

Agenda



Delegated Decisions - Deputy Leader/Cabinet Member for City Services

Date: Friday, 14 February 2020

To: Councillor Councillor R Jeavons

Item	Wards Affected
1 <u>Waste Strategy Document</u> (Pages 3 - 30)	All Wards

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Date of Issue: 7 February 2020

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Report

Cabinet Member for City Services (Deputy Leader)

Part 1

Date: 14 February 2020

Subject **Waste Strategy Document**

Purpose To seek approval from the Cabinet Member for City Services on the proposed Waste Strategy Document.

Author Waste and Cleansing Service Manager

Ward All Wards

Summary The Council started a review of all the waste activities with the aim of coming up with proposals that would ensure improved sustainability and increased recycling performance on a long term basis; proposals were presented to the Cabinet Member for City Services and approved on 28th Dec 2018. However there was a lack of a strategy document that incorporated main objectives, an action plan and a monitoring program, all of which has been included now in an overarching document.

Proposal That the Cabinet Member approves the Waste Strategy included as Appendix A

Action by Head of City Services

Timetable Immediately

This report was prepared after consultation with:

- Performance Scrutiny Committee – Place and Corporate
- Head of Finance
- Head of Law and Regulatory Services
- Head of People and Business Change

Signed

Background

In 2014, driven by the need to improve its recycling performance, recommendations from the Wales Audit Office to establish a new Waste Strategy, and financial pressures coming from tighter budgets and reductions in grant funding, Newport agreed to get support from the Welsh Government's Collaborative Change Programme to undertake a review of the waste activities. Under this programme, Newport City Council Officers worked with Welsh Government and WRAP from 2015 to 2017 to review the Council services, analyse all the different options available and come up with a tailored proposal that would ensure the Council met the set targets and avoid the imposition of fines.

The review comprised of options appraisal for the main areas of household collections, Household Waste Recycling Centre and commercial waste, including a full cost benefit analysis of different scenarios based on the preferred options of each area, and complete Business Case on the recommended scenario.

All reports with the findings and recommendations from the CCP process, including the Cost-Benefit Analysis and the Business Plan, were presented to the Overview and Scrutiny Management Committee for analysis and recommendations. A Policy Review Group was established and a recommendations report presented to the Cabinet Member for Streetscene in May 2018.

Following the report from Scrutiny, alternative options were considered for domestic collections, to assist the Council in meeting the statutory recycling targets and avoid the additional, significant cost pressures associated.

All proposals were then presented to the Cabinet Member for City Services for approval as the basis for the review Council's Waste Strategy; the proposal was approved on 28th Dec 2018

In summary, the decision taken included activities for improvements split into the three main service deliver areas:

- Household waste collections, with the restriction of residual waste capacity for domestic properties by introducing 120 litre wheeled bins for fortnightly collection of non-recyclable waste only, and the introduction of a new waste education and enforcement team to support the residual waste cap.
- Household Waste Recycling Centres (HWRC), by developing a second HWRC.
- Commercial waste collections, by developing recycling focused commercial waste collections.

However, this decision, although outlined the main activities set out as a future strategy, did not include other vital elements that would enable proper scrutiny and there was a lack of a proper strategy document that incorporated main objectives, action plans and monitoring program. Therefore, a full Waste Strategy document has been developed to ensure all the different elements linked to improved recycling are strategically driven and robustly monitored.

Financial Summary

1. There are no financial implications linked to the approval of the Waste Strategy documents; for financial implications linked to the main activities approved under the waste strategy please see Cabinet Member report on 28th December 2018.

Risks

Risk	Impact of Risk if it occurs* (H/M/L)	Probability of risk occurring (H/M/L)	What is the Council doing or what has it done to avoid the risk or reduce its effect	Who is responsible for dealing with the risk?
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Lack of proper monitoring	L	L	By having an overarching waste strategy and defining KPIs, action plans and reporting mechanisms there is a robust system in place to ensure proper and timely monitoring	Waste and Cleansing Service Manager
Failure to follow WAO recommendations	L	M	Implementation of a new Waste Strategy is a recommendation from WAO in their last 2 audit reports; so far implementation was partial as a proper strategy incorporating all the different elements highlighted by WAO were needed	Waste and Cleansing Service Manager

Links to Council Policies and Priorities

The Council's Corporate Plan includes different wellbeing objectives, linked to the Council commitments and corresponding action plans, organised under 3 themes: Thriving City, Aspirational People, Modernised Council and Resilient Communities. Recycling and waste is covered within the Council's wellbeing objective 2 - To promote economic growth and regeneration whilst protecting the environment, action 10 – Increase household recycling and divert waste from landfill, and the Corporate Plan also includes the construction of a new Household Waste Recycling Centre as part of its 20 actions by 2022.

The Corporate Plan is the overarching element where the waste strategy, vision and specific objectives sit; this document is based on the need to meet the recycling targets set by Welsh Government, but it goes beyond that, as it is a platform to ensure the right approach is used and sustainability and long term are key, in line with the Council priorities.

Options Available and considered

Option 1: To approve the Waste Strategy document

Option 2: Not to progress with the proposal

Preferred Option and Why

Option 1, as having the Waste Strategy document in place will enable the Council to progress the different actions approved by Cabinet Member on December 2018 in a structured and integrated way.

Comments of Chief Financial Officer

The Waste Strategy has numerous elements that have all been considered as part of the MTFP budget setting process and takes account of grant reductions, changes to working practices and the development of a new HWRC site. To this effect, the Waste Strategy has no adverse impact as it will be funded through existing and proposed budgets which will continue to be monitored on a regular basis.

Comments of Monitoring Officer

There are no specific legal issues arising from the Report. Many of the actions set out in the Strategy have already been agreed and implemented in order to meet recycling targets and to deliver Corporate

Plan and well-being objectives. However, this Waste Strategy provides a policy context for these actions and an overarching framework to monitor outcomes.

Comments of Head of People and Business Change

The Waste Strategy sets out a strategy and a detailed action plan for improving recycling and reducing waste. Over the next five years.

