

# Agenda



## Overview and Scrutiny Management Committee

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Date: Thursday, 7 March 2019

Time: 10.00 am

Venue: Committee Room 1 - Civic Centre

To: Councillors J Guy (Chair), M Al-Nuaimi, G Berry, C Evans, M Evans, C Ferris, L Lacey and K Thomas

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Item	Wards Affected
1	<u>Agenda yn Gymraeg / Agenda in Welsh</u> (Pages 3 - 4)
2	<u>Apologies</u>
3	<u>Declarations of Interest</u>
4	<u>Minutes of the Meeting held on 31 January 2019</u> (Pages 5 - 12)
5	<u>Waste Service Review</u> (Pages 13 - 44) a) Wales Audit Office – Waste Service Follow Up Review b) Recommendations Monitoring – Waste Strategy
6	<u>Conclusion of Committee Reports</u> Following the completion of the Committee reports, the Committee will be asked to formalise its conclusions, recommendations and comments on previous items for actioning.
7	<u>Scrutiny Adviser Reports</u> (Pages 45 - 50) a) Forward Work Programme Update ( <b>Appendix 1</b> )

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Date of Issue: Thursday, 28 February 2019

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# Agenda



## Pwyllgor Rheoli Trosolwg a Chraffu

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Date: Dydd Iau,, 07 Mawrth 2019

Time: 10 y.b.

Venue: Ystafell Bwyllgora 1 - Canolfan Ddinesig

Y Cyngorwyr: J Guy (Chair), M Al-Nuaimi, G Berry, C Evans, M Evans, C Ferris, L Lacey, and K Thomas

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Item	Wards Affected
1	<u>Agenda yn Gymraeg</u>
2	<u>Ymddiheuriadau am Absenoldeb</u>
3	<u>Datganiadau o Fuddiant</u>
4	<u>Cofnodion y Cyfarfod a 31 Ionawr 2019</u>
5	<u>Gwasanaeth gwastraff Swyddfa Archwilio Cymru-adolygiad dilynol ac argymhellion monitro-strategaeth wastraff adroddiad PRG</u>
6	<u>Casgliadau Adroddiadau Pwyllgor</u> Yn dilyn cwblhau adroddiadau'r Pwyllgor, gofynnir i'r Pwyllgor ffurfioli ei gasgliadau, argymhellion a sylwadau ar eitemau blaenorol ar gyfer gweithredu.
7	<u>Adroddiadau Ymgynghorwyr Craffu</u>

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# Minutes



## Overview and Scrutiny Management Committee

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Date: 31 January 2019

Time: 10.00 am

Present: Councillors J Guy (Chair), M Al-Nuaimi, G Berry, M Evans, C Ferris, M Spencer and K Thomas

In Attendance:

R Cornwall (Head of People and Business Change), M Rushworth (Head of Finance), D Cooke (Scrutiny Adviser) and L Davies (Governance Officer)

Apologies: Councillors C Evans and L Lacey

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### 1 **Declarations of Interest**

### 2 **Minutes of the Meeting held on 20 December 2018**

The minutes of the Meeting held on the 20 December 2018 were held as a true and accurate record subject to the amendment of the attendance record to reflect Councillor Kate Thomas' apologies as she was in attendance of the meeting.

### 3 **2019/20 Budget & Medium Term Financial Plan (MTFP)**

The Head of Finance introduced a brief overview of the budget process and advised that the budget was built upon the Medium Term Financial Plan, using key assumptions to update the MTFP where needed. The Officer informed the Committee that there was a growing demand in the Social Care and Education service areas, which required adjustments to be made. A cash limit budget had been drafted in summer 2018 for the 2019/2020 financial year. The Strategic Directors and Heads of Service were then given a specific total budget target for the year and Officers were required to provide their service within that specific budget. The Senior Officers were made aware of the cash budgets in early autumn and conversations were held with Cabinet Members to establish areas where savings might be made. The business cases were then decided upon and the formal processes for Cabinet Member decisions and public consultations begun.

This was the same process the Authority had used over the previous few years, and was a process that ran year round. The main challenge faced by the finance team was the medium term view, but officers were constantly engaged in conversations with service areas to add clarity and understanding to the assumptions and plans for the future.

The Head of Finance explained that it was difficult but not impossible to plan for the future. To be able to accurately understand the impact of pressures and savings on the budget, the Council was constantly reviewing and refining its assumptions. This was made more difficult by one off payments and grants that were made available throughout the year. In the previous year a one off payment was made available for schools, and during the next financial year a one off payment would be made available for Social Care. This allowed the Council to expedite some of the savings needed, but also made it difficult to plan.

The Head of Finance explained that when creating the budget proposals and business cases the Officers had to make certain assumptions, based on the most detailed information available to them. The finance team were also involved in any discussions around income generation if that would be an intended outcome of the business case.

The Members asked the following questions and received the following responses from the Officers:

- The Committee were concerned at the level of detail in the business cases. The Head of Finance explained that they needed to be selective with what information made it to the business cases to ensure that it was only the most essential information being used in the business case for consultation. There had always been information that was used in creating and writing the business cases that was deemed unnecessary, but that did not mean it was not important to the Officers. Business cases were designed to be as concise as possible.

The Committee felt that this was unacceptable and stated that for the public to make an informed decision on an issue they would need as much information as possible.

- The Officer explained that the all Local Authorities were in a difficult financial position, but Newport City Council was committed to funding everything in the Corporate Plan. The Discovery Centre was the only part of the Corporate Plan not included in the Medium Term Finance Plan. Sometimes the Councils Aims and Objectives did not have a financial impact. For instance, Civil Parking Enforcement would fund itself, and any money raised from fines would be ring fenced for road improvement.

The Committee requested a statement from the Head of Finance on the aspirations and impact of the final budget on the long term aims and objectives of the Corporate Plan.

- The Committee accepted that there were some overspends that were unavoidable, especially in areas like Education and Social Services. These overspends could sometimes become very large and it became unrealistic for the service area to manage them alone. At this time the overspend would become managed at a council level. The non-service area budget enabled the Council to manage its bottom line.
- The Committee was encouraged by how the Heads of Service were aware of the amounts of savings they needed to make by early autumn, as this would allow for them to test their ideas with the people the potential savings would impact before the business cases were created. The Head of Finance stated that it was important to remember that the spring budget setting was not the only part of the annual budget saving process. The Officer explained that Heads of Service could take delegated decisions at any point of the year, or Cabinet Members could take decisions at any point, these were processes that were in place.

The Committee stated that they were aware of Head of Service delegated powers and that all Members were consulted on Cabinet Member decisions, but they wanted to comment on how public engagement, especially engagement with those who will be most affected by a potential decision. Members referred to SenCom as a prime example of how consultation with those service users could change an outcome for the Council.

- The Head of Finance stated that when the Council were looking three to four years ahead and consulting with people as they went along, they would be where they needed to be. This was especially true in the current financial climate, but other Local Authorities did manage to achieve this and so could Newport if all Officers and Members committed to looking ahead.

The Head of People and Business Change joined the table as the Committee's questions were beginning to address public consultation around the budget.

