

Cyngor Sir CEREDIGION County Council

REPORT TO:	Thriving Communities Overview and Scrutiny Committee
DATE:	20 January 2022
LOCATION:	Virtual
TITLE:	Waste Management Service
PURPOSE OF REPORT:	Information
REASON SCRUTINY HAVE REQUESTED THE INFORMATION:	To receive information regarding the current performance and future plans for the waste management service

1 BACKGROUND

The Committee has requested information in relation to the below:

1. A report outlining what efficiency benefits have accrued from the re-design of the routes and are they as predicted or exceeded what was envisaged in the redesign document.
2. Quantify the additional fuel costs attributed to the redesigning of the routes, net of any increase in day to day increase in fuel costs.
3. Quantify any additional wear and tear cost to the collection vehicles as a consequence of routes redesign.
4. Quantify any additional labour cost in terms of overtime etc. associated as a direct consequent of route redesign.
5. Provide comparison data of missed weekly collection rates for the past 3 years.
6. Provide an update report of the direction the department will pursue in renewing the collection fleet, bearing in mind their impact on the environment and the Council's aspiration to become a carbon free Council.
7. Provide a brief report on what stage we are currently at, regarding the proposed Waste transfer station at Penrhos
8. Provide comparative data for the last 2 years in reported fly tipping incidents.
9. Provide update re usage / tonnage deposited at our Civic Amenity sites over the last year.
10. Provide an estimate of when the garden waste service is likely to be reinstated.

It is understood that questions 1-4 relate to the new kerbside waste collection service. Unfortunately, a review of the service has not been possible due to the new ways of working that have been put in place in response to the COVID-19 pandemic and as such the new model has not been operating as designed for most of the two year period since it was introduced. However the report does contain some data in relation to the service's performance and constraints.

Information relating to questions 5-10 is provided in the body of the report.

The report also provides an analysis of the service’s performance against Corporate Objectives and statutory requirements.

2 CORPORATE GOALS

The Council’s vision is to deliver value for money sustainable bilingual public services that support a strong economy and healthy environment while promoting well-being in our people and our communities. CCC’s Wellbeing objectives include a goal to:

- Reduce the amount of waste being generated
- Increase the amount of recycling
- Reduce the amount of waste going to landfill

In other words, the Council’s aim is for high performing yet cost effective services, including its waste management service.



All Local Authorities are currently struggling to deliver such aims. The demographics of Ceredigion pose additional challenges in terms of its waste management services:

Low population density:

- Properties are hard to reach
- Waste collection routes are lengthy
- Higher degree of non-productive travel time
- Few opportunities for economies of scale

Remoteness:

- Distance to reprocessors and markets
- Haulage costs
- Access to Household Waste Sites (“HWS”)

It should be noted that all the data collected in Ceredigion relates to Municipal Solid Waste, and includes domestic waste and the waste collected from the Council’s commercial waste customers. Due to the way that domestic and commercial waste are co-collected in the same vehicle, it is not possible to accurately differentiate between the two. This is particularly relevant in the context of data during COVID-19.

3 SUMMARY OF RECENT SERVICE CHANGES

2017-18	Extensive consultation – kerbside collection options
2018	Contract for Beulah Waste Transfer Station (“WTS”) expired Change in hours at Rhydeinon HWS following public consultation
2019	New kerbside collection service was rolled out across the county incrementally between April and December
2020	COVID-19 resulting in: <ul style="list-style-type: none"> • National lockdowns from March 2020:

	<ul style="list-style-type: none"> • Temporary closure of HWS and subsequent COVID-19-secure arrangements for re-opening • Suspension of garden waste / bulky household waste collections • Focus on core waste collection service, operating under COVID-19 restrictions • Priority on maintaining services safely in a dynamic and volatile environment. This requiring on-going review of arrangements • Change in ways of working in waste collection service to allow for social distancing
2021	<ul style="list-style-type: none"> • Procurement of a number of significant waste contracts, including Glanyrafon, Cilmaenllwyd and Rhydeinon Household Waste Sites, and MRF contract • Work ongoing in respect to Waste Transfer Station arrangements in the south of the county • Staff restructure and appointment of key individuals

Table 1 Recent service changes

4 PERFORMANCE

Fig1 illustrates the Council's performance against two of the corporate objectives:

- Reduce the amount of waste being generated
- Reduce the amount of waste going to landfill

There is a general downwards trend in the amount of waste being generated.

The amount of waste being sent to landfill is determined to a large extent by the success of the residual waste treatment contract. Continuation of the current situation is dependent on continued performance of the Energy from Waste facility / contractor.

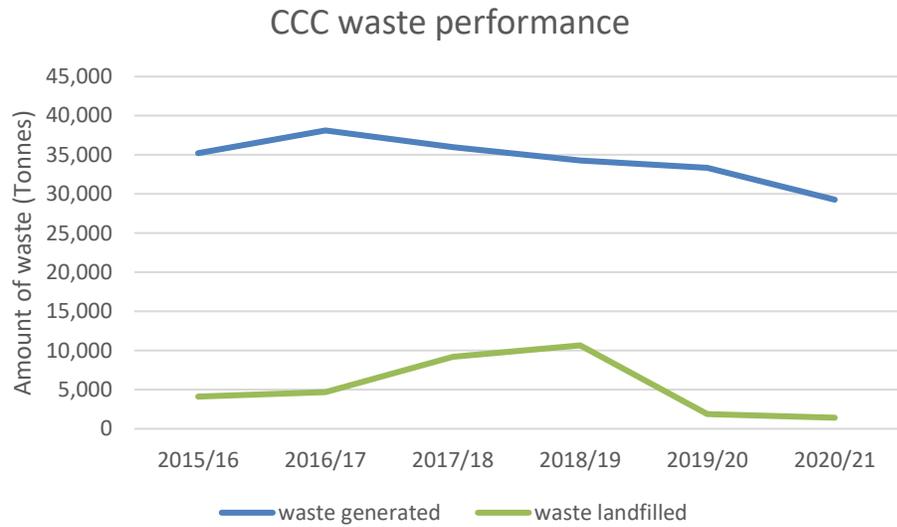


Figure 1 CCC Waste management waste reduction performance

The corporate objective to increase the amount of recycling is most appropriately considered as a percentage of the total amount of waste generated. As the chart below illustrates, Ceredigion has a successful track record in terms of its recycling performance against WG statutory recycling targets.