This strategy supports the ethos of the Well-being of Future Generations (Wales) Act 2015. In addition, the well-being goals and the sustainable development principle contained in the Act along with the council's well-being objectives and the Well-being Plan well-being objectives have been fully considered when developing this strategy and the cover report. This has been summarised in the appropriate section of this report.

Finally, a Fairness and Equalities Impact Assessment has also been completed and detailed are contained in the appropriate section of this report.

Local issues

N/A

Scrutiny Committees

A draft Waste Strategy document was presented to the Performance Scrutiny Committee – Place and Corporate on 2nd September 2019. Comments from the Committee were as follows:

1. The Committee welcomed the comprehensive report and Action Plan Update presented and acknowledged the levels of performance achieved.
2. The Committee acknowledged that all Actions included in the Draft Strategy are part of the City Services Service Plan, which will be monitored by the Committee six-monthly.

Equalities Impact Assessment and the Equalities Act 2010

To fulfil the requirements linked to the Equalities Act 2010 and the Wellbeing of Future Generations Act 2015, a Fairness and Equality Impact assessment was carried out linked to the main proposal included in the Waste Strategy, and presented to Cabinet Member together with those proposals in December 2018, and is available for consultation.

The Equalities Impact Assessment showed that most of the protected groups will not be affected by the proposed changes; however, it's been identified that elderly residents and people with restricted mobility may benefit from having smaller, lighter residual bins. Potential negative impacts on families with children and people with health problem, who generate extra waste (nappies, hygiene waste) will be counteracted by the Council continuing with its policy of allowing extra capacity to residents who meet the policy's requirements.

There is a general positive impact on all residents due to the increase in HRWC facilities; this will especially favour those who reside on the Eastern part of the city.

Children and Families (Wales) Measure

N/A

Wellbeing of Future Generations (Wales) Act 2015

The Wellbeing of Future Generations Act (2015) sets out in legislation how the Council must work towards improving the environmental wellbeing of Wales. This Act states that the Council should take into account long term and preventative measures when decision making.

The proposal will enable the Council to have a proper strategy in place that will map out a sustainable way to increase recycling performance. This is linked with other essential aspects of the waste hierarchy and will ensure the viability of activities linked to reuse projects or work with community groups already under way, contributing to healthier, more prosperous and resilient communities. By generating local employment and favouring circular economy will also contribute to a more prosperous Wales.

More detail on how the proposal links to the wellbeing goals can be found as Appendix 4 of the Waste Strategy.

Crime and Disorder Act 1998

N/A

Consultation

N/A

Background Papers

Welsh Government – Towards Zero Waste

Minutes of the Overview and Scrutiny Management Committee – 26 July 2017 and 16 November 2017

Cabinet Member Decision – Scrutiny Waste Strategy Policy Review Group Final Report 9 May 2018

CCP review reports

Cabinet Member Decision – 28th December 2018

Date: 06 February 2020

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NEWPORT'S WASTE STRATEGY

2019-2025

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1.Introduction

a. National context:

The Welsh Government set out its overarching strategy in relation to Waste in ‘Towards Zero Waste – One Wales: One Planet strategy in 2010’. The document aims to set out Wales’ long term framework of waste management and resource efficiency and states that Wales will have zero residual waste by 2050 through a gradual approach of set recycling targets. The table below outlines the current statutory intermediate targets;

Target on waste collected by LAs	2012/13	2015/16	2019/20	2024/25
Minimum overall recycling	52%	58%	64%	70%

The Welsh Government also set limits on the amount of biodegradable municipal waste that councils in Wales can landfill. The Landfill Allowance Scheme (Wales) Regulations 2004 established the Landfill Allowance Scheme (LAS) Wales, which reflects the relevant requirements of the European Union Landfill Directive. The purpose of the scheme is to ensure diversion of biodegradable municipal waste from landfill, to reduce pollution from landfill gas that is a potent greenhouse gas. As is the case with those councils that miss the statutory recycling target, those councils that exceed their landfill allowance could also be subject to financial penalties.

In March 2011, The Welsh Government published the ‘Collections Blueprint - For affordable and sustainable local authority collection services for recyclable, compostable and residual waste’. The Collections Blueprint describes the Welsh Government’s recommended service profile for the collection of waste from households, including the following central policies:

- Weekly separate collection of dry recyclables via ‘kerbside sort’, with material being collected separately in boxes and/or in re-usable sacks, with two or more boxes provided per household, and recyclables being sorted into separate compartments on the collection vehicle by the collection staff;
- Weekly separate collection of food waste;
- The use of modern lightweight, multi-compartment vehicles for a single pass collection of dry recyclables and food waste; and
- Fortnightly collection of residual waste, from collections with reduced residual waste capacity, where ‘no side waste’ policies are enforced.

The Collections Blueprint has been designed to not only meet the targets set out in the ‘Towards Zero Waste’ strategy, but also ensure compliance with the requirement for separate collections as set out in the European Waste Framework Directive.

The targets bring with them substantial financial penalties of £200 per tonne, for not meeting the required levels of recycling and/or exceeding the allowable levels of landfill. To put it into context, for Newport 1% off a target equates to a fine of around £140,000.

Alongside the requirements of ‘Towards Zero Waste’, the service delivered will also need to contribute to the goals set out as ‘Well-Being of Future Generations (Wales) Act 2015’

Consequently, this Strategy seeks to identify the integrated approach needed to ensure that not only are these fines avoided but crucially that service users and stakeholders have a clear understanding of the aims of the service, the actual services provided by the Council, the education and engagement activities it can undertake to promote these, and the Council's future plans to meet its aspirations and statutory requirements.

b. Local context

Newport is a coastal city, covering a geographical area of just over 84 square miles. With a population of almost 150,000 people, it has an urban hub with an extensive rural hinterland and is home to one of Wales' most diverse and multi-cultural populations. Its natural and heritage assets are significant, such as the Wetlands Reserve, Roman Caerleon, Tredegar House, the iconic Transporter Bridge and important links to Chartism and the history of British democracy.

Newport is a vibrant, forward-thinking city steeped in a rich industrial heritage. Whilst some of the core industries at the time are now lost, the city has proved that it can re-establish and adapt itself as a centre of modern industry and commerce, particularly in areas such as technology, finance, professional services and the government sector. The new City Regional Deal offers huge potential for the city's future economic growth.

