

# Agenda

## Cabinet

Date: **Thursday 22 April 2021**

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Time: **2.30 pm**

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Place: **online meeting**

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Notes: Please note the time, date and venue of the meeting.

For any further information please contact:

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If you would like help to understand this document, or would like it in another format, please call Sarah Buffrey on (01432) 260176 or e-mail [sarah.buffrey@herefordshire.gov.uk](mailto:sarah.buffrey@herefordshire.gov.uk) in advance of the meeting.

# **Agenda for the meeting of Cabinet**

## **Membership**

**Chairperson** Councillor David Hitchiner, Leader of the Council  
**Vice-Chairperson** Councillor Felicity Norman, Deputy Leader of the Council

**Councillor Ellie Chowns**  
**Councillor Pauline Crockett**  
**Councillor Gemma Davies**  
**Councillor John Harrington**  
**Councillor Liz Harvey**  
**Councillor Ange Tyler**

## Agenda

		Pages
1.	<p><b>APOLOGIES FOR ABSENCE</b></p> <p>To receive any apologies for absence.</p>	
2.	<p><b>DECLARATIONS OF INTEREST</b></p> <p>To receive declarations of interests in respect of Schedule 1, Schedule 2 or Other Interests from members of the committee in respect of items on the agenda.</p>	
3.	<p><b>MINUTES</b></p> <p>To approve and sign the minutes of the meeting held on 25 February 2021.</p>	11 - 20
<p><b>HOW TO SUBMIT QUESTIONS</b></p> <p><i>The deadline for submission of questions for this meeting is:</i></p> <p><i>9:30am on Monday 19 April 2020.</i></p> <p><i>Questions must be submitted to <a href="mailto:councillorservices@herefordshire.gov.uk">councillorservices@herefordshire.gov.uk</a>. Questions sent to any other address may not be accepted.</i></p> <p><i>Accepted questions and the response to them will be published as a supplement to the agenda papers prior to the meeting. Further information and guidance is available at <a href="https://www.herefordshire.gov.uk/getinvolved">https://www.herefordshire.gov.uk/getinvolved</a></i></p>		
4.	<p><b>QUESTIONS FROM MEMBERS OF THE PUBLIC</b></p> <p>To receive questions from members of the public.</p>	
5.	<p><b>QUESTIONS FROM COUNCILLORS</b></p> <p>To receive questions from councillors.</p>	
6.	<p><b>HEREFORDSHIRE CAPITAL INVESTMENT STRATEGY 2021-2030 FOR SPECIALIST SETTINGS EDUCATING CHILDREN AND YOUNG PEOPLE WITH SPECIAL EDUCATIONAL NEEDS AND DISABILITIES SEND</b></p> <p>To approve the approach and recommendations within the 'Herefordshire Capital Investment Strategy 2021-2030 for specialist settings educating children and young people with special educational needs and disabilities (SEND)', and for Herefordshire Council to support implementation of the proposed capital improvements to specialist SEND education accommodation therein.</p>	21 - 60
7.	<p><b>TO SET OUT THE COUNCILS PREFERRED WASTE COLLECTION MODEL AND TO AGREE THE IMPLEMENTATION PLAN FOR THE NEW WASTE MANAGEMENT SERVICE</b></p> <p>To confirm the council's preferred waste collection option and to agree to implement the new waste management service for the county.</p>	61 - 336





## The Public's Rights to Information and Attendance at Meetings

*Due to the current COVID-19 pandemic Herefordshire Council will be holding remote meetings in accordance with the latest regulations<sup>1</sup>. Details of how to observe virtual meetings are set out below. Access to agenda, minutes, decision notices and other documents will be via the Herefordshire Council website or by contacting the Governance Support Team on 01432 260201 / 261699 or at [governancesupportteam@herefordshire.gov.uk](mailto:governancesupportteam@herefordshire.gov.uk)*

### YOU HAVE A RIGHT TO: -

- Attend all Council, Cabinet, Committee and Sub-Committee meetings unless the business to be transacted would disclose 'confidential' or 'exempt' information.
- Inspect agenda and public reports at least five clear days before the date of the meeting.
- Inspect minutes of the Council and all Committees and Sub-Committees and written statements of decisions taken by the Cabinet or individual Cabinet Members for up to six years following a meeting.
- Inspect background papers used in the preparation of public reports for a period of up to four years from the date of the meeting. (A list of the background papers to a report is given at the end of each report). A background paper is a document on which the officer has relied in writing the report and which otherwise is not available to the public.
- Access to a public register stating the names, addresses and wards of all Councillors with details of the membership of Cabinet and of all Committees and Sub-Committees.
- Have access to a list specifying those powers on which the Council have delegated decision making to their officers identifying the officers concerned by title.
- Copy any of the documents mentioned above to which you have a right of access, subject to a reasonable charge (20p per sheet subject to a maximum of £5.00 per agenda plus a nominal fee of £1.50 for postage).
- Access to this summary of your rights as members of the public to attend meetings of the Council, Cabinet, Committees and Sub-Committees and to inspect and copy documents.

### Observing meetings

Meetings will be streamed live on the Herefordshire Council YouTube Channel at <https://www.youtube.com/HerefordshireCouncil>. The recording of the meeting will be available shortly after the meeting has concluded.

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<sup>1</sup> The Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations 2020

## **Recording of this meeting**

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Members of the public are advised that if you do not wish to be filmed or photographed you should let the governance services team know before the meeting starts so that anyone who intends filming or photographing the meeting can be made aware.

The reporting of meetings is subject to the law and it is the responsibility of those doing the reporting to ensure that they comply.

The council is making an official recording of this public meeting. These recordings form part of the public record of the meeting and are made available for members of the public via the council's web-site.

## Guide to Cabinet

The Executive or Cabinet of the Herefordshire Council consists of a Leader and Deputy Leader and six other Cabinet Members each with their own individual programme area responsibilities. The current Cabinet membership is:

Cllr David Hitchiner (Leader) (Herefordshire Independents)	Corporate Strategy and Budget
Cllr Felicity Norman (Deputy Leader) (The Green Party)	Children and Families
Cllr Gemma Davies (Herefordshire Independents)	Commissioning, Procurement and Assets
Cllr Ellie Chowns (The Green Party)	Environment, Economy and Skills
Cllr Liz Harvey (It's Our County)	Finance and Corporate Services
Cllr Pauline Crockett (Herefordshire Independents)	Health and Adult Wellbeing
Cllr John Harrington (It's Our County)	Infrastructure and Transport
Cllr Ange Tyler (Herefordshire Independents)	Housing, Regulatory Services and Community Safety

The Cabinet's roles are:

- To consider the overall management and direction of the Council. Directed by the Leader of the Council, it will work with senior managers to ensure the policies of Herefordshire are clear and carried through effectively;
- To propose to Council a strategic policy framework and individual strategic policies;
- To identify priorities and recommend them to Council;
- To propose to Council the Council's budget and levels of Council Tax;
- To give guidance in relation to: policy co-ordination; implementation of policy; management of the Council; senior employees in relation to day to day implementation issues;
- To receive reports from Cabinet Members on significant matters requiring consideration and proposals for new or amended policies and initiatives;
- To consider and determine policy issues within the policy framework covering more than one programme area and issues relating to the implementation of the outcomes of monitoring reviews.

### Who attends cabinet meetings?

	Members of the cabinet, including the leader of the council and deputy leader – these are the decision makers, only members of the cabinet can vote on recommendations put to the meeting.
	Officers of the council – attend to present reports and give technical advice to cabinet members
	Chairmen of scrutiny committees – attend to present the views of their committee if it has considered the item under discussion
	Political group leaders attend to present the views of their political group on the item under discussion. Other councillors may also attend as observers but are not entitled to take part in the discussion.



**The Seven Principles of Public Life  
(Nolan Principles)**

**1. Selflessness**

Holders of public office should act solely in terms of the public interest.

**2. Integrity**

Holders of public office must avoid placing themselves under any obligation to people or organisations that might try inappropriately to influence them in their work. They should not act or take decisions in order to gain financial or other material benefits for themselves, their family, or their friends. They must declare and resolve any interests and relationships.

**3. Objectivity**

Holders of public office must act and take decisions impartially, fairly and on merit, using the best evidence and without discrimination or bias.

**4. Accountability**

Holders of public office are accountable to the public for their decisions and actions and must submit themselves to the scrutiny necessary to ensure this.

**5. Openness**

Holders of public office should act and take decisions in an open and transparent manner. Information should not be withheld from the public unless there are clear and lawful reasons for so doing.

**6. Honesty**

Holders of public office should be truthful.

**7. Leadership**

Holders of public office should exhibit these principles in their own behaviour. They should actively promote and robustly support the principles and be willing to challenge poor behaviour wherever it occurs.



Herefordshire Council

**Minutes of the meeting of Cabinet held at online meeting on Thursday 25 February 2021 at 2.30 pm**

**Present:** Councillor David Hitchiner, Leader of the Council (Chairperson)  
Councillor Felicity Norman, Deputy Leader of the Council (Vice-Chairperson)

Councillors Ellie Chowns, Pauline Crockett, John Harrington, Liz Harvey and Ange Tyler

Cabinet support members in attendance Councillors John Hardwick, Peter Jinman and Alan Seldon

Group leaders / representatives in attendance Councillors Terry James, Jonathan Lester, Bob Matthews and Trish Marsh

Scrutiny chairpersons in attendance Councillors Elissa Swinglehurst, Carole Gandy and Jonathan Lester

Officers in attendance: Director for economy and place, Acting Deputy Chief Executive, Acting Deputy Chief Executive (S151), Director for adults and communities, Head of Corporate Performance, Assistant Director Safeguarding and Family Support, Interim Head of Legal Services and Head of care commissioning

**69. APOLOGIES FOR ABSENCE**  
Apologies were received from Councillor Davies.

**70. DECLARATIONS OF INTEREST**  
None.

**71. MINUTES**  
**Resolved:** That the minutes of the meeting held on 21 January 2021 and 28 January 2021 be approved as a correct record and signed by the Chairperson.

**72. QUESTIONS FROM MEMBERS OF THE PUBLIC** (Pages 5 - 8)  
Questions received and responses given are attached as appendix 1 to the minutes.

**73. QUESTIONS FROM COUNCILLORS** (Pages 9 - 10)  
Questions received and responses given are attached as appendix 2 to the minutes.

**74. HEREFORDSHIRE MARKET POSITION STATEMENT 2020-2025 FOR ADULTS AND COMMUNITIES**  
The cabinet member adults and communities introduced the item and highlighted some of the key points. She thanked the adults and wellbeing scrutiny committee for reviewing the document and their recommendations were set out in an appendix to the report.

In discussion of the report cabinet members noted that:

- The document covered services the council commissioned, the wider market and how to respond to the needs of communities in the future;
- The design of the document was well received;
- Unpaid carers made a huge contribution and a review of the carers strategy was currently underway to make sure they had access to the right services and support;

- Officers had explored the reasons for placing individuals out of county, while some of these placements might be down to being unable to meet specific needs within the county, other individuals chose to be placed further away to be near family members;
- It was important to have the right choices and options available to support individuals to remain as independent as possible for as long as possible;
- The document would help care providers to make good investment decisions to develop their businesses and work effectively with the council;
- Plans were being developed to provide some council-owned care facilities as it was important to have a balance of provision;
- The document highlighted the role that family members and communities could play in providing support structures;
- improvements to help those with care needs and their families understand the system and the options available were welcomed;
- it was recognised that while care at home would often be the best outcome this might not always be the case.

The chairperson of the adult and wellbeing scrutiny committee reflected on some of the comments from the committee. She noted that the majority of the recommendations made by the committee had been accepted and that many had already been actioned. The committee had acknowledged that it was not a statutory requirement to produce this document but recognised the value of it and praised officers for their work on it. Overall the committee was impressed with the level of engagement with providers and the proactive way the council was working with the market to ensure resilience and adequacy to meet the needs of residents now and in the future.

Group leaders were invited to present the views and queries of their group. The document was widely supported and praised for its design. It was noted that:

- care should be taken in the language used so that it was not too business focussed and it was suggested that references to 'beds' should be replaced with 'placements';
- home care providers should be well monitored to ensure the quality of the care provided;
- it was not known how many individuals were placed in Herefordshire from outside the county but it was not believed to be a high proportion;
- support for carers was important as they were valuable assets;
- support was needed to help individuals move to properties which were more suited to them to allow them to continue to live independently as an alternative to a care placement;
- there was support for keeping individuals in a family environment where possible;
- it was recognised that the coronavirus pandemic had made people reconsider their situations;
- the challenges of the aging population were recognised.

The cabinet member health and adult wellbeing thanked those present for their contributions and undertook to make final adjustments to the wording of the document where possible prior to publication of the final version.

**It was resolved that:**

- a) cabinet approves the attached draft Market Position Statement 2020-25 in appendix a; and**
- b) that cabinet approves the response to the scrutiny recommendation in appendix b.**

## **75. QUARTER 3 BUDGET & PERFORMANCE REPORT**



The cabinet member finance and corporate services introduced the item. It was noted that this was a backward looking report on quarter 3. Budget pressures were generally due to the impact of covid and had been encountered across the council in one way or another. The cabinet member noted the support in the form of grants that had been received from the government which was currently expecting to cover about 70% of the budget pressures. The council continued to discuss some of the detail of government support packages with the relevant departments and had conducted quite an intense in year savings programme. The coronavirus had also impacted on progress on the capital programme as summarised in the report.

The cabinet member explained that performance was being measured against the three main sections in the county plan and against the delivery plan.

Cabinet members highlighted progress and challenges within their respective portfolios and thanked officers and partners for their work during the pandemic.

Group leaders were invited to present the views and queries of their groups. It was noted that:

- work on promoting Herefordshire as a staycation destination had been a success, some of the media work had been paused due to the additional lockdown but was ready to resume this year;
- the cyber centre building on the Hereford Enterprise Zone had been completed and the next stage was to recruit occupants for the building, working with the University of Wolverhampton, as soon as covid restrictions allowed;
- it was suggested that while the completion of the cyber centre and shell store developments were welcome, they would have benefitted from delivery of the southern link road for improved access;
- the reduction in the number of looked after children was welcomed and the cabinet member children and families confirmed that numbers were continuing to go down;
- it was suggested that an item on the planning system be include in future reports to highlight the number of applications currently on hold due to the moratorium on housing resulting from phosphate levels;
- a query was raised regarding a news article on the Herefordshire dedicated schools grant, the S151 officer advised that the article was believed to be factually incorrect and that the grant was one of the few in the country to be balanced. A written response would be provided with further details.

**It was resolved that:**

**Cabinet reviewed performance and financial outturn for quarter 3 2020/21, as set out in appendices A - I, and has not identified any additional actions to be considered to achieve future improvement.**

The meeting ended at 4.18 pm

**Chairperson**



**PUBLIC QUESTIONS TO CABINET – 25 February 2021****Question 1****Mr A Lowther, Whitchurch****To: cabinet member, environment, economy and skills**

The lack of space for businesses to expand in, or to move to, Ross has been a problem for many years. It has now reached a level not seen in decades; to the best of my knowledge there are no industrial units for sale or rent in Ross at all, and only one very small plot on difficult ground on which one could build.

We have hundreds of new houses being built in Ross, what provision is being made to provide land for businesses to start, to grow or to move to Ross so residents can work locally and businesses, who would prefer to remain local, do not have to set up or expand outside of the county?

**Response**

We recognise the critical contribution Ross one Wye and the other four market towns make to the county's economy as a whole, and are fully committed to supporting the growth of the towns. As you mention in your question, we need to ensure that within Ross on Wye, as with all of the towns, that we seek to achieve a balance between housing growth and employment growth enabling people to live and work locally, providing the conditions for existing businesses to develop as well attracting new investment.

To understand local needs and opportunities in each of the market towns the council has commissioned the development of Economic Development Investment Plans to support recovery from Covid 19 and enable their future growth. Through local consultation and engagement the development of the Ross on Wye Economic Development Investment Plan is considering the need/ demand for additional employment land in the area, including how council owned sites such as Model Farm could be utilised. The council has undertaken detailed investigations into the development of a phase one Enterprise Park on the Model Farm site, but the very significant costs of the proposed scheme do not represent value for money at this time. Therefore, part of the focus of the Economic Development Investment Plan is to consider alternative opportunities to develop this and/ or other sites in the town.

**Question 2****Mr J Brechtmann, Kingland****To: cabinet member, environment, economy and skills**

As the housing moratorium moves rapidly towards the two year landmark, and the catastrophic social and economic devastation caused by this becomes more evident do Herefordshire Council have any explicit plans to help support and protect the local highly skilled and valuable construction sector and its ancillary services?

Many good businesses, through no fault of their own, are missing many years worth of planning approvals with a significant loss of work and the consequent impact upon both jobs, skills and inward investment in Herefordshire. The economic development harm seems to have been overlooked but should be of grave concern to us all, not least the loss of section 106 monies, New Homes Bonus and potential investment in innovative green advances for homes - plus the diminishing housing delivery and vulnerability this creates for our communities.

## **Response**

The council is very much aware of the very significant impact that the current restriction on planning approvals has had on the local economy for the past 16 months, and we agree that this is of grave concern. We very much value the local construction sector, and share the frustration of local construction businesses that they are having to bear the brunt of the costs of this problem, when the best available evidence shows the construction industry is contributing significantly less to the phosphate problem than other sectors.

Unfortunately no direct funding support is available to support affected businesses at this time, however we are urgently working with national government and numerous partners including the Environment Agency, Natural England, Welsh Water and the Wye & Usk Foundation Rivers Trust to identify solutions to reduce the level of phosphates in the river Lugg so that headroom can be created to allow development again. For example, and in addition to our joint efforts with partners on the Nutrient Management Board, the council is currently leading a £3m innovative project to establish a number of integrated wetlands in the River Lugg catchment area. These wetlands will further reduce phosphate levels in the special area of conservation and will lead towards easing of the restrictions. The council is also exploring the potential to purchase and repurpose land with high phosphate loads within in the river Lugg catchment area as a further solution to reduce phosphate levels.

Additionally the council is finalising a new interim phosphate delivery plan and will shortly be beginning work on a new Supplementary Planning Document on river pollution. The phosphate delivery plan will be published shortly and will include a new phosphate calculator to help calculate the phosphate loads of new developments, a suite of proposed mitigation measures to assist developers to help offset the phosphate load from developments, and also to develop a potential phosphate trading platform as a further and alternative solution to offsetting phosphate loads.

The Council has had to lead on these initiatives in the absence of more central support, whereas elsewhere in the UK where similar problems have arisen it has been the government agencies that have taken the lead. We continue to press for more action from regulatory partners, and more support from local MPs.

## **Supplementary Question**

Thank you for your considered reply. We are aware of, and appreciate, the complex work that is taking place to create headroom for development, although we remain concerned about the slow pace and 'risk averse' approach to housing development - despite the apportionment evidence showing that new housing is responsible for less than 0.2% of the phosphate load annually. Construction is fundamentally important to the county for jobs, housing delivery, revenue, skills, innovation and investment.

Can the council please confirm a scheduled timetable for the removal of the moratorium on housing? This is desperately needed to enable local companies to plan ahead and potentially save jobs and businesses, many of which are already being lost or suffering under intolerable trading conditions not of their making.

## **Response**

The cabinet member environment economy and skills responded that she appreciated the situation was having a very difficult impact on construction companies in the county and this was very much regretted. The cabinet member explained that it was difficult to set out a specific timetable because it depended on progress that the council could make on the measures it was taking in the absence of as much action from partners as the council would ideally like. She

assured the questioner that the council was working as hard as possible to press ahead with schemes such as integrated wetlands and a phosphate trading system. A written response with detail on the current timetable was promised.

The cabinet member infrastructure and transport also made a response stating that he understood the frustration but that the council did not have control of the agencies that were responsible for monitoring the phosphate levels and general health of the rivers. The council continued to lobby local MPs to push for more intervention from the government.



**COUNCILLOR QUESTIONS TO CABINET – 25 February 2021**

**Question 1**

**Councillor Nigel Shaw, Bromyard Bringsty Ward**

I was pleased to hear that the Councils contractual disputes with Amey have now been settled. Can the cabinet member confirm the total sum already released from the settlement reserve for road repairs and also the sum remaining in the settlement reserve which, I presume, he now intends to be spent on road repairs additional to the annual plan in the coming financial year?

**Response**

A sum of £5.545 million has already been released from the settlement reserve. The balance on the reserve is £3.3 million. Cabinet will consider the best options for releasing the reserve now the dispute has been settled.

**Supplementary Question**

Can the Cabinet Member reassure councillors that this sum will be spent to rectify those issues for which it was awarded in respect of matters pertaining to the Amey contract?

**Response**

The cabinet member finance and corporate services responded that the funds would be spent in a value for money way. The council now had a number of different ways for determining value for money and would be looking at the council's priorities for the best way to spend the funds and how to get the best return for the people of Herefordshire. The detail of how this might be done was yet to be determined.

The cabinet member transport and infrastructure added that he would be making the case to spend as much of these funds on his portfolio as possible.







## **Title of report: Herefordshire Capital Investment Strategy 2021-2030 For Specialist Settings Educating Children and Young People with Special Educational Needs and Disabilities SEND**

**Meeting: Cabinet**

**Meeting date: Thursday 22 April 2021**

**Report by: Cabinet member children and families;**

### **Classification**

Open

### **Decision type**

Key

This is a key decision because it is likely to result in the council incurring expenditure which is, or the making of savings which are, significant having regard to the council's budget for the service or function concerned. A threshold of £500,000 is regarded as significant.

This is a key decision because it is likely to be significant having regard to: the strategic nature of the decision; and / or whether the outcome will have an impact, for better or worse, on the amenity of the community or quality of service provided by the authority to a significant number of people living or working in the locality (two or more wards) affected.

Notice has been served in accordance with Part 3, Section 9 (Publicity in Connection with Key Decisions) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

## **Wards affected**

(All Wards);

## **Purpose**

To approve the approach and recommendations within the attached (Appendix 1) 'Herefordshire Capital Investment Strategy 2021-2030 for specialist settings educating children and young people with special educational needs and disabilities (SEND)' and for Herefordshire Council to support implementation of the proposed capital improvements to specialist SEND education accommodation therein.

## **Recommendation(s)**

That:

- a) **Cabinet adopts the approach and recommendations within the 'Herefordshire Capital Investment Strategy 2021-2030 for specialist settings educating children and young people with special educational needs and disabilities (SEND)' (hereafter referred to as 'the strategy')**

## **Alternative options**

1. There are no alternative options to the above recommendations that avoid unnecessary reactive spending on accommodation maintenance, and mitigate the risk of a reduction in the quality of education and a lack of pupil places for SEND children and young people with education health and care plans. However Cabinet could decide not to agree the approach and investment proposed in the strategy. The advantage to this would be that there would be no immediate requirement for prudential borrowing for investment. It is proposed that this is not the chosen option, as the disadvantages of a lack of planned improvement to these settings would be to: increase commissioning of specialist places out of county for SEND pupils, incurring higher cost and greater travel implications for children; increase reactive maintenance spending which would not propose good value use of funds, and; increase risks to good health and safety of pupils within deteriorating school buildings.

## **Key considerations**

2. In 2016, Herefordshire Schools Capital Strategy was adopted by the executive; this strategy describes an approach to and principles for bringing forward proposals for capital improvements to Herefordshire maintained schools, in a rational and evidence based way. It encompasses the likely need for improvements in capacity (numbers of pupil places available), suitability of accommodation, and/or the condition/safety of the accommodation provided by the county maintained schools
3. Herefordshire council has a statutory responsibility to provide sufficient high quality accommodation for pupils with an Education Health Care plan (EHCP) for their Special Educational Needs and Disabilities (SEND). In order to ensure that sufficient places are available in safe and suitable accommodation to cater for the full range of needs

identified within EHCPs, the 'Herefordshire Capital Investment Strategy 2021-2030 for specialist settings educating children and young people with special educational needs and disabilities (SEND)' (Appendix 1, hereafter referred to as 'the strategy') is proposed to complement the overarching Herefordshire Schools Capital Strategy, by specifically addressing the range of specialist settings necessary to accommodate the education needs of Herefordshire children and young people with an EHCP for SEND. In addition the strategy will ensure that accommodation supports and enables schools to maximise curriculum opportunities and achievement for all SEND pupils in specialist settings so that they increasingly realise their potential and are enabled to transition successfully into adulthood.

4. The strategy seeks to ensure that there is high quality sustainable specialist educational accommodation for children and young people (CYP) with an education, health and care plan (EHCP) for SEND in Herefordshire.
5. By adopting the strategic approach and investment proposals over the lifecycle of the strategy Herefordshire Council will undertake a planned and prioritised sequence of improvement works that continue to ensure that the statutory responsibility to provide sufficient high quality education places for children and young people with SEND in particular those with an EHCP relating to their SEN or Disability is met.
6. The SEND specific strategy states the intention to ensure that: all Herefordshire children and young people with education, health and care plans for SEND are educated in high quality, fit for purpose learning environments; that sufficient capacity is available to commission such places in settings that meet need within Herefordshire where possible; and that a strategic approach to capital improvement projects in SEND specialist settings is established to ensure clear prioritisation and best value investment. By carefully managing the use of out of county placements when possible, and complementing the approaches within the strategy with support for mainstream schools to encourage inclusion of SEND pupils in mainstream settings where possible, the strategy will support a reduction in pressure on the high needs budget.
7. The strategy includes information about Herefordshire specialist SEND settings and the provision that they offer for our SEND pupil population (for detail see the full strategy, appendix 1). It describes the information gathered about the SEND pupil population, for example the forecasting of future pupil numbers for the short and mid-term, and the trends in the SEND special school population both in Herefordshire, and nationally, (including our statistically neighbouring local authorities). With regard to the SEND specialist setting accommodation, a range of information is routinely collected, added to, revised and analysed, that supports the forecasting of basic need for places (sufficiency considerations), and also the condition and suitability needs of current accommodation. This information is used to enable the prioritisation of potential investment needs, and also supports the subsequent formulation of detailed and considered business cases to enable recommendations to be brought to governance.
8. The quality of education accommodation is important for all children and young people, but vitally so for CYP with SEND, so that equality of opportunity for those pupils may be guaranteed, their personal potential realised, and their achievement and development across all areas maximised. It is of paramount importance that the facilities used by some of our most vulnerable children and young people supports their successful transition into adulthood, and offers them the broad and balanced curriculum that

should be available to all pupils. Investment in high quality buildings for this purpose is essential, and will support school leaders and staff to continue and add to the excellent work that they already do, in bringing about inspirational education for their SEND school communities.

9. The measurement of success will be evidenced by Herefordshire Council investment in providing buildings that comply with the nationally recognised DfE guidance, setting out the accommodation that our SEND pupils should expect, and deserve. (DfE Building Bulletin 104) An additional measure of success will be the creation of new or improved educational facilities that allow and encourage the delivery of an appropriate and innovative curriculum offer for all SEND pupils.
10. The proposals within the strategy include a range of recommended projects that would benefit children across the full range of SEND requiring specialist educational settings, equating to improvements for approximately 1.4% of the total number of school age children in Herefordshire. Children for whom learning is difficult, and barriers to learning significant. The numbers of children and young people for whom specialist educational settings is needed is increasing year on year, in Herefordshire, in similar local authorities to Herefordshire, and nationally.
11. The strategy has already been communicated in draft form for consultation to all appropriate stakeholders. This includes school leaders (of all schools, not just specialist settings), parents and carers of children and young people with an education, health and care plan for the scrutiny of themselves and their child, members of the SEND strategy group (representative of professionals supporting the full range of SEND), and, through schools, disseminated to any other stakeholders thought appropriate by school leaders for their response. If the strategy is agreed, the same groups would be informed through corporate communications mechanisms, and the strategy placed on the website for full public access. Progress against the strategy intentions and recommendations would be regularly reported through the normal school channels, for example the regular 'Schools Spotlight' publication.
12. In order to formulate capital proposals, the capital team collects a range of information. A schools capacity return for the government (SCAP) is produced for Herefordshire school age children each year. This SCAP report also provides a forecast of likely numbers of children attending schools for future years. Using this it is possible to forecast numbers we may need to accommodate in SEND specialist schools in the future. This information is also compared with numbers nationally, and numbers within local authorities similar to Herefordshire. The capital team also tracks and records information about each Herefordshire maintained school's accommodation. This information includes suitability (for SEND settings this is measured against the recommendations of government building bulletin 104), condition (most recently surveyed in 2020) and safety (also examined during the condition surveys of 2020, and supplemented by fire safety checks commissioned by individual schools).
13. The information above enables a mechanism for prioritising investment need. Each SEND specialist setting educates CYP with a range of needs. This is explained in the attached strategy – appendix 1. There is an annual review of the education health and care plan (EHCP) for each child to ensure that need is still being met. When children and young people are nearing the time for an education phase transfer (for example from primary to secondary education) parents, carers and pupils are supported to

consider where their next placement might be. In order to ensure that high quality places are available the local authority has a responsibility to work towards this by supporting not just educational quality, but also education accommodation in its maintained specialist school settings.

14. As well as significant investment by the council in schools capital improvement over the past five years (for example the work underway to remodel and add to provision at Brookfield Special School, using a council contribution of over £2m) occasionally opportunities arise to apply for government grant funding for school capital improvements. For example the recent special provision grant, supporting the Brookfield School capital project, and the successful bid by Herefordshire Council to receive a new SEND post-16 College. The bid for a 16-19 phase special school in 2017 was discussed with head teachers from all Herefordshire special schools at the time and agreed as appropriate. The bid requested a new school that would give improved accommodation for the current number of post 16 students, also add 20 new places, to increase capacity for the future. The college opens in September 2021 and will accommodate 60+ 16-19 age students with learning disabilities from Herefordshire. We have also received expressions of interest in placements there from neighbouring local authorities.
15. The proposals within the strategy include a proposal to significantly invest in improvements to a special school in Leominster, providing an increase in places for SEND pupils from 2-16. We recommend that consultation on closure of the current sixth form at the school is undertaken during 2021, to inform commissioning of 16-19 places for the next academic year (2022 – 23). The school presently offers education from age 2 to 19. Numbers within the sixth form have fluctuated over the years since opening, but have never risen above 12 students. When the new SEND sixth form college opens in Hereford City this year, it is likely that the numbers of students attending the sixth form in Leominster will decrease. The new college will have sufficient spaces for all Herefordshire 16-19 pupils anticipated to need a place. In any one school year post – 16 we may accommodate 1-3 students from neighbouring local authorities (LAs), these numbers have also been considered, and discussion with our neighbouring LAs is underway. The special school in Leominster provides a good standard of education for its pupils, however the school accommodation capacity, condition and suitability are all substandard. In addition, a recent fire risk assessment has recorded that all three of the buildings on site have outlived their suitability and that they are unfit for the purpose for which they are being used.
16. The Children and Families Directorate capital team has considered the impact of possible closure of the sixth form facility and concluded that although the school has provided good education for this age group, the numbers of children attending in the future may make the viability of the sixth form increasingly difficult, thus putting mounting pressure on the whole school budget. In addition, children and young people at and over the age of 16 with SEND are more likely to be able to travel to school in Hereford City than younger pupils, as they benefit from effective travel training at their school to help prepare for increasing independence in adulthood. The proposal does not seek to underestimate the difficulties and barriers experienced by pupils with SEND who have to travel for lengthy periods to attend school, but in a transport modelling exercise it was found that if transport routes are revised and improved, travel from north of the county to the new college in Hereford may not mean significantly increased travel times, as its location benefits from being central within the county, with a network of

roads leading in from peripheral areas. Children and young people aged 16+ already travel to the SEND sixth form provision at the Barrs Court Hub in Hereford city from the eastern, western and southern perimeters of the county. The proposed travel time for students travelling from the northern perimeter in the future would be equitable with, and little different from the travel for their post 16 peers who live elsewhere in the county.

