

Bolsover District Council

Meeting of the Customer Services Scrutiny Committee on 18 July 2022

Operational Update on Waste Collection Services

Report of the Portfolio Holder for Environmental Health & Licensing

Classification	This report is Public
Report By	Steve Brunt, Assistant Director of Streetscene; steve.brunt@bolsover.gov.uk
Contact Officer	Steve Brunt, Assistant Director of Streetscene; steve.brunt@bolsover.gov.uk

PURPOSE/SUMMARY OF REPORT

To provide a briefing to scrutiny Members on the current operational delivery of the waste and recycling services, and proposed changes due to revised national legislation.

REPORT DETAILS

1. Background

1.1 Waste and Recycling Services reside within Streetscene Service functions and undertakes arrangements for the collection of household and commercial wastes in accordance with the Council's statutory duty (Waste Collection Authority) comprising of:

- Domestic household waste collection
- Bulky household waste collection
- Commercial waste collection (when requested)
- Recyclable waste collection
- Clinical waste collection
- Waste minimisation and recycling promotion

- 1.2 The portfolio of service functions is predominantly funded by way of the General Fund budget, as follows:

Service Budget	Nett Budget
G024 Street Cleaning Service	330,528
G028\148 Waste Collection *	878,538
G032 Grounds Maintenance	717,112
G033 Vehicle Fleet Maintenance	1,031,204
G097 Groundwork and Drainage Operations	72,914
G123 Riverside Depot	164,981
G124\199 Street Services Management and Administration	132,608
G149 Recycling Collection *	298,950
	3,626,835

*Note: *Budget in respect of waste collection and recycling service is £1,177,480*

In undertaking service delivery, the team procures and operates vehicles (150No) plant and equipment (100No) with total combined value in excess of £4million.

- 1.3 Service performance is measured by way of Corporate and Service KPI's; as follows:

	Corporate Plan Ambition	Corporate Plan Target
ENV 03	Providing excellent and accessible services	Achieve a combined recycling and composting rate of 40% by March 2023.

Service Plan KPI	Annual Target 2019-20	Annual Target 2020-21	Annual Target 2021-22	Annual Target 2022-23	Annual Target 2023-24
SS05 - Amount of residual household waste disposed of by way of landfill.	494Kg (546Kg)	494Kg (625Kg)	476Kg (569Kg)	471Kg	453Kg

2. Details of Proposal or Information

Waste targets

- 2.1 Amount of residual waste (SS05) is influenced by amount of waste recycled (ENV03) which performance (as set out above) was substantively affected by impacts of Covid-19 arising from increased waste entering the waste stream from national lock-downs and other waste streams diverted to residual treatment arrangements.
- 2.2 The Council has benefited from increased recycling performance (see below) over course of the prior several years; in particular, from introduction of the burgundy bin, kerbside recycling service (2011\12). However, performance plateaued around 2016\17; following which, ebbed back to 40.30% and influenced by changes in retail product packaging packing, such as lighter (300gram) wine bottles; of which, glass makes up 42% (approx.) weight of mixed recyclable waste (6,800tonnes) collected per annum.

Year	%Recycling
2010\11	28.00%
2011\12	36.80%
2012\13	40.95%
2013\14	40.29%
2014\15	41.30%
2015\16	42.30%
2016\17	42.10%
2017\18	40.30%
2018\19	40.30%
2019\20	40.30%
2020\21	36.00%
2021\22	38.50% (Est)

Satisfaction

- 2.3 The Councils' citizen panel is consulted every two years to understand satisfaction with waste collection service arrangements. The table below illustrates satisfaction levels between 2015 and 2021.
- 2.4 The Panel was recently consulted (June 2021) following kerbside (burgundy bin) recycling service being brought in-house. Results found satisfaction levels remained high and not adversely affected by service performance and disruption over course of the latter part of 2020 and early 2021; as follows:

2015 Citizen Panel Survey			2017 Citizen Panel Survey		
Residual	Organic	Recycling	Residual	Organic	Recycling
91%	87%	90%	91%	88%	89%
2019 Citizen Panel Survey			2021 Citizen Panel Survey		
Residual	Organic	Recycling	Residual	Organic	Recycling
95%	93%	94%	93%	90%	90%

- 2.5 The Council's Streetscene (Waste Collection) Team has received national recognition in APSE (Association of Public Service Excellence) Performance Networks in 'Best Performer' and 'Most Improved Performer' award categories, reflecting our services are organised and managed within a measured performance management framework.