Newport gained city status in 2002. Since then, one of the largest regeneration projects in the UK has delivered huge transformation, culminating in the opening of the Friars Walk retail and leisure complex in 2015. In recent years, landmark buildings have been brought back into use, creating new homes and commercial space in the city centre. Newport has also developed an international profile, having hosted world-class business and sporting events: the NATO Summit in 2014 and the Ryder Cup in 2010.

Newport's Corporate Plan 2017-2022 clearly states its commitment to the environment through its Vision of 'improving people's lives' and the well-being objective - To promote economic growth and regeneration whilst protecting the environment.

In response to the Well Being and Future Generation Act (Wales) 2015, Newport also has published its Well Being Plan for Newport 2018-2023, which also provides context for this waste strategy, when it commits, via its One Newport Public Services Board, to work differently to deliver the well-being priorities, including Newport having clean and safe environment for people to use and enjoy, and creating communities resilient to climate change.

In preparing Newport's Integrated Waste Strategy, as presented in this document, both plans have been referenced to ensure it remains aligned to the commitments identified in them.

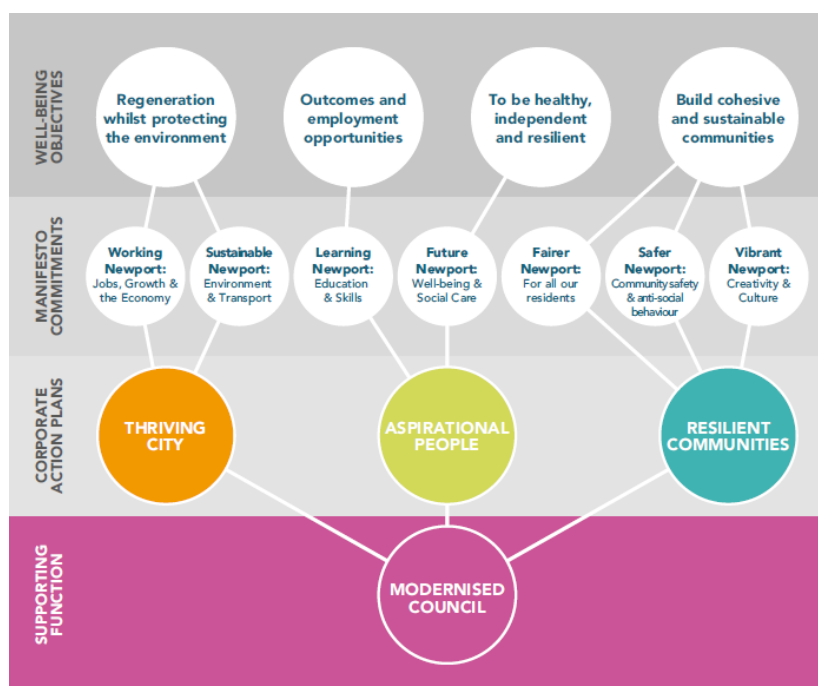
Newport City Council adopted a kerbside collection system from the outset. Since its inception, all improvements introduced by the City Council have moved Newport's recycling methods closer to Welsh Government's Collections Blueprint. This has resulted in consistent levels of performance, with a steady rate of improvement, and Newport has long been an exemplar of sustainable waste management. With strong political leadership and a desire to be a lead authority, Newport was one of the first authorities in Wales to roll out weekly recycling collections and fortnightly residual waste collections.

Newport recognises the intrinsic value of waste as a reusable item, process material and future fuel source and seeks to maximise the opportunities this brings socially, environmentally and financially.

2. Vision and Objectives

a. Vision and link to Council priorities

Under the Council's Corporate Plan there are different areas of activity centring all different actions and commitments linked to the well-being goals, summarised below. They will be the overarching structure where the strategy, vision and specific objectives sit.



This document is based on the need to meet the recycling targets set by Welsh Government, but it goes beyond that, as it is a platform to ensure the right approach is used and sustainability is key. This document sets out a long-term vision for waste services and how to achieve it, and establish the basis for engagement with residents.

The Council deliver essential public services to the City of Newport, that impact on every resident, business and visitor within the city, with the waste and recycling element at the heart of it. It is widely accepted that the reliability and quality of these services significantly influences stakeholder perception of the Council and the city as a place to live, visit or do business. The wide range of services not only impact on the quality of life and wellbeing of our communities but also impact positively on objectives such as social inclusion, community safety and the local economy.

With the City currently seeing increases in population, new businesses and house building, the authority is indeed achieving its drive to make the city a place stakeholders want to live, visit or do business. Although clearly welcome, it places increasing demands on essential frontline services and infrastructure. This combined with reductions in local authority funding create significant financial and resource challenges.

Within this context, our vision is to **provide the most efficient and effective services in Wales in a way that contributes to keeping healthier and sustainable communities, in line with the Well-being Goals.**

b. Specific objectives for recycling

Newport City Council has three values – Courageous, Positive and Responsible. These values apply to this strategy and how the different activities will be implemented.

Newport's Waste Strategy has been developed to respond to legislation, and an overarching element of any waste strategy needs to be waste minimisation, following the waste hierarchy as established in the Waste Directive and the basic principles of sustainability; in future we must prevent waste from being generated, where we cannot prevent, we must reduce, repair, re-use, recycle and compost more. Waste must be considered a resource from which as much value as possible should be recovered. Disposal should only ever be the last resort.

This document has also been developed following public consultation on recycling; the results of this consultation provided the Council with insight on our resident's needs and opinions and have informed our objectives.