17. Sixth form students currently educated at the Leominster school benefit from a rich range of off-site learning opportunities within their own neighbourhood. The leadership of the new college has pledged that these opportunities will continue to exist, and be built upon within the personalised curriculum for all students at the new college. In addition, for those students who are able, and wish to, there will be opportunities for joint learning experiences at the other post 16 settings in Hereford City.
18. Quite understandably, school leaders, staff and some parents, carers and pupils would be saddened by a proposal to consult on closure of their school's sixth form phase. For this reason, the strategy proposal is that full consultation on this recommendation should take place, following the DfE government guidance on how to consult on a significant change to a maintained school, so that all relevant information can be considered and an appropriate council decision on this matter be taken.

## **Community impact**

19. The projects recommended within the strategy will help Herefordshire Council to achieve some of its stated intentions in the County Plan 2020-24. In particular that it will: invest in low carbon projects to achieve net zero carbon by 2030 in recognition of the current ecological emergency; it will ensure that all children are healthy, safe and inspired to achieve; it will protect the lives of vulnerable people; and invest in education and skills.
20. In addition to considering the impact on children and young people with SEND of proposed projects it will be important to bear in mind when considering a capital project scope, scale and budget, the needs of the Herefordshire community as a whole, best use of any financial investment, and how many pupils that investment will benefit.
21. Further investigation into any positive or negative implications of the proposal in the strategy relating to the special school in Leominster will be conducted through the proposed consultation on closure of the sixth form described in paragraph 13 above. The consultation will follow procedural statutory guidance for 'Making significant changes (prescribed alterations) to maintained schools' October 2018. DfE.

## **Environmental Impact**

22. The SEND capital strategy contains a number of recommendations that would result in capital projects being prioritised and brought forward through the usual corporate project management and governance routes. As is expected by Herefordshire Council, projects would be conceived, specified and implemented to comply with all environmental expectations in council policy and principles, including Passivhaus premium accreditation. This mandate for all school new buildings to be net zero carbon

will be clearly set out in the pending revised Schools Capital Strategy which encompasses capital works to all maintained schools.

23. The environmental impact of any proposals within the strategy will be considered and expectations articulated to contractors and delivery partners that would minimise waste, reduce energy use and carbon emissions to achieve biodiversity net gain . This will be ensured through appropriate procurement mechanisms and managed and reported through the usual contract management routines.
24. The development of each project will therefore seek to minimise any adverse environmental impact and will actively seek opportunities to improve and enhance environmental performance.
25. The proposal to consult on closure of a sixth form facility at the Leominster special school, and commission places instead at the new college opening in September 2021 may slightly increase transport times for a small number of young people from the north of Herefordshire, but not above times and distances already being travelled by post 16 students from the south, east and west of the county. In addition a very small number of students travel from out of county into Herefordshire to school, but these routes both to Leominster, and to Hereford City are already established. To improve this for all post 16 students travelling in to Hereford to attend the new college, it is proposed that the transport routes, which have developed over time and are not always efficient, be reviewed, in order to streamline travel, aiming to benefit students, reduce transport costs and minimise impact on the environment. Each project developed will also require the school leader and project contractor to consult with Herefordshire planning department on highways and transport implications of the proposed development, and produce a detailed travel plan showing how travel and transport will be successfully managed, encouraging sustainable travel choices for pupils and staff that have the least possible impact on learners and the environment.

## **Equality duty**

26. Under section 149 of the Equality Act 2010, the ‘general duty’ on public authorities is set out as follows:

A public authority must, in the exercise of its functions, have due regard to the need to:

- a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
27. The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying ‘due regard’ in our decision making in the design of policies and in the delivery of services. Our procured providers for each project

proposed will be made aware of their contractual requirements in regards to equality legislation, and the requirement by Herefordshire Council, that all projects ensure council compliance with section 149 of the Equality Act 2010 as above.

28. The Equality Act 2010 established a positive obligation on local authorities to promote equality and to reduce discrimination in relation to the nine 'protected characteristics' (age; disability; gender reassignment; pregnancy and maternity; marriage and civil partnership; race; religion or belief; sex; and sexual orientation). In particular, the council must have 'due regard' to the public sector equality duty when taking any decisions on service changes. A proposal within the strategy that recommends a consultation on the closure of a small sixth form provision in Leominster does constitute a service change. However this does not discriminate against those young people in the Leominster area for whom traditionally this sixth form setting would have been available, as a new college opening in 2021 will offer equally good opportunities, in new modern and compliant school buildings, led and managed by an academy trust with a proven track record of providing outstanding education. In addition, education placements at this setting will ensure equality of access to sixth form education for the Leominster community of young people with SEND with their peers from other parts of the county, who will also be travelling to the new college for post 16 education.
29. Consultation to seek the views of relevant stakeholders on the draft strategy has already taken place. See appendix 2 for a summary of responses. If the strategy as a whole is agreed, further and wider consultation would then be conducted with regard to the specific recommendation regarding the Leominster school sixth form proposed closure. This will enable a full and detailed examination of the proposal, its likely impact and the reasons for the recommendation, and will provide all of the detail needed for the council to deliberate on its final decision regarding this proposal.

## **Resource implications**

30. The implications of the capital strategy for resources are varied. The strategy approach will require ongoing work by officers within the Children and Families Directorate in bringing improvement concepts in priority order to a feasibility proposal stage at appropriate times during the lifecycle of the strategy. As each concept is proposed and brought forward for investigation into its feasibility, funding for this activity will need to be secured from the Capital Development Fund. If suitable expertise and capacity is apparent within the council, some activities may be completed internally, where this is not possible, procurement of services will be embarked upon, following internal guidance and protocols. Following the feasibility exercise, if a business case is put forward for consideration, there is an implication for a capital funding request in each case.
31. The first priority identified within the strategy, is a project to significantly improve the accommodation for a special school in Leominster. Funding is already in place for the feasibility study that will identify the best solution and the high level costs that this would incur. Contractors will deliver this feasibility work over the next 2-3 months resulting in a report produced which will inform a project business case to be brought forward before the end of 2021, detailing the proposed scale, scope and cost of the project, and outlining a case for council capital funding to be granted to implement the project.



32. Each proposed project will then be tackled within a timescale that is staged through the strategy lifecycle. Projects recommended in the strategy range from minor remodelling/redevelopment works at some settings, through medium scale improvements at some, to the aforementioned full scale project proposal that would require significant funding at the Leominster special school.
33. In each case, investigation into alternative or contributory funding will be undertaken, including contribution from the school setting itself, benefactor funding, equity release, developer contributions and government grant opportunities. The existence of a coherent council capital improvement approach to SEND settings will be vital in order to strengthen the likelihood of an application for any available government funding being considered and accepted.
34. In addition, financial benefits to be gained through proposed projects will be examined, including through sustainable energy options to reduce impact on school revenue spending for example, and maintenance cost avoidance implications for both council and schools by the provision of new and effective accommodation, replacing old, poor and expensive accommodation.
35. Completed appropriate cost and funding tables will be included as required in each business case brought forward, on agreement of the strategy approach and proposals.

## **Legal implications**

36. Section 13 of the Education Act 1996 places a general duty on the Council to secure that efficient primary and secondary education is available to meet the needs of the population in its area. In doing so, the Council is required to contribute to the spiritual, moral, mental and physical development of the community.
37. Section 14 of the Education Act 1996 places a duty on the Council to secure that sufficient schools for providing primary and secondary education are available in its area.
38. Part 3 of the Children and Families Act 2014 places a duty on the Local Authority to support children and young people in England with special educational needs or disabilities and to keep under review the educational provision in its area for those children and young people.
39. The best value duty is contained in s3 of the Local Government Act 1999 as a result of which the Council is under a duty to make arrangements to secure continuous improvement in the way in which functions are exercised, having regard to a combination of economy, efficiency and effectiveness. The relevant guidance states that Councils should consider overall value, including economic, environmental and social value when reviewing service provision.

## **Risk management**

40. Adoption of the strategy will demonstrate a council commitment to a programme of capital investment works to settings educating children and young people with an EHCP for SEND. This brings forward a risk of currently unplanned for council expenditure. However, this financial risk is mitigated by the governance regulations that exist within capital project management procedures, meaning that each project would be brought

forward for governance consideration at the appropriate stages, with decision making entirely within the control of council members, before any projects receive agreement or funding is granted.

41. Data used to predict demand for places within the specialist school system is drawn from national datasets, recorded trends within Herefordshire, and comparison with data relating to other authorities similar to Herefordshire. All of this predictive information is valid but does not absolutely guarantee the scale of future needs. The risk of any deviation from predicted demand is mitigated by regular dialogue with other authorities and monitoring of the national picture, tracking of our current SEND population from early years onwards, and proposed future proofing of any forthcoming new builds by ensuring adequate space on site for future expansion.
42. If and when a project is agreed, and funding applied for and granted, budget control will be tightly managed through the corporate project management process, and appropriate sign off required for spending decisions within the project. Key risks are routinely highlighted in this process, and mitigation identified that reduces impact of pressures on the council overall position.
43. The legal risks that any project might encounter are equally, managed by stringent compliance with corporate policies and procedures. There is legal officer support on each project board, and legal scrutiny of all recommendations put forward for council deliberation.
44. By constructing a strategy outlining approaches to capital investment in SEND settings, including explanation as to how projects are prioritised and brought forward for implementation, the council is reducing reputational risk by offering transparent information regarding the reasons for proposed investment and the mechanisms for choosing when and why the investment should be made. In addition appropriate consultation processes used in advance of decisions on any significant changes ensure open, honest and informed debate prior to any final decision.
45. Perceived broad categories of risk, and opportunities apparent, see below.

Risk / opportunity of agreeing the strategy	Mitigation
<p>There is risk of a council financial investment requirement for each project recommended that will improve the lives and achievements of vulnerable children and young people with SEND, and also support the council commitment to sustainability and environmental improvement. Although there would be an initial financial outlay, there are significant future cost benefits apparent through the creation of modern low carbon emission buildings, reduced revenue costs and maintenance cost avoidance for the council and schools</p>	<p>Each project will be individually costed by feasibility work before council decision to progress. The feasibility report would include possible other contributions to the cost that may be available.</p> <p>Consideration would be given as to how many children and young people would benefit from the proposed improvement, so that best value use of public funding may be demonstrated</p>
<p>If a project is granted and a budget allocated, there is a risk of overspend.</p>	<p>This risk would be minimised by a high level cost estimate from the feasibility study, and then in project implementation, by stringent adherence to council project management procedures.</p>
<p>Within any proposed capital project there are legal risks.</p>	<p>Legal risks would be managed through constitution of the project board at an early stage, which requires a legal case officer, who advises on legal issues and required approaches at each stage</p>
<p>When a capital proposal is brought forward that involves council investment there is a risk of reputational damage</p>	<p>Reputational risk to the council will be mitigated by full compliance with all corporate procedures, appropriate consultation and provision of relevant information about how spending has been prioritised and the value that each investment brings.</p>

Risks/opportunities of not agreeing the strategy	Mitigation
<p>If the strategy is not agreed, in its current or any amended form, there is risk of unplanned and reactive spending being necessary to deal with substandard and or dangerous accommodation for SEND pupils. There is an additional risk of being unable to place children with an EHCP for SEND in a suitable Herefordshire school, thus incurring risk of significantly increased transport time and cost for placements in private settings, putting the budget for all SEND education at risk.</p> <p>Opportunities created by adopting the strategy, include the opportunity to reduce out of county placements and make savings on the high costs of this provision and the transport costs associated with travel to out of county schools</p>	<p>An alternative to the strategy approach would be needed, or a council decision to increase funding to the high needs block enabling increased spending on out of county placements for CYP with SEND</p>
<p>If a council strategy for planned improvement to SEND specialist settings is not in place, there is the risk of placing pupils in accommodation that is unsafe, and cannot meet need</p>	<p>In order to reduce the risk of injury or harm through unsafe buildings, if the strategy is not accepted, it would be necessary to set aside a significant capital fund that could be drawn on to respond to emergency accommodation safety concerns</p>
<p>If capital improvement to accommodation for SEND pupils is reactive not planned, there is the risk of reputational damage as investment methodology would not be evident and may be seen to result in unfair or poor value spending decisions.</p>	<p>In the absence of a published strategy for SEND specialist settings capital investment and improvement, the council would need to be prepared to justify each investment decision individually, when bringing forward previously unidentified proposals</p>

## Consultees

46. During the development of the strategy there has been a range of consultation activity. Initially some strategy suggestions were put forward to head teachers of special schools, when it became evident to the SEND commissioning team that demand for places in specialist settings was increasing (2016/2017). This led to the application for a new government funded 16-19 college in 2017, which was successful. Following this, investigation into the trend of increased pressure on places across all age ranges in the county also prompted further examination of the national picture and the situation within our statistically neighbouring authorities, carried out by officers within the capital strategy team and Head of Additional Needs. Concerns as to this trend and the need to respond were raised at a Directorate level, and shared with the Director, Assistant Director and member for education. A draft strategy was formulated that included

consideration of the current capacity deficiencies, and also suitability and condition of accommodation in current settings. This draft was shared with the council members for assets, education and finance.

47. A sequence of further consultation, leading to refining and shaping of the final strategy was conducted, leading to the recent stakeholder consultation which closed on 9<sup>th</sup> February 2021. For more information on consultation, please see appendix 2.
48. A review of the strategy (Appendix 1) and summary of consultation findings (Appendix 2) was undertaken by the Children and Families Scrutiny Committee on 23 March 2021, with the recommendation that the strategy should include clarification that the scope of any feasibility work carried out into improvements to Westfield School would be informed by the result of the consultation on a proposal to close the Westfield Special School Sixth Form phase which has been made in response to this recommendation.
49. Political group consultation has been carried out and the comments have been taken into account with changes being made above within the report and the strategy document.

## **Appendices**

**Appendix 1** draft 'Herefordshire Capital Investment Strategy 2021-2030 for Specialist Settings Educating Children and Young People with Special Education Needs and Disabilities (SEND)'

**Appendix 2** summary of consultation timeline and responses to the recent consultation on the draft 'Herefordshire Capital Investment Strategy 2021-2030 for Specialist Settings Educating Children and Young People with Special Education Needs and Disabilities (SEND)'

## **Background papers**

None

**Please include a glossary of terms, abbreviations and acronyms used in this report.**

### **Glossary of terms**

**SEND – special educational needs and disabilities**

**EHCP – education health and care plan**

**C and F – children and families directorate**

**CYP – children and young people**

**SCIS – Schools capital investment strategy (for all maintained schools)**



# HEREFORDSHIRE DRAFT CAPITAL INVESTMENT STRATEGY FOR SPECIAL EDUCATIONAL NEEDS AND DISABILITY (SEND) 2020-2030

Herefordshire Council has a statutory responsibility to provide enough high quality education places for children and young people with special educational needs and disabilities (SEND) including for those with an Education, Health and Care Plan (EHCP) relating to their SEN or Disability.

## Statement of intent

Most children and young people (CYP) with SEND are educated at mainstream schools. Statutory guidance within the SEN Code of Practice (CoP), 2015, presumes that as many as possible will attend mainstream education with the support that they need. The buildings within mainstream schools need to be fit and adapted where necessary for this purpose, either supported by Herefordshire Council, in the case of council maintained schools, or the Government Education, Skills Funding Agency in the case of academy schools. In certain cases Herefordshire Council may also contribute to improvements in academy schools for special education, where appropriate. Only a small number of pupils will need physical adaptations to the mainstream school because of their need, and this is covered within the council accessibility strategy, which has been revised and is being prepared for consultation.

## Specialist settings

Where pupils meet the criteria for specialist provision, parents are able to choose a place in a more specialist school setting. **The focus of this Herefordshire Capital Investment Strategy for SEND is on specialist SEND schools and settings.**

With regard to specialist settings where admission requires an EHCP, our statement of intent is as follows: –

- That all Herefordshire children and young people with education, health and care plans for SEND are educated in high quality, fit for purpose buildings and grounds
- That enough space is available to commission places in settings that meet need within Herefordshire where possible
- That a well-planned approach to capital improvement projects in specialist SEND settings is followed, to ensure clear priorities and best value investment by the council

## Herefordshire Schools Capital Investment Strategy (SCIS)

The Children and Families (C and F) Directorate of Herefordshire Council published a guidance document in 2016, describing the rationale, methodology and processes involved in capital investment for all maintained schools in Herefordshire. The current version may be found on Herefordshire Council website. The SCIS is currently undergoing its five-year review, and the 2021-2026 version is due to be published in spring 2021. **This** document, (the **SEND** Capital Investment Strategy) is an important part of the overall SCIS and will be added as an appendix to the SCIS once that has been revised, consulted on and finalised).

Within the SCIS there are eleven guidance principles, which were originally developed in consultation with a wide range of stakeholders. In summary, those principles are -

1. High quality learning environments are more likely to deliver best outcomes for children
2. The meaning of 'high quality' in this context
3. There will be a range of different sized schools across Herefordshire supporting future numbers of school age children, including faith schools. There is no preference as to whether or not schools are academies
4. High quality popular schools will be supported to expand where necessary
5. There will be no preferred size or organisation of schools
6. All schools should plan five years ahead (financially) for continuity
7. As a whole across Herefordshire there should be no more than 10% surplus school places
8. We will be increasingly responsible towards the environment
9. We will promote non-vehicle access routes to schools
10. Any financial investment must represent best value for investors
11. We will carry out consultation on any changes or investment proposals.

Note 1 – for all of the text under each of the headings above, see the full document on the council website.

Note 2 – in most but not all circumstances these principles will apply to this SEND capital investment strategy

### **Our approach towards capital improvement for Herefordshire specialist settings for SEND**

Relevant information is routinely collected, added to, revised and analysed, to help us 1. Forecast need for places in schools, and 2. Understand where we might need to invest most urgently in school capital works, and translate this into a strategy. Listed below is a summary description of this process for SEND.

1. Document, track and analyse the number of EHCPs awarded in Herefordshire, and compare this with national and similar local authority numbers
2. Document, track and analyse the number of pupils educated in specialist settings



3. Use available information from the government, local authorities (LAs) similar to Herefordshire, and council colleagues to plan for enough places in the future
4. Investigate and note: the number of spaces available now; the suitability of spaces available; and the condition of our current sites and buildings used by children and young people with SEND
5. Look at a range of solutions to any identified accommodation problems that would help us ensure enough high quality spaces for SEND pupils now and in the future, include proposed solutions in the strategy.
6. Consult on the draft strategy using the council consultation policy and methods
7. Feed the results of consultation back to the stakeholders
8. Put the strategy forward to Hereford council cabinet for approval
9. Publish the final proposed strategy with any changes thought necessary from consultation
10. Start to take action, by taking forward the first priority proposal using Herefordshire council governance and project management approaches



### **Our method for capital project prioritisation**

Each setting is considered using these focus areas –

- Sufficiency – how much physical capacity is there, allowing how many pupils?
- Compliance - suitability information, are the spaces suitable for the needs of, and number of pupils? (using the government building bulletin BB104 for guidance)
- Condition – what is the condition, and how cost effective is the building now and in the future and what is the likely maintenance and repair cost going to be in the future?
- Health and safety of the buildings and sites accommodated at the moment
- Designation and demand - use of forecast information to understand future type and number of spaces needed
- Cost of a proposed solution – a. cost of investigating whether the proposed solution is feasible, and b. the cost taking the project forward (land costs, construction costs and any/all other associated costs)

**We have circulated this SEND capital strategy document to stakeholders in order to gain their views on the proposals within it, (as per number 6 in the approach stated above). A summary of the consultation responses is contained in Appendix 2.**

## Herefordshire SEND provision – Current






Mainstream education	Mainstream + specialist advice	Local specialist provision (resource bases with pupils on mainstream roll/site)	Local specialist provision (special schools)	Specialist independent schools or settings
 <b>Increasing complexity of need with increasing specialism/intensity of input and likely increased cost</b> 				
Vast majority of children have needs met - approx. 3000 with SEN from 23,000 total	Small proportion of children – approx. 500	Small proportion of children – approx. 100	Small proportion of children – approx. 350	Very small proportion of children – approx. 50
Additional cost range per pupil – 0-£9k	0-£9k	£11k-£19k	£16k-£30k	£25k-£100k
<b>All mainstream schools should offer:-</b> <ul style="list-style-type: none"> <li>High Quality Teaching</li> <li>All staff trained in breadth of Needs</li> <li>Advice from SENCO</li> <li>Increasing intensity of support: Herefordshire Graduated Response <a href="https://www.herefordshire.gov.uk/downloads/file/16977/intervention_guidance_for_send_in_schools_and_other_educational_settings.pdf">https://www.herefordshire.gov.uk/downloads/file/16977/intervention_guidance_for_send_in_schools_and_other_educational_settings.pdf</a></li> </ul>	Includes expertise from outside of school staff Including relevant therapies for example	Small group sizes with trained specialist teachers, inclusion in mainstream lessons for part of the week, and relevant therapies	Small group sizes with trained specialist teachers and relevant therapies. Some outreach provided for pupils in mainstream schools	Small group sizes with trained specialist teachers, and relevant therapies
<b>Type of Need as described in SEND Code of Practice (CoP) 2015, with Herefordshire provision at each level</b>				
<b>Autism</b>	Educational Psychology Outreach from Hampton Dene	Communication and Social Interaction (COSI) Group, Child Development Centre, Language and Communication centre (LCC) Hampton Dene Primary, The Bridge, (BHBS). Further detailed investigation of autism place needs planned	Some children with autism and learning difficulty or challenging behaviour have needs met in local special school	Yes, usually ASD with challenging behaviour
<b>Speech, Language and Communication Needs</b>	Speech and language therapy	LCC Hampton Dene Primary	No	No
<b>Social Emotional and Mental Health</b> <ul style="list-style-type: none"> <li>Child unable to manage their emotions resulting in challenging behaviours incl. ADHD</li> </ul>	Behaviour Support Team, EP CAMHS OT Counselling	Proposed Nurture Provision KS1  Proposed Nurture Provision KS1	Brookfield Pupil Referral Service	Yes





<ul style="list-style-type: none"> <li>Anxiety/School Phobia/Eating Disorder/gender dysphoria</li> </ul>	Advice from H3 CAMHS	Home and Hospital Teaching Team – H3 Hub	No	Yes, usually Tier 4 specialist NHS beds
<b>Hearing Impairment and Visual Impairment</b> Mainstream schools meet most need	Physical and Sensory Service (PASS)			Yes, placements extremely rarely used
<b>Physical Disability</b> Mainstream schools meet most need	PASS Team OT Physiotherapy	No – All mainstream schools should be able to meet need		Yes, placements extremely rarely used
<b>Learning Difficulties</b> <ul style="list-style-type: none"> <li><b>Specific</b> All mainstream schools should be able to meet need: Specialist teachers employed by school</li> <li><b>Moderate</b> All mainstream schools should be able to meet need: Specialist teachers employed by school</li> <li><b>Severe and Profound</b></li> </ul>	Specialist teachers purchased from independent providers  Specialist teachers purchased from private providers  Advice from special schools		No  Only where a child has significant other complex needs  Barrs Court (11-19), Blackmarston (2-11), Westfield 2-19) and Beacon College (16-19)	No  Only where a child has significant other complex needs  Yes, usually combination of Severe LD, ASD and attendant challenging/high risk behaviours

**Capital investment required:** See summary of proposals page 10-12.

**Notes:** The diagram above sets out how Herefordshire Council and its partners seek to meet the breadth of SEND across the county. It is important to stress that the Council does not operate blanket policies. Taking all information about needs into account, and considering most efficient use of resources, it will seek to meet parental/pupil preference. It is also important to stress that children do not fall neatly into the types of need described. Placement decisions are therefore made using the best available information at the time the decision is made drawn from the advice of specialist professionals from a range of services and agencies.

Overview of SEND strategy place planning and capital improvement

1. <u>Type of setting</u> maintained by the council. (LD - learning disability, SEMH - social emotional and mental health <b>CURRENT TYPE AND PHASE</b>	2. <u>Number of places and age groups</u> proposed in each school/setting  <b>PROPOSED NUMBERS</b>	3. <u>Number of places</u> available.  <b>CURRENT NUMBERS</b>	4. <u>Current accommodation</u> suitability, sufficiency and condition  <b>CURRENT ACCOMMODATION QUALITY</b>
Total number of special school places proposed and current 	<b>365</b> (225 2-16 age LD, 60 Post-16 age LD and 80 7-16 age SEMH)	<b>355</b> (total of numbers in bold in the next three rows below, not including Brookfield short term intervention places)	
Settings 			
LD <u>2-19</u> special schools - Barrs Court academy school 2-19, Blackmarston council maintained school 2-11, Westfield council maintained school 2-19. 	Blackmarston 85 2-11 age, Barrs Court 80 11-16 age, Westfield 60 2-16 age (subject to consultation on proposed closure of Westfield Sixth Form, to be completed in 2021)	Blackmarston 87, Barrs Court 118 (includes 45 post 16) Westfield 63 (currently includes 13 post 16). <b>See proposal on page 8 about current sixth form provision at Barrs Court and Westfield schools</b>	2-11 accommodation at Blackmarston good, condition, sufficiency and suitability at Westfield for 2-19 poor, access and sufficiency at Barrs Court for 11-19 poor.
LD future <u>16-19</u> special school  Beacon College opening September 2021, proposed to replace sixth form provision at Westfield and Barrs Court	Beacon College 60 Opening September 2021, will be able to accommodate minimum 60 students.	0 at Beacon until Sept 21. <b>See above</b> for sixth form numbers currently at Barrs Court and Westfield	Note - poor accommodation for current 16-19 students at Barrs Court and Westfield new accommodation at Beacon College from September 2021
SEM <u>7-16</u> Brookfield academy school 	Brookfield School 80 places plus 8 FTE places for short term intervention work currently provided at the school.  The aim is to achieve a modest reduction in numbers from 90 to 80 through outreach work in	Brookfield 90, plus 8 FTE intervention places for pupils still on roll at a mainstream school.	Current accommodation non-compliant. No girls' toilets, no sports facilities and poor off site accommodation. Improvement project underway

	mainstream schools and supporting school nurture groups		
<b>Alternative provision 11-16 Herefordshire pupil referral service</b> (PRS) council maintained. 	<b>Under consultation: propose 50</b> full time equivalent (fte). 40 fully funded for permanent exclusions, 10 for schools to purchase on a Tiered Intervention Programme	<b>65 places</b> 50 fully funded by LA, 15 for purchase at full cost by schools. Numbers have recently fallen, review in light of Covid impact on numbers	Current split site accommodation non-compliant, condition poor at 11-14 centre, access for vehicles and suitability poor for 14-16 centre.
<b>Alternative provision 11-16 Home and hospital teaching service H3</b> 	<b>H3 25 fte commissioned places for up to 50 part-time pupils</b> , accommodation planned for up to 24 at any one time.	<b>50 part-time pupils</b>	Under compliant and cramped accommodation, teaching spaces unsuitable for appropriate teaching methods
<b>Resourced Provision 2-16 Hampton Dene Primary LCC</b> (Language base and Autism base both with a 2-7 age and 7-11 age class) <b>Bishop of Hereford Bluecoat School – The Bridge</b> (Autism Base for 8 secondary pupils) 	Spaces needed at both age ranges is under further investigation, see pages 9 and 10 below	Currently has <b>45 primary and 8 secondary places</b> commissioned	Accommodation at KS1 and 2 setting good, accommodation at KS3/4 setting good but no capacity for increasing provision
<b>Independent and non-maintained provision – a range of organisations in and out of county</b> 	Individual case by case, <b>not possible to forecast</b> . Provision sought when needs require and particular pupil needs not supportable in-county	Varies – approximately <b>50 day and residential places</b> including places funded by a range of agencies, not just education	No information, out of county. No changes planned as these are private organisations responsible for their own capital investment.

**1. Strategic options considered for learning disability (LD) schools**

	Option	Comment
A	No change	Not feasible on the basis of ongoing maintenance and suitability issues at Westfield, cramped conditions at Westfield and Barrs Court and poor access/parking at Westfield and Barrs Court. In addition, serious issues raised in fire risk assessment for Westfield. There is also a need to create modest capacity increase in provision for LD across the county
B	Close all LD schools and build one county through 2-19 school	Not feasible on basis of travel time for very young pupils, previous investment at Blackmarston, successful bid for government funded 16-19 school and lack of site availability for very large school in a central location
C	Relocate Barrs Court School to another central location, expand to accommodate 2-16 pupils and close Westfield	Not feasible due to travel time for very young pupils, and lack of site availability for very large school in central location
D	Improve/rebuild Westfield school to take 60 pupils from 2-16, (subject to consultation on proposed closure of Westfield Sixth Form, phase out Westfield and Barrs Court sixth form after the new post 16 college opens). Discuss concerns regarding Barrs Court School site shortcomings with DfE and ESFA, to look at possibility of their funding for relocation to a new site	Preferred option, keeping travel time as low as possible for young pupils, transport costs as low as possible, and creation of a small increase in available places for 2-16 pupils at Westfield School. In addition this option retains the potential for supporting applications for 2-16 places from out of county. Results of the consultation during 2021 on a proposal to close Westfield sixth form phase will inform the scope of the feasibility study into capital improvements for the school

**Proposed course of action – pursue option D by undertaking a feasibility study into the best way to achieve improved accommodation for Westfield school. The scope of the feasibility study will be informed by the results of a consultation on the proposed sixth form closure. Consult in 2021 on a proposal to close by phasing out the Westfield sixth form starting from September 2022. Discuss an approach to DfE with Barrs Court Trust regarding the accommodation issues at Barrs Court School.**

**2. Strategic options considered for the SEMH school (Brookfield only SEMH school)**

	Option	Comment
A	No change	Not feasible on the basis of non-compliance with BB104, lack of girls' toilets and lack of sports facilities. Note, Brookfield is the only Herefordshire school with SEMH designation
B	Remodel and extend at current site	Explored possibilities by commissioning a feasibility survey in 2018/19
C	Rebuild at current site or at another site to be identified	As above

**Action undertaken-** as a result of the feasibility study commissioned in 2018/19 agreed option to remodel and extend current facilities. Project funded and underway.