- The Head of People and Business Change explained that his team worked with service areas in developing the business cases, but they were doing so with dwindling resources. The aspirations were there to engage with service users and that this was sometimes the part that was missing from the process. The Committee accepted dwindling resources had impacted on the ability to engage with service users but stated that the Cabinet Members and Officers should look to do more to engage with the those impacted by potential decisions in particular.
- The Head of People and Business Change stated that if they were to engage with potentially impacted upon people and organisations there needed to be organisational and cultural change within the Council. The Officer continued to say that the Consultation and Engagement Group were meeting on March 5<sup>th</sup> and that the Group would be happy to feedback to Scrutiny what was discussed and what they planned to take forward.
- The Head of People and Business Change clarified his role and the roles of other Heads of Service in engagement with the public, and specifically impacted people. The Committee felt that Heads of Services and Strategic Directors needed to be challenged to engage with key stakeholders to develop savings before decisions were decided upon.
- The Head of People and Business Change informed the Committee that the Council had recently been audited to find out how the Wellbeing of Future Generations Act's Five Ways of Working was being implemented. The Council had a long way to go and it was a great way of thinking and planning for the long term. The Head of Finance agreed and stated that the Act was a tough ask in today's financial climate but they were embedding it in the Council's working practices. The Head of People and Business Change stated that the regeneration work the council carried out was a great example of the impact the Act could have upon on service delivery.

The Officers continued to inform the Committee of how the Act could be used a framework for planning services, using an outline budget forecast over the next couple of years.

- The Committee wished to know if the Fairness and Equality Impact Assessments (FEIAs) were being utilised to measure the potential impact on people or organisations. The Officers agreed and stated that the FEIAs should be used prior to the business case being written, and a business case should be developed from the information gained in a FEIA. The Committee stressed the importance of the FEIAs in ensuring a service area consults with an impacted group or person prior to a business case or decision being taken. The Members also said it was important that the FEIAs were completed properly to a specific standard with a required depth of analysis.
- The Head of Finance stated that Newport financially needed a 'bigger slice of the pie' due to a number of factors, including a growing population and building and developing schools. Newport City Council was in the top five or six councils in Wales, but its costs were above its Standard Spending Assessment (SSA) if the Council were to close the gap between spending and SSA with funds raised from Council Tax, there would need to be a hike of more than 20%.
- The Head of Finance informed the Committee that a rolling four year planning horizon should be used to establish a cost plan for the four years. Budget modelling should be used to take into account key potential budget strains from education, young people in care and a 4% base assumption. The Committee wished to recommend that the Officers looked to develop this rolling four year planning horizon for the budget.

- The Committee wanted to provide schools with an education/school specific 4-year budget plan to allow them to plan more effectively.

The Chair thanked the Officers for attending.

### **Conclusions:**

The Committee wished to make the following comments and recommendations to the Cabinet:

- The Committee wished to highlight their frustration and disappointment of the poor level of detail in the business cases again this year, as this recommendation was made to the Cabinet in last year's budget consultation. The level of information contained in the business cases and consultation mechanisms was important to allow for an informed comment to be made by the consultee.
- The Committee requested a statement from the Head of Finance to be provided to the Committee on the aspirations and impact of the final budget on the Council's long term aims and objectives set out in the Corporate Plan.
- The Committee recommended that all decisions which impact on Services, both Head of Service and Cabinet Member, are preceded by engagement with the potentially affected people.
- The Committee wished to receive an update and action plan from the Consultation and Engagement Group after their meeting on March 5<sup>th</sup> 2019.
- The Committee recommended that more time is taken to develop high quality Fairness and Equality Impact Assessments to allow more in depth analysis before a decision is taken. A decision should also indicate how the information gained in a FEIA was used in its development.
- The Wales Audit Office report on the Councils embedding of the Wellbeing of Future Generations Act's, Five Ways of Working to be circulated to the Committee for information when published.
- The Committee requested a documented procedure of the annual budget process, with specific feedback when requested throughout the year.
- The Committee recommended that the Council move to a four year rolling budget based on the modelling and information available at the time.
- The Committee recommended that schools were provided with a four-year budget to allow for more effective budgeting and planning.

## **4 Scrutiny Adviser Reports**

### **Scrutiny Adviser Reports**

Attendees:

- Daniel Cooke – Scrutiny Adviser

#### **a) Forward Work Programme**

The Scrutiny Adviser presented the forward work programme, and informed the Committee of the topics due to be discussed at the next two meetings:



**7 March 2019**

- Wales Audit Office Waste Follow Up Review and Recommendations Monitoring – Waste Strategy
- Annual Corporate Safeguarding 2018/2019

**18 April 2019**

- Draft Economic Regeneration Strategy
- Draft Public Convenience Strategy

**b) Actions Arising**

The Committee requested that the action sheet is included alongside the minutes in future agendas.

The Committee noted the action sheet provided containing one action from the previous meeting which is still outstanding. Scrutiny Adviser will chase an update before the meeting.

**c) Scrutiny Topic Referral Letter**

The Scrutiny Adviser presented the Scrutiny Topic Referral Letter from the Regulatory Services Manager – Environment and Community. The Committee requested that the final draft report is brought to the Committee, post consultation, to allow the Committee to make any recommendations or comments that they feel are necessary.

The meeting terminated at 12.30 pm

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**Performance Scrutiny Committee – Overview and Scrutiny Management  
ACTION SHEET – March 2019**

	<b>Agenda Item</b>	<b>Service area / Performance measure</b>	<b>Action</b>	<b>Responsibility</b>	<b>Outcome</b>
1	Corporate Plan – Recommendations Monitoring	Place	The specific proposals and projects in the Stow Hill ward would be fed back to the Committee	Strategic Director - Place	<b>Completed</b>
2	Draft Budget Proposals and MTFP	Council Wide	Report requested on the aspirations and impact of the final budget on the Council's long term aims and objectives as set out in the Corporate Plan	Head of Finance	Ongoing
3	Draft Budget Proposals and MTFP	Council Wide	Receive an update from the Consultation and Engagement Group after their March 5 <sup>th</sup> meeting.	Head of people and Business Change	Ongoing
4	Draft Budget Proposals and MTFP	Council Wide	The Wales Audit Office report on the embedding of the Wellbeing of Future Generations Act to be circulated to the Committee.	Head of People and Business Change	Ongoing
5	Draft Budget Proposals and MTFP	Council Wide	Receive a documented procedure of the Budget Process of the annual budget process, with specific feedback when requested	Head of Finance	Ongoing
6	Forward Work Programme Update	<b>Scrutiny</b>	The Committee <b>approved</b> the report and the items to be considered during the next two meetings.	Scrutiny Adviser	Work programme updated.

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# Scrutiny Report

## Overview and Scrutiny Management Committee

### Part 1

Date: 7 March 2019

### Subject **Waste Service Review**

**Author** Overview and Scrutiny Officer

The following people have been invited to attend for this item:

Invitee:	Area / Role / Subject
Roger Jeavons	<b>Cabinet Member for Streetscene</b>
Paul Jones	<b>Head of City Services</b>
Rhys Cornwall	<b>Head of People and Business Change</b>
Silvia Gonzalez	<b>Waste Service Manager</b>

## Section A – Committee Guidance and Recommendations

### 1 Recommendations to the Committee

The Committee is asked to:

1. Consider the Wales Audit Office Waste Service Follow Up Review and establish whether the Cabinet Member and Officers have suitable action plans for implementing the WAO recommendations and comments.
2. Consider the Officer comments based on the Committees recommendations to the Waste Strategy Policy Review Group Report.
3. Decide if the Committee wishes to make any comments or recommendation to Cabinet on either the WAO report or the Recommendation Monitoring Report.

## **2 Context**

### **Background**

- 2.1 Wales Audit Office (WAO) initially issued Newport City Council with a report reviewing the waste service in 2016. WAO highlighting four areas for improvement including governance, engagement and communication, long term business plan and the monitoring of recycling contracts. These four areas for improvement were built on the WAO concluding that the Council did not plan strategically, it did not use the governance and performance management arrangements effectively to drive improvement.