The following key Objectives have been identified to ensure Newport City Council continues to improve services for customers and other stakeholders:

IMPROVE RECYCLING AND MINIMISE WASTE
1. Increase recycling performance (offer additional recycling services, improve capture, improve provision)
2. Meet biodegradable waste to landfill targets (alternatives to landfill)
3. Reduce waste arising per resident (promote waste minimisation, reuse alternatives, promote recycling over disposal)
MODERNISED SERVICES
1. Provide recycling services to all residents and businesses in Newport (seek to extend the coverage of full recycling services so that all households have either a regular collection service or a convenient alternative arrangement available for those who do not have a regular recycling service)
2. Incorporate new technologies and ways of working (review and improve internal processes to ensure service is efficient, use new technologies when available, review assets, look for improved recycling processes)
3. Improve engagement with residents, businesses and stakeholders (improve contact and increase contact options, create specific engagement activities, incorporate feedback)

3. Strategy

a. Context

The Welsh Government established the 'Collaborative Change Programme' (CCP) in 2011 to support Local Authorities to hit the targets around waste management and recycling by developing a business plan with mid and long term actions. The aim of the programme was to review all waste services, come up with options and model different scenarios to develop alternatives and a proposed plan to ensure the recycling targets were met. This would then serve as the basis to approve a new Waste Strategy document detailing actions to meet the recycling targets over time.

In 2014, Newport failed to meet its statutory targets and agreed to get support from the CCP to improve its performance. Under this programme, Newport City Council Officers worked with Welsh Government and WRAP from 2015 to 2017 to review the Council services, analyse all the different options available and come up with a tailored proposal that would ensure the Council met the set targets and avoid the imposition of fines.

This review was driven by several factors:

- The need to improve the recycling performance, by defining medium to long term options and actions as a continuation of the previous Sustainable Waste Plan 2013.
- The need to establish a new Waste Strategy was also a recommendation from the Wales Audit Office (WAO) as a result of their waste services audit conducted in 2015/2016.
- Financial pressures: since 2001/2002 the Welsh Government have provided additional support to local authorities to move to higher diversion recycling services in the form of the Sustainable Waste Management Grant. This is a top up to cover the cost of service transition and investment, however the underlying principle is that once implemented, high diversion recycling is more cost effective than the status quo and so the grant has been decreasing over time and is likely to be phased out in the future.

The review comprised of options appraisal for the main areas of household collections, Household Waste Recycling Centre and commercial waste, including a full cost benefit analysis of different scenarios based on the preferred options of each area, and complete Business Case on the recommended scenario. All reports with the findings and recommendations from the CCP process, including the Cost-Benefit Analysis and the Business Plan, were presented to the Overview and Scrutiny Management Committee for analysis and recommendations. A Policy Review Group was established and a recommendations report presented to the Cabinet Member for Streetscene in May 2018.

Main recommendations were to support the development of an additional Household Waste Recycling Centre and develop for commercial waste recycling, but to not support the introduction of three weekly residual waste collections. Also, further work on flats recycling was requested, as well as considering undertaking a short consultative exercise on why people do not recycle. In summary, the Policy Review Group recommended a partial introduction, but excluded the proposed changes to the frequency of domestic residual waste collections.

Full information can be found [here](#).

However, unless the Council reduced the amount of residual waste collected, it would fail to meet its statutory recycling targets, facing additional cost pressure of £6.5m because of increased operational costs and fines. This fact was recognised by the PRG recommendations report, as it stated that without introducing three weekly collections, the Council would not be in a position to reach the necessary targets for recycling, would be subject to the associated fines from the Welsh Assembly and would not be able to fund extra costs

linked to developing the other recommended activities. As such, officers were unable to proceed with the recommendations as a cohesive strategy.

Following the report from Scrutiny, the Cabinet Member for City Services requested that officers develop alternative proposals for domestic collections to assist the Council in meeting the statutory recycling targets and avoid the additional, significant cost pressures associated. Taking into account alternatives available, information on waste compositional analysis that showed that almost 60% of the material being disposed of in residual bins was recyclable, and benchmarking and best practice from other Welsh Local Authorities, the proposed alternative solution was the introduction of smaller bins. Whilst this would not be as cost effective as reduced frequency collections, results elsewhere indicated that impact on recycling rate would be similar.

All proposals were then presented to the Cabinet Member for City Services for approval as the basis for the review Council's Waste Strategy; the proposal was approved on 28th Dec 2018 and full report and appendices can be found [here](#).

In summary, the decision taken includes activities for improvements split into the three main service deliver areas:

- Household waste collections, with the restriction of residual waste capacity for domestic properties by introducing 120 litre wheeled bins for fortnightly collection of non-recyclable waste only, and the introduction of a new waste education and enforcement team to support the residual waste cap.
- Household Waste Recycling Centres (HWRC), by developing a second HWRC.
- Commercial waste collections, by developing recycling focused commercial waste collections.

Expected contribution to recycling performance from the different areas is:

AREA	CONTRIBUTION TO RECYCLING PERFORMANCE
Household collections	7%
HRWC	2%
Commercial collections	1%

And details on the different activities included in each area can be found in the next section.

b. Main areas and activities

Household waste collections

The household waste collection services are the main contributor to Newport's recycling rate; with collections provided to more than 65,000 properties, only one Household Waste Recycling Centre for almost 150,000 residents (compared to an average of one site per 17,000 properties across Wales) and high amounts of residual commercial waste collected, Newport is heavily dependent on its household collections.

Source segregated kerbside collections for all dry recyclable materials and food waste are provided weekly, with residual and garden waste collected fortnightly. Detail of the services currently provided can be found in Appendix 1.

Results from a Wales-wide waste compositional analysis conducted by WRAP in 2015-2016 show that across Wales a high percentage of recyclable materials still end up in the residual bin; in Newport's case, results show that 30% of the residual bins is food waste, and another 28% other dry recyclable materials, with only a 42% being non-recyclable waste. This data shows that potential to improve capture of recyclable materials at the kerbside is high.

Also, benchmarking data on changes implemented in other Welsh Local Authorities, where restrictions on residual capacity have been applied by changing either size of containers or collection frequency, shows sharp increases in recycling rates.

Following this line, main changes linked to household collections in Newport involve restriction of residual waste. During the review undertaken as part of the CCP project, three weekly collections were modelled and showed an overall increase in the recycling rate of 5% with a conservative approach, which since has been increased to 7%. Later on, a decision was taken to reduce container capacity instead; however, despite the change presenting a different costing profile, in terms of performance it will deliver the same result and implementation of residual restriction capacity will contribute with 7% towards Newport's recycling rate, also having an overall impact on waste minimisation and a reduction in the waste generated by residents of 10%.