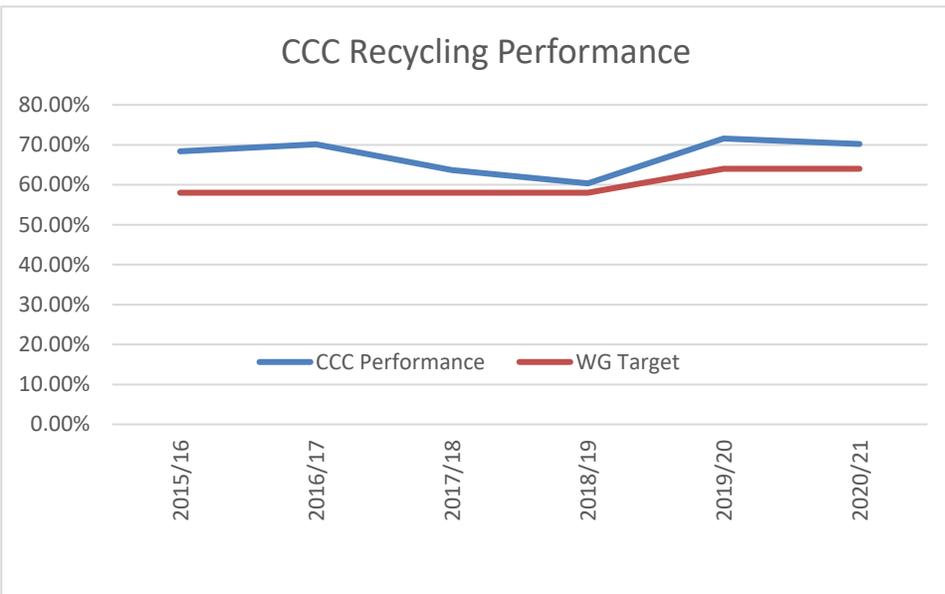
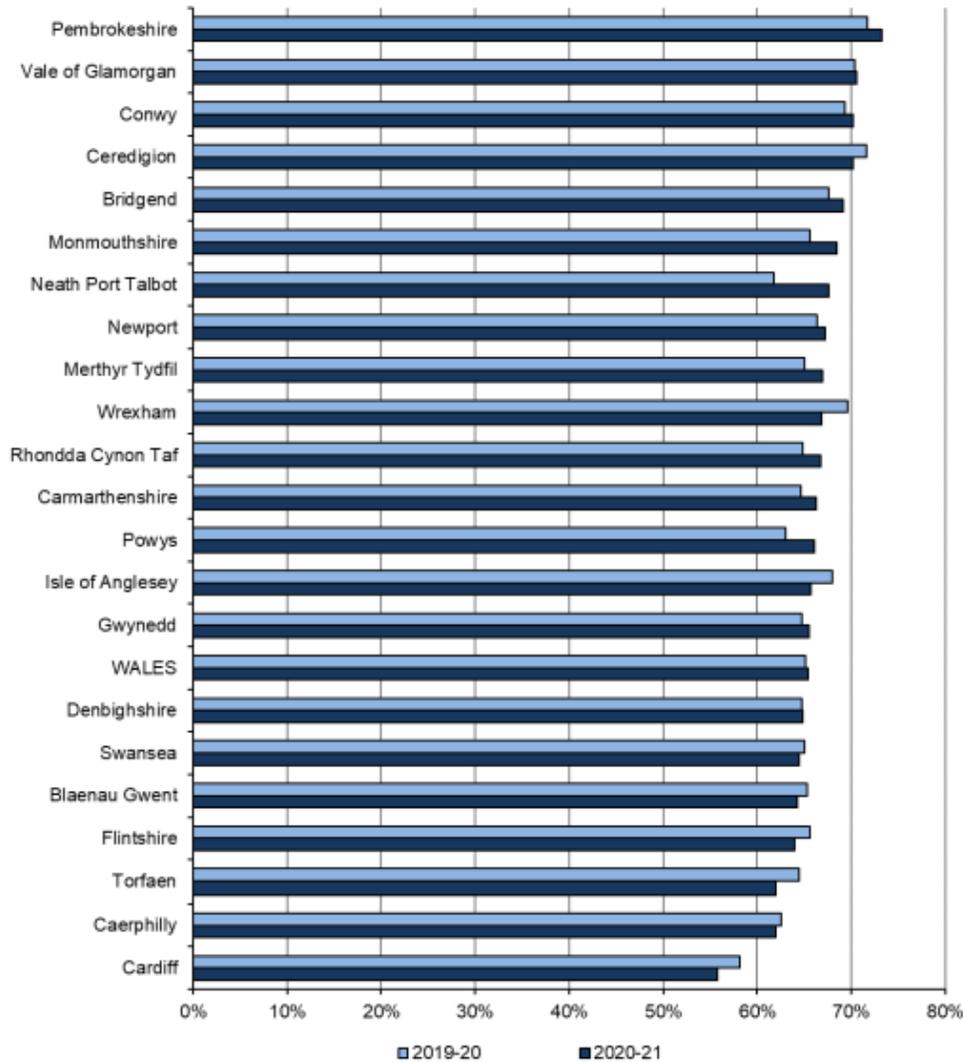


Figure 2 CCC performance against recycling targets

Figure 3 illustrates the relative performance of Ceredigion compared to other Local Authorities in Wales. This illustrates that Ceredigion is currently in the top 4 highest performing Local Authorities in Wales in terms of recycling.

