce kerbside contamination	Not Met	25%	24%	20%
Q2	Increased kerbside collection	Not met	20%	21%	24%
	Reduce kerbside contamination	Not Met	25%	22%	20%
Q3	Increased kerbside collection	Not met	20%	21%	24%
	Reduce kerbside contamination	Not Met	25%	23%	20%
Q4	Increased kerbside collection	Not met	20%	21%	24%
	Reduce kerbside contamination	Not Met	25%	23%	20%