Main changes involve:

The following default capacity for residual waste will be provided to residents, on a fortnightly basis:

- 120 litre for homes with 5 or fewer people
- 180 litre for homes with 6 to 7 people
- 240 litre for homes with more than 8 people

Larger bins will only be provided when residents can demonstrate they are recycling all materials that can be recycled or composted.

A ban on the following materials being placed in non-recyclable bins will be applicable:

- Paper
- Cardboard
- Plastic bottles and plastic trays
- Glass bottles and jars
- Cans, tins and aerosols
- Food waste
- Garden waste
- Electrical items
- Clothes

Recycling containers and collection frequency will remain unchanged: weekly collection of:

- Blue box: paper, electrical items, textiles
- Green box: cardboard and glass
- Red bag: cans and plastics
- Brown caddy: food waste

Existing support services (assisted collections, bulky items collections) will also remain unchanged.

Families with children under 3 years of age living in the same house and residents with health conditions that produce incontinence pads or similar waste can request an additional collection for hygiene waste.

Residents found to be placing items listed above in the non-recyclable bin will face a fine, after enough warning and information and support have been provided. To this end a new team of engagement and enforcement officers will be available to monitor collections, assist and engage with residents and, as a last resort, enforce the collections policy. More details are provided in Appendix 3.

More information on household collections can be found in the [Household Waste and Recycling Collection Guidance](#).

These changes are to be implemented in 2019.

As additional activities to improve kerbside recycling collections, the Council will undertake a review of waste collections from flats, following recommendations of the Scrutiny Policy Review Group. Flats collections are traditionally a challenging area, and it is recognised across the UK that they have lower than average waste arisings; also, flats only represent about 9% of households in Newport and tonnage collected from flats only amounts to 5% of the total recycling tonnage collected at the kerbside, so measures on flats will have a relatively low impact on overall performance. However, there is a need to ensure consistency in services provided and look for ways to improve recycling in all areas, so a review and corresponding actions will be carried out in the medium term.

Changes to the way crews work will also be implemented by the introduction of new technologies – a new Customer Relationship Manager (CRM) system is being implemented in the Council to manage all resident's interactions and requests, and as part of that upgrade a new Mobile Waste module will be introduced. This will enable the crews to work more efficiently and facilitate interaction with residents, so will contribute to all 'modernised council' objectives.

Household Waste Recycling Centres

Newport City Council has only one HWRC, a medium-sized purpose-built site located in the industrial south of the city close to Alexandra Docks and the Docks Way landfill site is. As the only site in the city, it serves the entire population of Newport, which is much lower than the Wales average of one site per 17,000 residents. This is the reason why the HWRC contribution to the recycling rate is also lower than most councils, contributing 14% compared to 25% by some of the top performers. Although a review on driving times showed that the current provision is good, as almost 100% of the population are able to drive to the site within 20 minutes, meeting WRAP's recommendation on HWRC provision, the site is heavily used and tends to experience congestion on the weekends, which impacts on traffic onto the surrounding road, which is a dual carriage way. Works were carried out recently to reverse the flow of traffic on site, which has improved accessibility and traffic congestion on the main road.

Newport HWRC is provided solely for residents of Newport to take materials for recycling, composting, re-use and disposal of non-recyclable waste.

The construction of a second HWRC is included in Newport's Corporate Plan as one of the 20 Commitments by 2022 that will help deliver the objectives set out in the plan and it will improve provision, accessibility and will boost recycling performance; modelling shows that a new HWRC would produce an increase of 2% in the recycling rate. It will not only affect positively the recycling performance but has also links to the modernised services theme and engagement work to build on community pride.

It is proposed that the new site is built on the Eastern part of the city to balance provision, and plans include not only a standard provision of recycling options for residents, but a re-use area and, potentially, alternatives for recycling of commercial waste too.

The new site will be fully operational by 2022; early work was done during the options appraisal phase, however due to the complexity of the project, proper design and decisions on final set up will be taken once a location has been selected.

Additionally, improvements to the existing Docks Way site will also be implemented during 2019/2020 following the changes to the traffic flow – layout and location of skips will be reviewed, skips and signage updated, and work to minimise residual waste will also be undertaken, following best practice from high-performing sites in Wales.

Commercial Waste Collections

Newport City Council provides a commercial waste service to approximately 1,000 businesses in Newport, predominantly to entertainment and recreation companies, with accommodation and food services close behind. Recycling collection services are on offer for cardboard and dry mixed recycling only, with the majority of the 4,500 tonnes collected being residual waste, which has a negative effect on its overall recycling rate.

A review of the service showed that there was potential for the Council to grow the market take up and number of customers, with the right sales strategy, and an estimation of the composition of the residual waste collected suggested that up to 50% of the material currently collected could be recycled.

On this area, main activity will be to improve recycling by developing a separate, dedicated commercial recycling service on a source-segregated basis. This will improve recycling performance and at the same time ensure the Council is in the position to offer a service in line with waste regulations for businesses. Changes to the commercial collections would promote recycling amongst businesses and waste minimisation, and are expected to contribute to the overall recycling rate in at least 1%

4. Review and monitoring

There is a need to review this overarching waste strategy to measure progress and results over time, as well as monitor the implementation and impact of the different activities and actions deriving from it.

The review will be undertaken at different levels:

Performance review

The Council has a number of set performance indicators, made up of national measures set by the Welsh Government and measures which are set by service areas to monitor priorities. The following performance indicators are part of the current City Services Service Plan and are being monitored as part of the corporate performance review:

- PAM/030 (WMT/009b) - % Municipal waste re-used, recycled and composted
- PAM/043 - Kilograms of residual waste generated per person
- STR/L/018 - % of municipal waste recycled at the HWRC

Performance data is inputted in the Council performance system, MI hub, on a quarterly basis, and is presented to the Performance Scrutiny Committee – Place and Corporate to monitor progress regularly. Service Plans are also updated mid-year and reviewed at year end. All relevant actions for the year will also be included in the Service Plan and are updated/monitored via MI hub system, so all relevant information related to actions and performance will be available through the system.

Also, the Council has in place a Corporate Management Board, formed by the Chief Executive, Directors and Heads of Service. This board helps make strategic decisions, monitor delivery of corporate plan priorities and manage high risk areas. Updates on waste strategy and waste and recycling activities will be presented to the Corporate Management Board with the frequency set by Board and at least on a bi-annual basis.