Chart 3: Combined local authority municipal waste reuse/recycling/composting rates, by local authority, 2019-20 and 2020-21



Source: WasteDataFlow

Figure 3: LA performance in Wales

An analysis of waste management costs across Welsh Local Authorities is undertaken on an annual basis by WLGA. Figs 4 and 5 below suggest that Ceredigion’s service is reasonably cost effective when compared to Councils with a similar demographic, both on a cost per household and cost per Km of Highway basis.

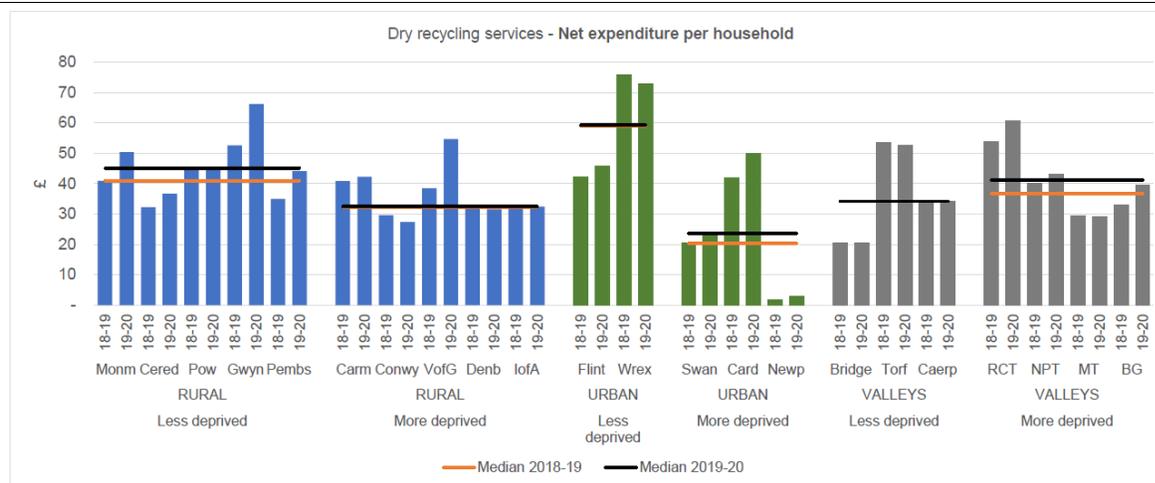


Figure 4: Wales recycling costs per household (source WLGA – Draft results)

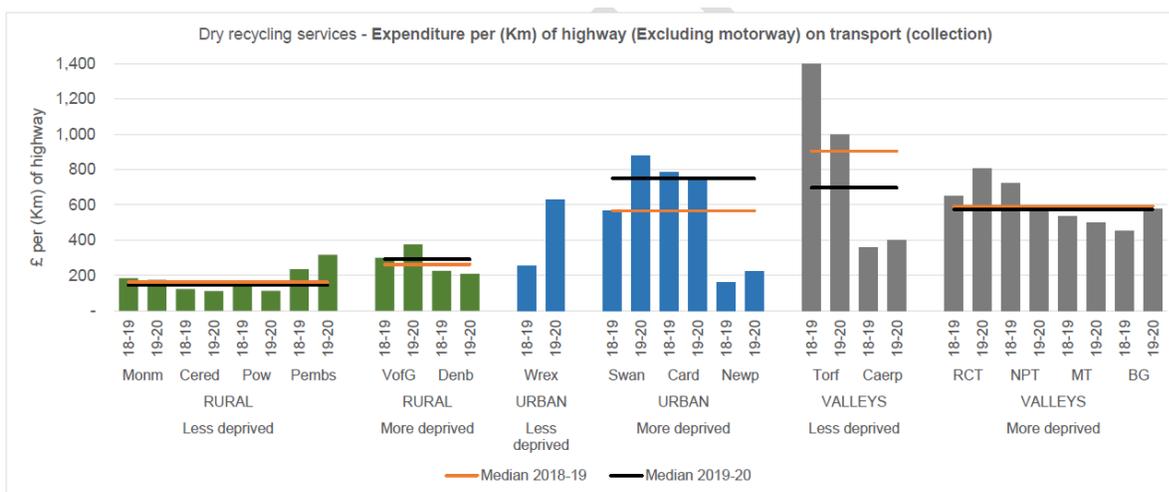


Figure 5 Wales waste costs per Km of Highway (Source WLGA – Draft result)

In summary, the Council's waste management service appears to be performing well against the corporate objectives.

4.1 Performance of new kerbside collection service

It should be noted that there is very little data relating to the performance of the new kerbside waste collection service operating as it was designed. The rollout completed in December 2019 and COVID-19 affected the operation of the service from March 2020.

Fig 6 illustrates the change in weight of each waste stream collected at the kerbside between 2017/18 to 2019/20. The change during 2019/20 is considered to be the result of the introduction of the new kerbside collection model. The chart indicates that:

- Residual waste (“black bags”) has decreased. Between 2018/19 and 2019/20 residual waste reduced by 12%.