Burgundy Bin provision

- 2.6 Up to February 2021, the Council's burgundy bin kerbside recycling collection service was undertaken by an external service provider (Ward Recycling Ltd); however, the service was brought in-house from 23rd February 2021, arising from the company going in to liquidation.
- 2.7 The contract experienced performance issues from commencement of the first national lockdown (March 2020); arising from which, from April to September 2020, the Councils' worked closely with service provider to support material transfer and processing issues they were experiencing; in particular, as this was essential in maintaining kerbside collections.

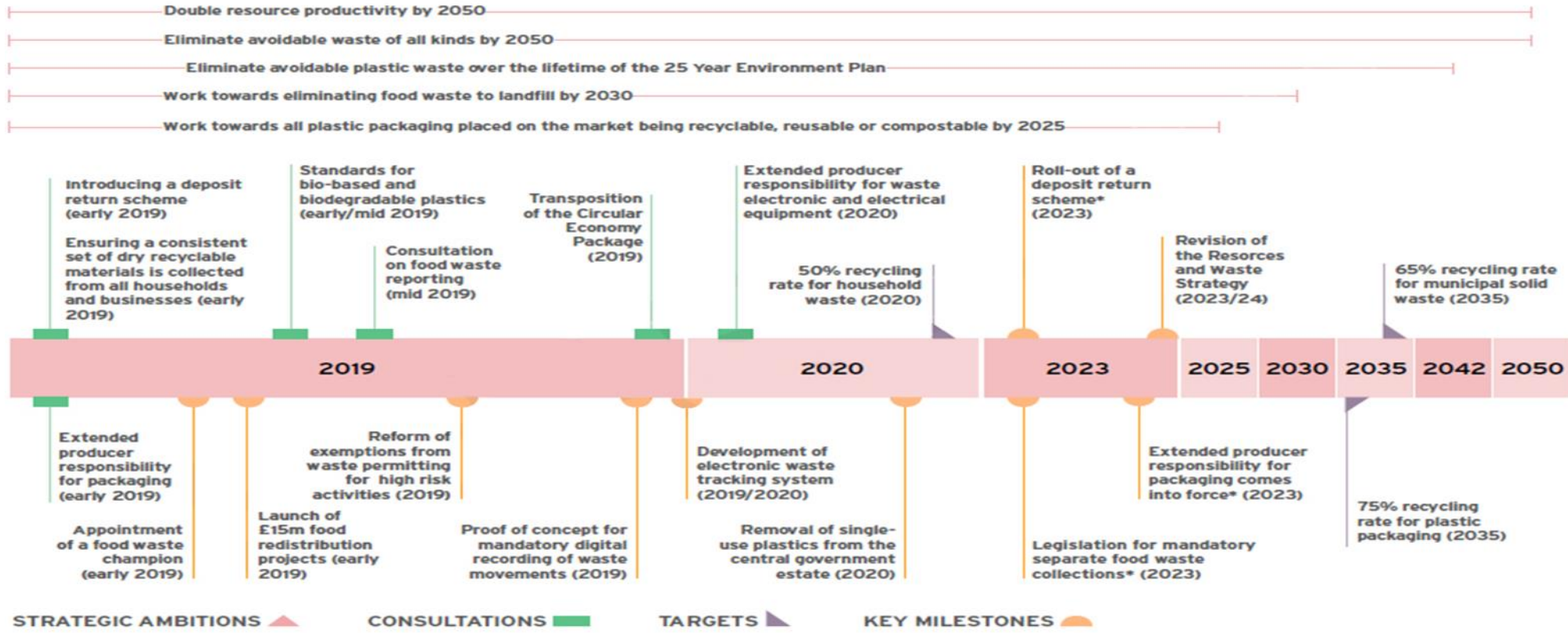
- 2.8 Recyclable wastes were subsequently transferred to other Material Recover Facilities (MRF); arising from which, the Council incurred extraneous costs with agreement reached to recover over course of future contract payment mechanism.
- 2.9 Supporting the service provider in this way avoided disruption to resident kerbside collections and eased cash-flow pressures on the contractor's credit risk rating and financial viability.
- 2.10 However, increased service pressure on the company resulted in significant performance issue at the latter part of 2020 and early 2021, sandwiched by two national Covid lockdowns. This impacted on contractual relations and substantive 'default notices' were issued.
- 2.11 As part of service risk management, arrangements were made in consideration of alternative service delivery options in event of the contractor ceasing trading or contracts had need to be terminated, given escalation of 'substantive' default notices served.
- 2.12 Pricing was sought from other external providers in the event service had need to be procured at short notice. However, pricing received was cost prohibitive with increases of 162%; resultant from which, an in-house option was subsequently developed presenting a more cost advantageous approach.
- 2.13 Throughout January\February 2021, service performance continued to decline with further 'substantive' default notices being served; and, on Thursday 18th February 2021, the Council's contractor gave notice of entering voluntary liquidation and service would cease.
- 2.14 Streetscene officers quickly secured continuity in service provision up to ending Friday 19th February 2021 in anticipation of bringing the service under in-house arrangements from Monday 22nd February 2021.
- 2.15 TUPE arrangements and meetings with affected staff took place on Friday 19th February 2021 along with liquidator discussions to acquire the contractor's twin-pack recycling vehicle fleet.
- 2.16 With in-house service delivery commencing Monday 22nd February 2021, the Councils were able to utilise vehicles which normally undertake garden waste collections that at the time were suspended between December and March, which scope to undertake essential maintenance and repairs to ensure their roadworthiness.
- 2.17 Streetscene officers worked closely with H W Martin Waste Ltd to establish agreement for a sustainable delivery point and processing of materials collected from the kerbside in Bolsover; this of which, included a 'material value sharing mechanism' and subsequently reducing net service operating costs in respect of the initial service budget (£458,000).
- 2.18 Whilst the period of undertaking these arrangements was very challenging, it was further exacerbated by wider ongoing pressures of Covid, BREXIT, driver shortages and supply sector market force issues that made managing frontline service delivery extremely difficult and underlined resilience of the Council's