Although the Overview and Monitoring Scrutiny Committee has been heavily involved in the preparation and approval of this strategy, and updates were provided to the Committee until the approval stage, it has been noted that ongoing monitoring of the strategy implementation will be referred to the Performance Scrutiny Committee – Place and Corporate. This will be included as part of their yearly work programme.

Financial monitoring

All costs linked to activities included in this document will be monitored on a monthly basis as part of the standard Council budget review system. In addition, service changes are normally included as part of the medium term financial plan review, so business cases are prepared and approved, and then monitored, by the relevant board on a regular basis

Waste strategy document review/update

The waste strategy document will be reviewed on a yearly basis to assess progress and ensure the document is still relevant in light of future changes etc. Also, the specific action plan included as Appendix 2 will need to be updated to reflect progress to date and to be adapted to potential changes.

Appendix 1: Current service

Current waste and recycling services provided by Newport City Council are as follows

Collection Services	Household collections	<ul style="list-style-type: none"> -Fortnightly collections of residual waste using 120l bins (rolled out early 2019) or equivalent capacity -Fortnightly collection of garden waste using 240l orange lidded bins – service runs 9 months a year, free of charge -Weekly collection of dry recyclables: <ul style="list-style-type: none"> – Blue box 55l: paper, textiles, small electrical items – Green box 55l: cardboard and galls – Red 90l bag: cans and plastics – 5l (internal) and 23l (external) caddies: food waste. Compostable food liners provided free of charge - Fortnightly collections of nappy/hygiene waste using yellow nappy sacks
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	Bulky items collections	A chargeable collection service for bulky items is available on request
	Commercial waste collections	-Waste collections of residual waste, dry mixed recycling and cardboard are available for businesses -Different options for collection frequency and type of container (1100l, 660l, 360l, sacks)
	Household waste collection centre	-Collection of all types of recyclable materials, bulky items, DYW waste, media, etc. , for residents only -Open 7 days a week -A Reuse shop where items in good condition will be collected for reuse is located at the site
Treatment services	Residual waste	All household residual waste collected is sent to Cardiff's Energy from Waste facility as part of the inter authority contract Project Gwyrdd
	Organic waste	-All garden waste collected is treated in the Council's composting plant located at Docks Way. The compost produced is a certified PAS 100 product for agricultural use -Food waste is sent to the Anaerobic Digestion plant located at Bryn Pica, which produces biogas and fertilizer as outputs
	Recyclates	All dry recyclable waste is sent to permitted reprocessors in the UK so it can be recycled and transformed into raw materials again

Appendix 2: detailed Action plan

Area	Activity	Links to Main Objectives	Action	Implementation date	Lead/owner	Monitoring
HOUSEHOLD COLLECTIONS	Residual restriction: roll out of smaller bins	-Increase recycling performance -Reduce waste arisings -Meet landfill diversion targets -Provide extensive recycling services -Improve engagement with residents	Delivery of new bins and collection of old bins	April-June 2019	-Waste and Cleansing Service Manager	1.KPIs to be monitored: -PAM/030, PAM/043 -Tonnage of residual and recycling waste collected at kerbside -No. of containers delivered -No. of tags issued/enforcement stages 2.Report to: -Performance Scrutiny Committee (performance data) -Corporate Management Board, as requested
			Targeted communications campaign	March 2019-June 2019	-Collections Team Manager	
			Delivery of additional recycling containers	April-July 2019	-Cleansing Team Manager	
			Monitoring of collections	Ongoing from April 2019	-Recycling Team Manager	
			Engagement with residents	Ongoing from April 2019		
			Extend nappy collection service	April-July 2019		
	Flats collections review	-Increase recycling performance -Reduce waste arisings -Meet landfill diversion targets -Provide extensive recycling services -Improve engagement with residents	Review of existing provision and proposals for improvement	Autumn 2019	-Waste and Cleansing Service Manager -Collections Team Manager	1.KPIs to be monitored: -PAM/030, PAM/043 -Tonnage of residual/recycling waste collected at kerbside
			Engagement with residents	January-March 2020	-Cleansing Team Manager -Recycling Team Manager	
			Implementation of changes	April 2020		
	Mobile Waste	-Incorporate new technologies -Improve engagement with residents	Core System installation	June-August 2019	-Customer Experience Service Manager -Waste and Cleansing Service Manager	1.KPIs to be monitored: -no. of missed collections/complaints; - collection times; changes to routes 2. Report to: My Newport Projects Board
			Mobile devices roll out	September 2019	-Waste and Cleansing Service Manager -Collections Team Manager	
	Docks Way site review	-Increase recycling performance	Layout review	Autumn 2019	-Waste and Cleansing Service Manager	1.KPIs to be monitored: -STR/L/018 -Tonnage of residual and

Area	Activity	Links to Main Objectives	Action	Implementation date	Lead/owner	Monitoring
HWRC		-Reduce waste arisings -Meet landfill diversion targets	Implementation of changes	November 2019-March 2020	-Recycling Team Manager	recycling waste collected at HWRC 1.Report to: -Performance Scrutiny Committee (performance data) -Corporate Management Board, as requested
			Review residual waste acceptance criteria	November 2019-March 2020		
	New HWRC	-Increase recycling performance -Provide extensive recycling services	Site search and land lease/purchase	September 2019 to March 2020	-Waste and Cleansing Service Manager	1.KPIs to be monitored: -STR/L/018 -Tonnage of residual and recycling waste collected at HWRC 2.Report to: -Performance Scrutiny Committee (performance data) - Corporate Management Board, as requested
			Site design	April-September 2020		
			Commissioning of civil works	September-December 2020	-Recycling Team Manager	
			Construction works	2021		
			Engagement with residents	2021		
COMMERCIAL COLLECTIONS	Develop commercial recycling service	-Meet landfill diversion targets -Provide extensive recycling services -Improve engagement with businesses	Design/procurement of recycling service	Autumn 2019	-Waste and Cleansing Service Manager -Collections Team Manager -Recycling Team Manager	1.KPIs to be monitored: -PAM/030, PAM/043 -Tonnage of residual and recycling waste collected from businesses -No. of clients -Financial monitoring on income generated 2.Report to: Corporate Management Board, as requested
			Implementation of recycling services	2020		

Appendix 3: Engagement

Engagement with residents

Approach

Newport's communications will be focused on engagement with residents and the messages and methods deployed will be designed to assist behavioural change and make the service as easy as possible for people to use. The Council will work in partnership with stakeholder groups and contract partners to provide guidance, information and assistance to enable all residents to access all services to maximise recycling and minimise waste.