- There has been very little change in the weight of clear bags collected at the kerbside over the last 3 years.
- The amount of food waste collected increased between 2017/18 and 2018/19. The largest increase was between 2018/19 and 2019/20, which saw an increase of over 16%
- The ramping up of glass collected at the kerbside during 2019/20 is considered to be due to the way the kerbside service was incrementally rolled out over the year.

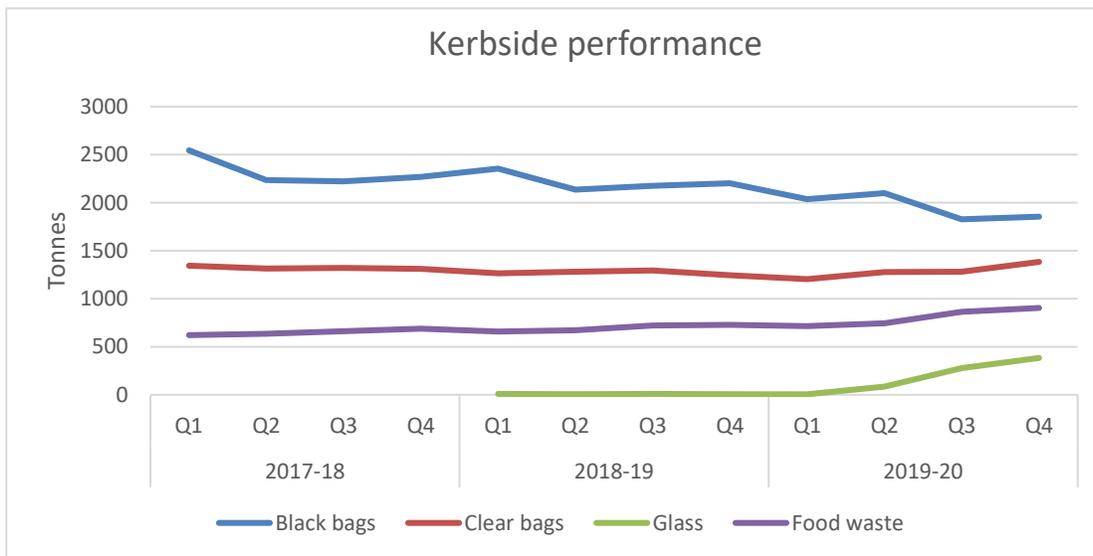


Figure 6: CCC change in kerbside performance

It was expected that the introduction of the kerbside glass collection would result in a decrease in glass being recycled through other options. Fig 7 illustrates that glass from all other sources reduced as the kerbside collection service was implemented. The total amount of glass recycled, from all sources, increased by 440 tonnes between 2018/19 and 2019/20, which is an increase of 21%.

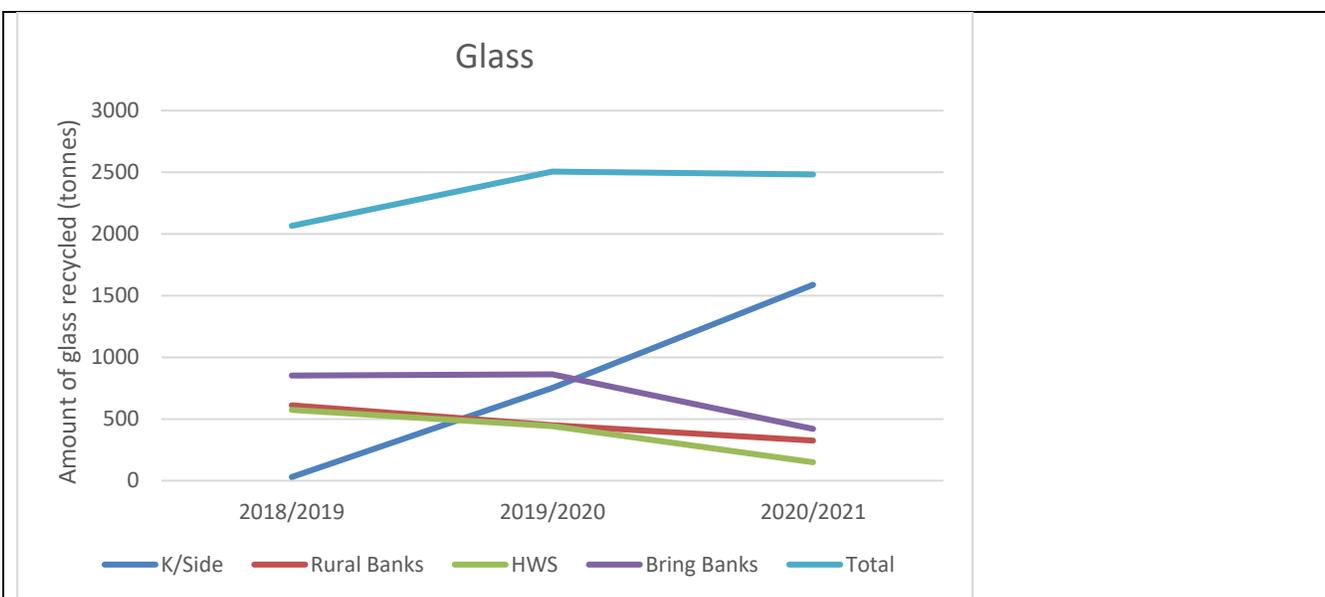


Figure 7: Change in glass recycling sources

4.2 Impact of COVID-19

A comparison of data between Q4 2019/20 (illustrative of the new kerbside collection once fully rolled out) and the Q4 data both before and after the introduction of the new kerbside collection service is below. This illustrates that the introduction of the new service appears to have had the intended influence on performance, with a reduction in residual waste and increases in the amount of food waste, recyclables and glass collected from the kerbside. The impact of COVID-19 is more difficult to analyse both in terms of its immediate impact and when forecasting for the future