The Streetscene, Regeneration and Safety Committee received the initial report at their meeting on the 17 November 2016. At this meeting the Committee agreed to create a Policy Review Group.

The Overview and Scrutiny Management Committee received the Policy Review Groups final report at their meeting on the 17 November 2017. The Committee fully supported the recommendations and comments made by the Policy Review Group and forwarded the final report onto the Cabinet Member for Streetscene.

- 2.2 The WAO Follow Up Review, which you have before you now, establishes whether the NCC had effectively addressed the proposals for improvement which were set out in the first WAO report. The WAO state that these improvements would be needed to facilitate sustainable improved outcomes for waste management in line with Welsh Government targets.
- 2.3 Appendix two is an update on the recommendations the Committee made after the Policy Review Group (PRG) completed its review of the development of the Waste Strategy. The PRG was established to work in collaboration with Officers to review the waste services and modelling of different scenarios for future waste services. The PRG made a number of recommendations and comments, based on the review and different proposed scenarios, to the Cabinet Member to take into account prior to a decision being taken on how Newport would meet key Welsh Government targets.

## **3 Information Submitted to the Committee**

- 3.1 **Appendix 1** - Wales Audit Office Waste Service Follow Up Review
- 3.2 **Appendix 2** – Recommendations Monitoring - Waste Strategy Policy Review Group

## 4. Suggested Areas of Focus

### Role of the Committee

The role of the Committee in considering the report is to:

- Consider the WAO Follow Up Review and establish whether the Officers have action plans to address the improvement points and inadequacies highlighted. The Committee might wish to look at the Councils response from 2016 to the WAO recommendations and comments to support any questions in this area.
- Decide if the Officers response to the PRG's recommendation and comments, which were supported by the Committee, are sufficient and provide enough information to satisfy the Committee.
- Conclusions:
  - What was the overall conclusion on the information contained within the reports?
  - Is the Committee satisfied that it has had all of the relevant information to base a conclusion on the performance of the Service Area?
  - Do any areas require a more in-depth review by the Committee?
  - Do the Committee wish to make any Comments / Recommendations to the Cabinet?

## Section B – Supporting Information

### 5 Links to Council Policies and Priorities

- The WAO Follow Up Review and the Recommendations Monitoring Report both work towards the four Corporate Plan Commitments and related Well Being Objectives:

<b>Well-being Objectives</b>	Promote economic growth and regeneration whilst protecting the environment	Improve skills, educational outcomes & employment opportunities	Enable people to be healthy, independent & resilient	Build cohesive & sustainable communities
<b>Corporate Plan Commitments</b>	Thriving City	Aspirational People		Resilient Communities
<b>Supporting Function</b>	Modernised Council			

## 6 Wellbeing of Future Generation (Wales) Act

5 Ways of Working	Types of Questions to consider:
<p><b>Long-term</b> The importance of balancing short-term needs with the need to safeguard the ability to also meet long-term needs.</p>	The WAO report states that the Council do not have a long term strategy for its waste service, how do you aim to achieve this?
	Are there any long term trends developing that could affect how this plan is implemented to how the actions are prioritised?
<p><b>Prevention</b> Prevent problems occurring or getting worse.</p>	How are you ensuring that the needs of the service users monitored and are taken into account when developing the long term strategy?
	The PRG recommended that education around proper recycling is important to increasing recycling rates, what is the Council doing to increase people's knowledge of how to recycle appropriately?
<p><b>Integration</b> Considering how public bodies' wellbeing objectives may impact upon each of the well-being goals, on their other objectives, or on the objectives of other public bodies.</p>	How does the Council's implementation of the plan impact upon the services of other public bodies and their objectives?
<p><b>Collaboration</b> Acting in collaboration with any other person (or different parts of the organisation itself).</p>	How are you using the knowledge / information / good practice of others to inform / influence the Council's work?
<p><b>Involvement</b> The importance of involving people with an interest in achieving the well-being goals, and ensuring that those people reflect the diversity of the area which the body serves.</p>	How as a Council are we ensuring we are consistently seeking the views of those who are impacted through the implementation of the plan?
	While developing a long term strategy, how are you ensuring the diverse communities are involved in your decision making?

## 7. Background Papers

Include all additional documents that are referenced in the report, and those that you have used as background reading. Hyperlink to online versions of them if available.

- [The Essentials - Wellbeing of Future Generation Act \(Wales\)](#)
- [Corporate Plan](#)
- [Overview and Scrutiny Management Committee - 16 November 2017](#)
- [Streetscene, Regeneration and Safety Scrutiny Committee - 17 November 2016](#)





WALES AUDIT OFFICE  
SWYDDFA ARCHWILIO CYMRU

Archwilydd Cyffredinol Cymru  
Auditor General for Wales

# Waste Service – Follow-up review – **Newport City Council**

Audit year: 2017-18

Date issued: January 2019

Document reference: 918A2018-19

This document has been prepared as part of work performed in accordance with statutory functions.

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We welcome correspondence and telephone calls in Welsh and English. Corresponding in Welsh will not lead to delay. Rydym yn croesawu gohebiaeth a galwadau ffôn yn Gymraeg a Saesneg. Ni fydd gohebu yn Gymraeg yn arwain at oedi.

This document is also available in Welsh.

The team who delivered the work comprised Gareth Jones, Allison Rees programme managed by Non Jenkins under the direction of Huw Rees.

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The Council has made progress in addressing some of our proposals for improvement but still lacks strategic direction to secure sustainable improved outcomes.

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# Summary report

## Why waste management is important

- 1 Waste management is a Welsh Government priority. In 2011, the Welsh Government established the Collaborative Change Programme (CCP) to help introduce more sustainable waste management services to meet the objectives of Towards Zero Waste<sup>1</sup>, the Welsh Government's Waste Management Strategy. The Welsh Government has:
  - set long-term targets for recycling/re-use of municipal waste:
    - 52% by 2012-13;
    - 58% by 2015-16;
    - 64% by 2019-20; and
    - 70% by 2024-25, some five years earlier than is currently the case in England
  - introduced a Landfill Allowance Scheme which limits the amount of biodegradable municipal waste that councils in Wales can send to landfill; and
  - put in place the potential for financial penalties to be levied for non-compliance.
- 2 There are two national performance measures for waste management:
  - percentage of municipal waste reused, recycled or composted; and
  - Kilograms of residual waste generated per person<sup>1</sup>.
- 3 Except for 2014-15, 'Increasing recycling' has been one of Newport City Council's (the Council) improvement objectives from 2013-14 to 2017-18.
- 4 As shown in **Exhibit 1**, the Council's performance against the national statutory indicator for the percentage of waste reused/recycled or composted has generally improved in recent years' however, recycling performance remains consistently below the all Wales average and within the bottom quartile.
  - The 2017-18 performance decreased to 59.8% following a performance of 61.4% in 2016-17. (To put this into context, 17 of the 22 councils reported a decrease in their reuse/recycling/composting rates compared to 2016-17. This is mainly due to a combination of the drop in Incinerator Bottom Ash (IBA) reported as recycled and improvements in the accuracy of wood reporting<sup>2</sup>.)
  - In 2019-20, the statutory target for the percentage of waste reused/recycled/composted increases to 64%. In 2024-25, the statutory target increases to 70%.

<sup>1</sup> New Public Accountability Measure introduced in 2018-19. This new measure replaces 'Percentage of waste sent to Landfill'

<sup>2</sup> Welsh Government Local Authority Municipal Waste Management, 2017-18 published 17 October 2018 (SFR 94/2018)

Exhibit 1: Newport City Council waste recycling performance<sup>3</sup>.