Aims of communications activities will be:

- To increase awareness of the need and positive impact of recycling
- Whilst recognising the efforts most of the residents already make, to encourage more residents to start recycling or recycle more
- To keep people informed of new approaches and opportunities for recycling

Results from campaigns and studies across the UK suggest education campaigns, even if needed to raise awareness and support behaviour change, do not have a big enough impact or result in a significant change on their own. Therefore, rather than as standalone solutions to increase the recycling performance, communications have to be used as key supporting elements of operational changes – this way they will contribute to reinforce the message and provide advice and support to residents to understand the changes and enable participation.

With this project-based approach, the Council aims to deliver big project-based communications campaigns linked to service changes, supported by non-time specific smaller campaigns linked to specific objectives (such as promoting food waste recycling or real nappies). In between this targeted campaigns, the Council still aims to deliver regular communications outputs to ensure residents are kept up to date with relevant news, reminded of the services available to them etc. via standard communications channels (Council website, social media, newsletters etc.).

Also, the Council recognises that different audiences or activities may need difference approaches, so different elements (digital tools, paper-based communications, face to face interaction, press, signage etc.) will be considered.

All communications will be conducted in Welsh and English

Resources

A recent survey on the waste and recycling services showed there is a clear recognition amongst Newport residents of the need to improve recycling, and outcome indicates a significant percentage of the population could do more to recycle or recycle more material. In addition, that information on what can be recycled and availability of recycling containers is needed, and that 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.

As a result, increased resources have been included to enable proper engagement during the next 2 years; a team of engagement officers has been created to support the service change linked to household collections and its communications campaign, with the main aim of monitoring the waste collections and identifying and monitoring areas where residents are not segregating their waste correctly. The officers will engage with residents to explain what materials need to be segregated and how to do it.

The proposed system to monitor and control the correct segregation of waste is as follows:

- All residents will be provided with information on the recycling scheme, receptacles available and what goes where as part of the communications campaign linked to the smaller bins roll out.
- Once smaller bins are in place, the Council will monitor usage of bins and recycling containers, and will use a 3 strike system where residents presenting overfull bins or side waste will get their bins tagged. This will trigger contact by the engagement team to provide individual guidance and advice to residents, which could also involve pro-actively conducting bin audits to ascertain ownership and provide assistance to residents as to what materials can be deposited in recycling receptacles.
- When all communication and engagement routes have been exhausted it may be necessary to use powers under S46 of the Environmental Protection Act 1990 to take enforcement action against residents who are not following the Council's waste and recycling policies, which could then result in a fixed penalty notice if issues persist. This will be done as a last resort option and after ensuring residents have been given every opportunity to participate in the correct manner; enforcement of any kind will only be used when all other methods of communication and engagement have been exhausted.

Clear policy and guidelines will be available for residents, so there is clarity about how the policies work, how to recycle and what is allowed; aim is to engage with residents and bring them on board, and to ensure it is residents who do not participate and engage who are targeted.

In addition, the Council will continue to make use of existing corporate resources:

- Council media (website, social media, newsletters etc.) managed by its Public Relations team,
- and Customer Services resources – Contact Centre staff and MyNewport portal

And, where possible, the Council will continue to tie in with existing regional and national campaign, making use of existing materials/templates and common themes. Also to take part in the Welsh Government's multi-year Behaviour Change Programme that is about to be launched, and other national initiatives as they are developed, which is likely to provide multiple opportunities for participation and collaboration, whilst continuing to make the most of existing networks and partnerships

Newport City Council will also collaborate with stakeholders and local interest groups to improve waste services and its reach to residents, local business and visitors.

Engagement with businesses

In the first instance, the Council will focus on the conversion of the collection service to one that is recycling led, enabling local businesses to respond to the regulations of the Environment (Wales) Act 2016. However, it will make use of current resources to liaise with businesses to ensure they understand their obligations and know their options, and will try to influence behavioural change in local businesses and encourage the recycling behaviours adopted at home to be transferred to the work place. It will look to ensure that its service design will support this approach.

Engagement with schools

Environmental Education is provided to children in schools through the National Curriculum. However, Newport City Council complements this by carrying out additional activities to increase awareness in recycling matters. Current activities include:

- Educational Programme –a schedule of educational visits is carried out via Wastesavers, a third sector organisation and current contractor to carry out recycling household collections for the Council. In their Educational Room they host educational visits by local schools.
- Encourage schools to become further involved in interactive education programmes such as Eco Schools, Fairtrade etc.
- Run competitions continually throughout the year relating to waste education such as:
 - Battery Recycling Campaign – schools across the city receive schools pack and a free recycling collection, with prizes being awarded to the best recyclers
 - Christmas Card Competition
- Carry out waste workshops to schools – such as for instance a recycling workshop been carried out to engage with Newport’s pupils on recycling in general and the collection system in use in Newport during Autumn 2018
- Schools Recycling – The Council works in partnership with Wastesavers to offer recycling waste collections to schools in Newport and is currently working on initiatives to improve recycling, especially food waste recycling, in schools.