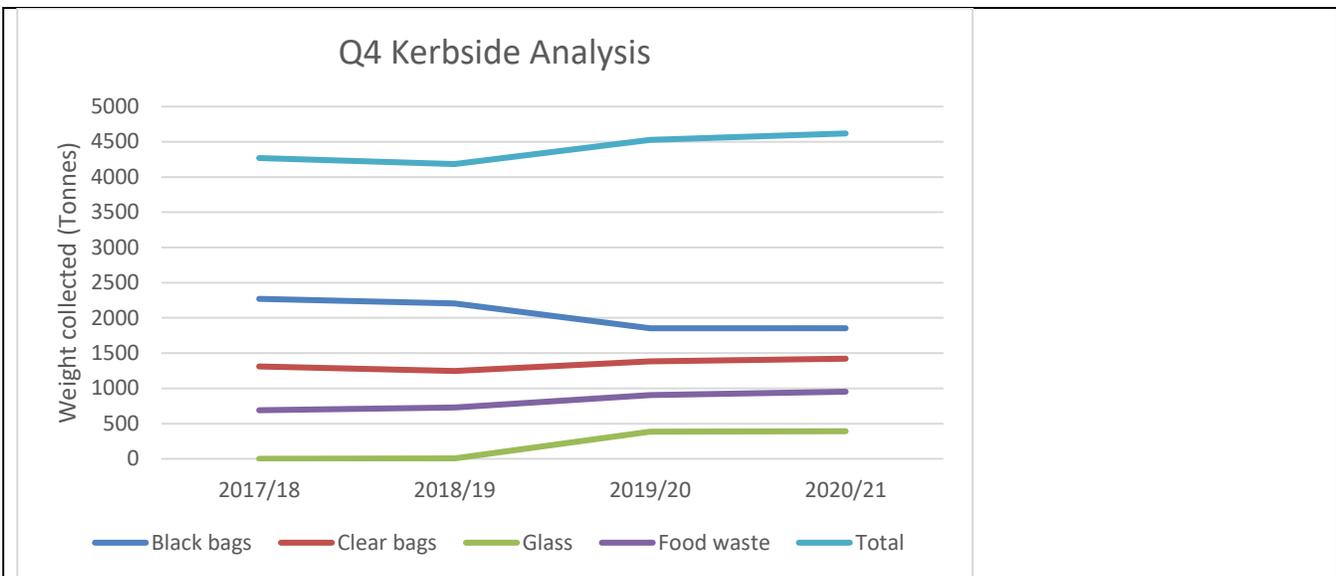


Figure 8 Q4 Kerbside Analysis

The picture for the whole of 2020/21 suggests an increase in the amount of glass and residual waste collected at the kerbside. More waste was collected at the kerbside in Q1 2021/22 than at any time since 2017.

The data for 2020/21 and 2021/22 will be affected by increased working from home, the closure of the hospitality industry and HWS during the COVID-19 lockdowns, a reduction in trade waste being generated by the Council's commercial waste customers and the increased number of visitors to the county when this was permitted.

The above data covers the main period of restrictions during the COVID-19 pandemic. Care should be taken in comparing the 2020-21 results with previous years since it is not clear which effects are short term because of the pandemic and which are longer term.

In terms of operational changes, COVID-19 has necessitated a change in the ways of working, particularly in relation to maintaining social distancing. The number of crew members in a cab has, in some cases, had to reduce. The impact is summarised below:

- Workload of 26T vehicles shared between 2 vehicles due to social distancing requirements resulting in:
 - Increase in vehicle needs – against a national shortage of vehicles
 - Second loader is also driving
 - Increase in costs
 - Increase in fuel and associated fleet costs
 - Collecting waste in vehicles not designed for that purpose – less efficient
 - Increase workload for TMU
 - Increase risk of service failure

- Change in waste tonnage and volumes resulting in:
 - Capacity issues
 - Additional trips to WTS

- Additional workload

In summary, there has been an increase in waste being presented at the kerbside, with some staff working in vehicles not designed for the purpose. The results have been an increased workload, increased overtime, increased costs, and increased issues. The image below illustrates the issue.



Figure 9: Vehicle designed for purpose in background, vehicle currently in use in foreground

During the first lockdown, staff were literally applauded in the streets, and received many thank you messages and gifts for all their hard work. As time has moved on, this has changed, and there is now an expectation that things should return to normal.

It is important to remember that staff in the service have worked throughout COVID-19, working 5-6 days per week with the exception of Christmas Day and New Years' Day, in addition to supporting emergency work such as Highways winter maintenance.



4.3 Approach to Customer Care

The waste collection is one of the most high profile services that the Council provide – we are scheduled to provide over 4.2million collections a year.

We appreciate and understand how important it is to provide an effective reliable waste collection service and endeavor, on a day to day basis, to provide a high quality service for the public. Being a large operational service in terms of scale and scope inevitably brings with it challenges. Issues affecting our staff and vehicles can impact on our ability, on occasion, to deliver the service we want and that the public expect and deserve. When this is the case we aim to recover the situation as soon as possible and to provide timely information to the public. We do this through an innovative solution which, when they occur, sees daily disruption reports being published on the Council website and available via Clic.