Year	The Council's % municipal waste reused, recycled or composted	All Wales % of municipal waste reused, recycled or composted	Welsh ranking out of 22 councils (1 <sup>st</sup> being the best)	Statutory municipal waste reused, recycled or composted target (%)
2012-13	49.2	52.3	17 <sup>th</sup>	52
2013-14	51.7	54.3	19 <sup>th</sup>	52
2014-15	52.0	56.2	20 <sup>th</sup>	52
2015-16	57.1	60.2	21 <sup>st</sup>	58
2016-17	61.4	63.8	18 <sup>th</sup>	58
2017-18	59.8	62.7	19 <sup>th</sup>	58

How we approached the review

- 5 In August 2016, we issued the Council with a report on our review of its waste service. At that time, we concluded that, whilst the Council has prioritised increasing recycling, its waste management has not been sufficiently strategic, and it has not used its governance and performance management arrangements effectively to drive improvement, although it is now taking steps to address this.
- 6 We made four proposals for improvement relating to governance, engagement and communication, long-term business plan<sup>4</sup> and the monitoring of recycling contracts. The full report is available [here](#) on the Council's website.
- 7 In September 2018, we carried out a follow up review to assess the Council's progress in addressing those four proposals for improvement. As part of the follow-up review, we also considered the Council's own arrangements for assessing its progress in addressing the proposals for improvement.
- 8 To inform our findings we interviewed a selection of elected members and officers in the Council's waste service. We also reviewed relevant documents and observed a scrutiny committee meeting.

<sup>3</sup> Source: Stats Wales Reuse/Recycling/Composted rates per local authority per annum.

<sup>4</sup> The Council refer to developing a long-term business plan as developing a waste strategy. Therefore, the report reflects this.

## Overall finding

- 9 Our review sought to answer the question: **Has the Council effectively addressed the proposals for improvement to facilitate sustainable improved outcomes for waste management made in our 2016 report?**
- 10 Overall, we found that: The Council has made progress in addressing some of our proposals for improvement but still lacks strategic direction to secure sustainable improved outcomes. We reached this conclusion because:
- the Council is improving the governance arrangements for its waste service;
  - the Council does not yet have a long-term waste strategy for its waste service;
  - the Council has made significant improvements to the performance management of its waste and recycling contracts; and
  - the Council's arrangements to review and monitor its progress in addressing our proposals for improvement do not provide sufficient oversight.
- 11 To enable sustained improved outcomes for waste management, the Council needs to finalise its waste strategy.

# Detailed report

## The Council has made progress in addressing some of our proposals for improvement but still lacks strategic direction to secure sustainable improved outcomes

12 In reaching this conclusion, we examined the four areas where we made proposals for improvement. This section of the report sets out those proposals and the conclusions we reached about the extent to which they are being addressed.

### 2016: Proposal for Improvement 1 – Governance

The Council should make proper and effective use of its governance arrangements by:

- making better use of its scrutiny arrangements to provide more frequent and accurate performance information and analysis to enable it to monitor and manage waste and recycling performance effectively;
- ensuring that waste and recycling performance information reported to members is accurate and consistent and that changes to targets are made in accordance with the Council's agreed protocols;
- considering whether it is appropriate for a member of the Street Scene, Regeneration and Safety Scrutiny Committee to be a Trustee of Waste Savers; and
- ensuring that members who are also members of external bodies are aware of their responsibilities and adhere to the Council's Code of Conduct, particularly about declaration and conflicts of interest.

## 2018: The Council is improving the governance arrangements for its waste service

- 13 The Council responded positively to our 2016 report, which stated that there was limited opportunity for the Streetscene, Regeneration and Safety scrutiny committee to challenge the Cabinet Member for Streetscene.
- 14 As stated in our Overview and Scrutiny: Fit for the Future report, issued in August 2018, the Council has made significant changes to the scrutiny function with performance scrutiny committees replacing the previous committee structure. Three of the four new committees have an emphasis on performance.
- 15 In this follow-up review of the Council's waste service, we found the following.

### The Council now provides more accurate performance information to members

- 16 In our previous report issued in August 2016, we noted errors in reported performance information that continued to undermine the effectiveness of the Council's performance management arrangements. Officers used several spreadsheets to record performance data. This increased the risk of human error when extrapolating data for performance reports.
- 17 In our 2018 follow up review, we note a considerable improvement to performance reporting following the introduction of a Management Information (MI Hub) system in 2016 to record performance data from service areas. The MI system records service area targets and can provide consistent data on current performance for all performance reports.
- 18 However, inaccurate data entry can still lead to errors. We identified a discrepancy in performance reporting during the initial implementation of the MI Hub. The Streetscene, Regeneration and Safety scrutiny committee received a half-year service plan review in November 2016. Performance data was incorrect due to a failure to reflect quarter two performance. Despite this example, our review of the 2017-18 quarter two, quarter three and quarter four performance reporting to the Performance scrutiny committee – Place and Corporate and Cabinet, shows consistent and accurate reporting of performance.
- 19 The Performance scrutiny committee – Place and Corporate received quarterly performance reports in 2017-18 in relation to recycling. The Streetscene, Regeneration and Safety scrutiny Committee that existed during our previous review received such reports just twice a year.
- 20 The 2017-18 quarterly performance reports to the Performance scrutiny committee - Place and Corporate are now more detailed and Members should be able to assess progress and performance against the previous year as well as against the annual targets.
- 21 However, while quarterly reports to the Performance scrutiny committee - Place and Corporate were generally timely in 2017-18, this committee and Cabinet did not receive the 2017-18 quarter three performance until April 2018 – after the end of the quarter four period. This reporting did not provide members with the timely opportunity to effectively challenge and scrutinise performance during the relevant year to inform future performance in that year. The Council has adopted a change to its performance reporting to scrutiny committees for 2018-19. Scrutiny committees now receive two performance reports per annum: six-monthly and at end of year.

### The Council's agreed protocol for changing targets needs clarifying

- 22 The Council has not taken clear action to address the potential that performance targets could be changed with no oversight. Officers told us that the Council has agreed that services can change targets during the year, but there were mixed views from those interviewed on what the change in target protocol is. During 2017-18, one waste related target changed to be more challenging. The Council has a



Performance Management Framework and whilst this document explains how services should set targets, it does not include the protocol to change targets during the year.

The Council has informed members of their responsibilities to declare conflicts of interest and ensured that the Council's trustees of Wastesavers are not also members of the relevant scrutiny committee

- 23 In our previous report, we noted a lack of clarity on the governance, roles and responsibilities of members on outside bodies and partnerships. Two Newport Council elected members had voting rights on the Board of Trustees of Wastesavers. One of these Members was also on the Council's Streetscene, Regeneration and Safety scrutiny committee. While this member had declared an interest on the annual declaration form, the member did not declare any interests in scrutiny committee meetings. In addition, the other member had not declared the role of Trustee on the annual declaration form. Additionally, a third Council member represented the Council on the Board but did not have voting rights. This member also failed to disclose this on the annual declaration form.
- 24 The Council member who sat on the Wastesavers Board of Trustees and the Council's relevant scrutiny committee resigned from the Board. Full Council appointed a different member on 26 July 2016.
- 25 At the Council's annual general meeting (AGM) on 15 May 2018, the Council appointed four members to represent the Council on the Wastesavers Board. The current Chair of the Wastesavers Board is a Cabinet member and the member's register of interest form declares this role.
- 26 At the time of our review, we found that three members signed their register of interest form before being appointed to the Wastesavers Board at the AGM. These three members had not subsequently updated the register of members' interests to reflect this appointment. The fourth member signed the register of interest form after the AGM and had included their role with Wastesavers.
- 27 Elected members did receive mandatory training on the Council's revised Code of Conduct following the local elections in May 2017. As part of the training, the Council provided a series of case studies for members to consider. One related to a conflict of interest for an elected member being a member of an external organisation and how that should be declared. The training also highlighted the ongoing guidance and support to members provided by the Monitoring Officer. However, it did not clearly state the timescales within which members should register interests.