**3. Strategic option for alternative provision (Herefordshire Pupil Referral Service - HPRS one school on split sites)**

	Option	Comment
A	No change	Not feasible on the basis of high cost of ongoing maintenance and repair, non-compliance, cramped conditions and poor access
B	Expand one of the current sites to accommodate all pupils on roll	Preferred option but may be difficult due to lack of space at either.
C	Dispose of both sites and build a new PRS for all pupils on a new site to be identified	May be difficult, new site would be needed, which may be difficult in a City location, but would enable equity release from sale of both current sites.
D	Build a new key stage accommodation for one or both on current site(s)	Unsatisfactory, leaves school on split sites and would not represent value for money.

**Proposed course of action-** proposed way forward is to commission a feasibility survey to look at the options available, high level cost and best solution for further examination.

**4. Strategic options for home and hospital teaching service (H3)**

	Options	Comments
A	No change	Not feasible on the basis of cramped conditions, poor compliance and increased numbers of places needed since the service opened
B	Remodel the current building to improve compliance and suitability of spaces for pupil need	This would provide a short term solution to suitability of spaces, but not relieve cramped conditions. Site unsuitable for further expansion (situated currently on Riverside Primary School site)
C	Pursue the feasibility of using the post-16 hub on Symonds Street currently occupied by Barrs Court Trust sixth form, when vacated. Vacate current H3 site and relocate the service to the Symonds Street building after internal modifications have been made.	Best option, investigate design and cost with council property services and timeline with Barrs Court Trust.

**Proposed course of action - proposed option is to produce a business plan for option C, and investigate design, time and cost implications. Interim measures to be put in place to mitigate present capacity issues at H3 as a potential project is developed.**

**5. Strategic options for primary resourced provision for autism**

	Option	Comment
A	No change	Emerging need for extra capacity. Use of out of county solutions or private settings may cause longer travel times for young children, and poor value for money
B	Establish a second primary school resourced provision	May expand the provision above that of similar authorities, but this may be necessary to reflect local need and geographical factors. To be discussed
C	Expand the current primary resourced provision	This would lead to a disproportionate number of children with an EHCP in a single mainstream primary school, to be discussed with Hampton Dene school leaders

**Proposed course of action – proposed next step is to conduct further work on the capacity needed at KS1 and 2, and the trend at national and similar local authority level. This will enable a proposed option to be brought forward. Target date for completion of further investigation, autumn half term 2021.**



**6. Strategic options for secondary resourced provision for autism**

	Option	Comment
A	No change	May not enable Herefordshire to meet need, and lead to expensive out of county placements or use of costly private settings
B	Establish an additional secondary school resourced provision	May expand the provision above that of similar authorities, but this may be necessary to reflect local need and geographical factors. To be discussed
C	Commission the creation of extra capacity from an existing provider at an off-site setting to support those with a greater complexity of need	Needs to be supported by an in-depth study of actual, potential (numbers coming through) and 'hidden' (pupils not yet known) demand within current and future pupil population

**Proposed course of action - next step is to conduct further work on the capacity and type of provision needed at KS3 and 4, and the trend at national and similar local authority level. This will enable a proposed option to be brought forward. Target date for completion of further investigation autumn half term 2021.**

**Note – following on from the further work needed to determine both primary and secondary resourced provision proposed options, the strategy will be updated in due course.**

## NEXT STEPS AND SUMMARY OF PROPOSALS FOR CAPITAL IMPROVEMENTS TO SEND SETTINGS 2020-30

- Consultation on the strategy with stakeholders – closed on 9 February 2021
- Consultation on the strategy with Scrutiny Committee – meeting on 23 March 2021
- Summary of above responses sent out as feedback to stakeholders – 30 March 2021
- Final strategy presented to Herefordshire Council Cabinet for approval – 22 April 2021

**Note - The consultation on the strategy follows Herefordshire Council's consultation process, and changes thought necessary after consideration of responses will be made before the strategy is brought to Herefordshire Council Cabinet for decision. A summary of consultation responses and changes will be produced as feedback for stakeholders when all responses have been received, and after discussion at the Children and Families Scrutiny Committee.**

Setting	Scope and scale	Funding	Comment
<b>Barrs Court Trust 11-19 LD academy school</b>	Collect information ref condition, suitability and capacity and support discussions between Barrs Court Trust and the DfE about solutions to the cramped 11-16 conditions and poor vehicle access and parking. Support BCT in phasing out of sixth form provision	To be explored, likely to be DfE academy condition improvement fund and any available government grants	BCT to provide current condition report and commission internal and external suitability survey to support discussions with DfE
<b>Beacon Post-16 LD academy college</b>	Work with the DfE to complete the new buildings. Start to commission places on opening in Sept 2021	Successful bid for government funding for total cost, and DfE project managing the build.	Underway, completion August 2021. School consultation conducted in line with bid conditions. <b><u>Not included in this consultation.</u></b>
<b>Westfield 2-19 LD school</b>	Conduct a feasibility study into the best option for improved Westfield school accommodation. Scope of feasibility work to be informed by the result of a 2021 consultation on the closure of post-16 Westfield LD provision.	Feasibility study costs from current council forward plan budget for preliminary works to inform capital proposals	The appointment of a feasibility contractor is underway in readiness for cabinet approval of the strategy. Feasibility work will include a possible sixth form element, until the council decision on the future of the sixth form at Westfield is made.
<b>Brookfield 7-16 SEMH academy school</b>	As a result of a feasibility study in 2018/19 capital improvements are underway for the Brookfield school to	Special provision government grant and council funding	Project underway, at developed design stage. School consultation conducted for special provision fund previously, in line with fund conditions. Council capital

Setting	Scope and scale	Funding	Comment
	bring off-site provision onto one site, remodel current secondary provision and provide a new sports hall for all pupils.	already existing in the forward plan	legacy funding in place from 2016. <b><u>Not included in this consultation.</u></b>
<b>Alternative provision (PRS) for 11-16 pupils</b> disengaged from mainstream	Conduct feasibility exercise into the options presented in the alternative provision table (page 8-9 above)	Funding for feasibility work to be informed by council capital funding principles April 2021 onwards	Discuss proposal for feasibility work at Children and Families Capital Strategy board. Target date for feasibility proposal to be drafted, end of November 2021
<b>Resourced Provision (RP) for pupils autism needs and an EHCP</b>	Conduct further investigative work on needs and spaces required, (as stated in tables on pages 9-10 above) followed by feasibility work to produce a proposed option for both primary and secondary RP for autism. Consult on resulting RP proposals and update SEND capital strategy	Investigative work to be completed by council officers. Funding for feasibility work to be informed by council capital funding methods April 2021 onwards	Discuss proposal for feasibility work at Children and Families Capital Strategy board. Further investigation completed by autumn half term 2021, target date for feasibility proposal to be drafted, end of February 2022.
<b>Home and hospital teaching service (H3)</b> for pupils too unwell to attend mainstream school	Commission work into design and high level cost of internal modifications to Symonds Street building currently in use for post 16 Barrs Court Trust LD provision, in order to accommodate the H3 provision	Funding for any proposed work to be discussed when design and costs information is available. Likely source of funding to be annual government schools maintenance and repair capital grant	Proposal for commissioning of design development and costing work to be taken to Directorate capital programme board for discussion in the first instance. Proposals for H3 solution to be drafted by end of year 2021.

## Meaning of terms used in the strategy

**SEND** - special educational needs and disabilities

**CYP** – children and young people

**EHCP** – education health and care plan

**Maintained schools** – those funded and maintained by the council

**Academy or free schools** – those funded and maintained directly by the government

**DfE** – department for education

**ESFA** – education and, skills funding agency (the group providing funds for academy/free schools)

**Capital projects** – projects to improve buildings and or sites

**SCIS** – the council schools capital investment strategy describing the capital approach to all maintained local authority schools

**LD** – learning disability

**SEMH** – social, emotional, mental health

**CoP** – SEND code of practice document (DfE Statutory Guidance 2015)

**C and F** – Herefordshire Council Children and Families Directorate

**LA** – local authority

**SENCO** – special educational needs co-ordinator in a school

**COSI** – communication and social interaction group

**LCC** – language and communication centre

**BHBS** – Bishop of Hereford Bluecoat School

**EP** – education psychologist

**CAMHS** – child and adolescent mental health service

**OT**- occupational therapy

**H3** – home and hospital hub

**ADHD** – attention deficit hyperactivity disorder

**PASS** – physical and sensory service

**HPRS** – Herefordshire pupil referral service

**Fte** – full time equivalent places

**BB104** – government building bulletin number 104 covering SEND accommodation

**BCT** – Barrs Court Trust

**KS1 and 2** – primary school age children

**KS3 and 4** – secondary school age children

**Post-16** – sixth form age young people

## HEREFORDSHIRE DRAFT CAPITAL INVESTMENT STRATEGY FOR SPECIAL EDUCATIONAL NEEDS AND DISABILITY (SEND) 2020-2030

### APPENDIX 2 TO THE SEND CAPITAL STRATEGY REPORT FOR SCRUTINY CONSIDERATION 23<sup>RD</sup> MARCH 2021

#### Draft strategy consultation history

1. During the development of the strategy there has been a range of consultation activity. Initially some strategy suggestions were put forward to head teachers of special schools, when it became evident to the SEND commissioning team that demand for places in specialist settings was increasing (2016/2017). This led to the application for a new government funded 16-19 college, which was successful. Subsequent investigation into the trend of increased pressure on places across all age ranges in the county also prompted further examination of the national picture and the situation within similar authorities. Concerns as to this trend and the need to respond were raised at a Directorate level, and shared with the Director, Assistant Director and member for education. A draft strategy was formulated that considered current capacity deficiencies, and also suitability and condition of accommodation in current settings. This draft was shared with the council members for assets, education and finance.
2. A sequence of further consultation, leading to refining and shaping of the final strategy was conducted, including several meetings with school leaders of the special school in Leominster to specifically discuss proposals for that school, as it was emerging as the highest priority for improvement.
3. The draft was then shared with the capital consultancy group, which is a group of school leaders representative of all schools and settings in Herefordshire. Members include head teachers, governors, and bursars/business managers representing all age ranges of mainstream schools, and also representatives of special schools.
4. The strategy was refined and revised at several stages in the process, and following receipt of the countywide recent condition reports for maintained schools in 2020, completed and presented to the Director of Children and Families.
5. The final draft was then circulated for consultation on the 19<sup>th</sup> January 2021, by the Children and Families (C and F) business support team. The published consultation included a link for consultees to respond with their views via a survey monkey questionnaire. The strategy was circulated to all Herefordshire school leaders by the weekly Spotlight publication, with encouragement to share this with as many recipients as they thought would have interest in reading and responding. In addition the

strategy was sent personally to all parents and carers of children and young people with an education, health and care plan for SEND, and the SEND strategy consultation group of all SEND education and social care professionals, convened and chaired by Herefordshire Council Head of Additional Needs. The consultation details were also published on the council website.

6. In addition to the above, the draft strategy was circulated to the Chair of the Children and Families Scrutiny Committee, member for education, member for assets, and Leominster ward councillors, (the latter in regard to their anticipated interest in the particular recommendations regarding the special school in Leominster).
7. The above consultation on the final draft strategy closed on 9<sup>th</sup> February. **\*\*For a summary of responses please see below.**
8. Final consultation on the draft strategy was by full scrutiny committee on 23<sup>rd</sup> March 2021.
9. Following receipt of scrutiny committee views, the full range of consultation responses were considered, and amendments recommended or thought necessary were completed. Changes and actions as a result of consultation are listed on page 12 below.
10. Political groups are consulted as part of the process of submitting the final report to cabinet for decision.
11. Summary feedback will be provided to all respondents to the recent consultation, explaining whether responses have resulted in any change to the strategy.

## **SUMMARY OF RESPONSES TO RECENT CONSULTATION**

### **Questionnaire comments made regarding each proposal within the SEND draft capital strategy consultation and percentage agreement or disagreement in each case**

**Total number of respondents 52. (Five respondents represent 9.6%, figures below rounded to 1dp)**

**Number who completed a response to every question – 52**

**Number of respondents that commented on at least one question - 26**

### **General point made in the comments**

- Six of 52 respondents commented on the need for simpler language. Action – simplify where possible and add glossary of terms.

**Q1 The description of the Council rationale for a SEND capital strategy and the proposed way forward is helpful. Strongly agree/agree – 69.5%, Neither agree or disagree – 19.2%, strongly disagree or disagree – 17.3%.**

**R7** In principle, it is a sound rationale. In terms of implementing it with parity across all schools, there needs to be a lot more clarification of how this will be achieved in reality without disadvantaging any one school. How will the rationale for the adaptations for students with

### **Directorate response to comments**

As stated in the strategy, capital investment proposals are based upon a full range of accommodation information, including parental preference but prioritising

physical needs be achieved given the substantial costs that are often associated? What will be the balance of parent preference verses the capital investment required?

**R8** strongly feel that working on improving the existing building and keeping a 6th form at Westfield would be the preferred option for my child

**R13** The document appears to significantly reduce the provision for specialist accommodation in the city when what we are experiencing is a huge increase in the need for specialist intervention places but an inability for schools to afford to fund these places. It appears that the council is reducing its support and expertise for the children that are requiring it most. This document indicates a further reduction of 87 places for these young people when what is greatly needed is reinvestment.

**R19** Not enough specialist settings within Herefordshire

**R22** An encompassing approach to support a diverse range of children with special needs is vital across Herefordshire. Currently there are inadequacies and gaps in provision for children who do not fit into specific categories. There is a woeful lack of initial assessment and subsequent support for children at an early stage when preventing the escalation of any difficulties is possible.

**R28** It is a typical council document written for professionals. It is not written for lay people to read. Could it be explained plainly for parents of SEND children who are not always degree educated!

**R32** It's a bit befuddled in parts but it's a good try!

**R35** Broadly agree with the strategy outlined. BCS requires capital investment to ensure it meets capacity. Additional consultation would be welcomed throughout the process.

**R38** There were issues with the document; I found it may be inaccessible/difficult to completely understand, and, in the key is refers to colours representing different investment scenarios, yet the document is in black and white

**R40** Agree but a bit difficult to navigate.

**R42** Couldn't find it the document on the council website?

**R50** Elements of confusion between a capital strategy and service delivery

those settings with the most pressing need for improvement first.

This question, is not about Westfield School  
The strategy actually adds places to learning disability specialist schools, both at 2-16 and also post 16 age phases. There is a proposed decrease in capacity for the pupil referral unit, which accommodates mostly children who have been permanently excluded from mainstream schools, as these numbers have recently fallen. In addition, intervention placements for children which would currently have been provided at Brookfield, is proposed to be provided in new nurture groups attached to mainstream primary schools, thus the reduction of intervention places proposed at Brookfield.  
More of a comment about service provision than capital investment, but noted.

Comment on needs assessment processes, not capital projects

Yes, simplification will be worked on

As above  
In support

Yes simplification will be worked on, and removal of colour coding

As above  
The document was on the website.  
Good point, do we take out the references to service delivery?

**R51** Some of the descriptions of the proposed plans contradict each other: if it is not feasible to "close all LD schools and build one county through 2-19 school" (LD school option B) then why is it acceptable to close the 16-19 provision at our special schools and combine them into one?

The option to close all LD schools and build one was considered, as with all options, but discarded. The closure of the sixth form was proposed as a solution to the very small numbers of pupils in the Westfield sixth form setting.

**Q1 Comments overview – simplify language; clarify places; and service delivery. Action – simplify text where possible, clarify proposals for increase or decrease of places and where, refer service responses to Head of Additional Needs for forthcoming SEND strategy consultation.**

**Q2 The document explains the way in which the council is seeking to use accurate information to decide when and where it will invest in order to improve buildings and facilities where children with SEND are taught **Strongly agree/agree – 69.2% neither agree or disagree – 19.2%, strongly disagree or disagree – 13.5%.****

**R7** I'm not sure how in the current situation in Herefordshire with regard to secondary schools that the statement 'Sufficiency – how much physical capacity is there, allowing how many pupils?' for considering the setting of each school. Given that the majority of secondary schools are already full or that some may not be open to expansion, gives a consistent approach across the county.

**R8** I agree improvement is needed in existing buildings at Westfield, but not that funding should be sent elsewhere

**R13** There is little information provided for the changes proposed

**R28** I've read the document and I'm really not sure

**R32** There's perhaps a bit too many 'to be decided' or 'needs further consultation' aspects, but generally going in the right direction to support SEND children.

**R35** We agree accurate information should be used to make decisions. This can only be achieved with wider consultation with stakeholders to obtain up to date and accurate information.

**R42** Very often the parent or carers are the best people to accurately determine where a child is best educated.

**R52** The document is confusing and does not describe an approach to the distribution of capital.

The strategy, refers only to SEND schools, not mainstream secondary schools

This question does not refer to Westfield School  
Difficult to strike a balance, some want more, some want less information.

Simplify where possible

Some solutions (e.g. ref autism provision), are not yet fully investigated, but needed to be referred to.

Wider consultation is proposed for the Westfield sixth form proposal. We try to gather accurate information as frequently as possible.

We agree, that is why consultations with parents and carers are held frequently, through the Education, health and care plan annual review.

The document indicates priorities, the budget for each is unknown until a feasibility study for each individual project is conducted.



**Q2 Comments overview – clarification if possible. Action – simplify text where possible, respond to above queries/requests for clarification in general feedback published**

**Q3.The proposed course of action for schools for pupils with a learning disability is appropriate a) Undertake a feasibility study into the best way to achieve improved accommodation for a 60 place 2-16 Westfield School. b) Consult in 2021 on the proposal to close by phasing out the Westfield Sixth Form starting from one year after the opening date for the Beacon Post-16 College. Strongly agree/agree – 48.1% neither agree nor disagree – 32.7% strongly disagree or disagree – 23.1%.**

**R8** I agree point a) is needed, but not with point b). I feel it is important for my child to have continuity up to and including post 16 at Westfield. I feel that would best meet my child's needs.

**R11** My daughter attends Westfield Sixth Form from out of county as it is the nearest school. The small class size is necessary for her with a programme structured for her needs. A large 60 pupil college would not be appropriate She has great support from staff and has high anxiety levels which has required support from CAMHS and having the support from an individual learning mentor for weekly sessions makes a big difference. A large college where this support may not be included as the focus will be on independence .The community of Leominster have always supported the school and the learning is also done in the community including visiting the shops, library, running a cafe in town, horticulture at a national trust property close to Leominster. The school is attended by local police and other agencies to make sure pupils have good safety knowledge. Westfield sixth form staff are always very approachable they have visited my daughters home environment when she had a prolonged absence from school to help her back to school which was a god send when anxiety levels are high

**R12** Westfield is a school that serves the Leominster community. For students with severe learning difficulties to travel to Hereford for Sixth Form, this could prove an additional challenge. I am concerned that this is a further example of funding being taken from Leominster and again being diverted into Hereford.

**R14** I strongly agree to the feasibility study to improve Westfield School however, I strongly disagree to the proposed closure of Westfield Sixth Form. I strongly feel it is unfair and divisive to not allow separate responses to these two questions. This is not a fair consultation questionnaire.

Support for investment. Parent would like child to continue to Westfield sixth form

Out of county pupil, would like to continue at Westfield. Shropshire LA has indicated interest in commissioning places at the new college in Hereford when it opens

Support for retaining sixth form, concern about travel. Also concern ref investment taken from Leominster to Hereford generally. Transport modelling has been conducted, described within scrutiny report.

Agreeing with investment, disagrees with sixth form closure.

<p><b>R15</b> Yes Rebuild Westfields On It's Current Site. We as Parents Of A Future 6th Former Feel Very Strongly That 6th Form Provision Should Be Kept At Westfield.</p> <p><b>R17</b> Travel time affects both younger and older children with ASD. Westfield school provides excellent education settings for all year groups. Smaller six form provides better personal relations.</p> <p><b>R22</b> A robust provision must be available to ensure adequate transition for the students to the new placement and emotional support in addition to their current needs for those students completing their time with a reduced student number in Westfield.</p> <p><b>R23</b> I strongly agree that improving accommodation for Westfield is important but strongly disagree with phasing out Westfield Sixth Form as I believe all students especially those with SEND should have a choice of sixth form provision rather than a single provider. I also believe that all the students currently at Westfield should be able to continue there until they are 19 years old, should they and their parents choose to do so</p> <p><b>R28</b> The proposal to improve Westfield school with a feasibility study is a very good idea. What I worry about is that this is the “sweetie” for the fact that you wish to remove their sixth form. As a parent who can’t get transport to Westfield for our child even though it is the best place for him I feel that the needs of the INDIVIDUAL child are not high in the Councils thoughts or strategy. If you close Westfields sixth form the children from this area will miss out and so will our child.</p> <p><b>R38</b> Agree, good provision must be based locally for those 2-16 in the north of the county is important.</p> <p><b>R42</b> Westfield is a 2-19yrs school. Is the council unaware of this?</p> <p><b>R48</b> Surely it would be better to do a feasibility study before sending the option out as it may not be feasible!</p> <p><b>R50</b> both strongly agree and strongly disagree. I strongly agree that improved accommodation is needed at Westfield. I strongly disagree that the feasibility study mandates the age range, which is to be consulted on at a later date. I also strongly disagree with phasing out the sixth form, as this limits choice.</p> <p><b>R51</b> Strongly agree - Westfield School is spread across 2 buildings which were originally built for different purposes, and need to be completely renovated to ensure they are safe</p>	<p>Agrees with investment, wishes child to continue on to Westfield sixth form</p> <p>Worried ref travel time, wants a small sixth form (Beacon college class sizes will be the same as Westfield, Westfield has mixed age classes). Personal relationships at Barrs Court are outstanding (Ofsted). No reason to think this won’t be the case when BCT leads Beacon. We agree. As with other pupils, for example those moving from Blackmarston to Barrs Court or Westfield at 11, or Barrs Court main school to the Hub, this is a very important support framework to provide.</p> <p>Agrees with investment, would like choice. Currently parents do not have choice of more than one SEMH school, or hospital support service, or pupil referral service. Mainstream sixth form colleges all have very large cohorts to accommodate thousands of post-16 children, and are financially viable.</p> <p>Agrees with investment. Wants child to continue at Westfield. Parents and carers of children in the south, east and west of county would also no doubt like a school in their immediate locality, but these options aren’t feasible or affordable for the very small numbers of post 16 pupils needing this service (60 across the whole county).</p> <p>In agreement</p> <p>This respondent couldn’t find the strategy on the website,</p> <p>We are conducting a feasibility study for 2-16 and 2-19, results due in May.</p> <p>Agrees with investment, wants choice.</p> <p>Agrees with investment, is satisfied with provision at Westfield, concerns ref travel, change, unfamiliar</p>
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and fit for purpose. This is clearly a necessity. b) strongly disagree on the proposal of Westfield's Sixth Form being phased out, for the following reasons: - The provision of 2-19 education enables learners to build on their existing experience and skills and grow into capable, confident adults, while being supported by staff who they have already built up strong, secure relationships with. -Accessing a central Post-16 provision in Hereford City is not feasible for some students, for a number of reasons including: lack of access to travel or inability to tolerate long journeys; difficulty coping with change and unfamiliar environments; vulnerability due to a lack of social understanding, etc. Additionally, students would not have as much opportunity to build relationships with their local community and their peers as they would at Westfield School. - There are plenty of examples of counties which have just one special school or post-16 provision where those provisions have proven to be too large, too overwhelming and not able to respond to the needs of their learners to the same standard as a smaller provision. All students and their families deserve a choice of educational provisions. Mainstream students in Herefordshire moving into Post-16 provision have the choice of: Hereford Sixth Form College, Hereford and Ludlow College (Hereford City and Holme Lacy campuses), Hereford College of Arts, Earl Mortimer Sixth Form, John Kerle Sixth Form, John Masefield Sixth Form. Under this new proposal, SEND students would have only one option: The Beacon. This feels like discrimination

**R52** Accommodation at Westfield requires significant investment. This is factually correct. It should not refer to specific age ranges, since a building that is in need of improvement is just that. It makes no difference for what age range that improvement is intended. There is no need to phase out post-16 provision at Westfield school, since this is outstanding regardless of the poor quality buildings. To remove one of two post-16 provisions would remove all aspects of choice for learners. The Beacon College was built under the remit of the Free School programme, which is intended to increase choice and variety of provision based on evidence of need. Free Schools are not intended to replace existing poor quality buildings, or lead to the closure of existing provision.

environment, lack of understanding, loss of immediate local community, feels that larger sixth forms are unsuccessful in other parts of the country. Wants choice. We agree that Westfield provides good service – for a very small number of pupils at post-16. The good quality of this service referred to, is outstanding at Barrs Court. BC trust are to lead the new college. There is every likelihood that the same excellent education in all aspects will be available at the Beacon. Regarding choice of post 16 provision, there are thousands of post 16 students moving into mainstream post 16, but between 50-60 total in Herefordshire needing LD post 16 (this includes those small number of students coming in from neighbouring counties).

Agrees with investment. Each proposal, particularly for SEND, needs to describe age range, as post 16 facilities are different. The question is, should we be proposing to invest a significant amount of public funds to build a sixth form element for less than 12 students (may be less than ten when new college opens), if we do, are we prepared to also do this in other market towns?

The comment about free school purpose is correct. The free school programme is intended to add capacity. However, it does not forbid closure of other settings if there are good reasons. One of the reasons in this case is viability. This is why we are proposing to consult on closure, as to not do so and invest in like for like may be seen to be poor use of capital funding, and setting a precedent which would make arguments for similar investment elsewhere difficult to refute.

**Q3 Comments overview – comments are all in agreement with the investment in new Westfield buildings, the objections aired are to the proposal to consult on closure of the Westfield sixth form. Actions – examine views of Director of C and F, scrutiny committee and relevant members as to whether the proposal to consult on possible closure of the Westfield Sixth Form remains in the strategy.**

56

**Q4 The proposed course of action for alternative provision (Hereford Pupil Referral Service) is appropriate - 'Commission a feasibility survey to look at the options available, high level cost and best solution for further examination' Strongly agree/agree – 69.2% neither agree or disagree – 25.0%, strongly disagree or disagree – 5.8%.**

**R8** I'm sorry but I do not understand this statement. I do not feel the question is formed in an accessible way for parents to understand.

**R13** I believe 'High Level cost' is the driving force behind this survey, not the provision or needs of young people. The consultation should be made primarily on what schools and young people require to enable that every child can access an educational curriculum best suited to their needs. If driven by cost, we will continue to face more and more cuts to this essential educational setting. We have witnessed cuts to our provision, to our staffing, to our general upkeep. Changes made, have meant that we receive children when they are often broken by the system, rather than when an intervention package can be put in place that will provide the greatest opportunity for change and success. Without the additional funding and improved setting, we become a holding ground for children that the system has given up on.

**R22** The schools require substantial investment in order to support the diverse and vulnerable students it caters for.

**R25** How would this affect the service (St Owens – Aspire Living) for adults with complex needs that shares the building with B/C sixth form? That must be taken in to consideration of what impact this may have on them.

**R32** Just get something done and cut out the talk, commit to it....costs will ALWAYS be going up!

**R48** Surely it would be better to do a feasibility study before sending the option out as it may not be feasible!

We agree that simplification before general publication should be worked on.  
High level cost will always be an aspect of any proposal, but there has been a great deal of fact finding and discussion about current need, and the needs that we can try to anticipate for the future. It is good to see that in fact numbers of children and young people being permanently excluded from mainstream and needing places at the pupil referral unit have in fact decreased. This may in part be due to Covid closures, and will need to be carefully analysed. Numbers of places available for school leaders to access for intervention have remained, for individual schools to access.

Agreeing with investment

This response refers to question 5 not this question

We can only commit to a project when it has been agreed through the council project management process We have to prepare a brief when we send out procurement documentation. The brief needs to give a

steer as to what we need – numbers of places and type of accommodation – based on government buildings guidelines for settings of this type.

**Q4 Comments overview - one response to wrong question, one from staff member resisting reduction in PRU numbers, one keen to get on with it, one to wait for feasibility before proposing any option. Action – some simplification of text where possible, give general feedback as above to other points.**

**Q5 The proposed course of action for the home and hospital teaching (H3) is appropriate 'Produce a business plan for Council approval proposing to remodel the building currently used by Barrs Court post 16 students at Symonds Street for use by H3 when it is vacated, investigating design, time and cost implications. Interim measures to be put in place to mitigate present capacity issues at H3 as a potential project is developed' Strongly agree/agree – 63.5% neither agree nor disagree – 32.7% strongly disagree or disagree – 3.9%.**

**R8** Again, I do not follow this statement.

**R13** If this is seen as a beneficial proposal for H3 rather than a temporary sticking plaster, then yes.

**R22** Opportunity to engage vulnerable students requires a range of spaces and teaching environments

**R26** H3 requires a purpose built setting with potential to expand in future years. It also requires significant calm quiet outside space

Simplification will be considered where possible  
In agreement, the remodel would follow government building recommendations for this special need.  
As above

As above – we agree, ideally an outside learning environment is needed, either on site or easily accessible nearby.



**Q5 Comments overview – agreement, simplification if poss. Action – simplify text in strategy if possible**

58

**Q6 This proposed course of action for primary age resourced provision for autism is appropriate 'Conduct further work on the capacity at KS1 and 2, and the trend at national and statistical neighbour level. This will enable a proposed project to be brought forward' Strongly agree/agree – 75% neither agree nor disagree – 17.3% strongly disagree or disagree – 7.7%.**

**R3** Also need to look at the trend in Herefordshire and the cohorts that exist in nurseries to inform our need. National and statistical neighbour isn't always best indicators of our local situation

**R8** I feel Westfield as it stands offers every opportunity and all the continuity of care my 13 year old needs. To make a big transition at post 16 would be very disruptive to her security, learning and stability

**R22** Earlier interventions and support strategies are vital to help children with such difficulties to fully engage in education and society.