This provides some detail about the routes and waste streams affected along with a summary of what has caused the disruption. Also provided is advice to the public regarding what and how we are responding. By providing the information in this way, and people accessing and making use of it, allows our operational managers to focus on the response and on minimising, the impact of the disruption as far as is possible.

4.4 Household Waste Sites

The service does not hold robust data on the number of people accessing the Household Waste Sites. The weight data however is a reliable alternative to illustrate site usage.

Figure 10 illustrates that:

- Lampeter and Rhydeinon HWS saw a reduction in usage between 2017/18 and 2018/19. Glanyrafon saw a small increase.
- All four sites saw a reduction in usage between 2018/19 and 2019/20, which may be attributable, in part, to the introduction of the new kerbside collection model. The change at Cilmaenllwyd was less acute than at the other 3 sites.
- There was a significant reduction in usage in 2020/21, which is believed to be related to COVID-19, and HWS closure
- The data for the first 6 months of 2021/22 indicates that site usage at Rhydeinon and Lampeter is back to pre-COVID-19 levels (Figure 11)

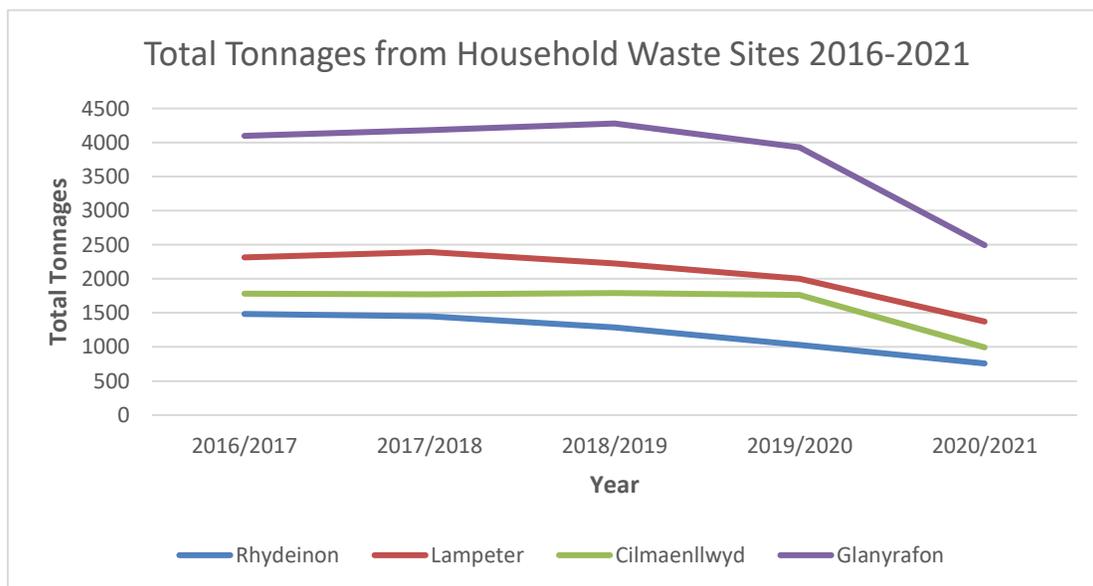


Figure 10: Household Waste Site tonnage 2016-2021

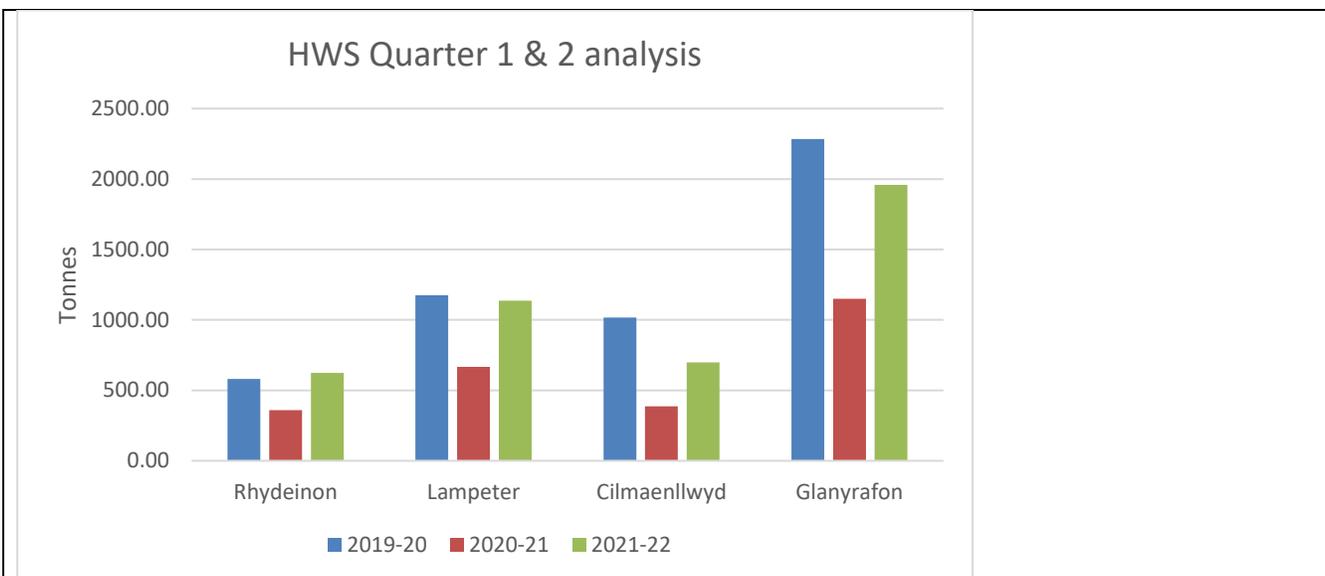


Figure 11: Analysis of HWS usage post-COVID-19

5 REPORTED MISSED BINS

The service does not currently collate data relating to published service disruptions. Fig 12 illustrates that the number of reported missed bins has increased over the last two years. Resources have not been available to determine whether the reported missed bins are genuine i.e. that the waste was presented in the right way and on time.