## 2016: Proposals for Improvement 2 and 3 – Engagement and Communication and Waste Strategy

The Council should:

- Develop a consolidated engagement and education plan to increase recycling participation rates.
- Develop and agree a long-term business plan that sets out how the Council will meet future statutory waste performance targets and makes clear the arrangements to monitor the development and delivery of the plan.

## 2018: The Council does not yet have a long-term strategy for its waste service

28 The Director of Place and Head of Streetscene and City Operations have now been in post for over two years and provide a stability to the service that was lacking in 2016. The Council however, has yet to formulate a waste strategy stating how the Council will achieve future statutory recycling targets sustainably. **Exhibit 2** provides a timeline of the Council's actions since we issued our previous report in August 2016, in developing a long-term waste strategy.

### Exhibit 2: timeline of Council activity towards developing a long-term waste strategy

Timeline
August 2016 – The Wales Audit Office issued to the Council a waste management report containing the four proposals for improvement
October 2016 – Wales Audit Office presented the waste management report to Streetscene, Regeneration and Safety scrutiny committee
November 2016 – Streetscene, Regeneration and Safety scrutiny committee agreed to set up a Policy Review Group to consider future delivery options of the waste service following a review of the service and modelling of different scenarios under the Welsh Government 'Collaborative Change Programme'.
Between December 2016 and February 2017, the Council decided to defer the Policy Review Group review until after local government elections in May 2017
May 2017 – Local elections
June 2017 – Cabinet member briefing on an overview of the waste service. This briefing included a recommendation for the implementation of three weekly residual waste collections as part of a waste strategy.
July 2017 – Performance scrutiny committee – Place and Corporate established and at its first meeting agreed to re-establish a Policy Review Group to consider scenarios on each of the three key areas of the developing waste strategy: <ul style="list-style-type: none"> <li>• Residual waste collections;</li> <li>• Household Waste and Recycling centre; and</li> <li>• Trade Waste.</li> </ul>

## Timeline

September – October 2017 – Policy Review Group met five times and considered five scenarios on each of the three key areas of the developing waste strategy.

November 2017 – Overview and Management scrutiny committee receives and supports Policy Review Group recommendations.

9 May 2018 – Cabinet member received the Policy Review Group report and recommendations. Cabinet member requested to note the report and consider the findings when taking a decision on the waste strategy.

Autumn 2018 – draft waste strategy developed by officers but timescales for Cabinet Member to receive the draft strategy for decision were unclear at the time of our review.

- 29 The Welsh Government Collaborative Change Programme conducted a review of the Council's waste service. This review modelled a wide range of scenarios for changes to the Council's collection of residual waste as well as changes to Trade Waste and the Household Waste and Recycling Centre. This review determined that three weekly residual waste collections outperformed other options in delivering potential financial savings and increases in recycling performance.
- 30 Following the review, during September and October 2017, a Scrutiny Policy Review Group considered five different scenarios for: Residual waste collections, the Household Waste and Recycling centre; and Trade Waste. The Policy Review Group's<sup>5</sup> final report notes that its Terms of Reference were to review the five scenarios to form the basis of the Council's strategic direction for waste leading to the development of a waste strategy. The scenarios for residual waste collections all included three-weekly collections, a change from the two-weekly collections in operation at the time of the Review group. The group's final report notes that:
- '2.2.2 The Group did not have scope to look at options outside of this report. They were asked to comment on the scenarios - how they would relate to Newport, whether they would be effective within Newport and whether they would result in the necessary change in the service to meet the targets relating to recycling.'
- 31 During their discussions the group explored with officers the reasons why other options were not within their scope, and officers informed the group that:
- 'three weekly collections was the next step change to the service that would impact upon the recycling rates in a substantial enough way to meet the 70% target'<sup>6</sup>.

<sup>5</sup> Overview and Scrutiny Management Committee – 16 November 2017. Agenda item 4. <https://democracy.newport.gov.uk/documents/s10144/Waste%20Strategy%20Review%20Group%20-%20Final%20Report.pdf>

<https://democracy.newport.gov.uk/ieListDocuments.aspx?CId=446&MId=6959&Ver=4>

<sup>6</sup> Paragraph 3.4.2: Waste Strategy Review Group report

- 32 The Policy Review Group concluded that they were unable to support the change to three weekly residual bin collections and rejected all five scenarios. The Policy Review Group acknowledged that ‘without introducing three weekly collection, the Council would not be in a position to reach the necessary targets for recycling and would be subject to the associated fines from the Welsh Assembly. This represents a significant risk to the Authority over the next 5-10 years.’<sup>7</sup>
- 33 The Overview and Scrutiny Management Committee considered the Policy Review Group’s report and recommendations in November 2017. It agreed with the Policy Review Group’s recommendations to not support the introduction of three weekly residual waste collections whilst recognising that retaining two weekly residual waste collections would not enable the Council to achieve future statutory recycling targets.
- 34 However, the Policy Review Group and Overview and Management scrutiny committee did support the recommendations on developing the Household Waste and Recycling Centre and the future of Trade Waste provision.
- 35 At the time of our fieldwork in September 2018, the Director of Place was reviewing the final draft waste strategy which included options for maintaining two weekly collections that would encourage residents to increase their recycling participation. The revised option included in the draft was to retain two weekly residual waste collections but reduce the size of the receptacle from 180 litres to either 120 or 140 litres. However, the Council was mindful that the strategy requires approval by the Cabinet Member and implementation in readiness for April 2019 when the statutory target for the percentage of waste recycled/reused or composted increases from 58% to 64%. The Council plans to develop a consolidated engagement and education plan to increase participation recycling rates as part of its waste strategy.

### 2016: Proposal for Improvement 4 – Monitoring the performance of waste and recycling contracts

The Council should:

- ensure robust mechanisms are in place to monitor the performance of its waste and recycling contracts.

<sup>7</sup> Waste Strategy Policy Review Group Report

<https://democracy.newport.gov.uk/documents/s10144/Waste%20Strategy%20Review%20Group%20-%20Final%20Report.pdf>

## 2018: The Council has made significant improvements to the performance management of its waste and recycling contracts

- 36 In August 2016, we noted that the Council was working with key partners to improve waste and recycling performance but the management and monitoring of partnerships needed improving.
- 37 A new contract between Wastesavers and the Council commenced in April 2016. The contract is for eight years with an option to extend by a further two years. This new contract includes performance measures. Welsh Government and the Collaborative Change Programme helped the Council to draft the contract and suggested relevant performance measures. The Council added to these and Wastesavers challenged to ensure relevance. In 2016, Wastesavers and the Council established the structure and format for the reports for the monthly contract performance meetings. These meetings have led to a greater attention and analysis of performance data, which is mutually beneficial to both parties.
- 38 The Council's contract monitoring and management arrangements with Wastesavers have improved significantly since our previous review.
- The arrangements are now formal with monthly and quarterly performance and financial meetings as well as annual service reviews.
  - The contract between Wastesavers and the Council includes the operational performance indicators that Wastesavers need to report to the Council.
  - Wastesavers prepare monthly reports, which include these operational performance indicators, such as the number and nature of complaints, health and safety incidences and the tonnage amounts of individual recycling materials collected.
- 39 However, there are some further areas for improvement:
- the Council contract with Wastesavers states the need to set annual targets for each performance indicator, however, the monthly reports produced by Wastesavers do not include the agreed targets.
  - the monthly report contains the previous two months performance for each performance indicator, however, without the targets, it is not known if Wastesavers are delivering against the agreed performance.
- 40 Nevertheless, these new contract management arrangements improve the monitoring of performance, provide more performance information for analysis and identify operational issues more quickly for example, the number of complaints to Wastesavers. In the summer of 2018, Wastesavers experienced operational issues which led to an increase in complaints, mainly relating to missed recycling collections, missed food collections and missed assisted collections. The performance information that is now collected as part of the contract management arrangements, allowed Wastesavers and the Council to work together to reduce the number of complaints by addressing the underlying root causes and identifying suitable solutions.