Streetscene Team and Elected Members in the face of considerable challenges and decisions made.

Future planning and new legislation

- 2.19 Whilst managing the Councils waste collection function over course of past two years has been very challenging; in particular, when facing difficulties arising from a failing external recycling kerbside service provider; the Councils now have all waste collection functions delivered in-house, which puts us in a stronger and flexible position to meet anticipated new and/or change waste collection duties arising from the government's New UK Resource and Waste Strategy.
- 2.20 Defra's released its new UK Resource and Waste Strategy with its two overarching objectives to (a) Maximise the Value of Resource Use and (b) Minimise Waste and its Impact on the Environment.
- 2.21 The Strategy adopts principles set out in the European Circular Economy Package which includes directives on packaging (plastics) organic (food) waste, electrical goods and Extended Producer Responsibility to:
1. Provide incentives through regulatory\economic instruments if necessary and stimulate markets\infrastructure.
 2. Prevent waste from occurring in the first place and manage it more effectively when it does.
 3. Ensure those who place products on the market which become waste, to take greater responsibility for the costs of disposal\treatment 'the polluter pays principle'.
 4. Not allow our ambition to be undermined by criminality.
- 2.22 The strategy contained Key Milestones for the development of consultations and potential implementations dates, suggesting new policies may not be implemented for several years, as illustrated below:

KEY MILESTONES



*subject to consultation

- 2.23 In summary, this sets out the UK would work towards:
1. Plastic packaging placed on the market being recyclable\reusable\compostable by 2025;
 2. Eliminating food waste to landfill by 2030;
 3. Eliminate avoidable plastic waste over lifetime of the (new) 25 Year Environment Plan;
 4. Double resource productivity by 2050;
 5. Eliminate avoidable waste of all kinds by 2050.
- 2.24 However, consultation outcomes and issue of statutory guidance has been deferred due to reasons of Covid, BREXIT and now Ukraine conflict. Defra informed issue of statutory guidance would be issued later in 2022; however, they recently informed the 'cost of living crisis' is likely to further delay this given increased cost in product packing which will be borne by public retail purchasing with anticipated £41.00 (approx.) annum increase to household shopping spend.
- 2.25 Whilst it is anticipated Defra will look towards separate food waste and free garden waste collection arrangements, it not known as to whether they will prescribe a collection frequency; albeit, on publication of their strategy document, have indicated weekly separate collection subject to consultation; the outcome of which is awaited?
- 2.26 It is further anticipated the Council's waste collection arrangements will have need to be reviewed to meet new and/or changed collection duties; also, meeting increasing demands from property growth. The last major review undertaken (2016) resulted in collection rounds having growth capacity included; however, these will have need to be further reviewed to include future growth capacity following increased housing since 2016, as illustrated below:

Year	Households	Comments
2010\11	34,310	The last substantive review was undertaken 2016, following which property growth has been 2,000 (approx.) new households, which has prompted individual team reviews in anticipation of the next major review arising from the new UK Resource & Waste Strategy.
2011\12	34,490	
2012\13	34,590	
2013\14	34,700	
2014\15	34,898	
2015\16	35,020	
2016\17	35,240	
2017\18	35,580	
2018\19	35,900	
2019\20	36,120	
2020\21	36,960	
2021\22	37,110	

- 2.27 The Streetscene Team will therefore have need to consider the UK Waste & Resource Strategy objectives once more is understood from Defra consultations (statutory guidance) and how best to meet future requirements; in particular, around separate food waste collections and impacts of the Council's wider waste streams.

3. Reasons for Recommendation

- 3.1 At this stage, due to continued delays in release of the new UK guidance, it is not possible to define the next steps required by the Council and scrutiny members.

4 Alternative Options and Reasons for Rejection

- 4.1 There are no alternative options as further detail is required from Defra.

RECOMMENDATION(S)

1. That Scrutiny Members note the current performance of the service.
2. That following the release of new guidance from Defra, a further discussion takes place about how scrutiny can engage in the development of new policies and operational practices that will enable the Council to remain compliant.

Approved by Assistant Director of Streetscene

IMPLICATIONS:

Finance and Risk: Yes No

Details:

None from this report. The revisions to the waste collection service have been dealt with by previous reports to Executive and Council.

On behalf of the Section 151 Officer

Legal (including Data Protection): Yes No

Details:

Current waste collection services must comply with statutory guidance. The new national legislation will require the Council to revise their current strategy and waste collection arrangements.

On behalf of the Solicitor to the Council

Staffing: Yes No

Details:

None from this report

On behalf of the Head of Paid Service

DECISION INFORMATION

<p>Is the decision a Key Decision? A Key Decision is an executive decision which has a significant impact on two or more District wards or which results in income or expenditure to the Council above the following thresholds:</p> <p>Revenue - £75,000 <input type="checkbox"/> Capital - £150,000 <input type="checkbox"/> <input checked="" type="checkbox"/> <i>Please indicate which threshold applies</i></p>	No
<p>Is the decision subject to Call-In? <i>(Only Key Decisions are subject to Call-In)</i></p>	No

<p>District Wards Significantly Affected</p>	All wards
<p>Consultation: Leader / Deputy Leader <input type="checkbox"/> Executive <input type="checkbox"/> SLT <input type="checkbox"/> Relevant Service Manager <input checked="" type="checkbox"/> Members <input checked="" type="checkbox"/> Public <input type="checkbox"/> Other <input type="checkbox"/></p>	Details:

<p>Links to Council Ambition: Customers, Economy and Environment.</p>
<p>Ambition: Environment Priority: Increasing recycling</p>

DOCUMENT INFORMATION	
Appendix No	Title

<p>Background Papers</p>
<p><i>(These are unpublished works which have been relied on to a material extent when preparing the report. They must be listed in the section below. If the report is going to Executive you must provide copies of the background papers).</i></p>