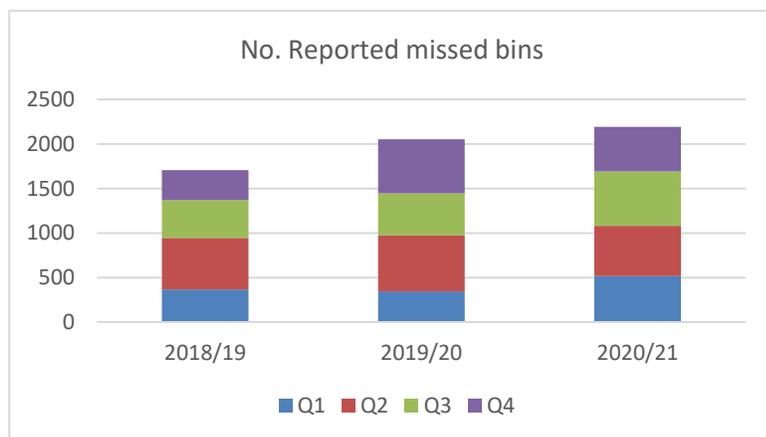


Figure 12 No. of reported missed bins 2018/19 - 2020/21

6 FLY-TIPPING

The number of reported incidents of fly tipping appears to have reduced between 2019/20 and 2020/21. The majority of incidents are small scale (car boot or less). There is some relationship between the number of incidents and the period that the HWS were closed during the first half of 2019/20. However it is not possible to confirm the reasons behind any fly-tipping incidents.

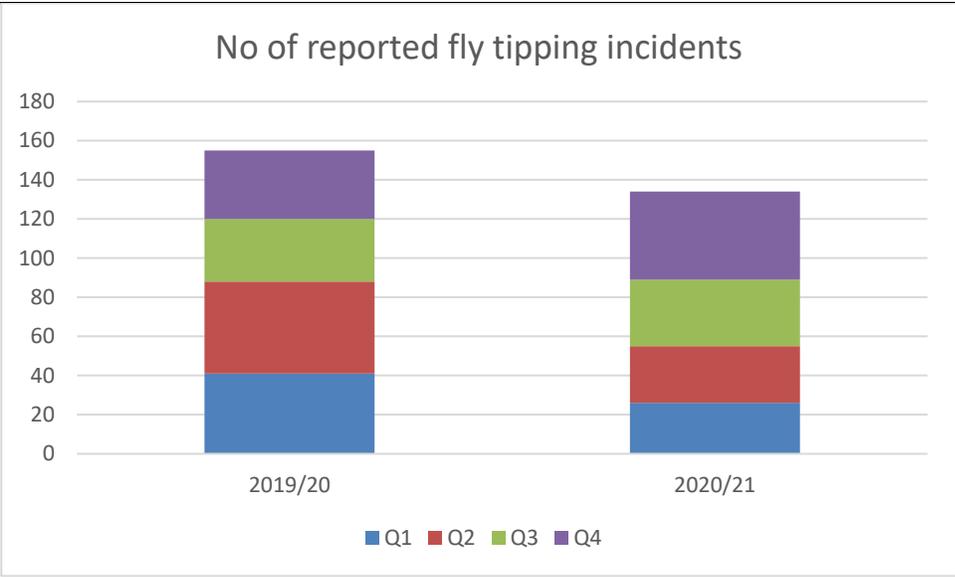


Figure 13 Reported fly-tipping

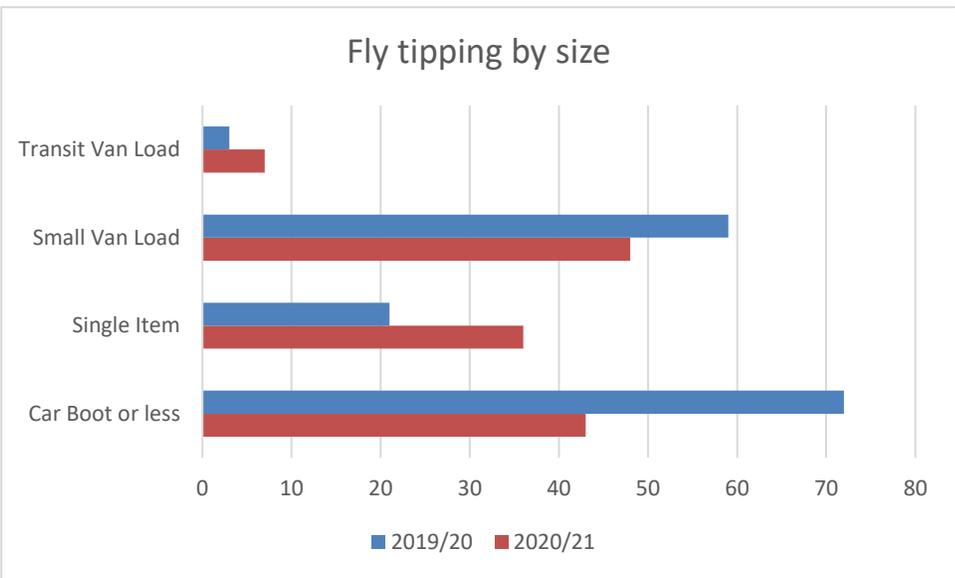


Figure 14 fly-tipping by size

Appendix A provides some indication of the incidence of Fly Tipping in Wales.