- 41 The Council has two other main waste contracts: Prosiect Gwyrdd<sup>8</sup> (incineration of residual waste) and Tomorrow's Valley<sup>9</sup> (Anaerobic digestion of food waste). The Council has in place contract management and monitoring arrangements with operational staff, senior managers and members from the partner councils but we have not tested the effectiveness of these arrangements as part of this review.

## 2018: The Council's arrangements to review and monitor its progress in addressing our proposals for improvement do not provide sufficient oversight

- 42 To monitor progress in addressing our Proposals for Improvement (PFI), the Council's Director of Place established a Waste Board in 2016. The Waste Board consists the Director of Place, Head of Streetscene and City Operations, Service Manager, the finance business partner and other members of the waste team depending on the subject.
- 43 On 1 December 2016, the Waste Board considered an action plan to address our PFIs. There were four sections: Governance arrangements; Engagement and Communications Plan; Waste Strategy and Monitoring recycling contracts. There are multiple actions supporting each PFI and all have a timeframe, lead officer, finance/budget (if applicable), method of measuring outcomes (if applicable) and progress update for each action. However, at the time of our fieldwork an updated action plan is not available.
- 44 The Waste Board and Cabinet Member briefings discuss individual proposals for improvement, such as the development of a waste strategy and communication and engagement plan. There is, however, no overall view and assessment on progress. Additionally, any progress reported is not against the original timescales in the action plan developed in December 2016. Due to a lack of oversight of the whole original action plan, the Council are unable to provide an overall assessment on progress, whether the Council's actions proposed in December 2016 remain relevant, whether there is a need to introduce new actions or if there is any consideration that proposals for improvement are 'complete'.
- 45 The Council no longer has systematic arrangements for enabling members, particularly audit committee with its governance and oversight role, to keep track of progress in addressing service level Wales Audit Office proposals for improvement.

<sup>8</sup> Prosiect Gwyrdd is a partnership between, Caerphilly Borough County Council, the City and County of Cardiff, Monmouthshire County Council, Newport City Council and the Vale of Glamorgan Council

<sup>9</sup> Tomorrow's Valley is a partnership between Newport City Council, Rhondda Cynon Taf County Borough Council and Merthyr Tydfil County Borough Council to provide a long-term solution to the food waste issues affecting the councils

Individual Cabinet Members can receive an update at cabinet member briefings and Cabinet receive updates on the PFIs relating to our Corporate Assessment but formal progress reports to members on other PFIs is lacking.

# Appendix 1

## Newport City Council's management response and action plan in response to Wales Audit Office waste service proposals for improvement

Exhibit 3: management response

Ref	Proposal for improvement	Intended outcome/ benefit	High priority (✓)	Accepted	Management response	Completion date	Responsible officer
<b>The Council should:</b>							
P1	make proper and effective use of its governance arrangements by: making better use of its scrutiny arrangements to provide more frequent and accurate performance information and analysis to enable it to monitor and manage waste and recycling performance effectively;	Scrutiny is given accurate and timely information to enable it to challenge performance and progress effectively. Remedial action is identified and taken forward.	✓	✓	New Performance Management Reporting Framework to be agreed by Cabinet will improve the visibility of and frequency of reporting Performance data to Cabinet and Scrutiny.	New reporting framework agreed by Cabinet September 2016.	Business Service Development Manager



Ref	Proposal for improvement	Intended outcome / benefit	High priority (✓)	Accepted	Management response	Completion date	Responsible officer
	ensuring that waste and recycling performance information reported to members is accurate and consistent and that changes to targets are made in accordance with the Council's agreed protocols;	Members challenge and take decisions based on accurate information and changes to targets are appropriately considered and agreed as per the Council's protocol.	✓	✓	<p>The new software system that has been implemented reduces the chances of transposition errors.</p> <p>The Target setting process has been reiterated to all service areas and will continue to be communicated throughout the service planning process.</p> <p>Checking of targets to service plans and Improvement Plan by the Performance section to be increased now that the vacancy in the Performance section has been filled</p>	<p>System implemented April 2016</p> <p>February 2016 and ongoing</p> <p>July – Service Plan November – Mid-Year Reviews July – Year-End Review</p>	Business Service Development Manager

Ref	Proposal for improvement	Intended outcome/ benefit	High priority (✓)	Accepted	Management response	Completion date	Responsible officer
	considering whether it is appropriate for a member of the Street Scene, Regeneration and Safety Scrutiny Committee to be a Trustee of Waste Savers; and	Conflict of interests is minimised and there is objective challenge and consideration of issues relating to Waste Savers. Members understand their	✓	✓	The Member in question is no longer a Trustee of Waste Savers – a new appointment was made at Council in July to remove any potential conflict of interest.	26 July 2016	Monitoring Officer
	ensuring that members who are also members of external bodies are aware of their responsibilities and adhere to the Council's Code of Conduct, particularly about declaration and conflicts of interest.	Responsibilities when they are members of external bodies and adhere to the Code of Conduct including declaring interests as appropriate.	✓	✓	Members receive training on the Code of Conduct as part of their induction programme, and are made aware that ongoing guidance and support in these matters can be sought from the Monitoring Officer at any time. A new code of conduct was agreed by Council at its AGM on 17 May 2016, and training on the revised code will be mandatory as part of the post-election induction programme from May 2017.	New Induction Programme ready for May 2017	Monitoring Officer

Ref	Proposal for improvement	Intended outcome/ benefit	High priority (✓)	Accepted	Management response	Completion date	Responsible officer
P2	Develop a consolidated engagement and education plan to increase recycling participation rates.	The Council has a clear plan which sets out its engagement and education activities to increase participation rates in order to facilitate monitoring and effective use of resources.	✓	✓	An education plan will be included as part of the Waste Strategy (see below)	As stated below	Recycling and Sustainability Manager

Ref	Proposal for improvement	Intended outcome/ benefit	High priority (✓)	Accepted	Management response	Completion date	Responsible officer
P3	Develop and agree a long-term business plan that sets out how the Council will meet future statutory waste performance targets and makes clear the arrangements to monitor the development and delivery of the plan.	The Council has a clear plan setting out its actions to meet future statutory targets which identifies clear levels of accountability to facilitate effective monitoring. Progress against the plan is regularly challenged and monitored and remedial actions identified and taken as necessary.	✓	✓	The aim of all the work carried out under the Collaboration Change Programme was to produce a Business Plans that sets out the way NCC can improve its recycling performance to be in the position to meet the statutory recycling targets and reach 70% recycling by 2025. Now that process is coming to an end, and NCC is planning to get the results and recommendations included in the Business Plan to draft, approve and implement its own strategy based on the		Recycling and Sustainability Manager