**R28** I know of many ASD children who have never been given provision for them. I feel we need to increase funding for all ASD CYPs irrelevant of ability and therefor make diagnosis easier and more helpful.

**R32** Wording for this proposal is rather non-understandable to ordinary people...please rephrase in simple English.

**R45** I strongly believe that better provision for autistic pupils needs to be provided in mainstream and specialist schools. This can only be done if significant funding is used to increase integrated and specialised Hubs, teaching staff and appropriate neuro-diverse learning environments in mainstream schools particularly. I appreciate that this would be a huge financial outgoing but strongly believe that it would be a valuable investment for children - giving them the best possible chances to learn in ways that best suit them (SEN & neurotypical pupils) be themselves, be happy, confident moving forward through to secondary provision which nurtures their needs and allows them to grow into happy, healthy adults.

**R48** Herefordshire currently has no placement for higher functioning autism and many pupils are send to schools that are not appropriate and do not meet need. This proposal will not meet current need in a timescale that is acceptable. My Child is has a diagnosis of Autism and is currently being sent to a SEMH school, it is affecting his mental health and his academic levels are falling consistently

We agree, this is why we are proposing further investigation.

The question refers to provision for children at the home and hospital resource bases not Westfield School

We agree, a proposal to set up nurture groups attached to some primary schools has been agreed and is under development.

This is a service provision comment, but noted

Simplification where possible

A service provision comment but noted for inclusion in further information gathering

This seems to agree with our proposal, but is disappointed in the timescale as it won't benefit their child. **Noted for individual follow up by SEND team if possible.**

**Q6 Comment overview – agreement, some simplification required, some observations about service provision. Action – simplify where possible, use general feedback, and pass service provision comments for use in SEND strategy consultation which is forthcoming**

59

**Q7 This proposed course of action for secondary age resourced provision for autism is appropriate 'Conduct further work on the capacity and type of provision needed at KS3 and 4, and the trend at national and statistical neighbour level. This will enable a proposed project to be brought forward'. Strongly agree/agree – 73.1% neither agree or disagree – 17.3%, strongly disagree or disagree – 9.6%.**

**R3** Many ASC children have to travel long distances to attend appropriate provision. However provision attached to mainstream isn't appropriate for children that currently require an out of county provision

**R8** Again I do not feel I understand the statement. My daughter has autistic traits and I feel she is very well catered for at Westfield

**R22** Other areas of support need to be established at the same time so that children with other difficulties are not lost through lack of appropriate provision

**R24** It's also a worrying time for parents trying to organise colleges and what's in store for those leaving high school with aspects of what aftercare is to follow

**R26** The Bridge provision needs completely rethinking and investment. Provision is significantly underfunded and inadequate. A larger provision will allow students to remain within the Bridge at all times instead of having to spend most of their time struggling in mainstream classes. If support and investment in this provision was made fewer children would have to attend H3 or be educated out of county

**R32** 'Statistical neighbour?

**R33** Don't really understand why there is specialist provision for 60 pupils at KS1 and 2 but only 8 for KS3 and 4. I don't believe this condition disappears so my concern would be that once the pupils move to KS3 and 4 the level of support is reduced.

**R40** There was excellent provision at BHBS Keilder until 5 years ago.

**R45** I strongly believe that better provision for autistic pupils needs to be provided in mainstream and specialist schools. This can only be done if significant funding is used to increase integrated and specialised Hubs, teaching staff and appropriate neuro-diverse

This is a comment on need for some children to access out of county settings which we agree with. We do commission those places, but aim to ensure as much provision in-county as possible  
We will simplify where possible but this respondent has misunderstood the question, which is about resource bases attached to mainstream schools, not special schools.

Service provision response, not necessarily capital. But noted.

We agree, transition needs to be well managed.

There is no space at the school to expand this provision.

Create a glossary of terms

This comment agrees with the strategy, that the KS4 provision needs to be examined.

Refers to Bishops School removing in-house Keilder provision, a decision made by BHBS school leaders. Agreeing with proposal to investigate gaps in provision

learning environments in mainstream schools particularly. I appreciate that this would be a huge financial outgoing but strongly believe that it would be a valuable investment for children - giving them the best possible chances to learn in ways that best suit them (SEN & neurotypical pupils) , be themselves, be happy, confident moving forward through to secondary provision which nurtures their needs and allows them to grow into happy, healthy adults.

**R48** See comments for Q6 - same applies

Agrees with proposal but disappointed in timescale for their particular child.

**Q7 Comment overview – one request for simplified text, one request for a glossary, two comments about current provision at Bishops School, some points ref service provision. Action simplify where possible, provide a glossary, and pass service comments to the Head of Additional Needs**

**List of all changes or actions completed as a result of consultation**

- **Simplify text in strategy where possible - completed**
- **Provide a glossary - completed**
- **Pass observations and concerns ref service delivery to Head of Additional Needs for inclusion in the SEND strategy consultation - completed**
- **Clarify proposed increase or decrease in places in each proposed improvement - completed**
- **Discuss responses given to proposed consultation on closure of Westfield Sixth Form with Director and AD of the Children and Families (C and F) Directorate - completed.**
- **On completion of all of the above, amend the strategy as necessary and submit to the C and F Scrutiny Committee for their recommendations - completed.**
- **The recommendation put forward by Scrutiny Committee on 23.03.21 was that it should be made clear in the strategy, that the scope and scale of the feasibility study relating to the proposal to invest in improving Westfield School, should be informed by the result of the consultation on proposed closure of the Westfield Special School Sixth Form phase, to be conducted later in 2021 – recommendation completed.**
- **Produce final amended strategy and submit for Cabinet deliberation on 22.04.21 for decision.**





## **Title of report: To set out the councils preferred waste collection model and to agree the implementation plan for the new waste management service**

**Meeting: Cabinet**

**Meeting date: Thursday 22 April 2021**

**Report by: Cabinet member commissioning, procurement and assets**

### **Classification**

Open

### **Decision type**

Key

This is a key decision because it is likely to be significant having regard to: the strategic nature of the decision; and / or whether the outcome will have an impact, for better or worse, on the amenity of the community or quality of service provided by the authority to a significant number of people living or working in the locality (two or more wards) affected.

Notice has been served in accordance with Part 3, Section 9 (Publicity in Connection with Key Decisions) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

### **Wards affected**

(All Wards);

### **Purpose**

To confirm the council's preferred waste collection option and to agree to implement the new waste management service for the county.

The council's Waste Management contracts for the collection service and the disposal service are due to expire in 2023 and 2024. There are aspirations in the County Plan to address the climate and ecological emergency which seeks to protect the environment, use our resources in the most efficient way and become a carbon neutral County by 2030.

The council launched a waste collection consultation with the public in December 2020 following recommendations from the waste task and finish group in September 2020 and in response to expected changes in national legislation.

The consultation has now concluded and the council will set out its preferred future operating model with a view to procuring the future collection and disposal contracts over the next three years.

## **Recommendation(s)**

### **That:**

- a) The council adopts three weekly residual collection with twin stream recycling, as outlined in this report, as its preferred operating model for the county's waste management collection service with a view to being fully operational in 2023;**
- b) A further report is brought back to Cabinet outlining the capital costs that will be recommended to add to the council's 2022/23 capital programme to ensure successful implementation of the preferred model in terms of fleet, bins, equipment and depot alterations;**
- c) A further report is brought back to cabinet in early 2022 detailing a fully costed scheme and preferred procurement route for the new collection service; and**
- d) All operational decisions be taken by the Assistant Director for Regulation, Environment & Waste Services to implement the above recommendations**

## **Alternative options**

1. Do nothing - This is not an option as the current waste collection arrangements are due to expire in November 2023 and there is no further extension option. The waste collection and disposal services are a statutory service that the council have to provide so therefore it is not an option to do nothing.
2. Re-procure the existing operating model – This is not an option as significant changes to government waste policy will be introduced in 2021 which will require waste collection authorities to introduce increased segregation of waste streams and to introduce weekly food waste collection services. This requires a change to our current operating model.

## **Key considerations**

### **Background**

3. There are three main driving forces behind the need to review the council's waste management service, these are:
  - a. Our existing waste collection arrangements are due to expire at the end of 2023. There is no further extension option for the Waste Collection Contract which will expire in November 2023.
  - b. Significant change to waste policy is expected in the wake of the Resource and Waste Strategy 2018 and progress through Parliament of the Environment Bill 2019-20. New policy and legislation will influence everything from packaging

design & production to how local authorities provide their waste management services. This will introduce the requirement for councils to provide weekly food waste collections to all households from 2023 and make it available to businesses for a charge. The government's clear direction is for the increased segregation of waste streams and a new target to achieve a 65% recycling rate by 2035.

- c. The council has the ambition to make sweeping changes to bring about a more sustainable county. Resource management, production and waste are significant contributors to carbon emissions. By discouraging waste, maximising reuse, recycling and recovery we will be able to bring about large reductions in carbon emissions in response to the Climate and Ecological Emergency.

#### 4. Government Resource and Waste Strategy 2018

The Resource and Waste Strategy 2018 (RWS 2018) introduces a raft of measures to adopt a circular economy approach. It is a strategy for England reflecting already enacted policy changes in Scotland and Wales.

These include:

- Consistent recycling collections (all local authorities collecting the same materials)
- Compulsory weekly food waste collection
- Separate garden waste collection
- Initiatives to encourage urban recycling

#### 5. The Environment Bill is currently progressing through Parliament and is expected to make significant changes to environmental legislation. Whilst there are no currently proposed targets within the Bill we anticipate the following targets as these are consistent with the EU Circular Economy Package (EU-CEP):

- A preparation for re-use and recycling (including composting/anaerobic digestion) target of 55% of municipal waste by 2025;
- A preparation for re-use and recycling (including composting/anaerobic digestion) target of 60% of municipal waste by 2030;
- A preparation for re-use and recycling (including composting/anaerobic digestion) target of 65% of municipal waste by 2035 (RWS 2018 Target);
- A gradual limitation on landfilling of municipal waste, to 10% by 2035






#### **Progress to date**

6. In order to assess the comparative costs and anticipated performance of different waste collection options Frith Resource Management (FRM) were commissioned to undertake a waste collection services review in July 2019. The full report from this review can be seen in Appendix 1.
7. In September 2019 the waste management team held two member briefing sessions to introduce the team and the service to councillors, many of whom were new to the

organisation following the May 2019 elections. Members were taken through the government's Resource and Waste Strategy 2018 and what this could mean for the service and the council in future years.

8. Following this General Scrutiny Committee formed a cross party Waste Task and Finish group to review the waste management collection service across Herefordshire. Through a process of evidence & information gathering, considering the FRM review, learning from the experience of others and considering the needs and aspirations of the council the group considered what the objectives for future improvements should be and different options for providing the service in future. The findings of this group can be seen in Appendix 2.
9. The general scrutiny committee considered the Task and Finish Group's report on the waste management strategic review on 28 September 2020. They recommended that
  - a. as part of the consultation process, there is clear explanation given as to why the existing service with additional food and garden waste collections is not being put forward as an option;
  - b. the Waste Team continue to work with and lead the communications on each of the schemes to ensure public understanding for the preferred options is secured;
  - c. the reuse of waste is brought forward as quickly as possible at local household recycling centres;
  - d. that the Task and Finish group report is shared with Department for Environment, Food and Rural Affairs (DEFRA); and
  - e. the findings and recommendations be submitted to the executive for consideration.
10. The recommended options from General Scrutiny Committee are illustrated below:

### Three weekly residual with twin stream recycling

Option 1		
Container	Material	Collection period
 240 litre	Recycling - Metal tins/cans, plastic pots, tubs, trays and bottles, glass bottles and jars	Once every 3 weeks
 240 litre	Recycling – all paper and cardboard	Once every 3 weeks
 240 litre	Garden waste*	Once every 2 weeks
 23 litre	Food waste	Weekly
 180 litre	General waste	Once every 3 weeks





**Option 1**

- Dry recycling would be collected in a 240 litre green wheeled bin once every 3 weeks. This would be for items such as metal tins/cans, plastic pots, tubs, bottles and glass bottles and jars.
- Paper and card materials would be collected in a separate 240 litre blue wheeled bin, once every 3 weeks.

The wheeled bins for dry recycling would be collected on alternating weeks.

- Residents would be provided with a weekly food waste collection, collected in a 23 litre lockable bin.
- General waste would be collected in a 180 litre black wheeled bin once every three weeks.

## Kerbside sort

Option 2			
Container	Material	Collection period	
 55 litre/box	<b>Separated dry recycling:</b> Red box - Metal tins/cans, plastic pots, tubs, trays and bottles Blue box - all paper and cardboard Green box - glass bottles and jars	Weekly	
	 240 litre	Garden waste*	Once every 2 weeks
	 23 litre	Food waste	Weekly
 180 litre	General waste	Once every 2 weeks	

### Option 2

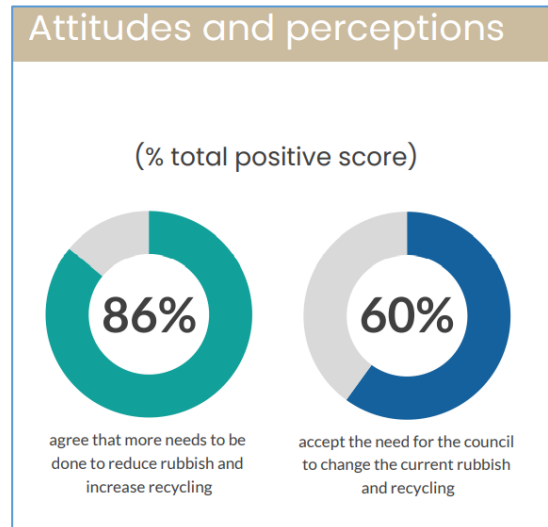
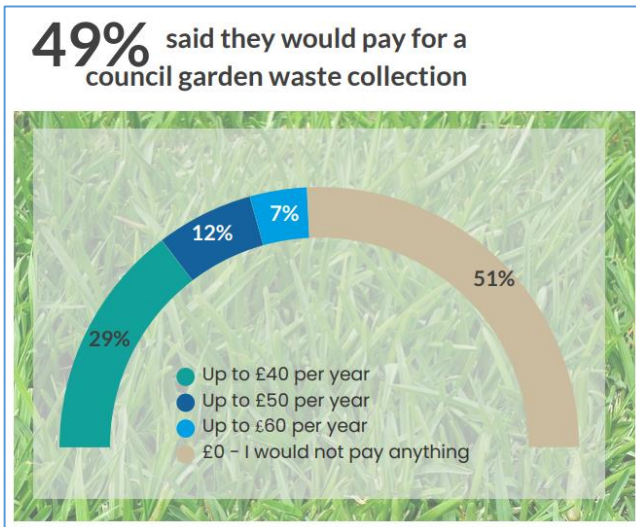
- Residents would be provided with three 55 litre boxes. One for metals and plastics, another for paper and card and a third for glass bottles and jars. These would be collected every week.
- Residents would be provided with a weekly food waste collection, collected in a 23 litre lockable bin.
- General waste would be collected in a 180 litre black wheeled bin once every two weeks

- The waste collection service options with cost and performance analysis from the FRM report and the Task and Finish Group is summarised in paragraph 19 below.
- Following the Council's declaration of a Climate Emergency, which has since been strengthened as a Climate & Ecological Emergency, FRM were commissioned to undertake a Carbon Modelling Report.
- This report concluded that setting aside the current service, which is not compliant with the future legislative changes, that the best alternative option is the three weekly, twin stream recycling service due to lower transport emissions and higher recycling. The full report can be seen in Appendix 3 and is summarised in the table in paragraph 19 below.

### Public Consultation

- Following the Task and Finish Group the Council commissioned MEL Research to undertake a public consultation exercise on the two proposed collection service options.
- Both public and business consultations ran from December 2020 to February 2021 and an online survey was circulated to gather this feedback. The consultation was promoted on the council website, social media pages, print media publications and emails were sent to a representative sample of residents with telephone top surveys and postal surveys also available. Trade and non-trade waste customers were sent an email to take part in the business survey.
- Overall, 3,498 residents and 181 businesses provided feedback. The full consultation report can be seen as Appendix 4 and the headline findings are illustrated below:

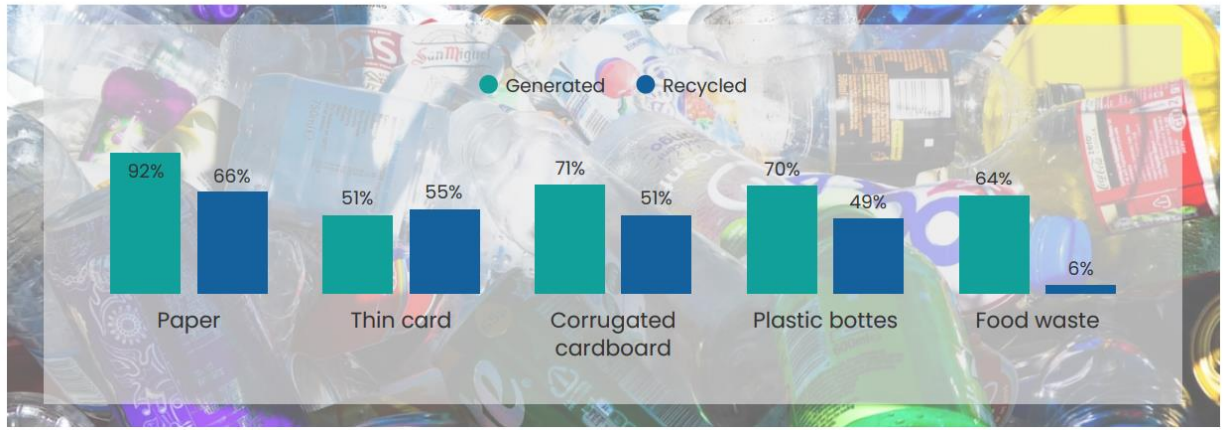
## Residents Consultation Summary





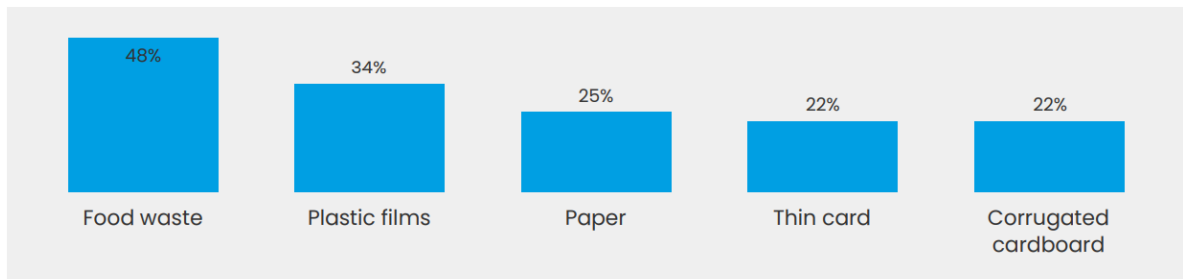
## Business Consultation Summary

Materials generated and materials recycling (top 6):



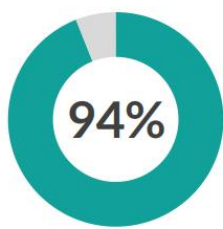
## Opportunities to improve recycling

Materials businesses would like to recycle (top 5):

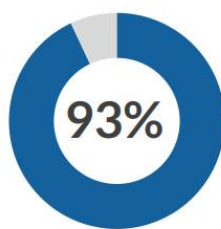


## Scoping the future of service delivery

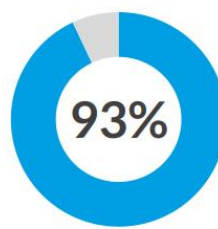
% very / fairly important



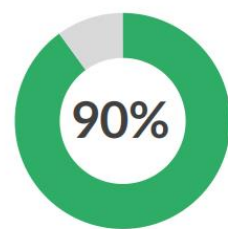
managing waste safely & legally to deliver better environmental outcomes



making efforts to increase the amount of waste diverted for re-use



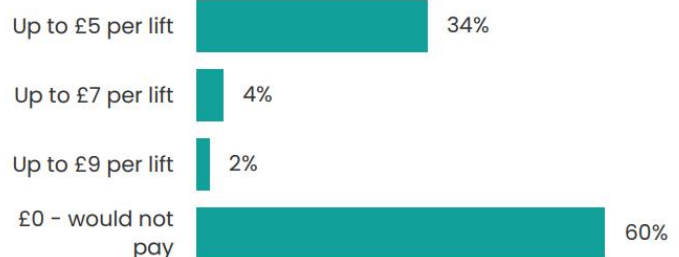
making efforts to increase the amount of waste recycled



promoting sustainable resource use across the business



Willingness to pay for a food waste collection



17. In February 2021 the Council approved total expenditure of up to £821,000 to resource and implement the outcome of the waste review. This included the creation of a temporary new Waste Transformation team to carry out the necessary work to design, procure and implement the changes as set out in this report in addition to reviewing and implementing the waste disposal arrangements. This decision can be viewed [here](https://councillors.herefordshire.gov.uk/ieDecisionDetails.aspx?ID=7589)
18. The executive response to the Waste Management Strategic Task and Finish Group Review is scheduled for a decision on 22 April. The decision documents including the proposed response to each of the Task and Finish group's recommendations can be seen as Appendix 5 and also on the Council's website here: <https://councillors.herefordshire.gov.uk/mglIssueHistoryHome.aspx?lId=50037106&Opt=0>.

### Summary and next steps

19. The below table summarises the findings of the FRM waste collections options review, the Task & Finish Group, the FRM Carbon Modelling Report and the public consultation exercise. To enable a comparison against the current waste collection service the below table includes the business as usual model with the addition of a weekly food waste collection and fortnightly garden waste collection:

	Business as Usual - with additional food and garden waste collections for comparison only	Option 1 - Twin Stream	Option 2 - Kerbside Sort
<b>Resource Requirements</b>			
Number of vehicles and operational staff needed to provide the service			
Fleet Requirement	48	48	63
Drivers and Loaders	126	127	174

<b>Performance of household recycling and residual collection</b>			
Expected household waste arising and performance			
Recycling Rate	58%	63%	58%

<b>Total Annual Service costs for collection and respective treatment of wastes collected.</b>			
Total operational costs for providing the household recycling and waste collection service and associated storage, transfer, transport and treatment. Cost per household is provided for comparison. Cost per household + £3m (for HRC and management costs is also provided to allow more direct comparison)			
<b>TOTAL SERVICE COSTS</b>	£11,523,610	£11,054,365	£12,258,489
<b>Cost per Household</b>	£137	£131	£145
<i>Per Household (including HRCs)</i>	£172	£167	£181



### Carbon Emissions assessment

WRATE modelling of Life Cycle Assessment results - considers the impact of vehicles and infrastructure as a proportion of their use and their life, so for example the impact of the Energy from Waste plant (including construction burdens and operational impacts) will be assessed over a 25 year life and annualised to reflect a years' impact.

As a waste management model, one of the key outcomes is the avoided impact of effective waste management, for example emissions displaced from extracting / processing of virgin materials versus secondary materials recovery for recycling. Similarly, energy recovery from waste can offset some of the emissions from fossil fuel based alternatives.

All emissions relating to global warming impacts (e.g. methane, carbon dioxide, nitrous oxide) are converted to kg of CO2 equivalent, over a 100-year timeframe. This is standard practice for models considering carbon impacts of waste management processes.

It should be noted that, the lower the number, the lower the impact (or in the case of negative numbers like below, a -1000, is better than a -800). Negative numbers arise where recycling and energy recovery, as noted above, has offset more damaging, carbon intensive processes, such as primary resource extraction and burning of fossil fuels. This therefore represents a carbon 'saving' as a result of the resource management activity in Herefordshire.

CO2 equivalent Impact (kg CO2e)	-6,035,499	-6,717,757	-4,847,456
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### Public consultation

Preferred option from the residents survey

% Respondents	53%	47%
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### Recommendation

Recommended

Not recommended

20. The next steps for the Waste Service Review are:

- a. Completion of a review of Household Waste and Recycling Centres (in progress)
- b. Completion of an options appraisal, consideration of future joint working arrangements with Worcestershire County Council and development of a further cabinet member report to confirm the future waste disposal service by August 2021.
- c. Develop a business case for the capital investment for the acquisition of new waste collection fleet, bins, equipment and depot alterations by November 2021.
- d. Undertake further market testing, full service specification and draft tender documentation for a further decision report in early 2022 to commission the new service.

## Community impact

21. In accordance with the adopted code of corporate governance, Herefordshire Council is committed to promoting a positive working culture that accepts and encourages constructive challenge and recognises that a culture and structure for scrutiny are key elements for accountable decision making, policy development and review.

22. The executive response to the report supports the County Plan (2020-24) priorities:
- a. Protect and enhance our environment and keep Herefordshire a great place to live
  - b. Minimise waste and increase reuse, repair and recycling
  - c. Build understanding and support for sustainable living
  - d. Invest in low carbon projects
  - e. Identify climate change action in all aspects of council operation
  - f. Support an economy which builds on the county's strengths and resources;
  - g. Seek strong stewardship of the county's natural resource
  - h. Develop environmentally sound infrastructure that attracts investment
  - i. Support an economy which builds on the county's strengths and resources and spend public money in the local economy wherever possible
23. Herefordshire Council has declared a Climate and Ecological Emergency and formally adopted commitments to lead a local response, aspiring for the county to become carbon neutral and nature rich by 2030

## **Environmental Impact**

24. Herefordshire Council provides and purchases a wide range of services for the people of Herefordshire. Together with partner organisations in the private, public and voluntary sectors we share a strong commitment to improving our environmental sustainability, achieving carbon neutrality and to protect and enhance Herefordshire's outstanding natural environment.
25. The environmental impact of the different waste collection options have been fundamental to the review which undertook a carbon emissions assessment and modelling for future recycling rates. The Council seeks to treat waste as a resource, supporting a more circular economy for Herefordshire reducing, reusing and recycling materials so that they stay in use for longer, offsetting use of raw materials and reducing carbon emissions.
26. The recommended collection model is predicted to result in the highest carbon savings and the highest recycling rate.
27. Further consideration to minimise the environmental impact of the service will be integral to the subsequent service design of the preferred waste management service following. Here the future commissioning will include appropriate requirements on the contractor/delivery partner to minimise waste, reduce energy and carbon emissions and to consider opportunities to enhance biodiversity. This will be managed and reported through the future contract management arrangements.

## Equality duty

28. Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:
- A public authority must, in the exercise of its functions, have due regard to the need to-
- a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
29. The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying 'due regard' in our decision making in the design of policies and in the delivery of services. For the recommendations that relate to back office functions, we do not believe that it will have an impact on our equality duty. Where the recommendations relate to our providers they will be made aware of their contractual requirements in regards to equality legislation.
30. The extensive public consultation exercise was undertaken in order to both understand residents' preferred waste collection model and also to better understand any comments and concerns that could arise through the service design. The full report is available in Appendix 4 and an Equalities Impact Assessment has been undertaken as part of the review and can be seen in Appendix 6.

## Resource implications

31. The Council currently spends £4m per annum on the current waste collection arrangement and £11m on the current waste disposal arrangements.
32. This does not however include the provision of a weekly food waste collection and fortnightly garden waste collection service which are anticipated to become a legal requirement as part of the Environment Bill which is due for consideration later this year.
33. As the additional costs for a weekly food waste collection service and a fortnightly garden waste collection service vary depending on the wider collection service model, to enable an accurate comparison the existing service model has been included with the costs of introducing these additional services.

34. The below table summarises and compares the financial implications of each option:

	BAU - with food and garden waste collections to enable comparison	Option 1 - Twin Stream	Option 2 - Kerbside Sort
<b>Costs for recycling and residual waste collection and treatment</b>			
Operational costs for recycling and residual waste are presented so the costs of continuing the existing Comingled Recycling (AWC) service (column 1) can be compared to alternative options of Twin Stream (ATWC) or Kerbside Sort. Costs of food waste and garden waste are excluded and separately illustrated.			
Residual Waste Collection	£2,078,705	£1,458,007	£2,078,787
Recycling Collection	£2,078,705	£2,877,545	£4,078,736
Food Waste Collection	£2,058,219	£2,146,613	£2,058,219
Garden Waste Collection	£1,684,144	£1,684,144	£1,684,144
<b>SUB TOTAL - Collection</b>	<b>£7,899,773</b>	<b>£8,166,309</b>	<b>£9,899,886</b>
Residual Treatment Cost	£2,398,617	£2,063,052	£2,574,790
Recycling Cost	£368,628	<b>-£76,000</b>	<b>-£1,084,428</b>
Storage and Transfer	£219,992	£219,992	£226,264
Waste Transport	£188,564	£187,774	£193,941
Food Treatment Cost	£138,086	£184,210	£138,086
Garden Treatment Cost	£309,950	£309,950	£309,950
<b>SUB TOTAL - Disposal</b>	<b>£3,623,837</b>	<b>£2,888,978</b>	<b>£2,358,603</b>
Household Waste & Recycling Centres	£3,000,000	£3,000,000	£3,000,000
<b>TOTAL</b>	<b>£14,523,610</b>	<b>£14,055,287</b>	<b>£15,258,489</b>

35. The Council has a dedicated Waste reserve of £7.5m

## Legal implications

36. There are no specific legal implications arising from this report. The current contractual arrangements for disposal with Worcestershire County Council are appropriately set out above,

## Risk management

Risk / opportunity	Mitigation
Public acceptance of new service	Public consultation exercise identified that: <ul style="list-style-type: none"> <li>86% of residents agreed that more needs to be done to reduce waste and to increase recycling</li> </ul>

	<ul style="list-style-type: none"> <li>• 60% of residents accept the need for the council to change the current service</li> <li>• The recommended option is the public's preferred option from the consultation exercise.</li> </ul>
Not enough time to complete required work	<p>Do not delay in resourcing and ensure effective decision making processes are in place.</p> <p>Creation of new Waste Transformation Team as approved in Feb 2021.</p>
Lack of planning for the new service	The council does not delay to adequately resource the planning, development and commissioning of new services.
Service is not compliant with new legislation that is expected in the next year from Central Government	<p>The recommended model includes the introduction of both a weekly food waste collection service and fortnightly garden waste collection service as anticipated in future legislation.</p> <p>Ensure flexibility through the design and commissioning process to reflect that policy is still in development and legislative requirements are yet to be finalised.</p> <p>Engagement with government on developing policy and likely requirements. In particular regarding three weekly residual collection.</p> <p>Effective governance in place to take informed and timely decisions and corrective action.</p>
Poor Value for Money	The recommended model has been identified as the option with the best value for money with the lowest total cost and highest recycling rates.
Volatility of recycling markets, availability and prices	<p>Recycling services designed to accept core materials as priority</p> <p>Quality of materials is prioritised to maximise market opportunities and value</p> <p>Flexibility to allow changes to accepted recyclable materials without incurring unreasonable costs.</p>

	Decisions on any new materials to be accepted are based on a sustainable market being available and not on public/political demand
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38. The risks should be regularly reviewed throughout the planning, commissioning and implementation phase to identify new risks and put in place appropriate measures to control them.