7 FUTURE STRATEGY

While CCC continues to have a good recycling track record, it is important to consider and plan for the longer term taking into account that it is an ever changing landscape. The 70% statutory recycling target from 2024/25 is challenging.

There are a number of uncertainties regarding the future legislative changes that will impact on the way Local Authorities deliver waste services:

- Extended Producer Responsibility which aims to improve the recyclability of packaging and shift the burden of cost to the producer
- Deposit Return Scheme which aims to incentivise residents to recycle more and contribute to the WG litter and fly-tipping action plan
- Recycling from non-domestic premises legislation will change the way businesses are required to present their waste for collection and how it is collected by the public and private waste collection providers
- Impact of ULEV requirements and considerations regarding the most appropriate fuel for Ceredigion's fleet

Given the challenges and uncertainties, the service is considering its short, medium and longer terms needs with a view to ensuring that the Council is best placed to respond to change. This is likely to lead to services that:

- Are better aligned to WG policy, preferences and guidance
- Promote waste prevention, repair and reuse
- Increase recycling opportunities at the kerbside and on-the-go
- Are flexible
- Require all householders and businesses to play their part and manage their waste more sustainably
- Ensure that HWS provision is adequate and cost-effective

7.1 Short term plans (3-6 months)

- Revert to operating the waste collection service as designed, COVID-19 restrictions permitting, including reinstating the bulky household and garden waste service.
- Review kerbside collection service needs – labour and fleet
- Procure WTS capacity in south Ceredigion

7.2 Medium term (12-24 months)

- Review HWS usage and develop options for consultation
- Review the business case for Penrhos WTS
- Review kerbside collection options and develop options for consultation, taking into account
 - ULEVs and associated infrastructure
 - Changing legislation
 - WG priorities
 - Public and political opinion

7.3 Long term (> 24 months)

- Implement the new Waste Management Strategy for Ceredigion

WELLBEING OF FUTURE GENERATIONS:	Has an Integrated Impact Assessment been completed? If not, please state why	No, report does not propose any change to strategy or policy
	Summary:	

	Long term:	
	Integration:	
	Collaboration:	
	Involvement:	
	Prevention:	
RECOMMENDATION (S):		
To note the content of the report.		
REASON FOR RECOMMENDATION (S):		
n/a		
Contact Name:	Gerwyn Jones / Beverley Hodgett	
Designation:	Corporate Manager Environmental Services / Local Environment Service Manager	
Date of Report:		
Acronyms:	HWS means Household Waste Site(s) WTS means Waste Transfer Station(s)	

Appendix A

BBC News 15 December 2021

Covid: Fly-tipping in Wales up 22% in last year



This road in Coedkernew, near Newport, was blighted by fly-tipping for years until it was cleared this year

Fly-tipping has increased by 22% in Wales in the last year, latest Welsh government figures reveal.

The rise from April 2020 to March 2021 is thought to be because of national lockdowns to prevent Covid spreading.

Some councils though, including Pembrokeshire, Ceredigion and Swansea recorded a decrease in the offence.

A report by Welsh government and Fly-tipping Action Wales showed Cardiff had the highest number of fixed penalty notices (FPNs) to tackle fly-tipping. A total of 301 FPNs were issued there between April 2020 and March 2021. Pembrokeshire recorded the largest annual decrease at 14%.

A total of 25,047 waste enforcement actions were recorded in Wales over the 12 months.

These include prosecutions, fixed penalty notices, investigations and stop-and-search checks.

The 2020-21 report, which analyses incidents recorded by local authorities between 1 April 2020, and 31 March 2021, shows Neath Port Talbot and Rhondda Cynon Taff councils achieved the highest number of successful fly-tipping prosecutions at seven apiece.

It also said Neath Port Talbot had led the way in enforcement for the eighth consecutive year.



Illegal dumping has risen by a fifth in the last year in Wales

Charles De Winton owns land on the outskirts of Brecon, in Powys. He believes the figures don't give an accurate reflection because they don't include offences on private land.

"A large part of fly-tipping goes unreported in rural areas where farmers and landowners experience it on their land," he said.

"It's very frustrating, I have personally experienced rubbish thrown over a hedge and into a small area of woodland, and I'm responsible for clearing it up.

"If it was asbestos or oils I would then be expected to clear it up at my own expense, and if I didn't I could be prosecuted for allowing this to happen on my land."

He called for stiffer penalties for offenders and a fund to help people clear rubbish dumped on their property. One landowner he knew faced a £100,000 bill after asbestos was dumped on his land.

"The problem during lockdown has been down to council tips and recycling centres closing because of Covid restrictions," Mr De Winton said.



Landowner Charles De Winton said asbestos was among materials dumped

"So many people have got rid of rubbish on private land."

Fly-tipping Action Wales, a Welsh government initiative, is urging Welsh homeowners to dispose of rubbish responsibly.

The group's Neil Harrison said the rise was "disappointing" after sustained year-on-year decreases over the last few years.

Enforcement officers, he said, had been under "extreme pressure" because of the pandemic with many re-deployed to help councils respond to Covid.

"Like all other sectors, teams were working with depleted numbers, yet the fact that they were still able to deliver over 25,047 enforcement actions is testament to the hard work and commitment of our local authorities that continued to tackle environmental crime on the ground during a very challenging time," Mr Harrison said.

ENDS