Ref	Proposal for improvement	Intended outcome/ benefit	High priority (✓)	Accepted	Management response	Completion date	Responsible officer
					<p>findings of the CCP work. Proposed scheduled is as follows:</p> <ul style="list-style-type: none"> <li>• initial presentation on recycling changes and future proposals to Scrutiny;</li> <li>• creation of a Scrutiny Waste Policy review group for joint work on a new Waste Strategy</li> <li>• present Waste; Strategy to Cabinet for approval; and</li> <li>• implement Waste Strategy and enter continuous monitoring of performance and action implementation.</li> </ul>	<p>October 2016</p> <p>Recommendations report by February 2016</p> <p>April-May 2016</p> <p>June 2016</p>	

Ref	Proposal for improvement	Intended outcome/benefit	High priority (✓)	Accepted	Management response	Completion date	Responsible officer
P4	Ensure robust mechanisms are in place to monitor the performance of its waste and recycling contracts.	Performance against waste and recycling contracts is effectively monitored to ensure contract terms and conditions are adhered to, and remedial action identified and taken as necessary.	✓		<p>New Performance Management Reporting Framework to be agreed by Cabinet will improve the visibility of and frequency of reporting Performance data to Cabinet and Scrutiny.</p> <p>National data will be included in the Improvement Plan objective assessment criteria.</p> <p>New software has been implemented which makes the data more accessible to Senior Management.</p>	<p>New reporting framework agreed by Cabinet September 2016.</p> <p>To be implemented in Q2 monitoring, report to Cabinet December 2016</p> <p>Implemented April 2016</p>	Business Service Development Manager



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**OSMC Waste Strategy - Recommendations Monitoring**

Committee Recommendations	Officer Response
<p>The Group could not support the introduction of three weekly collection at this time, as there were existing problems being experienced by the public with the existing service. These have not been addressed and the introduction of a change to the service would exacerbate these problems.</p> <p>These include:</p> <ul style="list-style-type: none"> <li>• Low recycling rates certain areas/wards with people not engaging with the current recycling scheme;</li> <li>• Issues with the storing of recycling / waste materials in flats and urban / city areas;</li> <li>• The need for better communication with the public on the scheme and what assistance / services is offered within the current scheme;</li> <li>• Issues with fly tipping / littering, particularly within urban areas;</li> </ul> <p>The group noted that without introducing three weekly collection, the Council would not be in a position to reach the necessary targets for recycling and would be subject to the associated fines from the Welsh Assembly. This represents a significant risk to the Authority over the next 5-10 years.</p> <p>Should the Council chose not to proceed with three weekly collections, the savings to fund the expenditure within</p>	<p>Recommendations from Scrutiny Committee were taken into account and three weekly collections were not pursued by the Service area. However, as the Committee recognised in their report, without changes to the household collections the Council would not be in the position to meet the statutory target, hence being liable to a fine every year the target is missed, plus would not generate any savings that could help balance the budget or fund the other activities proposed as part of the Waste Strategy. Also, more than 50% of the waste currently people put in their wheelie bins can be recycled, so there is a big margin for improvement.</p> <p>Therefore, the Service Area have explored other options and also carried out a consultation with residents on recycling and provision of services. As a result, a proposal to restrict residual waste capacity by introducing smaller bins was sent to the Cabinet Member for Streetscene and City Services. This proposal does not involve a change in the service provided – residual collections continue being carried out fortnightly, with recycling collections on a weekly basis, but the reduction in size of bins will help residents to segregate their waste correctly. The Service Area is aware that communication is key so residents understand what can and cannot be recycled, so as part of the changes a wide communications campaign is included. Also, a new team of engagement and enforcement officers will be available to offer assistance and provide advice to residents, including home visits to explain people how to segregate correctly. For those who still refuse to recycle after liaising with the officers, the Council have implemented fines under the Environmental Protection Act – seeing the effort a majority of residents is making, it is only fair those who are not willing to comply with the scheme are penalised, after they have been given assistance and a chance to understand the system.</p>

<p>Scenario 5 (expansion of trade waste, improvements to the HWRC site and the development of a new HWRC site) would need to be found from elsewhere within the Council's budget.</p>	
<p>Further work was needed to specifically look at the issue of recycling in flats, to establish baseline data on flats in Newport and their recycling facilities, and how we can use our strategic relationship with Newport City Homes and other Registered Social Landlords to improve facilities and make it easier for flats to recycle.</p>	<p>Recycling in areas of flats is challenging by nature as those residents face different problems; hence this will be tackled separately to ensure the right engagement and sufficient resources are in place. The Service Area is in conversations with Newport City Homes and separate activities will be developed.</p> <p>However, it's worth noting that recycling performance in flats in Newport is high, and that flats only make up approximately 9% of the properties in Newport and tonnage collected from them only amounts to 5% of the total recycling tonnage collected at the kerbside, so any activity carried out in areas of flat is likely to have a very low impact on the overall performance, whilst may have a high cost. Options will be considered in the future and rationalised against the available budget.</p>
<p>The Group support the option within scenario 5 for an additional site to be built and to develop the existing site at Docks Way. In developing the existing site, the Council should address the issues with the access currently being experienced to make it safer and easier for people to use and include a reuse shop for recycled materials.</p>	<p>A proposal to develop a second Household Waste Recycling Centre in Newport was included in the Cabinet Member report for consideration and approved by the Cabinet Member of Streetscene and City Services, and it is also part of the Newport 2020 plan.</p> <p>The Service Area will develop this project and report back to the relevant boards and committees on progress.</p> <p>Also, works to improve access to the existing Household Waste Recycling Centre are underway and to be completed before the end of March 2019.</p>
<p>It is suggested that the viability of developing a number of smaller recycling only sites within communities be explored and assessed as to whether it has worked in other authorities and could be a viable option for Newport.</p>	<p>The Service Area will take this suggestion on board for future projects that can help with further increased recycling, although it is important to note that currently there is no budget available for additional activities, so budget availability will need to be determined too.</p>
<p>The group supported the recommendations within Scenario 6 in relation to trade waste and supported in</p>	<p>This proposal was also included in the Cabinet Member report for consideration and approved by the Cabinet Member of Streetscene. The Service Area will liaise with Welsh Government on new regulations on</p>

<p>principle that trade recycling be commissioned to a third party.</p>	<p>waste requirements for commercial activity and will work on adapting recycling focused commercial waste collections accordingly</p>
<p>The Group suggests that the following is explored and addressed within the development of a Waste strategy:</p> <ul style="list-style-type: none"> <li>• Consider how the Council can work with local groups and facilities to develop an approach to increase recycling, including how contracts and clauses within funding /grant agreements can be utilised.</li> <li>• Consider developing a pilot scheme with small / medium Newport based business to develop an approach for how the council can support businesses to recycle and reduce waste.</li> <li>• Work with sports clubs and schools to develop how they can be encouraged or supported to recycle.</li> <li>• Set an example by ensuring that all Council buildings reduce waste, and recycle as much as possible, including consistent recycling stations within civic offices, including the public areas and office areas.</li> </ul>	<p>The Council is currently reviewing the recycling policy and waste provisions in different Council buildings to ensure recycling is maximised.</p> <p>Suggestions will also be taken on board for future projects that can help with further increased recycling, with involvement from other Council departments that can have a more direct influence such as Procurement or Facilities</p>
<p>The Council should consider undertaking a short consultative exercise to establish why the public do not recycle. There are many assumptions as to why recycling rates are not higher, but before making any change to services aimed at increasing this rate, the Council needs</p>	<p>Consultation with residents was carried out via survey between October and November 2018, and its results were used to inform the decision about the proposals linked to the Waste Strategy. Over 6,000 residents took part and main outcomes were as follows:</p> <ul style="list-style-type: none"> <li>– There is a clear recognition of the need to improve recycling, and information indicates a significant percentage of the population could</li> </ul>