## Consultees

39. The following consultation has taken place:

Consultation	Date	Feedback
Waste Management Services Review Project Board	Numerous meetings in 2019/20 – 2020/21	Lead the development of the recommendations through the process.
General Scrutiny Committee	28 September 2020	Recommendations and the Executive Response are detailed in Appendix 5
Waste Services Task & Finish Group meeting prior to public consultation	2 December 2020	Support and comments which were included in the consultation documents
All member briefing prior to public consultation	2 December 2020	Support and comments which were included in the consultation documents
Public Consultation	Dec 2020 – Feb 2021	Full consultation report included as Appendix 4
All member briefing on the results of the public consultation	8 March 2021	
Waste Management - Political Briefing with the cabinet member for Commissioning, Procurement and Assets	31 March 2021	Positive feedback and final agreement to progress the decision report for consideration by Cabinet
Political groups consultation on a key decision	24 March 2021 - 1 April 2021	The True Independents would prefer BAU, but if changes are required that the preferred option is option 1.  Cllr Milln – highlighted a number of issues for consideration as part of the service design for either option.

## **Appendices**

- Appendix 1 – Waste Collection Options Assessment 2019
- Appendix 2 – Task and Finish Group Report Sept 2020
- Appendix 3 – Herefordshire Carbon Modelling Report
- Appendix 4 – Rubbish and Recycling Consultation Report 2020-21
- Appendix 5 – Executive Response to the Waste Management Strategic Task and Finish Group Review
- Appendix 6 - Equalities Impact Assessment for Waste Collection Options

## **Background papers**


- None

## **Please include a glossary of terms, abbreviations and acronyms used in this report.**

- FRM – Frith Resource Management
- RWS 2018 - Resource and Waste Strategy 2018
- EU-CEP - EU Circular Economy Package
- DEFRA - Department for Environment, Food and Rural Affairs
- HRC – Household Recycling Centre
- WRATE - Waste and Resources Assessment Tool for the Environment
- CO2 – Carbon Dioxide





The background features large, abstract, curved shapes in shades of green and dark purple. A large green arrow-like shape points downwards from the top left. A dark purple shape is on the left side, and another dark purple shape is at the bottom right.

**Waste and recycling collection service  
options modelling – Herefordshire Council**

19-Jul-19

## Acknowledgements:

*Frith Resource Management would like to thank the essential contributions from waste management officers at Herefordshire Council throughout these modelling phases, in particular we would like to thank Kenton Vigus, Nicola Percival and Rebecca Evison.*

## Disclaimer:

*Frith Resource Management Ltd (FRM) is an independent waste and resource management consultancy providing advice in accordance with the project brief. FRM has taken all reasonable care and diligence in the preparation of this report to ensure that all facts and analysis presented are as accurate as possible within the scope of the project. However no guarantee is provided in respect of the information presented, and FRM is not responsible for decisions or actions taken on the basis of the content of this report.*

## Executive Summary

Frith Resource Management (FRM) has been engaged to undertake a waste collection services review for Herefordshire Council. At present Herefordshire performs below average in terms of recycling performance against other Unitary Authorities, however this is driven by the lack of organic waste collection services rather than householder participation in the collection schemes in place.

This report presents the findings from the modelling work carried out by FRM which assessed the comparative costs and anticipated performance of the following household waste collection systems (those elements in **bold** represent changes to the current collection system).

Scenario	Collection Stream	Frequency	Capacity (l)
<b>Baseline</b> <i>As current</i>	Residual waste	Fortnightly	180l wheeled bin
	Dry recycling (Commingled)	Fortnightly	240l wheeled bin
	Food waste	<i>No separate food collection</i>	
	Garden waste	<i>No formal garden collection service<sup>1</sup></i>	
<b>Option 1</b> <i>Current AWC + food + garden</i>	Residual waste	Fortnightly	180l wheeled bin
	Dry recycling (Commingled)	Fortnightly	240l wheeled bin
	<b>Food waste</b>	<b>Weekly</b>	<b>Kitchen caddy and 23l bin</b>
	<b>Garden waste (free)</b>	<b>Fortnightly</b>	<b>240l wheeled bin</b>
<b>Option 2</b> <i>Alternate Three Weekly (ATWC) + food + garden</i>	Residual waste	<b>Three weekly (week 1)</b>	180l wheeled bin
	Dry recycling <b>(Twin stream, paper and card out)</b>	<b>Three weekly (week 2) Cans, plastic, glass</b>	<b>180l wheeled bin</b>
		<b>Three weekly (week 3) Paper and card</b>	240l wheeled bin
	<b>Food waste</b>	<b>Weekly</b>	<b>Kitchen caddy and 23l bin</b>
	<b>Garden waste (free)</b>	<b>Fortnightly</b>	<b>240l wheeled bin</b>
<b>Option 3</b> <i>Kerbside sort + food + garden</i>	Residual waste	Fortnightly	180l wheeled bin
	Dry recycling	<b>Weekly</b>	<b>3x 50l boxes</b>
	<b>Food waste</b>	<b>Weekly</b>	<b>Kitchen caddy and 23l bin</b>
	<b>Garden waste (free)</b>	<b>Fortnightly</b>	<b>240l wheeled bin</b>

The assessment applied industry standard collection modelling tools and also included a high-level appraisal of costs associated with subsequent recycling, treatment and disposal, to provide an indicative total net cost of each system, to facilitate comparison between options.

<sup>1</sup> Householders can purchase sacks and present garden waste to be collected with residual waste, however this is not considered a formal service as the garden waste does not go for recycling.

This table provides a comparison of the results across all options. All alternatives have a significantly greater cost, than the baseline. This is primarily because of the introduction of a dedicated food waste collection, and a free garden waste collection service in all alternative options. Similar collection systems have been referenced within the recent Government National Resources and Waste Strategy.

	Indicative Whole System Cost	Total number of vehicles required	Kerbside recycling rate <sup>2</sup>	Indicative annual cost increase relative to baseline
<b>Baseline (current service)</b>	<b>£7,962,501</b>	19	32%	-
<b>Option 1</b>	<b>£11,966,108</b>	48	52%	c. £4 million
<b>Option 2</b>	<b>£11,496,216</b>	48	57%	c. £3.5 million
<b>Option 3</b>	<b>£12,700,988</b>	63	52%	c. £4.7 million

In all alternative systems additional vehicles are required. In each option, 8 collection vehicles are estimated to be required to collect the separate garden waste tonnage, and 21 or 22 vehicles are required to collect the food tonnage. The difference in vehicle numbers between the alternative options is largely driven by the collection of the dry recycling and residual waste. The same total number of vehicles is required for Option 1 and 2, where a saving in 1 vehicle for the recycling and residual system in Option 2 is offset by the need for an additional vehicle to collect the increased food waste arising.

In all alternative scenarios the kerbside recycling rate increases substantially against the baseline. Again, this is driven by the introduction of a food and garden waste collection service. Option 2 is the preferred option when comparing the anticipated recycling rate. It is also the least cost of the alternative collection systems, albeit whilst still a significant increase in costs above the baseline. Collecting two-stream recycling, via an alternate three-weekly collection, with the introduction of a food waste and garden waste collection scheme results in an estimated 'kerbside recycling rate' of 57%. This modelled high performance is enhanced by the restricted residual capacity (180l wheeled bin collected every three weeks, as opposed to every two weeks as at present). Three weekly collections are evident in increasing numbers of Councils in the UK to manage both performance and cost.

Both Option 1 and Option 3 result in a recycling rate of 52%. The main differential between these two options is the level of contamination reported. Option 1 has the highest dry recycling contamination tonnage, which can be typical of a commingled collection. Whilst Option 3 however, results in the lowest contamination rate of the modelled options and therefore is likely to yield higher quality recycling.

The implications of system changes would also need to be investigated in the light of the residual waste treatment contract and procurement of adequate recycling and organic waste treatment capacity.

<sup>2</sup> The total Council recycling rate would also include the waste flows from the Household Waste Recycling Centres, Bring Banks and other household waste streams not collected via the standard kerbside collection service. Therefore, for example, if a system in this report shows a +5% uplift in 'kerbside recycling rate', it would be envisaged that this would be a lower uplift in the total Council recycling rate (e.g. it could be +2, +3 or +4% depending on other factors within the Council).

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# 1 Introduction

## 1.1 Introduction to the scope and aims of the project

Frith Resource Management (FRM) has been engaged to undertake a waste services review for Herefordshire County Council. The council requires an assessment of the expected performance and associated costs of three different waste management collection options.

An inception meeting was held on 24<sup>th</sup> June 2019. Three options were proposed for modelling, in addition to the baseline service. These are shown in Table 1 below. Changes from the baseline (current service) are highlighted in **bold**.

Table 1: Outline of alternative scenarios

Scenario	Collection	Frequency	Capacity (l)
<b>Baseline</b> <i>As current</i>	Residual	Fortnightly	180l wheeled bin
	Dry (Commingled)	Fortnightly	240l wheeled bin
	Food waste	<i>No separate food collection</i>	
	Garden waste	<i>No formal garden collection service<sup>3</sup></i>	
<b>Option 1</b> <i>Current AWC + food + garden</i>	Residual	Fortnightly	180l wheeled bin
	Dry (Commingled)	Fortnightly	240l wheeled bin
	<b>Food waste</b>	<b>Weekly</b>	<b>Kitchen caddy and 23l bin</b>
	<b>Garden waste (free)</b>	<b>Fortnightly</b>	<b>240l wheeled bin</b>
<b>Option 2</b> <i>Alternate Three Weekly (ATWC) + food + garden</i>	Residual	<b>Three weekly (week 1)</b>	180l wheeled bin
	Dry <b>(Twin stream, paper and card out)</b>	<b>Three weekly (week 2)</b> Cans, plastic, glass	180l wheeled bin
		<b>Three weekly (week 3)</b> Paper and card	240l wheeled bin
	<b>Food waste</b>	<b>Weekly</b>	<b>Kitchen caddy and 23l bin</b>
	<b>Garden waste (free)</b>	<b>Fortnightly</b>	<b>240l wheeled bin</b>
<b>Option 3</b> <i>Kerbside sort + food + garden</i>	Residual	Fortnightly	180l wheeled bin
	Dry	<b>Weekly</b>	<b>3x 50l boxes</b>
	<b>Food waste</b>	<b>Weekly</b>	<b>Kitchen caddy and 23l bin</b>
	<b>Garden waste (free)</b>	<b>Fortnightly</b>	<b>240l wheeled bin</b>

<sup>3</sup> Householders can purchase sacks and present garden waste to be collected with residual waste, however this is not considered a formal service as the garden waste does not go for recycling.

## 2 Background

### 2.1 Study area

Herefordshire County Council is a predominantly rural Unitary Authority (UA) with the fourth lowest population density in England.<sup>4</sup> The main urban areas are Hereford, Leominster, Kington, Ledbury and Ross-on-Wye, and are located across the County. The current estimated population of Herefordshire is 189,300<sup>5</sup> and the county covers an area of c. 842 square miles.

### 2.2 Summary of current waste collection system

The current waste collection system in Herefordshire is outlined in Table 2 below. The system has an alternate weekly collection (AWC) of residual waste and recycling. There is no separate garden waste collection scheme from the kerbside, however householders can present (purchased) garden waste sacks to be presented and co-collected with the residual waste. This does not currently contribute to the County's recycling rate as the material is disposed of at the Energy from Waste plant or landfill.

Food waste is not currently separately collected across the County, although waste composition analysis provided to FRM by Herefordshire for this project has identified that over 13,000 tonnes is potentially available for collection from the residual stream (see Table 4). As shown in Table 3, Herefordshire's recycling rate peaked in 2016/17 at 41.2% but has been generally steady between 38.6% and 41.2% since 2012/13.

Table 2: Herefordshire's current waste collection system

	Residual	Kerbside Dry recycling
Tonnage	32,925	18,882
Households	85,096	85,096
Frequency	Fortnightly	Fortnightly
Bin size	180l wheeled bin	240l wheeled bin
Vehicles used	26t RCV, 18t RCV, Narrow access	26t RCV, 18t RCV, Narrow access

Table 3 Herefordshire Recycling performance<sup>6</sup>

Household waste sent for recycling and composting (%)					
2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
39.7%	38.6%	40.0%	40.0%	<b>41.2%</b>	39.8%

<sup>4</sup> <https://understanding.herefordshire.gov.uk/population/>

<sup>5</sup> Herefordshire Council (2018) The Population of Herefordshire. PDF

<sup>6</sup> DEFRA (2017/18) MSW statistics, based on Local Authority reported data for WasteDataFlow.



Recent waste composition information was provided by Herefordshire CC and it was agreed that the data shown in Table 4 would be applied in the options modelling.

Table 4 Herefordshire Waste Composition Analysis

Material	Residual (%)	Dry recycling
Paper	6.05%	42.43%
Card	2.35%	11.45%
Plastic Film	6.23%	0%
Dense Plastic	5.45%	8.72%
Textiles	3.46%	0%
Misc Combustible	12.82%	0%
Misc Non-Combustible	8.35%	0%
Glass	1.46%	21.09%
Ferrous Metal	1.18%	3.79%
Non-ferrous Metal	1.30%	1.26%
Garden waste	6.80%	0%
Putrescibles	41.51%	0%
Non-putrescible Food	1.43%	0%
Fines	1.50%	0%
Other wastes	0.08%	0%
WEEE	0.03%	0%
Contamination	N/A	11.26% (contamination)
<b>Total</b>	100% (32,925 tonnes)	100% (18,882 tonnes)

### 3 High level overview of recycling performance

#### 3.1 Introduction

This section summarises, at a high level, the performance of Herefordshire Council's (hereon 'Herefordshire') recycling rates compared to others, based on published data. Information was taken from WasteDataFlow<sup>7</sup> and WRAP's Local Authority portal<sup>8</sup>. The charts in this section show Herefordshire's recycling rate performance, firstly against all Unitary Authorities (UA) in the UK, and then further analysed against those UAs providing comparable services to the Council, as follows:

Table 5: Herefordshire Council's current collection service as applied as comparator characteristics in benchmarking

	Collection	Frequency	Container	Comments
Herefordshire County Council	Residual	Fortnightly	180l WHB	<ul style="list-style-type: none"><li>• Out-sourced service</li><li>• Garden waste is collected if presented with residual collection but sent to landfill.</li></ul>
	Dry (commingled)	Fortnightly	240l WHB	
	Food waste	No separate food collection		
	Garden	No dedicated garden collection*		

WasteDataFlow was used to determine the UAs in the UK and the percentage of household waste sent for reuse, recycling or composting (referred to as 'household waste recycling rate'), as reported for 2017/18. WRAP's Local Authority portal scheme search was used to narrow the comparison to UAs providing similar household collection services to that of Herefordshire and summarised in Table 5.

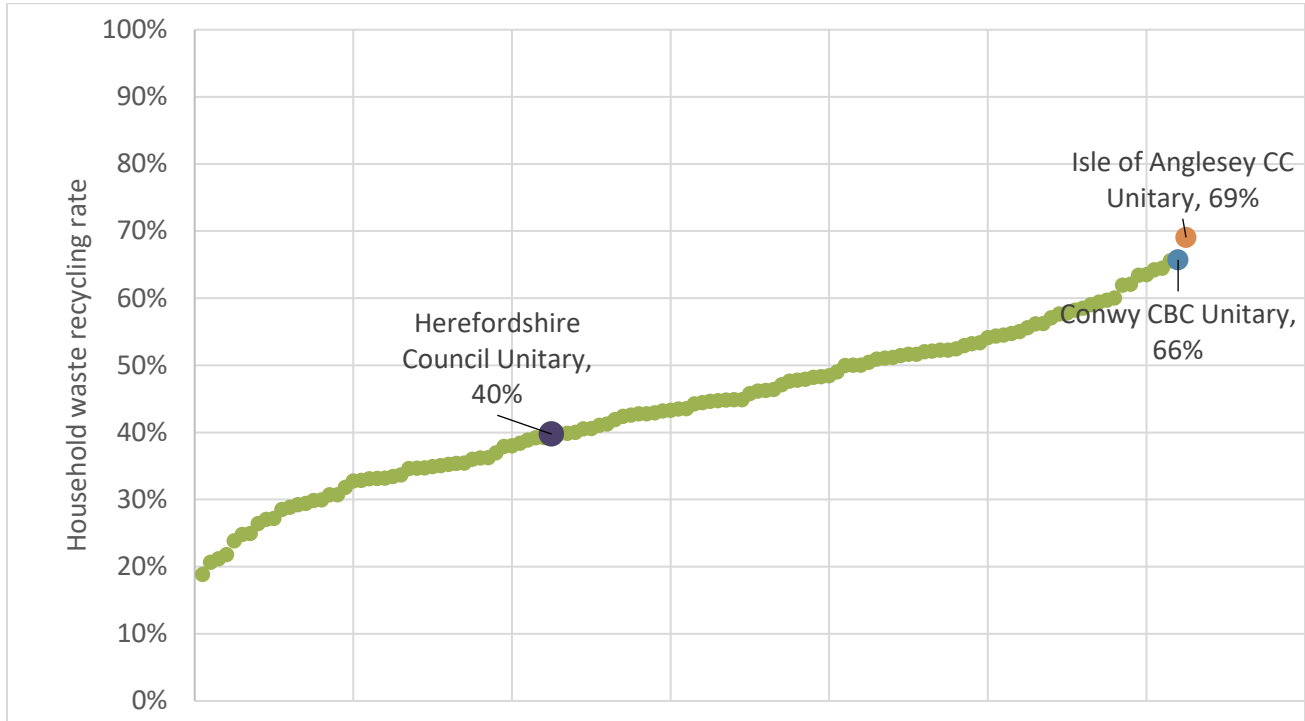
#### 3.2 All-UK comparison

Figure 1 shows the household waste recycling rate for all UK Unitary Authorities, based on 2017/18 data. When compared to all UK unitary authorities Herefordshire currently perform below average (44%). However, it is important to note that the current collection system is not taken into account here.

<sup>7</sup> <http://www.wastedataflow.org/>

<sup>8</sup> [laportal.wrap.org.uk/](http://laportal.wrap.org.uk/)

Figure 1: Household waste sent for reuse, recycling and composting, UK Unitary Authorities 2017/18 (Source: WasteDataFlow Q100 UAs)



The two highest performing UAs (Isle of Anglesey) achieved a recycling rate of 69% and 66% respectively in 2017/18. According to information from WRAP’s LA portal and the websites of the respective local authorities, the following services are provided:

Table 6: Collection systems provided by Isle of Anglesey and Conwy CBC

	Collection	Frequency	Container	Comments
Isle of Anglesey CC	Residual	3-weekly	240l WHB	<ul style="list-style-type: none"> <li>Outsourced service</li> </ul>
	Dry (Multi-stream)	Weekly	1 x 38l box, 2 x 55l boxes	
	Food waste	Weekly	Kitchen caddy, kerbside caddy	
	Garden waste	Fortnightly	240l WHB	
Conwy CBC	Residual	4-weekly	240l WHB	<ul style="list-style-type: none"> <li>In-house service except for outsourced garden</li> <li>Residents must purchase garden waste sacks to present at kerbside</li> </ul>
	Dry (Multi-stream)	Weekly	1 x 44l box, 2 x 55l boxes	
	Food waste	Weekly	Kitchen caddy, kerbside caddy	
	Garden waste	Fortnightly	Reusable sacks	

There are notable differences in service collection to that provided by Herefordshire and the highest performing UA's. These include a reduced bin collection frequency for residual waste collection, the collection of food waste, and the multi-stream collection of recycling. Collecting food waste, as a national generalisation provides c.5% increase in recycling rate<sup>9</sup>.

Interestingly, of the top 10 recycling rates across UK unitary authorities, 9 are Welsh. This high performance could be attributed to the Welsh Collections Blueprint introduced in May 2011 through the Welsh Assembly Government's 'Towards Zero Waste' Strategy. Under this, the Welsh Government recommend a service profile which results in increased rates of high-quality recycling and considerable cost savings. The Blueprint's model recommends, amongst others, the weekly collection of source-segregated dry recycling, weekly separate food waste collection and reduced capacity residual (either through smaller bin capacity, or reduced collection frequency).

The highest performing English Unitary Authority is East Riding of Yorkshire (64%) where the Council operate a commingled recycling collection and free mixed food and garden alongside the residual collection, all operated on a fortnightly basis.

Of the ten authorities with the highest recycling rates the UK, eight out of the ten have in-house service arrangements and two outsource their collection and disposal services (Isle of Anglesey CC and Bridgend CBC).

### 3.3 Comparison with similar collection services

#### *No food waste collection*

According to WRAP local authority data<sup>10</sup>, 41% of local authorities in the UK do not provide a food waste collection service, including Herefordshire. Of those that do provide a service, 39% provide a separate food waste collection while 14% collect food mixed with garden and 6% provide a combination of both schemes<sup>11</sup>. The draft Resources and Waste Strategy for England proposes that all councils in England should have separate food waste collections from 2023.

Removal of those authorities which provide a separate food waste service from Figure 1 gives the data presented in Figure 2. This shows that Herefordshire, in comparison to other UAs not collecting food waste, performs slightly above average (which is 36%) but still has some margin for improvement.

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<sup>9</sup> This will vary according to socio-demographics and the specific food and residual waste collection systems employed

<sup>10</sup> WRAP LA Portal 2018/19 Local authority statistics. Available here: <http://laportal.wrap.org.uk/Statistics.aspx>

<sup>11</sup> WRAP LA Portal (2018/2019) Local Authorities collecting food waste.

Figure 2: Household waste sent for reuse, recycling and composting, England 2017/18, UAs not collecting food waste (Source: WasteDataFlow Q100 UAs)



When comparing Herefordshire’s service to those higher performing UAs without food waste collection, the difference in collection service from Herefordshire, is that Rutland and Cheshire provide a service where garden waste is collected at no additional cost to the household. Herefordshire, at present, do not have a formal garden waste collection service. Householders can present garden waste for collection with residual waste, however this does not attribute to the recycling rate as it is currently sent for disposal at the Energy from Waste plant, or landfill. Also, of note, Rutland County Council’s waste collection service is currently outsourced.

The collection systems operated by the top two performing authorities in this analysis (Rutland and Cheshire East) are summarised in table 7 below.

Table 7: Collection services provided by Rutland County Council

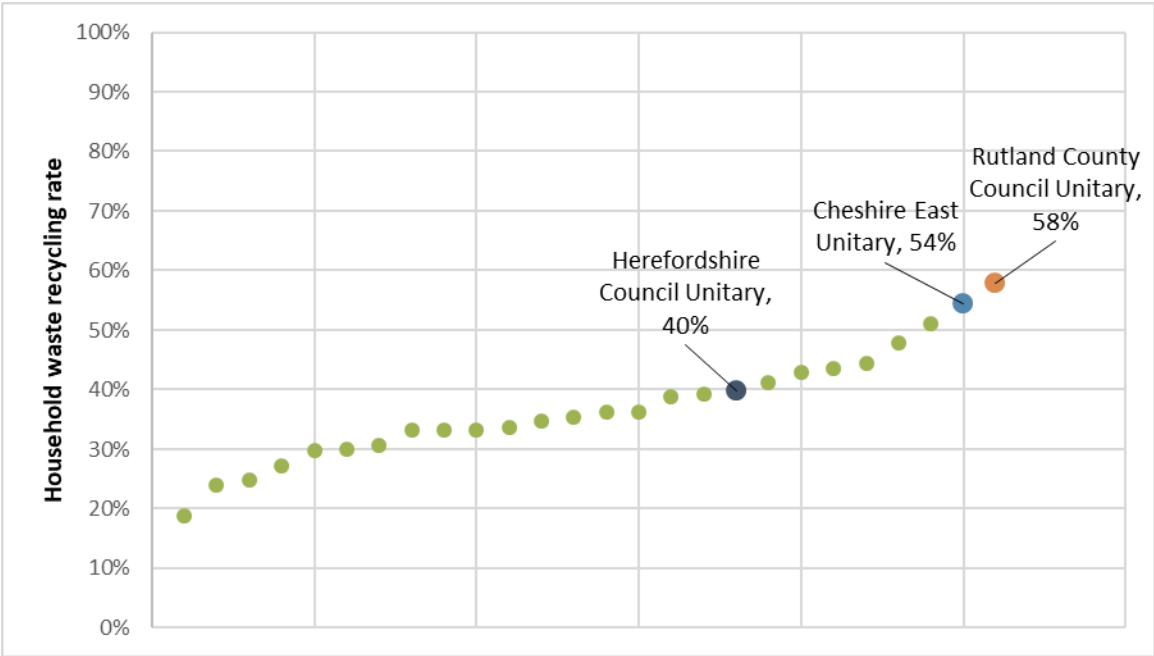
	Collection	Frequency	Container	Comments
Rutland County Council	Residual	Fortnightly	240l WHB	<ul style="list-style-type: none"> <li>Charged garden waste subscription (£35/household/annum) introduced April 2018</li> </ul>
	Dry (commingled)	Fortnightly	240l WHB	
	Food waste	No separate food waste		
	Garden waste (charged)	Fortnightly	240l WHB	
	Residual	Fortnightly	240l WHB	

	Collection	Frequency	Container	Comments
Cheshire East Unitary	Dry (commingled)	Fortnightly	240l WHB	
	Food waste	No separate food waste		
	Garden waste	Fortnightly	240l WHB	

*Dry recycling*

For further analysis, the list of UAs was subsequently filtered by those that provide fully commingled (single stream) dry recycling collections, as delivered by Herefordshire. Figure 3 demonstrates that Herefordshire performs above average (which in this case is 37%) and performs generally well against others offering a similar dry recycling collection, whilst not collecting food. Again, Rutland CC and Cheshire East Council are the top performers.

Figure 3: Household waste sent for reuse, recycling and composting, UK 2017/18, UAs with commingled dry recycling & not collecting food waste (Source: WasteDataFlow Q100 WCAs)



In 2017/18, 96% of local authorities (WCAs and UAs) in the UK provided a garden waste collection scheme (this includes collections where food or card waste may be co-collected with garden waste); 53% of which has an annual charge to householders<sup>12</sup>. Herefordshire do not currently have a formal garden waste collection service. There is only one UA that provides a similar service (i.e. no food, no garden, commingled recycling). This authority is Westminster City Council and considering the differing demographics of the areas a comparison of performance is not necessary.

<sup>12</sup> WRAP LA Portal 2018/19 Local authority statistics (reporting 2017/18 data) <http://laportal.wrap.org.uk/Statistics.aspx>

It is evident that if Herefordshire separately collected garden waste (either through a charged kerbside scheme or more so via a free scheme) and sent this for composting that it would be among the higher performing Unitary Authorities in the country.

### 3.4 Summary

A high-level analysis of published household waste recycling rate data for 2017/18 shows that Herefordshire performs below average against all other UAs. When compared against Unitary Authorities with similar collection systems Herefordshire performed higher than the average, suggesting that participation and use of the collection systems in place is well established in Herefordshire. There is however margin for improvement when comparing against the highest performing UAs, and this would notably be a factor of adding further collection services from the kerbside.

The best performing UAs adopt a combination of collection services that will be explored within this modelling assessment. Of particular note, the UAs with a higher recycling performance than Herefordshire offer food waste collections, operate separate garden waste collections / composting services (modelled in all alternative scenarios) and restrict residual waste capacity (Option 2).

## 4 Methodology

### 4.1 Introduction – What is KAT modelling?

The Kerbside Analysis Tool (KAT) was utilised to provide a comparative assessment of cost and operational requirements for the baseline (current) service and three proposed alternative collection scenarios specified by the council.

The three alternative collection scenarios and key assumptions were agreed by the Council prior to modelling. A KAT data request proforma was originally completed by Council Officers to provide operational detail and costs to facilitate initial modelling of the current service. Further clarifications were provided by officers on request.

Key information gathered via the KAT proforma, included:-

- Number and type of vehicles
- Length of working day (averaged for task and finish)
- Number of crew / driver contribution to loading
- Average time taken to drive to key points (e.g. from depot to start of round, from end of round to tip)
- Round size
- Participation and set out (usually an estimate)
- Contamination rate
- Capital costs
- Financing costs
- Driver / loader salary
- Standing costs
- Running costs
- Overheads (management / depot)

This information allows KAT to model a Baseline service which reflects the current collection operations in Herefordshire.



### What is KAT?

The Kerbside Analysis Tool (KAT) is an Excel based tool developed by the Waste & Resources Action Programme (WRAP) for the purposes of developing indicative and comparative costs between alternate collection systems. It is a peer reviewed model and the industry standard tool for collection systems.

FRM staff have developed >200 KAT models for some 75 different local authorities to provide comparative costs and performance of alternative collection systems. These have included all of the configurations within this project Options 1, 2 and 3. KAT alone however requires further detail to be added to provide 'whole system costs' and to present costs in a format that are appropriate, for example, to align to budgets. FRM have therefore also utilised KAT results within a more comprehensive costing spreadsheet for these purposes in around half of the models developed. This approach has been utilised in Herefordshire.

The baseline models are designed to reflect the current service operation, at time of analysis, and are therefore a modelled representation of the service. All cost elements are **annualised**, including existing bins, vehicles etc. This approach allows a 'like for like' comparison against alternative collection systems but would not be reflective of the differential capital investment required to install a new system straight away. In order to calculate actual costs of an alternative system that takes account of existing infrastructure and vehicles a more bespoke analysis should be undertaken including practical aspects of service implementation (e.g. swapping bins for different elements of the service, transferring/ selling redundant vehicles etc.).

The model results for alternative scenarios, where local data is more limited, remain a good comparative indicator of the direction and magnitude of cost and performance change anticipated through service changes, and are based on industry experience or other guidance / models as appropriate.

Please note that the costs identified by KAT for each scenario are annualised as noted above and the recycling rates outlined within this section are 'kerbside recycling rates' of the core<sup>13</sup> kerbside service rather than the total recycling rate of the Council<sup>14</sup>. The focus of this report is on the collection of the waste, however the costs of managing the collected waste (e.g. recycling costs / revenues and disposal costs) is reflected in the net 'total system' modelling included in Section 5.8 of this report. The implications of these costs and revenue can alter the cheapest / most expensive options overall.