Appendix 4: Links to Wellbeing Goals




Contribution of Newport's Waste strategy to the national Well-being Goals			
Well-being goals	5 ways of working	Newport's strategic objectives	How Newport's activities contribute to well-being goals
A prosperous Wales An innovative, productive and low carbon society which recognises the limits of the global environment and therefore uses resources efficiently and proportionately (including acting on climate change); and which develops a skilled and well-educated population in an economy which generates wealth and provides employment opportunities, allowing people to take advantage of the wealth generated through securing decent work.	Long-term	Reduce waste arisings Meet landfill diversion targets Provide extensive recycling services	Services designed so that everyone can participate. Maximise benefits of emerging technologies to recycle more and introduce additional materials. Providing residents with more suitable HWRC and re-use facilities
A more equal Wales A society that enables people to fulfil their potential no matter what their background or circumstances (including their socio-economic background and circumstances).	Integration and Collaboration	Provide extensive recycling services Improve engagement with residents and businesses Incorporate new technologies and ways of working	Services that are accessible to all residents, local businesses and visitors Improvements to HWRC will improve provision so everybody is included. Engagement and communications that give everyone the opportunity to participate in recycling and waste minimisation schemes.
A Wales of cohesive communities Attractive, viable, safe and well-connected communities.	Collaboration and Involvement	Provide extensive recycling services Improve engagement with residents and businesses Incorporate new technologies and ways of working	Public Surveys and Satisfaction surveys that give residents and local businesses a voice and influence the services provided to them. Working with residents and local stakeholders for an inclusive waste management service. Encourage community resilience and empower individuals to help others by working with housing associations, businesses and



Contribution of Newport's Waste strategy to the national Well-being Goals

Well-being goals	5 ways of working	Newport's strategic objectives	How Newport's activities contribute to well-being goals
			<p>other stakeholders.</p> <p>Collaboration with third sector partners to develop employment opportunities and enhance qualifications such as training in NVQs, to increase re-use and the wider social benefits</p>
<p>A healthier Wales</p> <p>A society in which people's physical and mental well-being is maximised and in which choices and behaviours that benefit future health are understood.</p>	Integration and Involvement	Provide extensive recycling services	<p>Schools programme of communication and engagement so our children understand how they can make a difference from an early age.</p> <p>Targeted education to recognise differences. Focus messages with emphasis on the positive and appealing to residents' sense of identity and community.</p>
<p>A resilient Wales</p> <p>A nation which maintains and enhances a biodiverse natural environment with healthy functioning ecosystems that support social, economic and ecological resilience and the capacity to adapt to change (for example climate change).</p>	Long-term	<p>Increase recycling performance</p> <p>Reduce waste arisings</p> <p>Meet landfill diversion targets</p> <p>Provide extensive recycling services</p>	An integrated strategy that is aligned to the waste hierarchy.
<p>A globally responsible Wales</p> <p>A nation which, when doing anything to improve the economic, social, environmental and cultural well-being of Wales, takes account of whether doing such a thing may make a positive contribution to global well-being.</p>	Prevention	<p>Increase recycling performance</p> <p>Reduce waste arisings</p> <p>Meet landfill diversion targets</p> <p>Provide extensive recycling services</p>	<p>An integrated strategy that encourages the prevention of waste, providing opportunities to reuse and recycle</p> <p>Collaboration with third sector partners to help support communities</p>
<p>A Wales of vibrant culture and thriving Welsh language</p> <p>A society that promotes and protects culture, heritage and the Welsh language, and which encourages</p>	Involvement and Collaboration	Improve engagement with residents and businesses	Education and Engagement - all communications with our community will be provided in English and Welsh.

Contribution of Newport's Waste strategy to the national Well-being Goals

Well-being goals	5 ways of working	Newport's strategic objectives	How Newport's activities contribute to well-being goals
people to participate in the arts, and sports and recreation.			

Sustainable Development Principle	Contribution of the Waste Strategy to the 5 ways of working
 <p>Long Term</p> <p>Balancing short term need with long term needs</p>	<p>The main purpose of the Waste Strategy is to provide long term solutions and a clear direction of travel for the Council to sustainably improve its recycling performance. It is a strategic document that will provide the correct frame for more specific actions and activities that can be planned and implemented both short, medium and long term</p>
 <p>Collaboration</p> <p>Working together to deliver objectives</p>	<p>A number of partners and external organisations, including Welsh Government, WRAP, WLGA and experts in the waste industry have been part of the process follow to produce and analyse the different proposals considered and the final proposal included for consideration. Benchmarking with other Local Authorities in Wales has also been carried out, to ensure consistency and best practice are being actively pursued, and initiatives to work in collaboratively are always considered – a range of side projects have also been carried out whilst developing the waste strategy</p>
 <p>Involvement</p> <p>Involving those with an interest and seeking their views</p>	<p>Main stakeholders are Newport residents and local businesses:</p> <ul style="list-style-type: none"> – Residents have been involved via consultation on recycling options, and also through involvement of elected members in the options proposal. A wide communications campaign to ensure they keep being informed, and face to face assistance, will also be arranged – As for businesses, the Council currently has a collection service with very limited recycling options – by developing a proper recycling collection service, the existing customer will benefit from an improved service and the Council will also be able to offer a comprehensive collection package to new customers – Additionally, linked to the proposals included in the waste strategy, the council has undertaken a survey amongst businesses in the city centre to determine their preferences and needs linked to waste collections.

Sustainable Development Principle	Contribution of the Waste Strategy to the 5 ways of working
 <p>Prevention</p> <p>Putting resources into preventing problems occurring or getting worse</p>	<p>The aim of the waste strategy is to find solutions that work for Newport and ensure plans are in place for a preventative and proactive approach, to avoid reactive solutions that do not address the root causes. Recycling has much to do with behaviour so service changes need to be coupled with regular communications – this will need to continue in the future to ensure issues with behaviour and performance keep being identified and solved.</p>
 <p>Integration</p> <p>Considering impact on all wellbeing goals together and on other bodies</p>	<p>In relation to the Well-being Goals, the decision to have a waste strategy in place was based on the need to meet the recycling targets set by WG but it goes beyond that as it is a platform to ensure the right approach is used and sustainability is key. The proposals being considered take recycling performance into account, but in a wider sense environmental benefit and impact on local employment are also considered, which contributes to a more prosperous and resilient Wales and favour employment opportunities. Within the strategy, underlying principles to follow the waste hierarchy, favouring waste reduction and reuse, and a circular economy based on local recycling outlets also play a part in this by promoting economic growth. Moreover, work with community groups and initiatives such as reuse projects for people in need are already supported by the council, and ensuring these projects can be maintained in time by providing stability to the waste services via a waste strategy will contribute to maintain cohesive communities.</p>