<p>to establish the cause of the problem to ensure that any changes will have the intended effect.</p>	<p>do more to recycle or recycle more material, with close to half of participants stating they could manage if measures to restrict residual capacity were introduced. The responses evidence an overuse of the residual bin over the recycling streams, especially food waste, in line with the results of Newport's residual waste compositional analysis, that shows 58% of the waste in the residual bin is recyclable material.</p> <ul style="list-style-type: none"> <li>- More information on what can be recycled and availability of recycling containers is needed, and there is support for the Council issuing fines for non-recyclers and for the Council to provide support to residents by reviewing the content of their bags with them. There are also concerns about a potential increase in flytipping and litter if restrictions are implemented, all of which can be addressed by developing a communications and engagement campaign, with dedicated officers that can provide support and, if need be, make use of enforcement powers.</li> <li>- Usage of HWRC is high but on an occasional basis, and there is room for doing a review of current operations to consider opening times or a ban for non-residents</li> <li>- There is also wide support for a littering campaign and to actively issue Fixed Penalty Notices to offenders.</li> </ul> <p>Full report is available as part of the Fairness and Equality Impact Assessment that accompanied the Cabinet Member report.</p>
<p>The Council should consider discussing with WAG the need for a long term plan on a regional level to reduce the amount of waste being generated. This should include how businesses can be incentivised to reduce the amount of unnecessary packaging, especially non-recyclable packaging and improve sustainability from the source of the problem.</p>	<p>Waste reduction for businesses is outside the Council's competencies but we would welcome changes in this area and can include this as a suggestion for Welsh Government</p>



# Scrutiny Report

## Overview and Scrutiny Management Committee

### Part 1

Date: 31 January 2019

### Subject Scrutiny Adviser Reports

Author Scrutiny Adviser

The following people have been invited to attend for this item:

Invitee:	Role
Daniel Cooke – Scrutiny Adviser	<b>Present the Committee with the Scrutiny Adviser Reports for discussion and update the Committee on any changes.</b>

## Section A – Committee Guidance and Recommendations

### 1 Recommendations to the Committee

The Committee is asked to:

#### Committee’s Work Programme:

- 1.1 Consider the Committee’s Forward Work Programme (**Appendix 1**):

### 2 Context

#### Background

- 2.1 The purpose of a forward work programme is to help ensure Councillors achieve organisation and focus in the undertaking of enquiries through the Overview and Scrutiny function. Effective work programming is essential to ensure that the work of Overview and Scrutiny makes a positive impact upon the Council’s delivery of services.
- 2.2 Further information about the work programming process, including the procedures for referring new business to the programme, can be found in our Scrutiny Handbook on the Council’s Scrutiny webpages ([www.newport.gov.uk/scrutiny](http://www.newport.gov.uk/scrutiny)).
- 2.3 The Centre for Public Scrutiny’s Good Scrutiny Guide recognises the importance of the forward work programme. In order to ‘lead and own the process’, it states that Councillors should have ownership of their Committee’s work programme, and be involved in developing, monitoring and evaluating it. The Good Scrutiny Guide also states that, in order to make an impact, the scrutiny workload should be co-ordinated and integrated into corporate processes, to ensure that it

contributes to the delivery of corporate objectives, and that work can be undertaken in a timely and well-planned manner.

### **Forward Work Programme Updates**

- 2.4 The Committee's work programme was set in June 2018, including estimated timescales for when the reports will be considered by the Committee. This programme is then managed and implemented by the designated Scrutiny Adviser for this Committee under the direction of the Committee Chairperson.
- 2.5 The Committee agreed to keep a degree of flexibility within its work programme to enable the Committee to respond to urgent / emerging issues. This item is an opportunity for the Committee members to raise any suggested additions to the work programme.

## **3 Information Submitted to the Committee**

- 3.1 The following information is attached:

**Appendix 1:** The current Committee forward work programme;

## 4. Suggested Areas of Focus

### Role of the Committee

The role of the Committee in considering the report is to:

- **Forward Work Programme**

Consider:

- Are there any amendments to the topics scheduled to be considered at the next Committee meeting?
- Are there any additional invitees that the Committee requires to fully consider the topic?
- Is there any additional information that the Committee would like to request?

## Section B – Supporting Information

### 5 Supporting Information

- 5.1 The Corporate Assessment, and the subsequent [follow up assessment](#) provide background information on the importance of good work programming. Specific reference is made to the need to align the Cabinet and Scrutiny work programmes to ensure the value of the Scrutiny Function is maximised.
- 5.2 The latest Cabinet work programme was approved by the Cabinet on a monthly basis for the next 12 months and includes the list of reports scheduled for consideration. Effective forward planning by both Cabinet and Scrutiny needs to be coordinated and integrated in relation to certain reports to ensure proper consultation takes place before a decision is taken. A link to the Cabinet work programme is provided [here](#) to the Committee as part of this report, to enable the Committee to ensure that the work programmes continue to reflect key decisions being made by the Cabinet.

### 6 Risk

- 6.1 If proper work programming procedures are not put in place, the organisation and prioritisation of the work programme is put at risk. The work of Overview and Scrutiny could become disjointed from the work of the rest of the Council, which could undermine the positive contribution Overview and Scrutiny makes to service improvement through policy development.
- 6.2 This report is presented to each Committee every month in order to mitigate that risk. The specific risks associated with individual topics on the work programme will need to be addressed as part of the Committee's investigations.

### 7 Links to Council Policies and Priorities

- 7.1 Having proper work programming procedures in place ensures that the work of Overview and Scrutiny makes a positive impact upon the Council's delivery of services, contributes to the delivery of corporate objectives, and ensures that work can be undertaken in a timely and well-planned manner.

### 6 Financial Implications

- 6.1 There will be financial consequences for some of the reviews undertaken. These will be commented upon by the Head of Finance as the reports are presented. The preparing and monitoring of the work programme is done by existing staff for which budget provision is available.

## **7 Background Papers**

- [The Essentials - Wellbeing of Future Generation Act \(Wales\)](#)
- [Corporate Plan](#)
- [Cabinet Work Programme](#)
- The Corporate Assessment and [follow up assessment](#).

Report Completed: February 2019



Thursday, 18 April 2019

Topic	Role / Information required	Invitees
Draft Economic Regeneration Strategy	To consider the draft Economic Regeneration Strategy and make comment and recommendation to the Officers. The Committee's comments and Recommendations will be used to inform the final draft of the strategy.	<ul style="list-style-type: none"><li>- Beverly Owen – Strategic Director for Place</li><li>- Keir Duffin – Head of Regeneration, Investment and Housing</li></ul>
Corporate Safeguarding	To consider how the Council is carrying out its corporate safeguarding responsibilities and make comment or recommendations to Cabinet.  It is best practice for the annual Corporate Safeguarding to receive comments and recommendations from Scrutiny before going to Cabinet.	<ul style="list-style-type: none"><li>- James Harris – Strategic Director – People</li><li>- Sally Ann Jenkins – Head of Children and Young Peoples Services</li></ul>
Draft Annual Forward Work Programme	Agree the annual Forward Work Programme for the Overview and Management Committee	<ul style="list-style-type: none"><li>- Daniel Cooke – Scrutiny Adviser</li></ul>

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