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<sup>13</sup> This does not include 'niche' elements of the collection service such as bring banks, bulky waste and certain specialist collections such as potentially from flats or clinical waste.

<sup>14</sup> The total Council recycling rate would also include the waste flows from the Household Waste Recycling Centres, Bring Banks and other household waste streams not collected via the standard kerbside collection service. Therefore, for example, if a system in this report shows a +5% uplift in 'kerbside recycling rate', it would be envisaged that this would be a lower uplift in the total Council recycling rate (e.g. it could be +2, +3 or +4% depending on other factors within the Council).

## 4.2 Alternative Options

The key assumptions for each of the alternative options are outlined in Table 8 below. The options which have been agreed incorporate potential service changes highlighted within the recently published National Resources and Waste Strategy. Some of these changes are currently being consulted on, which include mandatory separate food waste collections, consistent recycling collections and free garden waste collections.

Table 8 Alternative option assumptions

Options	Collection
<p><b>Option 1 –</b></p> <ul style="list-style-type: none"> <li>• <i>Dry recycling- as per current service</i></li> <li>• <i>Residual- as per current service</i></li> <li>• <i>Food - weekly collection</i></li> <li>• <i>Garden- free fortnightly collection</i></li> </ul>	<p><b>Dry recycling</b> – as per current service</p> <p><b>Residual</b> – as per current service</p> <p><b>Food waste</b></p> <ul style="list-style-type: none"> <li>• ‘Low’ yield as per WRAP ready reckoner (5,311 tonnes/annum)<sup>15</sup></li> <li>• Dedicated 7.5 tonne food waste vehicles</li> <li>• Assume 1 crew member + driver</li> <li>• Set out – 45%<sup>16</sup></li> <li>• Participation – 55%<sup>17</sup></li> <li>• 23l bucket and kitchen caddy (inc. annual provision of compost sacks)</li> <li>• No compaction on vehicle</li> </ul> <p><b>Garden waste</b></p> <ul style="list-style-type: none"> <li>• 16,387 tonnes per annum (based on average of similar authorities operating a similar service, see Appendix D)</li> <li>• 240l bin</li> <li>• 26T Refuse Collection Vehicle (RCV)</li> <li>• Set out: 60%</li> <li>• Participation: 70%</li> <li>• Assume 95% of garden waste occurring in the residual stream contributes to this tonnage (2,127 tonnes using the waste composition analysis data) and the remaining 14,260 tonnes (the majority) comes from a combination of the HWRC, the Biffa collection and as ‘new material’ entering the Council collections.</li> </ul>

<sup>15</sup> The WRAP ready reckoner for food waste yields<sup>15</sup> was applied to calculate the total tonnage of food waste collected. The ready reckoner formula is based on indices of deprivation and is the most accurate data set available to estimate projected food waste tonnages

<sup>16</sup> Set out is the percentage of households putting out receptacles on a typical collection day

<sup>17</sup> Participation is the percentage of households participating over three collection cycles, i.e. those using the system. These estimates are informed by WRAP food waste collection trials.

Options	Collection
<p><b>Option 2 –</b></p> <ul style="list-style-type: none"> <li>• <i>Dry recycling- two stream collection - three weekly with residual.</i></li> <li>• <i>Week 1: Paper and card, Week 2: plastic glass, metals</i></li> <li>• <i>Residual- Three weekly collection (Week 3)</i></li> <li>• <i>Food - weekly collection</i></li> <li>• <i>Garden- free fortnightly collection</i></li> </ul>	<p><b>Dry recycling</b></p> <ul style="list-style-type: none"> <li>• Paper and card collected separately in a 240l wheeled bin</li> <li>• Plastic, glass, metals collected separately in a 180l wheeled bin</li> <li>• Single bodied as per baseline 20m<sup>3</sup> (not sharing vehicles)</li> <li>• Increase dry recycling capture by + 5%<sup>18</sup></li> <li>• +2% participation (97%)</li> <li>• Partial compaction on vehicle</li> </ul> <p><b>Residual – three weekly frequency (tonnages reduced as per the impacts on dry and organic waste separation)</b></p> <p><b>Food waste</b></p> <ul style="list-style-type: none"> <li>• ‘Medium’ yield as per WRAP ready reckoner (7,085 tonnes)</li> <li>• Dedicated 7.5 tonne food waste vehicles</li> <li>• Set out – 55%</li> <li>• Participation – 65%</li> <li>• Assume 1 crew member + driver</li> <li>• 23l bucket and kitchen caddy (inc. annual provision of compost sacks)</li> <li>• No compaction on vehicle</li> </ul> <p><b>Garden waste</b></p> <ul style="list-style-type: none"> <li>• 16,387 tonnes per annum (based on average of similar authorities operating a similar service see Appendix D)</li> <li>• 240l bin</li> <li>• 26T RCV</li> <li>• Assume 95% of garden waste occurring in the residual stream contributes to this tonnage (2,127 tonnes using the waste composition analysis data) and the remaining 14,260 tonnes (the majority) comes from a combination of the HWRC, the Biffa collection and as ‘new material’ entering the Council collections.</li> </ul>
<p><b>Option 3 -</b></p> <ul style="list-style-type: none"> <li>• <i>Dry recycling- weekly kerbside sort collection</i></li> <li>• <i>Residual- as current service</i></li> <li>• <i>Food - weekly collection</i></li> </ul>	<p><b>Dry recycling</b></p> <ul style="list-style-type: none"> <li>• 3x 50l boxes</li> <li>• Kerbside sort vehicle, 5 streams/compartments (80% utilisation)<sup>19</sup> <ol style="list-style-type: none"> <li>1. Paper</li> </ol> </li> </ul>

<sup>18</sup> The capture of materials is the percentage of available materials separated by the householder, also known as recognition rate

<sup>19</sup> ‘Utilisation’ is a reflection of how full on average each of the compartments on the vehicle are before it has to tip.

Options	Collection
<ul style="list-style-type: none"> <li><i>Garden-free fortnightly collection</i></li> </ul>	<ol style="list-style-type: none"> <li>Card</li> <li>Plastic bottles + Pots, trays and tubs (PTT)</li> <li>Steel and aluminium Cans</li> <li>Glass</li> </ol> <ul style="list-style-type: none"> <li>No change to participation (95%)</li> <li>Contamination – KAT default 2%.</li> </ul> <p><b>Residual</b> – as per baseline</p> <p><b>Food waste</b> – ‘Low’ yield as per WRAP ready reckoner (5,311 tonnes)</p> <ul style="list-style-type: none"> <li>Dedicated 7.5 tonne food waste vehicles</li> <li>Set out – 45%</li> <li>Participation – 55%</li> <li>Assume 1 crew member + driver</li> <li>23l bucket and kitchen caddy (inc. annual provision of compost sacks)</li> <li>No compaction on vehicle</li> </ul> <p><b>Garden waste</b></p> <ul style="list-style-type: none"> <li>16,387 tonnes per annum (based on average of similar authorities operating a similar service see Appendix D)</li> <li>240l bin</li> <li>26T RCV</li> <li>Assume 95% of garden waste occurring in the residual stream contributes to this tonnage (2,127 tonnes using the waste composition analysis data) and the remaining 14,260 tonnes (the majority) comes from a combination of the HWRC, the Biffa collection and as ‘new material’ entering the Council collections.</li> </ul>

### 4.3 KAT Modelling

#### 4.3.1 Modelling the baseline

FRM firstly modelled the baseline using the information provided in the KAT proforma by Herefordshire to derive the current operation. Any results which required moderation were addressed in discussion with officers at Herefordshire Council. Local operational factors can influence the averages applied in any modelling exercise including smaller / narrow access vehicles.

#### 4.3.2 Assumptions

Modelling alternative Options requires due consideration of the effects of service changes, in this regard, there are two approaches which FRM adopt. These are, using theoretical modelling / industry data (e.g. WRAP or KAT assumptions / other published information) or actual performance data

gathered from the authorities operating the proposed collection systems. Both were applied through this exercise and agreed with the client.

#### 4.3.3 Modelling Alternate Options

The KAT model is specifically designed for the purpose of modelling alternative collection options, calibrated against current performance and cost and the results are included in section 5.

## 5 KAT modelling results

A detailed breakdown of collection results is highlighted in Appendix A and a summary is included in sections 5.1 – 5.6. The additional costs and revenue of managing the collected wastes and recyclables is included in section 5.7 and a total net system cost presented in section 5.8.

### 5.1 Baseline Service

As outlined below the total annualised collection cost of Herefordshire’s current collection service, according to the KAT modelling is c. £3.9m. The current kerbside (core collection only) recycling rate is 32%. The collection service operates with 20 RCVs of varying size. KAT only allows for one type of collection vehicle to be modelled for each service. Therefore, based on the current total vehicle capacity, nineteen, 20m<sup>3</sup> RCVs were modelled to deliver the AWC recycling and residual collection system, which reflects the available capacity from twenty different sized vehicles in the Herefordshire fleet. Table 10 illustrates the current vehicles and operatives and Table 11 shows the modelled vehicles as applied in KAT, it should be noted that an additional driver has been allocated to appropriately account for salary costs versus actuals.

Table 9: Baseline annualised collection costs

<b>Total gross collection cost</b>	<b>c. £3.9 million</b>
<b>Kerbside recycling rate<sup>20</sup></b>	<b>32%</b>

Table 10: Baseline vehicle and crew requirements

	<b>Drivers</b>	<b>Loaders</b>	<b>Vehicles</b>
<b>26t RCV</b>	1	2	12
<b>18t RCV</b>	1	1	6
<b>12t RCV</b>	1	1	1
<b>7.5t RCV</b>	1	1	1
<b>Total</b>	20	32	20

<sup>20</sup> Note that this is not the total Local Authority Recycling rate which also includes the performance of Bring Banks, the HWRC and other collection activity, but is purely the performance of the main collection systems from households

Table 11. Baseline vehicle and crew requirements as modelled in KAT.

	Drivers	Loaders	Vehicles
20m <sup>3</sup> RCV	20	38	19
<b>Total</b>	20	38	

### 5.1 Option 1 – Introducing separate food waste collection and free garden

Option 1 models the current collection service but with the addition of a weekly food waste collection service and a free fortnightly garden waste collection.

Each household being provided with a small kitchen caddy and a 23l bin. The food waste would be collected in 7.5T specialist food waste collection vehicles.

The WRAP ready reckoner for food waste yields was applied to calculate the total tonnage of food waste collected. The ready reckoner formula is based on indices of deprivation and is the most accurate data set available to estimate projected food waste tonnages. Calculations are outlined in Appendix C. For this option we assumed a ‘low yield’ of 5,311 tonnes. Based on evidence from WRAP food waste collection trials a set out rate of 45% and a participation rate of 55% was applied. The food waste yields calculated by the WRAP ready reckoner have been cross checked against residual waste compositional analysis data provided by Herefordshire to ensure that there is sufficient food waste in the residual mix available.

The implementation of a separate food waste collection service, using the modelled assumption would be estimated to cost Herefordshire c. £2m per annum as highlighted in Table 12 below.

Option 1 also models a free fortnightly garden waste collection.

Table 12 Option 1 annualised collection costs

<b>Annualised recycling and residual collection cost</b>	£4,157,409
<b>Annualised organics (garden waste) collection cost</b>	£1,684,144
<b>Annualised food waste collection costs</b>	£2,058,219
<b>Total gross collection cost</b>	<b>£7,899,722</b>
<b>Kerbside recycling rate<sup>21</sup></b>	52%

<sup>21</sup> Note that this is not the total Local Authority Recycling rate which also includes the performance of Bring Banks, the HWRCs and other collection activity, but is purely the performance of the main collection systems from households

The implementation of a separate food waste collection and a free garden waste collection significantly increases the 'kerbside' recycling performance from 32% to 58% as food waste is being diverted from the residual waste stream and is sent for either digestion or specialist composting. However, it is assumed that some of this garden waste has been diverted from the HWRC stream (as already composted), so the table above deducts the recycling contribution from this element (as it is already being realised by the Council), hence the 'kerbside recycling rate' reduced to 52%.

The estimated food waste yield is a factor of the residual waste capacity and socio-demographics of the authority.

In this option, it is assumed that the recycling and residual waste collection systems will operate as per the current service and will continue to share vehicles. There is no modelled change to the number of vehicles and collection crew required for this service, this is despite a lower tonnage collected on the residual waste as a result of the food waste collection (in particular).

As outlined in Table 13 below the implementation of a dedicated food waste collection and separate garden waste collection will result in the requirement of 29 additional vehicles, combination of 26T RCV's and dedicated 7.5T food waste vehicles. The number of vehicles required for the joint residual and recycling service does not reduce in this service option, 48 vehicles are required to operate the service. 51 drivers<sup>22</sup> and 75 loaders<sup>23</sup> (crew members) would be required to operate the service.

This scenario does not provide any cost savings to the Council from the collection activity, an additional £3.7m is modelled as required to operate this system, with the total annualised collection cost at c. £7.9million.

Table 13 Option 1 vehicle requirements

	Recycling	Residual	Garden	Food	Total
20m <sup>3</sup> RCV	19	-	-	-	19
26m <sup>3</sup> RCV	-	-	8	-	8
7.5t Food waste vehicle	-	-	-	21	21
				<b>Total</b>	<b>48</b>

Table 14 Option 1 crew requirements

	Recycling	Residual	Garden	Food	Total
Drivers	20	9	2	2	51
Loaders	38	16	1	20	75

<sup>22</sup> As the current service (baseline) is delivered by a range of vehicles sizes we have added an additional driver for each service i.e. 1 additional driver for the recycling and residual waste collection (as vehicles are shared across the service), 1 for the garden waste collection and 1 for the food waste collection system (3 additional drivers in total increasing the total number of drivers from 48 to 51).

<sup>23</sup> We have assumed that the driver of the food waste collection vehicle will contribute 50% of their time to collection i.e. the number of food waste loaders is 1.5

## 5.2 Option 2 – Alternate three weekly collection, food waste and free garden waste.

Option 2 models an alternate three weekly recycling and residual waste service as illustrated in Table 1 above. Over a three-week period, recycling will be collected via two streams (paper and card separate from other dry recyclables) in weeks 1 and 2 (week 1 Paper and Card, and week 2 Plastics, Glass and Metals respectively), and residual waste will be collected in week 3. Residual waste is modelled to be collected in a 180l bin, which is the current bin size provided. However, this is a reduction in total residual waste capacity as the collection frequency has reduced from two weeks to three weeks i.e. previously residents would have been provided with 90l a week, a three-week collection provides residents with 60l a week.

Food waste is separately collected once a week, and a fortnightly free garden waste collection service is operated.

Due to the residual waste capacity restriction a 5% increase was applied to the set out and capture rate from the baseline for the dry recycling streams. An increase of 2% was applied in terms of participation, as the current participation rate for Herefordshire is already particularly high (95%).

Each household would be provided with a small kitchen caddy and a 23l bin. The food waste would be collected in 7.5T specialist food waste collection vehicles. With regards to food waste, due to the residual waste capacity restriction, a 'medium' yield of 7,085 tonnes was assumed as per the WRAP ready reckoner. The rationale being that residents will be incentivised to participate in the food waste collection due to limited space within the residual waste bin.

When compared to Option 1, the total number of vehicles required to operate the alternate three weekly collection system for the dry recycling and residual waste service has decreased by 1 vehicle from 19 vehicles to 18 vehicles. In this option, when evaluating the costs, it is assumed that the recycling and residual waste services will not share vehicles<sup>24</sup> however, there may be an additional cost saving opportunity whereby vehicles are shared across the services, as currently happens in Herefordshire. The increased capture of food waste results in the requirement of 1 additional dedicated food waste vehicles from 21 to 22 when compared to Option 1. The total number of vehicles is the same as option 1, 48 vehicles are required to operate the service. With regards to crew, 2 additional drivers are required to operate the service compared to Option 1. This is due, in part, to the fact that the residual and recycling vehicles are no longer shared and the dry recycling is collected over two weeks via two streams (paper and card week 1 and plastics, glass and metals week 2) as highlighted in Table 17 below.

In each collection system, of each scenario, the number of drivers required has been increased by 1 driver to allow for an additional driver where more, smaller vehicles are required. This is to appropriately account for salary costs versus actuals. See Section 5.1.

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<sup>24</sup> It is possible that further savings might be achieved through sharing of vehicles, however the Option 2 KAT model appears quite efficient in terms of utilising each vehicle.



This scenario does not provide any cost savings to the Council, an additional £4m is modelled as required to operate this system, with the total annualised collection cost at c. £8.15million as highlighted in Table 15 below.

However, the residual waste capacity restriction increases the kerbside recycling rate from 32% (current service) to 57%, an increase of 25%, after the garden waste contribution from the HWRC is taken into account.

Table 15 Option 2 annualised collection costs

<b>Annualised recycling collection cost</b>	£2,877,545
<b>Annualised organics (garden waste) collection cost</b>	£1,684,144,
<b>Annualised food waste collection costs</b>	£2,146,613
<b>Annualised residual waste collection cost</b>	£1,458,007
<b>Total gross collection cost</b>	<b>£8,166,309</b>
<b>Kerbside recycling rate<sup>25</sup></b>	57%

Table 16 Option 2 vehicle requirements

	<b>Recycling (A – paper &amp; card)</b>	<b>Recycling (B – plastic, glass, metals)</b>	<b>Residual</b>	<b>Garden</b>	<b>Food</b>	<b>Total</b>
20m <sup>3</sup> RCV	6	6	6	-	-	18
26m <sup>3</sup> RCV	-	-	-	8	-	8
7.5t Food waste vehicle	-	-	-	-	22	22
					<b>Total</b>	<b>48</b>

Table 17 Option 2 crew requirements

	<b>Recycling (A – paper &amp; card)</b>	<b>Recycling (B – plastic, glass, metals)</b>	<b>Residual</b>	<b>Garden</b>	<b>Food</b>	<b>Total</b>
Drivers <sup>26</sup>	7	7	7	9	23	53
Loaders	12	12	12	16	22	74

<sup>25</sup> Note that this is not the total Local Authority Recycling rate which also includes the performance of Bring Banks, the HWRCs and other collection activity, but is purely the performance of the main collection systems from households

<sup>26</sup> As mentioned above an additional driver has been added for each collection service.

### 5.3 Option 3 – Kerbside sort, weekly food, free garden

Option 3 models a weekly kerbside sort system for dry recycling, free fortnightly garden waste collection, and a weekly food waste collection. The dry recycling is collected in 3, 50 litre boxes, paper and card collected in one box, plastics and metals collected in another box, and glass bottles collected in the third box. The recycling is collected on a side loading, 5 compartment 21m<sup>3</sup> kerbsider vehicle, separate compartments for:

- Glass
- Cans and plastic
- Card and;
- Paper

It was assumed that the vehicle will have 80% utilisation, which is a reflection of compartments filling differentially, i.e. when one compartment is full the vehicle needs to tip. No increase was applied to the participation rate, however the contamination rate was reduced from the current contamination rate of 12% to 2% (KAT default for kerbside sort). It is widely assumed that when provided with opportunity to sort recycling at the kerbside, householders will generally sort their recycling with better efficiency, reducing the amount of non-target material entering the recycling system. For this reason, there is a slight increase in residual tonnage as the previous ‘contamination’ material moves to this stream.

A ‘low’ yield of food waste has been assumed to be captured via this scenario, as calculated by the WRAP ready reckoner, at 5,311 tonnes. This is lower than Option 2 because the residual waste capacity has not been restricted.

The estimated annualised cost of collection is c. £9.9million (Table 18) an additional £5.7million compared to the cost of the current service. This is due to the number of kerbsider vehicles (25) required to operate the dry recycling service. 9 collection vehicles are required to operate the residual waste vehicle requirement. As per Option 1, 8 and 21 vehicles are required for the garden and food waste collection service respectively.

As outlined in Table 19 a total of 63 vehicles are required to operate the service, which would require 107 loaders (see Table 20). This is an increase of 69 from the current service.

*Table 18 Option 3 annualised collection costs*

<b>Annualised recycling collection cost</b>	£4,078,736
<b>Annualised organics (garden waste) collection cost</b>	£1,684,144
<b>Annualised food waste collection costs</b>	£2,058,219
<b>Annualised residual waste collection cost</b>	£2,078,787
<b>Total gross collection cost</b>	<b>£9,899,886</b>

<b>Kerbside recycling rate<sup>27</sup></b>	<b>52%</b>
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Table 19 Option 3 vehicle requirements

	<b>Recycling</b>	<b>Residual</b>	<b>Garden</b>	<b>Food</b>	<b>Total</b>
Side loading, lift, 21m <sup>3</sup>	25	-	-	-	<b>25</b>
20m <sup>3</sup> RCV	-	9	-	-	<b>9</b>
26m <sup>3</sup> RCV	-	-	8	-	<b>8</b>
7.5t Food waste vehicle	-	-	-	21	<b>21</b>
				<b>Total</b>	<b>63</b>

Table 20 Option 3 crew requirements

	<b>Recycling</b>	<b>Residual</b>	<b>Garden</b>	<b>Food</b>	<b>Total</b>
Drivers	26	10	9	22	<b>67</b>
Loaders	50	20	16	21	<b>107</b>

This scenario does not provide any cost savings to the Council, an additional £5.7m is modelled as required to operate this system, with the total annualised collection cost at c. £9.9million.

## 5.4 Recycling Rates

Table 21 below illustrates the total tonnages collected across each Option, and the corresponding recycling rate. It is important to note here, that the kerbside recycling is artificially elevated as a proportion of the garden waste is assumed to come from the HWRCs across Herefordshire, (where it is already being recycled in the current service). It is assumed that 24% of the garden waste collected in Options 1 – 3 (3,989 tonnes) will be diverted away from the HWRC to the free kerbside garden waste collection service. Therefore, Table 22 illustrates the adjusted recycling rate taking this into account, approximately 6% of the kerbside recycling uplift is due to the diversion of garden waste from HWRC's to the kerbside collection. Option 2 continues to result in the highest recycling rate, this is because the residual waste capacity has been restricted from 90l a week to 60l a week. It was therefore assumed that the capture of dry recyclables and food waste increased, the total amount of waste sent for recycling increases from 16,756 tonnes in the baseline (current service) to 24,848 in Option 2.

<sup>27</sup> Note that this is not the total Local Authority Recycling rate which also includes the performance of Bring Banks, the HWRCs and other collection activity, but is purely the performance of the main collection systems from households

Table 21. Kerbside recycling performance (All options)

	Baseline	Option 1	Option 2	Option 3
Total Dry Recycling	16,756	16,756	18,132	16,756
Total Food	0	5,311	7,085	5,311
Total Garden	0	16,387	16,387	16,387
Total Contamination	2,126	3,211	3,475	1,420
Total Residual	32,925	24,401	20,987	26,193
Total	51,807	66,066	66,066	66,067

Dry Recycling Rate	32%	25%	27%	25%
Kerbside Recycling Rate	32%	58%	63%	58%

Table 22. Recycling rate (All options), garden waste HWRC recycling contribution netted off.

	Baseline	Option 1	Option 2	Option 3
Total Dry Recycling	16,756	16,756	18,132	16,756
Total Food	0	5,311	7,085	5,311
Total Garden	0	12,398	12,398	12,398
Total Contamination	2,126	3,211	3,475	1,420
Total Residual	32,925	24,401	20,987	26,193
	51,807	66,066	66,066	66,067

Recycling rate %, net of HWRC garden waste	32%	52%	57%	52%
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## 5.5 Other considerations

### **Kitchen caddy liners**

Herefordshire also requested if the cost of liners could be modelled to provide an insight into the additional cost of providing liners to all households served with the food waste collection service. Research has shown that the cost of compostable caddy liners varies. We have assumed a cost of 5p per liner and that each household would be provided with 2 liners a week, a total of 104 liners per year. This equates to a cost of £5.20 per household per year, a total cost of £442,499 for the year.

Table 23: Cost of compostable caddy liners

<b>Liners £/annum</b>	
Cost per liner	0.05
Liners per household per year	104
Cost per household/annum	£5.2
Total cost/annum	£442,499

## 5.6 Total Collection Cost

The total collection cost of all options is summarised in Table 24 and included in detail in Appendix A. The implementation of a separate food waste collection will cost Herefordshire between c. £2million and c. £2.15 million per annum dependent on the degree of uptake and, in these options, whether a restriction is applied to the residual waste collection service. Where a restriction has been applied to the residual waste collection it has been assumed that more food waste will be captured within the separate collection.

It is assumed that the same tonnage of garden waste will be collected in each scenario at a cost of c. £1.7million to the Council.

Table 24. Total Collection Cost

	Baseline	Option 1	Option 2	Option 3
<b>Annual Operating Costs</b>				
Vehicle operating costs (labour, vehicle standing, vehicle running and fuel)	£2,679,618	£5,265,531	£5,306,603	£6,868,588
Vehicle capital costs	£561,588	£1,019,500	£999,806	£1,225,505
Container Costs	£535,079	£877,566	£1,116,976	£844,190
Overheads	£375,147	£737,174	£742,924	£961,602
<b>Annual gross collection costs</b>	<b>£4,151,432</b>	<b>£7,899,772</b>	<b>£8,166,309</b>	<b>£9,899,886</b>
<b>Annual gross collection costs + liners</b>	<b>£4,151,432</b>	<b>£8,342,271</b>	<b>£8,608,808</b>	<b>£10,342,385</b>

## 5.7 Gate fee assessment

To understand the annual net collection and treatment cost, the potential income revenue and associated treatment costs from each of the Options is shown in Table 25 (a negative figure represents an income, whilst a positive represents a cost). The annual treatment costs presented below were calculated using the output tonnage information from the KAT model, applying industry published data on material prices and gate fees. Further details are shown in Appendix B.

Table 25 Annual Treatment costs

	Price (£/t)	Baseline (Commingled)	Option 1 (Commingled)	Option 2 (ATWC)	Option 3 (Kerbside sort)
Transfer	£3.50	£173,882	£219,992	£219,070	£226,264
Haulage Fee	£3.00	£149,042	£188,564	£187,774	£193,941
Gate Fees (Revenue)		£251,628	£816,664	£417,512	-£636,392
<i>Dry Recycling (Total)<sup>28</sup></i>		£368,628	£368,628	-£76,648	-£1,084,428
<i>Cans: Aluminium: baled</i>	-£700.20				-£166,578
<i>Cans: Steel</i>	-£108.72				-£77,800
<i>Glass: Mixed</i>	-£12.60				-£50,176
<i>Mixed papers: domestic</i>	-£21.33			-£184,142	£0
<i>Paper: News &amp; Pams</i>	-£78.48			-£43,042	-£628,750
<i>KLS card</i>	-£50.76			-£6,917	-£96,515
<i>Non-corrugated card</i>	-£50.76				-£13,228
<i>Plastic bottles: Coloured PET</i>	-£27.00				£0
<i>Plastic bottles: Mixed bottles</i>	-£32.85				-£38,891
<i>Plastic: other dense</i>	-£27.00				-£12,490
<i>Co-mingled DMR<sup>29</sup></i>	£22.00	£368,628	£368,628	-£76,648	
<i>Garden waste composting<sup>30</sup></i>	£25.00	0	£309,950	£309,950	£ 309,950
<i>Food Waste Treatment<sup>31</sup></i>	£26.00	£0	£138,086	£184,210	£138,086
<i>Revenue from garden waste sacks</i>		-£117,000			
Residual Waste Treatment <sup>32</sup>	£98.00	£3,236,517	£2,398,617	£2,063,052	£2,574,790
<b>Total</b>		<b>£3,811,069</b>	<b>£3,623,837</b>	<b>£2,887,408</b>	<b>£2,358,603</b>

<sup>28</sup> Average Let's Recycle Material Price (Jan-May 2019) minus 10% to account for smaller buying power

<sup>29</sup> WRAP (2018) MRF Gate Fee Report

<sup>30</sup> WRAP (2018) MRF Gate Fee Report

<sup>31</sup> WRAP (2018) MRF Gate Fee Report

<sup>32</sup> WRAP (2018) MRF Gate Fee Report

## 5.8 Total net costs

Table 26 **Error! Reference source not found.** shows the modelled total net costs of each option once the annual collection and net treatment costs have been combined.

Table 26 Total (net) Indicative costs

	Baseline (Current service)	Option 1 (Current service + food and garden)	Option 2 (Alternate three weekly + food and garden)	Option 3 (Kerbside sort)
Annual gross collection cost (incl. cost of liners)	£4,151,432	£8,342,271	£8,608,808	£10,342,385
Transfer costs	£173,882	£219,992	£219,070	£226,264
Haulage costs	£149,042	£188,564	£187,774	£193,941
Gate fee for recycling	£368,627	£368,627	-£76,648	-£1,084,428
Food Waste Treatment	£0	£138,086	£184,210	£138,086
Garden Waste Treatment	0	£309,950	£309,950	£309,950
Residual Waste Treatment	£3,236,517	£2,398,617	£2,063,052	£2,574,790
Whole System costs	<b>£7,962,501</b>	<b>£11,966,108</b>	<b>£11,496,216</b>	<b>£12,700,988</b>

The Baseline has the lowest net collection cost at c. £7.9million, this is because the service has the lowest gross collection cost, with no food or garden waste collection service.

Option 1 is the second most cost effective alternative service (+ c.£470k more expensive than Option 2). Changes have not been made to the dry recycling and residual waste collections and these are directly comparable to the Baseline. The increase in collection and treatment (c.£4m) is due to the introduction of a separate food and garden waste collection service. It is assumed that vehicles will continue to share across the recycling and residual service in this option.

Option 2 has the lowest total net cost of all the alternative collection options with a separate food waste collection and free garden waste collection service. Although there is an increase in gross collection cost (+£4.5m to the Baseline), the increased diversion from the residual waste stream and material revenue gained from a separate paper and card system offsets this to become the most cost-effective option for collecting food and garden waste. A material income revenue of £76k is assumed for this option based

on the high proportion of paper and card found within Herefordshire current recycling composition and the overall net cost difference versus the baseline service is +£3.5m per annum.

Option 3 has the highest total net cost of all the options modelled. This is due to the high collection costs associated with operating a kerbside collection scheme (+£4.7m to the Baseline) and despite over £1m of material income estimated for this system via recyclate revenue, the system as a whole is the most expensive of the options assessed (+£4.7m to the Baseline).<sup>33</sup>

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<sup>33</sup> The price per tonne is based on Lets Recycle Material price (-10%) to allow for market presence.



## 6 Comparison of headline results across all options.

The summary table below (Table 27) contains a comparison of the results across all options. All options have a greater cost, in collection terms, than the baseline. This is mainly due to the introduction of both a dedicated food waste collection, and a free garden waste collection service in all alternative options.

Table 27 Comparison of headline results across all scenarios

	<b>Whole System Cost</b>	<b>Total number of vehicles required</b>	<b>Kerbside recycling rate<sup>34</sup></b>	<b>Indicative cost increase relative to baseline</b>
<b>Baseline</b>	<b>£7,962,501</b>	19	32%	-
<b>Option 1</b>	<b>£11,966,108</b>	48	52%	c. £4 million
<b>Option 2</b>	<b>£11,496,216</b>	48	57%	c. £3.5 million
<b>Option 3</b>	<b>£12,700,988</b>	63	52%	c. £4.7 million

In all alternative systems additional vehicles are required. In each option, 8 collection vehicles are required to collect the separate garden waste tonnage. The difference in vehicle numbers between the alternative options is largely driven by the collection of the dry recycling and residual waste. The same total number of vehicles is required for Option 1 and 2, where a saving in 1 vehicle for the recycling and residual system in Option 2 is offset by the need for an additional vehicle to collect the increased food waste tonnage.

In all alternative scenarios the kerbside recycling rate increases substantially against the baseline. Again, this is driven by the introduction of a food and garden waste collection service. Option 2 is the preferred option when comparing the anticipated recycling rate. It is also the least cost of the alternative collection systems, albeit whilst still a significant increase in costs above the baseline. Collecting two-stream recycling, via an alternate three-weekly collection, with the introduction of a food waste and garden waste collection scheme results in a recycling rate of 57%. This high performance is estimated due to the restricted residual capacity (180l wheeled bin collected every three weeks, as opposed to every two weeks as at present).

Both Option 1 and Option 3 result in a recycling rate of 52%. The main differential between these two options is the level of contamination reported. Option 1 has the highest dry recycling contamination tonnage, which can be typical of a commingled collection. Whilst Option 3 however, results in the lowest contamination rate of the modelled options and therefore is likely to yield higher quality recycling.

<sup>34</sup> The total Council recycling rate would also include the waste flows from the Household Waste Recycling Centres, Bring Banks and other household waste streams not collected via the standard kerbside collection service. Therefore, for example, if a system in this report shows a +5% uplift in 'kerbside recycling rate', it would be envisaged that this would be a lower uplift in the total Council recycling rate (e.g. it could be +2, +3 or +4% depending on other factors within the Council).

## Appendix A – KAT Outputs

		Baseline	Option 1	Option 2	Option 3
Type of collection	Dry recycling	Kerbside commingled or single stream	Kerbside commingled or single stream	Kerbside commingled or single stream	Kerbside sorted (more than 2 streams)
		select from list	select from list	Kerbside commingled or single stream	select from list
	Dry recycling	select from list	Kerbside commingled or single stream	Kerbside commingled or single stream	Kerbside commingled or single stream
		select from list	Kerbside commingled or single stream	Kerbside commingled or single stream	Kerbside commingled or single stream
	Food waste	select from list	Kerbside commingled or single stream	Kerbside commingled or single stream	Kerbside commingled or single stream
		select from list	Kerbside commingled or single stream	Kerbside commingled or single stream	Kerbside commingled or single stream
Garden waste	Refuse collection	Refuse collection	Refuse collection	Refuse collection	
Collection frequency	Dry recycling	once a week	once a week	every 3 weeks	once a week
	Dry recycling	select from list	select from list	every 3 weeks	select from list
	Food waste	select from list	once a week	once a week	once a week
	Garden waste	select from list	every fortnight	every fortnight	every fortnight
	Refuse	once a week	once a week	every 3 weeks	every fortnight
Collection Vehicle	Dry recycling	RCV, 20m3	RCV, 20m3	RCV, 20m3	side loading, lift, 21m3
		select from list	select from list	RCV, 20m3	select from list
	Food waste	select from list	Dedicated food 7.5T GVW	Dedicated food 7.5T GVW	Dedicated food 7.5T GVW
		select from list	RCV, 26m3	RCV, 26m3	RCV, 26m3
	Refuse	RCV, 20m3	RCV, 20m3	RCV, 20m3	RCV, 20m3
Number of households served	Dry recycling	85,096	85,096	85,096	85,096
	Dry recycling	0	0	85,096	0
	Food waste	0	85,096	85,096	85,096
	Garden waste	0	85,096	85,096	85,096
	Refuse	85,096	85,096	85,096	85,096
Percentage set out	Dry recycling	90%	90%	90%	90%
	Dry recycling	select from list	select from list	90%	select from list
	Food waste	select from list	45%	55%	45%
	Garden waste	select from list	60%	60%	60%
	Refuse	90%	90%	90%	90%
	Dry recycling	select from list	select from list	select from list	select from list
	Dry recycling	select from list	select from list	select from list	select from list

		Baseline	Option 1	Option 2	Option 3
Percentage set out (2nd stream)	Food waste	select from list	select from list	select from list	select from list
	Garden waste	select from list	select from list	select from list	select from list
Average participation	Dry recycling	95%	95%	97%	95%
	Dry recycling	100%	100%	97%	100%
	Food waste	100%	55%	65%	55%
	Garden waste	100%	70%	70%	70%
Average capture	Dry recycling	100%	62%	67%	62%
	Dry recycling	100%	100%	67%	100%
	Food waste	100%	55%	63%	55%
	Garden waste	100%	820%	820%	820%
Tonnes collected excluding contamination	Dry recycling	16,756	16,756	10,975	16,756
	Dry recycling	0	0	7,157	0
	Food waste	0	5,311	7,085	5,311
	Garden waste	0	16,387	16,387	16,387
	Refuse	32,925	24,401	20,987	26,193
Tonnes of contamination collected	Dry recycling	2,126	2,126	1,393	335
	Dry recycling	0	0	908	0
	Food waste	0	266	354	266
	Garden waste	0	819	819	819
Tonnes of biodegradable material collected	Dry recycling	10,174	10,174	10,975	10,174
	Dry recycling	0	0	0	0
	Food waste	0	5,311	7,085	5,311
	Garden waste	0	16,387	16,387	16,387
Number of collection vehicles required	Dry recycling	18.4	18.4	6.0	24.4
	Dry recycling	0.0	0.0	6.0	0.0
	Food waste	0.0	20.7	21.2	20.7
	Garden waste	0.0	7.9	7.9	7.9
	Refuse	18.1	17.9	6.0	9.0
Collection limited by weight or volume	Dry recycling	volume	volume	volume	volume
	Dry recycling	volume	volume	volume	volume
	Food waste	volume	weight	weight	weight
	Garden waste	volume	volume	volume	volume
	Refuse	weight	weight	weight	weight
Number of loads collected per vehicle per day	Dry recycling	1.9	1.9	1.3	1.5
	Dry recycling	1.0	1.0	1.8	1.0
	Food waste	1.0	0.3	0.5	0.3
	Garden waste	1.0	0.6	1.0	1.0
	Refuse	1.3	1.0	1.3	1.1

		Baseline	Option 1	Option 2	Option 3
Number of households passed per vehicle per day	Dry recycling	924	924	944	698
	Dry recycling	0	0	944	0
	Food waste	0	821	804	821
	Garden waste	0	1,076	1,076	1,076
	Refuse	940	952	943	943
Number of households collected from per vehicle per day	Dry recycling	832	832	850	629
	Dry recycling	0	0	850	0
	Food waste	0	369	442	369
	Garden waste	0	645	645	645
	Refuse	846	857	849	849
Pass rate	Dry recycling	117	117	120	92
	Dry recycling	0	0	120	0
	Food waste	0	93	91	93
	Garden waste	0	122	122	122
	Refuse	119	121	119	119
Productive time	Dry recycling	474	474	474	454
	Dry recycling	510	510	474	510
	Food waste	510	530	530	530
	Garden waste	510	530	530	530
	Refuse	474	474	474	474
Non productive time	Dry recycling	111	111	111	131
	Dry recycling	75	75	111	75
	Food waste	75	55	55	55
	Garden waste	75	55	55	55
	Refuse	111	111	111	111
Percentage of targeted materials collected	Dry recycling	76%	59%	67%	59%
	Dry recycling	0%	0%	61%	0%
	Food waste	0%	30%	41%	30%
	Garden waste	0%	574%	574%	574%
Annual cost for containers	Dry recycling	£244,053	£244,053	£244,053	£210,678
	Dry recycling	£0	£0	£239,411	£0
	Food waste	£0	£98,434	£98,434	£98,434
	Garden waste	£0	£244,053	£244,053	£244,053
	Refuse	£291,026	£291,026	£291,026	£291,026
Total capital cost of containers	Dry recycling	£1,565,766	£1,565,766	£1,565,766	£506,321
	Dry recycling	£0	£0	£1,535,983	£0
	Food waste	£0	£354,850	£354,850	£354,850
	Garden waste	£0	£1,565,766	£1,565,766	£1,565,766
	Refuse	£1,565,766	£1,565,766	£1,565,766	£1,565,766

		Baseline	Option 1	Option 2	Option 3
Annual capital cost of collection vehicles	Dry recycling	£0	£0	£177,344	£501,578
	Dry recycling	£0	£0	£177,344	£0
	Food waste	£0	£207,123	£216,986	£207,123
	Garden waste	£0	£250,789	£250,789	£250,789
	Refuse	£561,588	£561,588	£177,344	£266,016
Are vehicles used for more than one collection	Dry recycling	Yes, for refuse	Yes, for refuse	No	No
	Dry recycling	select from list	select from list	No	select from list
	Food waste	select from list	No	No	No
	Garden waste	select from list	No	No	No
	Refuse	Yes, for collection A	Yes, for collection A	No	No
Total capital cost of vehicles	Dry recycling	£0	£0	£990,000	£2,800,000
	Dry recycling	£0	£0	£990,000	£0
	Food waste	£0	£1,156,239	£1,211,298	£1,156,239
	Garden waste	£0	£1,400,000	£1,400,000	£1,400,000
	Refuse	£3,135,000	£3,135,000	£990,000	£1,485,000
Annual vehicle operating costs	Dry recycling	£0	£0	£888,920	£2,953,053
	Dry recycling	£0	£0	£900,022	£0
	Food waste	£0	£1,537,422	£1,606,309	£1,537,422
	Garden waste	£0	£1,043,248	£1,043,248	£1,043,248
	Refuse	£2,679,618	£2,684,861	£868,103	£1,334,864
Annual overheads	Dry recycling	£0	£0	£124,449	£413,427
	Dry recycling	£0	£0	£126,003	£0
	Food waste	£0	£215,239	£224,883	£215,239
	Garden waste	£0	£146,055	£146,055	£146,055
	Refuse	£375,147	£375,881	£121,534	£186,881
Annual gross collection cost	Dry recycling	£244,053	£244,053	£1,434,766	£4,078,736
	Dry recycling	£0	£0	£1,442,779	£0
	Food waste	£0	£2,058,219	£2,146,613	£2,058,219
	Garden waste	£0	£1,684,144	£1,684,144	£1,684,144
	Refuse	£3,907,379	£3,913,356	£1,458,007	£2,078,787

## Appendix B – Total Costs Net of Treatment

	Baseline	Option 1	Option 2	Option 3
<b>Annual Operating Costs</b>				
Vehicle operating costs (labour, vehicle standing, vehicle running and fuel)	£2,679,618	£5,265,531	£5,306,603	£6,868,588
Vehicle capital costs	£561,588	£1,019,500	£999,806	£1,225,505
Container Costs	£535,079	£877,566	£1,116,976	£844,190
Overheads	£375,147	£737,174	£742,924	£961,602
<b>Annual gross collection costs</b>	<b>£4,151,432</b>	<b>£7,899,772</b>	<b>£8,166,309</b>	<b>£9,899,886</b>
<b>Annual gross collection costs + liners</b>	<b>£4,151,432</b>	<b>£8,342,271</b>	<b>£8,608,808</b>	<b>£10,342,385</b>
		<b>£4,190,839</b>	<b>£4,457,376</b>	<b>£6,190,953</b>
<b>Additional Costs</b>				
Liner cost	£0.00	£442,499.20	£442,499.20	£442,499.20
<b>Treatment Costs</b>				
Transfer costs	£173,882	£219,992	£219,070	£226,264
Haulage fee	£149,042	£188,564	£187,774	£193,941
Gate Fees	£251,628	£816,664	£417,512	-£636,392
<i>Dry Recycling</i>	£368,627	£368,627	-£76,648	-£1,084,428
<i>Garden waste composting (HWRCs)</i>	0	£ 309,950	£ 309,950	£ 309,950
<i>Food Waste Treatment</i>	£0	£138,086	£184,210	£138,086
<i>Revenue from garden waste sacks</i>	-£117,000			
Residual Waste Treatment/Disposal (EfW)	£3,236,517	£2,398,617	£2,063,052	£2,574,790
<b>Total Treatment Cost</b>	<b>£3,811,069</b>	<b>£3,623,837</b>	<b>£2,887,408</b>	<b>£2,358,603</b>
<b>Total Cost</b>	<b>£7,962,501</b>	<b>£11,966,108</b>	<b>£11,496,216</b>	<b>£12,700,988</b>
Difference from baseline	£0	£4,003,607	£3,533,715	£4,738,488

		Baseline	Option 1	Option 2	Option 3	
		Commingled	Commingled	Twin-stream	Kerbside sort	
<b>Materials</b>						
<b>Recycling</b>						
-£778.00	-£700.20	Cans: Aluminium: baled	237.9	237.9	252.6320236	237.9
-£120.80	-£108.72	Cans: Steel	715.6	715.6	783.5040453	715.6
-£14.00	-£12.60	Glass: Mixed	3982.2	3982.2	4259.613542	3982.2
-£23.70	-£21.33	Paper: Mixed papers: domestic	0	0	0	0
-£87.20	-£78.48	Paper: News & Pams	8011.6	8011.6	8633.01467	8011.6
-£56.40	-£50.76	KLS card	1901.4	1901.4	2017.916072	1901.4
-£56.40	-£50.76	Non-corrugated card	260.6	260.6	324.2651412	260.6
-£30.00	-£27.00	Plastic bottles: Coloured PET				
-£36.50	-£32.85	Plastic bottles: Mixed bottles	1183.9	1183.9	1257.668118	1183.9
-£30.00	-£27.00	Plastic: other dense	462.6	462.6	603.5176668	462.6
		Food	0	5311	7085	5311
		Garden	0	16387	16387	16387
		<i>Total</i>	<i>16755.8</i>	<i>38453.8</i>	<i>41604.13128</i>	<i>38453.8</i>
		<b>Residual Waste (tonnes)</b>	32,925	24,401	20,987	26,193
		<b>Income per tonne</b>	<b>Baseline</b>	<b>Option 1</b>	<b>Option 2</b>	<b>Option 3</b>
		Cans: Aluminium: baled				-£166,577.58
		Cans: Steel				-£77,800.03
		Glass: Mixed				-£50,175.72
		Paper: Mixed papers: domestic			-£184,142.20	£0.00

Average material price 2019 Lets Recycle (Jan- May 2019) - 10%  
 Average material price 2019 Lets Recycle (Jan- May 2019) minus 10%

		Baseline	Option 1	Option 2	Option 3
	Materials	Commingled	Commingled	Twin-stream	Kerbside sort
	Paper: News & Pams			-£43,042.15	-£628,750.37
	KLS card			-£6,916.58	-£96,515.06
	Non-corrugated card				-£13,228.06
	Plastic bottles: Coloured PET				£0.00
	Plastic bottles: Mixed bottles				-£38,891.12
	Plastic: other dense				-£12,490.20
£22.00	Commingled DMR	£368,627.60	£368,627.60	-£76,648.35	
£26.00	Food Waste Treatment (AD)	£0.00	£138,086.00	£184,210.00	£138,086.00
£25.00	Garden Waste Treatment (OWC)	£0.00	£309,950.00	£309,950.00	£309,950.00
	Garden Waste Income	-£117,000.00			
	Gate Fees Total	£251,627.60	£816,663.60	£417,511.65	-£636,392.14
£98	Residual Waste Treatment EfW	£3,236,516.59	£2,398,617.22	£2,063,051.71	£2,574,789.99
£3.50	Transfer (All tonnage)	£173,882.41	£219,991.76	£219,070.01	£226,264.44
£3.00	Haulage (All tonnage)	£149,042.07	£188,564.37	£187,774.30	£193,940.95
	<b>Total Treatment Costs</b>	<b>£3,811,068.67</b>	<b>£3,623,836.95</b>	<b>£2,887,407.68</b>	<b>£2,358,603.25</b>



## Appendix C – Food Waste ‘ready reckoner’

### Food waste ‘ready reckoner’<sup>35</sup>

For areas with fortnightly residual waste collection (i.e. alternate weekly collection): = **2.1614 – (% Social Groups D and E X 2.2009) ± 0.40 kg/hh/week.**

### Calculation for expected yield of food waste (kg/hh/week).

				kg/hh/week		
A	B	C	D	E		
LA	Social Grade D & E 2011 (%)		(BXC)	Medium (C-D)	High (E+0.4)	Low (E-0.4)
Herefordshire	25.5%	2.1614	0.55	1.60	2.00	1.20

### Tonnage calculation

LA	Number of households	Medium	High	Low
Herefordshire	85,096	7,085	8,858	5,311

= 2.1614 – (% Social Groups D & E x 2.2009) +/- 0.4 kg/hh/week

= 2.1614 – (25.5% x 2.2009) +/- 0.4 = 1.600171 kg/hh/week

Minimum yield = **1.200171 kg/hh/week** (5,311 tonnes per annum)

Maximum yield = **2.00171 kg/hh/week** (8,858 tonnes per annum)

<sup>35</sup> Household food waste collections guide, Section 3: How much food waste can be collected for recycling? WRAP 2016

## Appendix D – Garden waste tonnage

Local Authority	Rurality	No. HHs	Garden waste collected per HH (kg)	Garden waste collected (tonnes)	Residual waste per HH kg	BVPI82b (comparator) – numerator 'Household Waste Sent For Composting'	BVPI82a (comparator) – numerator 'Household Waste Sent For Dry Recycling'	HH waste sent for reuse, recycling or composting	% of garden in total recycling	NI192 (comparator) – Percentage HH waste sent for Reuse, Recycling or Composting	Collection
Allerdale DC	5	46,780	151.60	7,092	590.75	7,423.35	6,922.91	14,346.26	52%	34.2%	Garden only
Braintree	6	64,060	175.94	11,271	460.68	15,639.62	13,234.20	28,873.82	54%	49.5%	Garden only
Copeland	5	33,530	139.76	4,686	509.60	4,686.40	3,669.99	8,356.39	56%	32.8%	Garden only
Daventry	6	34,900	281.29	9,817	476.41	11,215.00	6,521.89	17,736.89	63%	51.7%	Garden only
Derbyshire Dales DC	6	33,580	219.03	7,355	312.56	15,865.65	7,145.00	23,010.65	69%	60.3%	Garden only
North West Leicestershire	5	43,190	242.72	10,483	515.66	11,092.37	7,758.98	18,851.35	59%	45.9%	Garden only
Wealden DC	6	68,530	218.56	14,978	432.20	15,865.65	15,304.97	31,170.62	51%	51.3%	Garden only
Wellingborough	5	34,700	160.46	5,568	516.40	5,488.19	11,215.00	16,703.19	33%	41.4%	Garden only
West Lancashire	5	49,180	171.13	8,416	502.52	9,247.70	9,235.50	18,483.20	50%	42.9%	Garden only

			Estimates								
Herefordshire (WCA + WDA)	5	85,096	192.58		545.16	7,978.52				39.80%	
Herefordshire WCA Only	33359.29	85,096	192.58		392.01	0	18,913.97	18,913.97		36.18%	No Food No garden
Frith Estimates					Estimate	16,387.47	18,882.00	35,269.47	46%		

The following assumptions have been regarding the garden waste collection tonnage. It is assumed that 95% of the garden waste occurring the residual stream contributes to the 16,387 tonnage. It is assumed that 25% of the garden waste tonnage is diverted from the HWRC.

Garden waste	
Garden waste to move into collections from residual HWRCs	2127
New material	10271
<b>Total calculated garden waste</b>	<b>16387</b>

*Garden waste estimate:  $192.58 \times 85,096 = 16,387.47$*

*Recycling tonnage as reported by Council (exc. Garden) = 18,882*

*Total = 35,269.47 % of total which is garden = 46*



# GENERAL SCRUTINY COMMITTEE

## TASK AND FINISH GROUP

# WASTE, A STRATEGIC REVIEW



**September 2020**

# The Waste Task and Finish Group



## **Councillor Paul Symonds (Chair)**

Cllr Symonds, a resident of Ross on Wye has a wealth of local government experience. Managing waste, highways and environmental health services for a number of local authorities across England.



## **Councillor Jenny Bartlett**

Cllr Bartlett has spent 30 years working as a professional cartographer in the civil service, private sector, local authorities and utilities. As a community artist she has worked with Leominster in Bloom on the town banners and the Leominster in Stitches projects.



## **Councillor Jennie Hewitt**

Cllr Hewitt for Golden Valley North has worked as a primary art teacher in the local community. She is passionate about working to address climate change, protect the environment and restore and protect biodiversity. Prosperity without harm.



## **Councillor Kath Hey**

Cllr Hey has been closely involved in the care and development of young people she has worked to make a difference to her home city of Hereford.



## **Councillor Elissa Swinglehurst**

Cllr Swinglehurst's experience includes planning appeals, flooding litigation and drafting a Neighbourhood Development Plan. She has a huge passion for her local area and works tirelessly to help protect our communities, natural habitats and resources.



## **Nicola Percival, Waste Operations Team Leader**

Nicola is passionate about resource management and has many years of experience from developing, procuring and managing waste services through to promoting and educating the use of them across diverse communities.



## **Kenton Vigus, Waste Disposal Team Leader**

Kenton is an experienced local authority waste manager with experience of developing waste strategy and policy, procurement and service management in Rutland, Lincolnshire and Herefordshire.

## Introduction

How we produce, manage and view waste needs to change. The recent Resource and Waste Strategy 2018 outlines how England will make changes to move away from a make, use and dispose approach towards a circular economy.

Herefordshire Council is uniquely positioned to embrace this change and significantly contribute to a more sustainable future for its residents and future generations.

Herefordshire Council has a bold ambition outlined in its new County Plan:

*“Respecting our past, shaping our future – we will improve the sustainability, connectivity and wellbeing of our county by strengthening our communities, creating a thriving local economy and protecting and enhancing our environment”.*

The Council’s waste management service can contribute to this ambition. It is the only service which every resident uses, it is essential in supporting our communities every day. It supports the economy and business and is a source of job creation and economic opportunity. Recycling, treating and disposing of waste more effectively and tackling waste crime reduces emissions, safeguards resources and protects our natural environment.

In November 2019 General Overview and Scrutiny Committee established a Task and Finish Group to consider how we provide the council’s waste management service in future.

This report sets out the findings of the group and the recommended actions to the council.



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## APPENDICIES

APPENDIX 1	RISKS
APPENDIX 2	SUMMARY TABLE OF RECOMMENDATIONS
APPENDIX 3	WASTE COLLECTION OPTIONS ASSESSMENT (2019)



## Glossary

<b>AD</b>	Anaerobic Digestion facility, a process where bacteria breakdown organic material in the absence of air. Commonly used to treat food waste to create syngas (methane) and digestate (organic residue).
<b>AWC</b>	Alternate Weekly Collection, the council's current method of collecting waste, residual one week then recycling the next.
<b>EFW</b>	Energy from Waste facility, accepts residual waste from household and commercial collections for incineration. Waste is burnt to generate steam to power steam turbine and create electrical power. Also capable of distributing heat (hot water) to local area
<b>EPRS</b>	Extended Producer Responsibility Scheme, measures detailed in the RWS 2018 that will make packaging producers responsible for (the cost of) dealing with packaging waste, similar to producer responsibility for end of life vehicles and electronic equipment.
<b>EU-CEP</b>	European Union Circular Economy Package, a set of measures to be implemented by EU member states to bring about a more circular economy, the UK Government has recently re-committed (August 2020) to implementing the same measure in the UK as required in Europe.
<b>HRC</b>	Household Recycling Centre, often known as a Household Waste Recycling Centre or Civic Amenity Site. A place where residents may deposit their own household waste.
<b>MRF</b>	Materials Recovery Facility, a place where mixed materials are sent to be sorted and segregated. Also commonly referred to as a Materials Reclamation Facility or Material Facility.
<b>RWS 2018</b>	Resource and Waste Strategy 2018. The government's strategy for how England manages resources and waste to bring about a more circular economy.
<b>Waste-TFG</b>	The Waste Task and Finish Group, established by the council's General Overview and Scrutiny Committee to undertake a Strategic Review of the Council's waste management service.
<b>WTS</b>	Waste Transfer Station, facility where waste is taken to for storage and segregation prior to onward transport to another waste management facility.

## 1. REVIEW PURPOSE

There are three main driving forces behind the need to review the council's waste management service, these are:

1. Our existing waste collection and disposal arrangements are **due to expire** at the end of 2023 and start of 2024 respectively.

There is an option to extend our joint disposal (Waste Management Services) contract by up to 5 years to January 2029. This would also extend our partnership arrangements with Worcestershire County Council. There is no further extension option for the Waste Collection Contract which will expire in November 2023.

2. Changes to waste policy are expected in the wake of the **Resource and Waste Strategy 2018** and progress through parliament of the **Environment Bill 2019-20**.

New policy and legislation will influence everything from packaging design & production to how local authorities provide their waste management services. Significantly this will see the requirement for councils to provide weekly food waste collections to all households from 2023 and make it available to businesses for a charge.

3. The council has the ambition to make sweeping changes to bring about a more sustainable county. Resource management, production and waste are significant contributors to carbon emissions\*. By making changes to how materials are used in production, minimising use of raw materials, discouraging waste, maximising reuse, recycling and recovery we will be able to bring about large reductions in carbon emissions in response to the **Climate and Ecological Emergency**.

*\*Zero Waste Scotland (ZWS) believe these factors alone to contribute to 84% of total carbon emissions in Scotland, there is no reason to believe the contribution of these factors in England is any less significant ([See ZWS Corporate Plan](#)).*

The review seeks to understand current arrangements and likely future demands of the service alongside the council's own aspirations for environmental protection, resource efficiency and carbon reduction.

Through a process of evidence & information gathering, learning from the experience of others and considering the needs and aspirations of the council the Waste-TFG have considered what the objectives for future improvements should be and different options for providing the service in future. The findings have informed the recommendations in this report.

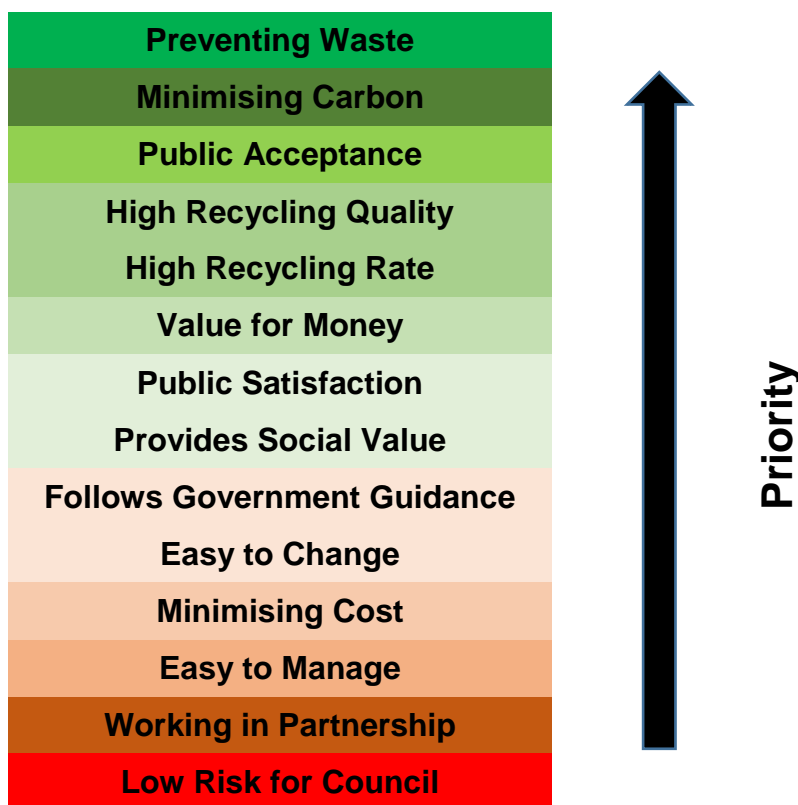
## 2. KEY CONSIDERATIONS

### 2.1. Member Briefings

In September 2019 the waste management team held two member briefing sessions to introduce the team and the service to councillors, many of whom were new to the organisation following the May 2019 elections. Members were taken through the government's Resource and Waste Strategy 2018 and what this could mean for the service and the council in future years. Some key comments from members at the briefings are captured below:

- There is confusion over what people can put in their bin
- Can we do more to encourage business waste reduction
- We need to tackle unnecessary plastics
- Household waste sites need to promote the reduce, reuse, recycle message
- Need to explore options for making use of the materials we collect more locally
- Waste composition in 5-7 years' time might be very different to now.
- We are in 4th most rural county, does the government's policy fit well with us?
- Can we combine or tailor the service for the differences between rural & urban?
- Water fountains in towns would help reduce need for plastic bottles
- Can we use electric vehicles for smaller rounds or urban rounds?
- Source separation will cause congestion in town due to the amount of time to collect
- Education is really important.

Overall 23 members took part in the briefings, at the end of each of the each sessions they were asked to rank their priorities for future delivery of the service, the combined result is provided here.



Overall members at the briefings felt our service should prioritise the prevention of waste, minimisation of carbon emissions and public acceptance. The least important were ease of

management for the council, working in partnership with others and the risks to the council. The task and finish group have considered these priorities in the findings and recommendations detailed in this report.

## 2.2. General Overview and Scrutiny Task and Finish Group

Consideration of the need for a review our waste management arrangements was made at the November 2019 General Overview and Scrutiny Committee (GOSC). The need for a strategic review of our service arrangements with contracts coming to their end and changes to policy expected was accepted. As a result, a cross party member Task and Finish Group (TFG) was established to work with officers to explore options, provide findings and make recommendations to the executive on how the council should approach these challenges.

Five members representing five political groups form the group with support for the Waste Operations Team Leader and Waste Disposal Team Leader. Details of the members of the Waste-TFG can be found at the front of this report.

## 2.3. The Waste Management Service

As a Unitary Authority, Herefordshire Council has a statutory obligation to collect, recycle and treat waste produced by residents in its area. These obligations are enshrined in law, particularly the Environmental Protection Act 1990, providing a basis for what services are to be provided and how. The law requires local authorities to:

- Collect household waste from residents in its area
- Separately collect recyclable materials from households including paper, metals, plastics and glass
- Provide a commercial waste and recycling collection service
- Provide places where residents may take their household waste.

In Herefordshire the council fulfils its obligations by providing the following services to residents:

- Fortnightly collection of mixed dry recycling from green wheeled bins
- Fortnightly collection of residual waste from black wheeled bins
- Bulky waste collection
- Clinical waste collection
- 6 Household waste & recycling centres
- A commercial waste and recycling collection service

The waste collection service is simple, residents are provided with two wheeled bins, one for mixed dry recycling (paper, cardboard, plastic containers, tins, cans and glass containers) the other wheeled bin for general (residual) waste. Each bin is collected fortnightly or on an alternating weekly basis, hence this is termed Alternate Weekly Collection. The process is simply illustrated in Table 1.

	Householder	Collection	Waste Transfer	Processing	Outputs
WEEK 1 Recycling				 40% to Recycling	Separated materials 

<b>WEEK 2</b> <b>General Waste</b>				 40% to EFW	<b>Electricity</b> 
				 20% to Landfill	<b>Gas Flare</b> 

Table 1. Herefordshire's current Alternate Weekly Collection (AWC) service. Recycling is collected one week from each property and residual general waste the next week. Each waste stream is thus collected every fortnight meaning the same vehicle can be used to collect mixed recyclable materials one week and then the general (residual) waste the next.

Our services are provided through two **outsourced\*** service contracts with private waste management companies.

\*See section on **service delivery options**, page 14

### Waste Collection Contact

**Provider:** FCC Environment Ltd.  
**Services:** Collection of recycling and residual waste, bulky collection, clinical waste and commercial waste and recycling collection  
**Commenced:** 2 November 2009  
**Expires:** 1 November 2023  
**Value:** £4m per annum

On expiry of the contract the council will retain waste collection depots located in Hereford and Leominster. These may be utilised for the continued provision of the waste collection service or be used for another purpose if not required.

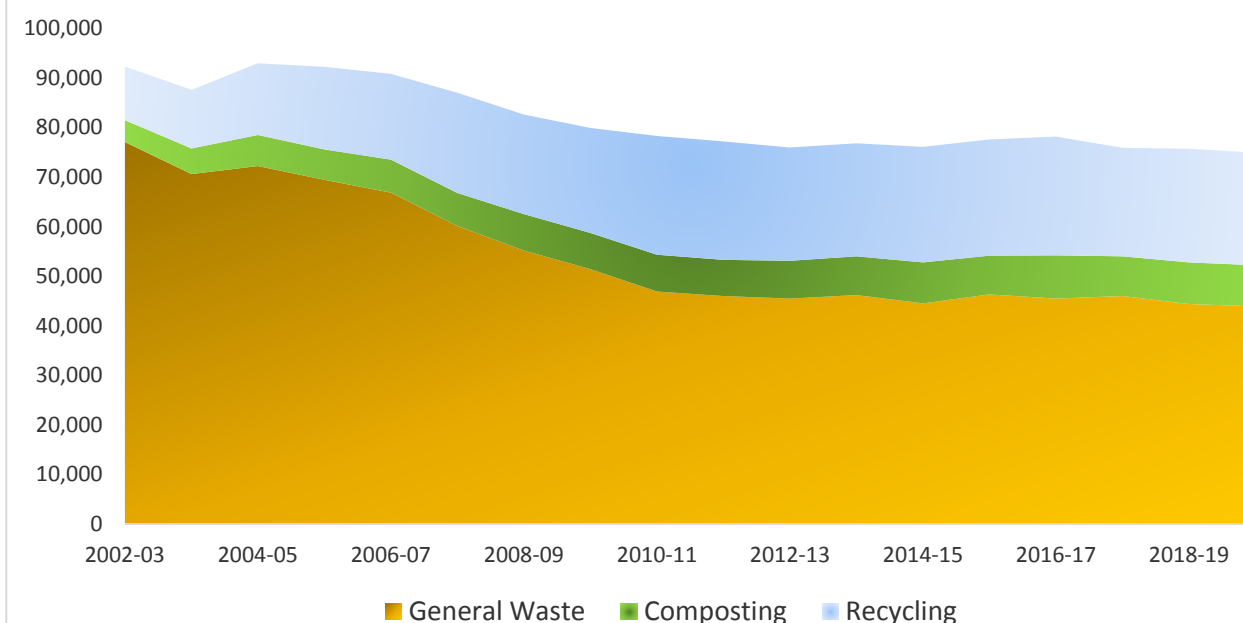
The current service of Alternate Weekly Collection (AWC) was introduced in 2014 after a contract variation was agreed. Prior to this service the council provided a fortnightly collection of mixed recycling (from a green wheeled bin) and weekly collection of general waste in black sacks.

### Waste Management Services Contract (Joint with Worcestershire CC)

**Provider:** Mercia Waste Management Ltd.  
**Services:** Waste transport and treatment (transfer stations, household recycling centres, energy from waste, materials recovery, materials handling, composting, landfill, waste transport)  
**Commenced:** Jan 1999  
**Expires:** Jan 2024 (5 year extension option)  
**Value:** £11m per annum

At the end of the contract the intention is that assets and operational resources transfer back to the councils. These are allocated to each of the two councils WCC and HC depending on the location of the asset and any sharing agreement. On expiry of the

Herefordshire Household Waste 2003 to 2020



current contract the transfer of the following assets will be made to Herefordshire Council (or appointed operator):

- Residual Waste Transfer Station Compactor Units and weighbridges in Hereford (x2) and Leominster (x1)
- Recyclable Waste Transfer Station and site office in Hereford
- 6 Household Recycling Centres
- A share (24.2%) in the Energy from Waste facility in Hartlebury near Stourport in Worcestershire.

The performance of the service has been relatively consistent since the introduction of kerbside recycling in 2009. Residents in Herefordshire currently generate 75,000 tonnes of household waste per annum. **41% sent for recycling and composting which compares unfavourably with the highest performing local authorities** (highlighted in Table 4) who achieve recycling rates around 60%. Even with the opening of an Energy from Waste facility in 2017, 20% of Herefordshire’s waste continues to be sent to Landfill. The amount of household waste produced in Herefordshire has fallen from 92,000 tonnes in 2002 to 75,000 tonnes in 2019/20 a decline of 18%.

Household Waste Data	2002-03	2006-07	2010-11	2015-16	2019-20	
Waste Collected (e.g. from bins)	No data	No data	57,564	54,343	51,858	
Waste deposited at HRCs	No data	No data	20,787	23,269	23,195	
Whole Service (Collection and HRCs)	Dry Recycling	10,816	17,319	24,006	23,476	22,746
	Composting	4,433	6,657	7,400	7,794	8,311
	General (Residual)	77,092	66,862	46,944	46,342	43,937
Total Household Waste	92,341	90,838	78,351	77,612	74,993	
Recycling Rate	16.5%	26.4%	40.1%	40.3%	41.4%	

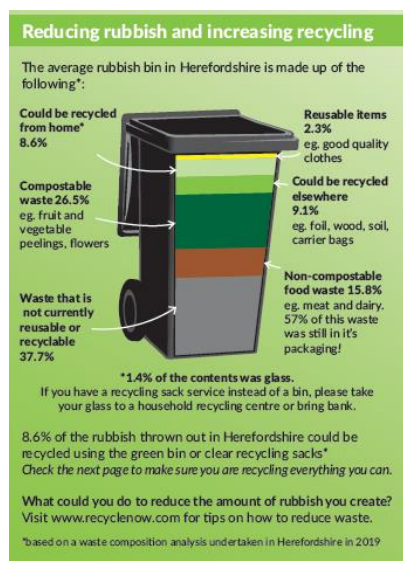
Table 2 household recycling, composting and general waste arising in Herefordshire since 2002

The recent impact of COVID-19 has seen disruption to normal services from March 2020 on, there have been temporary closures of household recycling centres and an increase in

Figure 1 Herefordshire's household recycling, composting and general waste arising since 2002



collected household waste. Although all services are now operating (from July 2020) it is likely there will be noticeable consequence on service performance in 2020-21.



An analysis of our residual waste (waste presented in black bins) was carried out in 2019. Only 8.6% of the contents was recycling items that could have been put into the green recycling bin. This is a **reduction from 12.4%** from a similar analysis carried out in 2011. This suggests that Herefordshire residents are good at separating waste for recycling at the home.

The most significant finding of the analysis was the amount of compostable waste (suitable for home composting) and food waste (suitable for food waste treatment). These two components made up over 40% of our residual waste. **Another finding was that over 57% of the food waste component was food still in its original packaging.**

The **simplicity of the current service**, both from the point of view of the user and in terms of practical delivery, is **recognised as a strength** by the Waste-TFG. Each household is provided with two wheeled bins, presented for collection on the same day and time on alternating weeks and no requirement to separate recycling out into different bags, boxes or bins. The service utilises a relatively small fleet of vehicles for the size of the county (20 household rounds). The vehicles are commonplace single compartment refuse collection vehicles.

Understanding that changes are almost certain to be required in future, the Waste-TFG have considered future requirements, compared the key options for delivering the service, service provision elsewhere and our own experience, needs and aspirations.

## 2.4. Waste Collection and Treatment Methodology

The analysis below provides a description of common collection methodology.

Collection Methodology	Description
Kerbside Sort	Recyclable materials are separated by residents into different containers and collected separately at the same time in different compartments on the collection vehicle, called a kerbsider. Materials are commonly presented by residents in 2, 3 or 4 60-90 litre boxes for collection. Crews can further sort, if required, into a greater number of compartments on the vehicle to gain a high degree of separation. Often further sorting is required, for example for plastics and metals before material is sent to on to re-processors.
Co-mingled Collection	All recyclable materials are placed by residents into one container for collection at the same time. This is Herefordshire's current recycling collection methodology.
Two Stream	Recyclable materials are separated into two different containers by residents to be collected by one or two different vehicles at the same or different times. For example paper and card in one container, plastics, and metals and glass in the other. You could have more than two streams.
Food Waste	Food waste is normally collected separately, but in one example above it is co-collected with garden waste. Commonly it is presented weekly by residents in small caddies that are collected

	by a dedicated vehicle or a separate compartment (pod) on a collection vehicle.
Garden Waste	Where provided separate collection is usually from a wheeled bin collected on a fortnightly basis. It can be seasonal with no service provided in winter months. Councils may make a charge for collection but may not for the treatment cost.
Frequency	Frequency can vary between different waste types and the type and size of container provided to store it prior to collection.
Container Types	Wheeled bins, boxes, reusable sacks and single use plastic sacks are all common for recycling collections. Wheeled bins and single use plastic sacks are common for residual waste. Caddies (around 20-30 litres) are common for food waste collection.

Table 3. Examples of waste collection methodology

The collection methodology in turn can influence options used for treating the material collected.

### ***Recyclable Treatment***

For mixed recycling collections (currently provided by Herefordshire Council) a sorting facility is required to separate the mixed materials back out into different material types. Here a range of mechanical and manual sorting techniques are employed. These are called by a number of names but the most commonly used is Materials Recovery Facility or MRF.

You can have simple MRF's separating out 2 or 3 different material types or complex ones sorting out many different material types. The more materials the more complex the sorting requirement and greater the likelihood of cross contamination and poorer recycling quality.

### ***Storage and Separation***

Where materials are separately collected they can be delivered straight to market. As it is uncommon for recyclable material re-processors or merchants to be located conveniently, materials are often stored in large warehouses. Materials may be stored loose or bailed ready for transport to market.

### ***Residual Waste Treatment***

For residual waste the most common treatment methods are Energy from Waste and Landfill, Mechanical Biological Treatment and Alternative treatment technologies are less common but have been used where councils have made a decision to avoid both Landfill and Energy from Waste.

### ***Anaerobic digestion***

Where food waste is separately collected it can be treated via anaerobic digestion. In this process bacteria are encouraged to digest food waste in the absence of oxygen to create methane gas. This can be extracted and used to generate power or exported to the gas grid. A residue or digestate is produced that can be applied to land to offset fertilizer use.

### ***Composting (Windrow and In-Vessel)***

Used for the composting of garden waste and treatment of food waste, however for the latter this needs to be in an enclosed area or container to prevent odour issues. Unlike anaerobic digestion no gas and thus no power is produced but it is a low tech and low cost treatment.



## 2.5. Service Delivery Options

As well as how the service is practically provided there are also many options for how local authorities may deliver waste management services. A summary is

Delivery Options	Description
In House Service	Practical service delivery is managed and provided by the council. This could be through direct employees of the council or through an arm's length operating company.
Outsourced	The service is provided by a third party for example a private company or non-profit making organisation.
Partnership	The council provides a service in partnership with a third party. It is different to an outsourced service in that practical and financial risks and benefits may be shared. For example a private operator and the council could be joint shareholders in the operation of an energy from waste plant.
Integrated	The whole service is provided by a single provider. This could be for a waste disposal service only or for a combined waste collection and disposal service. There are examples of both in table 1.
Aggregation/ Disaggregation	Where services are either combined together or split up into different service types. This could join up services of a similar nature or split up those which have different management and operational requirements. This can have benefits of creating efficiencies or encouraging competition from smaller, local and specialist suppliers
Combination	A mix of some or all of the above

*Table 4 Examples of different approaches for providing waste management services*

To help with their understanding and inform recommendations the Waste-TFG have sought to best understand the many options available to Herefordshire Council. This has been hampered somewhat by the COVID 19 crises, meaning much research has had to be carried out through desk based study and correspondence.

## 2.6. Comparison with Services Elsewhere

The waste management service is a large practical service, encompassing customer management, logistics, fleet management, asset management, engineering and materials handling. The redesign and commissioning of such a service is complex, there are many options for what services are provided and how they are delivered.

The Waste-TFG has considered a range of services provided elsewhere, focussing on those local authorities that have similar rural characteristics to Herefordshire. The Waste-TFG have also focussed on local authorities that:

- Are Unitary Councils like Herefordshire
- Services are already aligned to expected future requirements
- Are in the top 10 Unitary Councils in terms of recycling performance
- Have rural Characteristics (only Milton Keynes has been excluded)
- Report costs less than those of Herefordshire Council

Table 3 provides an analysis of the nature, performance and cost (both overall and per household) of services provided elsewhere. These are colour coded to indicate those authorities providing either a kerbside recycling sort, twin stream recycling or co-mingled recycling style of service. This is useful for comparing different service options later in this report.

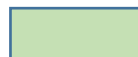
Kerbside Sort



Twin Stream



Comingled



Unitary	Household No.	Service Provided	How Delivered	Cost (pa)	Recycling Rate
Herefordshire	85,000	Fortnightly Mixed Recycling Fortnightly Residual	Waste Collection Contract (£4m) Waste Disposal Contract (£11m)	£15m (£176 per household)	41.3%
East Riding	155,000	Fortnightly Mixed Recycling Fortnightly Garden and Food Waste Fortnightly Residual	Residual Waste Treatment Contract MRF Contract HWRC Contract Organics Contract In House Collection (£9m)	£21m (£135 per household)	64.8%
Dorset Waste Partnership  DWP CEASED TO EXIST END 18/19	201,000	Fortnightly Mixed Recycling Fortnightly Glass Weekly Food Waste Fortnightly Residual Waste Fortnightly Garden (Charge)	DWP running services on behalf of Dorset's local authorities In house collection (£9m) Residual Waste Treatment Contract (£11m) HRC, WTS, Haulage, MRF (£9m)	£30m (£149 per household)	59.6%
Cheshire West and Chester	156,000	Weekly Kerbside Sort Weekly Food Waste Fortnightly Garden Fortnightly Residual Waste	Waste Collection and Recycling Contract (£7.9m) Residual Treatment Contract (£6.5m) HWRC Contract (£2.5m)	£15.5m (£99 per household)	59.0%
Isle of Wight	71,000	Fortnightly mixed recycling Fortnightly paper and card Weekly Food Waste Fortnightly Textile Fortnightly Garden (Charge) Fortnightly Residual Waste	Integrated Waste Collection and Disposal Contract (£9m)	£9m (£127 per household)	55.7%
North Somerset Council	96,000	Weekly Kerbside Sort (inc textiles) Weekly Food Waste Fortnightly Garden (Charge) Fortnightly Residual Waste	Collection & HWRC contract (£7m) Disposal & WTS contract (£4.5m) MBT (£1.7m) (West of England Waste Partnership)	£14.6m (£152 per household)	58.7%
Bath & North East Somerset	82,000	Weekly Kerbside Sort Weekly Food Waste Fortnightly Residual Waste Fortnightly Garden (Charge)	(West of England Waste Partnership)	£14.5m (£177 per household)	58.7%
South Gloucestershire Council	117,000	Weekly Kerbside Sort Weekly Food Waste Fortnightly Residual Waste Fortnightly Garden (Charge)	(West of England Waste Partnership) Collection & Disposal contract	£18m (£154 per household)	57.8%

Rutland County Council	17000	Fortnightly mixed recycling Fortnightly residual Fortnightly garden (Charge)	Integrated contract for KS collections, transport, streets & ground maintenance Separate contracts for treatment of recyclables, compostable and residual	£2.9m (£170 per household)	56%
North Lincolnshire Council	75000	Fortnightly Kerbside Sort Fortnightly Residual Waste Fortnightly garden		£13.2m (£176 per household)	55.6%

Table 5. Comparison of Unitary Councils with food waste collection and similar characteristics to Herefordshire (source Defra waste stats 2018/19, Revenue Outturn (RO5) 2018/19 and respective council financial reports) Only Milton Keynes in the 10 top ten are excluded as a non-rural authority.

The analysis illustrates that all three main types of recycling collection methodologies are represented in the top performing (for recycling) Unitary Councils. 7 of 9 provide a weekly food waste collection and the remaining two have extensive garden waste collection services.

In the year the data was gathered North Lincolnshire, Cheshire West & Chester, and East Riding all provided a free garden waste collection service. Rutland had recently decided to introduce a charge. Free provision of garden waste can make a significant contribution to recycling performance. Garden waste is heavy and for residents it is simpler and more convenient to use a free council collection than avoiding the waste or composting it at home. Making a charge however continues to encourage avoiding garden waste and/or home composting.

The cost of service provided (per household) in each Unitary Council all tend to be lower or at least equivalent to Herefordshire's current service cost's. It should be highlighted that all of the council listed provide additional services to Herefordshire, whether it be food waste collection and/or free or chargeable garden waste collections.

## 2.7. Resource and Waste Strategy 2018 and the Environment Bill

The Resource and Waste Strategy 2018 (RWS 2018) introduces a raft of measures to adopt a circular economy approach. It is a strategy for England reflecting already enacted policy changes in Scotland and Wales.

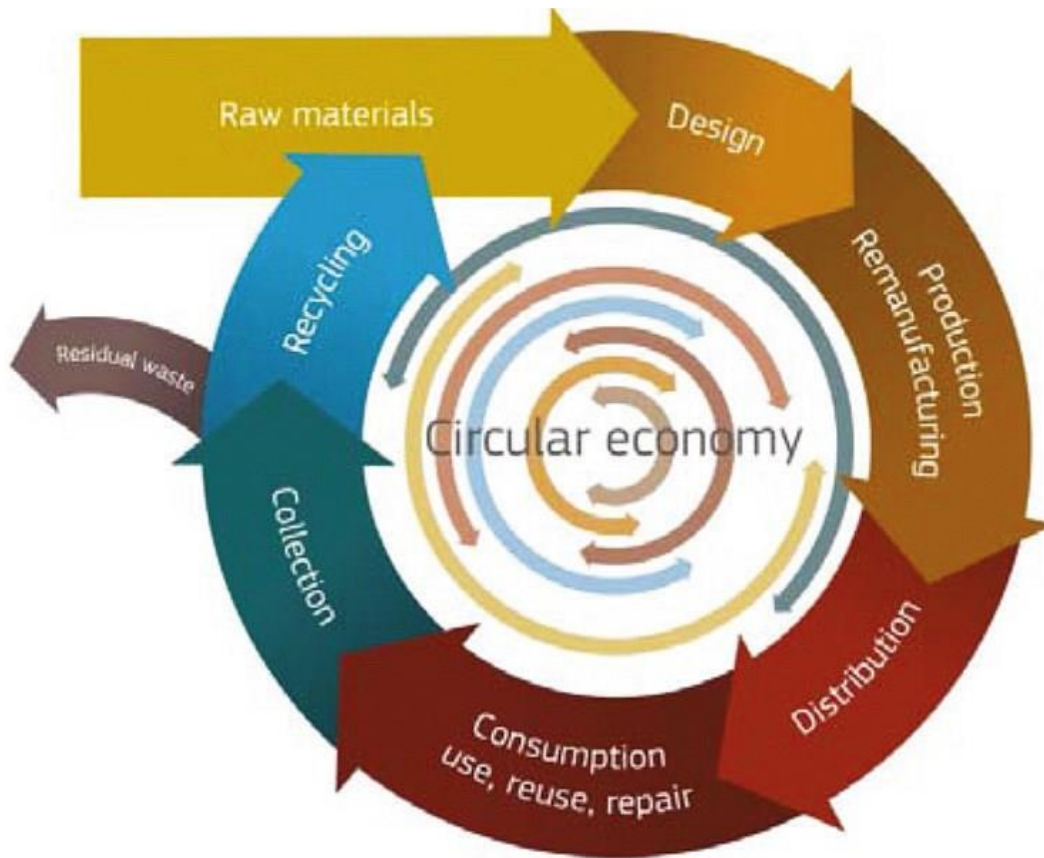


Figure 2 the Circular Economy

The strategy is broadly in line with the EU Circular Economy Package which has been in development for some years, if enacted in full it will mean our waste policy, legislation and targets will remain aligned to with those in Europe.

The implementation of new policies is expected in 2023. The timetable provided in *figure 2* outlines the government's expectations on when policies will be transposed to legislation and implemented. For local authorities the key year is 2023 when we expect to see the implementation of requirements for separate food waste collection, extended producer responsibility and deposit return schemes. How this schedule will be impacted by the COVID-19 pandemic is unknown.

The key measures in the Resource and Waste Strategy are:

- Extension of producer responsibility for packaging producers, meaning they will pay for the cost of dealing with packaging waste
- Possible bans for plastic materials where sustainable alternatives exist
- Consistent recycling collections (all local authorities collecting the same materials)
- Compulsory weekly food waste collection
- Separate garden waste collection
- Initiatives to encourage urban recycling
- Initiatives to tackle waste crime

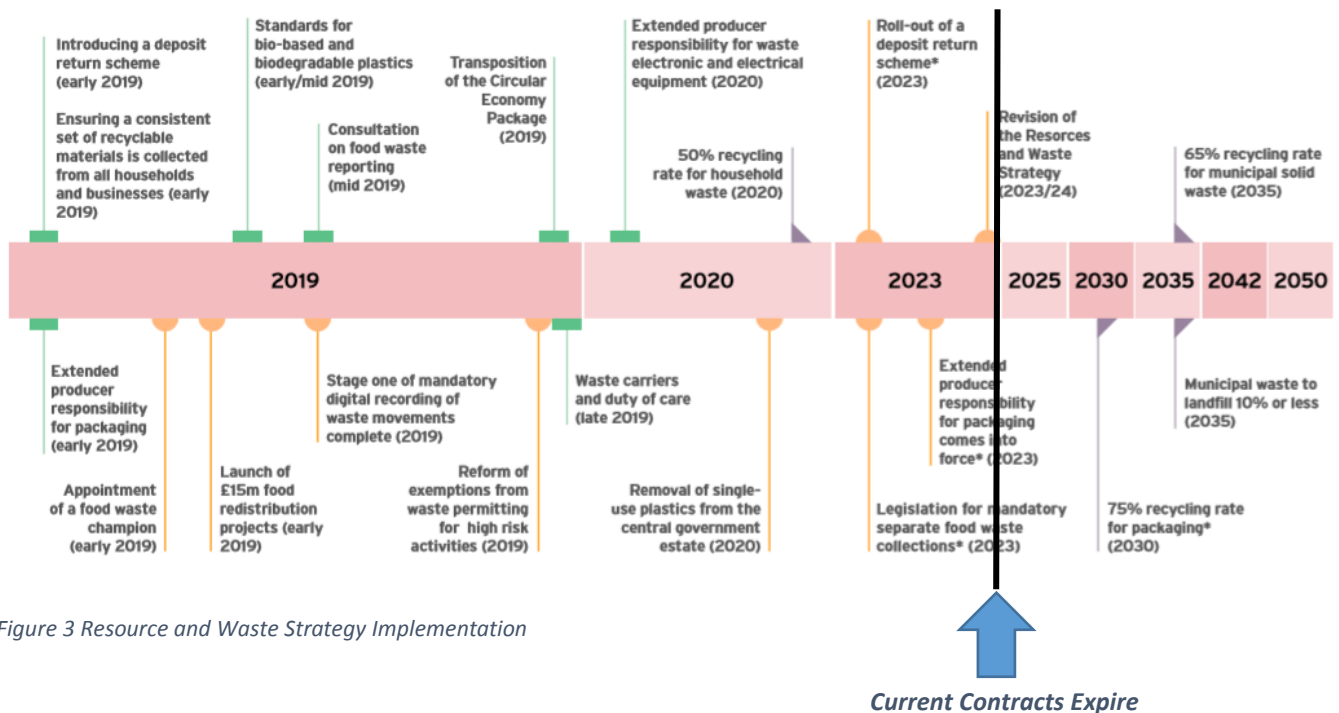


Figure 3 Resource and Waste Strategy Implementation

The Environment Bill making its way through Parliament is expected to make required changes to legislation to enact or enable these measures to be implemented. No targets are set within the bill, however we anticipate the following targets as these are consistent with the EU Circular Economy Package (EU-CEP):

- a preparation for re-use and recycling (including composting/anaerobic digestion) target of 55% of municipal waste by 2025;
- a preparation for re-use and recycling (including composting/anaerobic digestion) target of 60% of municipal waste by 2030;
- **a preparation for re-use and recycling (including composting/anaerobic digestion) target of 65% of municipal waste by 2035 (RWS 2018 Target);**
- a gradual limitation on landfilling of municipal waste, to 10% by 2035;

The RWS 2018 included the target to recycle and compost 65% of municipal waste (household and household like commercial waste) by 31 March 2035, mirroring the target in the EU-CEP.

If adopted, it is not clear how these targets will flow down to local authorities, the national target of 50% recycling and composting by 31 March 2020 is a national target, however in the past there have been statutory recycling targets imposed on local authorities.

## 2.8. Local Aspirations

Herefordshire Council recently produced its County Plan 2020-24 setting out what it plans to achieve in the four years of the plan. The focus is on three areas, the Environment, Communities and the Economy. The waste management service contributes to all these aims directly contributing the plan objectives highlighted below:



# Our ambition for Herefordshire

## Environment

Protect and enhance our environment and keep Herefordshire a great place to live

Minimise waste and increase reuse, repair and recycling

Build understanding and support for sustainable living

Invest in low carbon projects

Identify climate change action in all aspects of council operation

Seek strong stewardship of the county's natural resource

## Community

Strengthen communities to ensure everyone lives well and safely together

Ensure all children are healthy, safe and inspired to achieve

Ensure that children in care, and moving on from care, are well supported and make good life choices

## Economy

Support an economy which builds on the county's strengths and resources

Develop environmentally sound infrastructure that attracts investment

Use council land to create economic opportunities and bring higher paid jobs to the county

Invest in education and the skills needed by employer

Protect and promote our heritage, culture and natural beauty to enhance quality of life and support tourism

Spend public money in the local economy wherever possible

Herefordshire Council's Principles:

- Partnership**     *We collaborate to maximise our strengths and resources*
- Resilience**     *We use resources wisely so Herefordshire is fit for future generations*
- Integrity**     *We make decisions based on evidence and work with respect, openness and accountability*
- Democracy**     *We strengthen local democracy, decision making and service delivery and involve more young people*
- Engagement**     *We listen to and learn from our communities and help people connect through culture, creativity and care.*

A strong theme of the county plan is to meet the challenge of climate change and ecological harm. Declaring a **Climate and Ecological Emergency** Herefordshire Council has agreed to:



- Accelerate a reduction of emissions and aspire to become carbon neutral by 2030/31.
- Deliver an updated carbon management plan and associated action plan for Council emissions by April 2020.
- Work with strategic partners, residents and local organisations to develop a revised countywide CO2 reduction strategy aspiring for carbon neutrality by 2030.
- Use 100% renewably sourced energy where this provides the best carbon reduction return on investment.

We know that waste management activities are a significant contributor to carbon emissions. Zero Waste Scotland estimate that waste management activities contribute over 12 million of Scotland's total 76 million tonnes of emissions ([view source](#)). This is equivalent to the combined emissions from all transport and domestic energy use in Scotland. It is reasonable to assume these estimates are applicable to other parts of the country including Herefordshire. Zero Waste Scotland estimate a further 52 million tonnes of emissions arise from the use of materials in the making of products. Here too, good waste management practice can help create a more circular economy, reducing, reusing and recycling materials so that they stay in use for longer, offsetting use of raw materials and reducing carbon emissions.

By making positive changes to our waste management service we can bring about a more circular economy for Herefordshire. We can reduce use of natural resources, make sure materials are in use for longer by creating opportunities for re-use and recycling. If data highlighted by Zero Waste Scotland is accepted, we can make perhaps the single biggest contribution to the council's objective for the county to be carbon neutral by 2030.

### 3. OUR VISION

The Waste Task and Finish group quickly expressed the need for us to no longer think of unwanted materials as waste but as a resource.

We have created a vision for the management of waste in Herefordshire, which encompasses the views of the Waste-TFG on how waste needs to be seen and managed in future.

Waste not, want not...we value resources and their use. We will reduce resource consumption and embrace the circular economy to maximise the life of products and materials. We treat the materials we collect as resources not waste.





## 4. OUR RECOMMENDATIONS

**All the recommendations in this report are considered essential.**

### 4.1. Priorities

Throughout the process key themes have emerged as priorities for the Waste-TFG, these are:

#### 1. Treat Waste as a Resource

We must treat waste as a resource, adopt a circular economy, maximising reuse, recycling and recovery of waste to protect natural resources and minimise carbon emissions relating to waste management activities.

#### 2. Prioritise Public Acceptance

Evolution of the current service has been very successful in promoting public participation, evidenced by the reduction in suitable recyclable material remaining in residual waste. We must make sure that the services we provide are user friendly to maximise proper use of the service, and the amount and quality of recyclable material gathered. We should consider different approaches to waste collection for certain housing types, such as flats and communal developments to maximise participation.

#### 3. Maximise Reuse

We must consider how we can maximise the reuse of useful materials, particularly at Household Recycling Centres. Currently too much useful material is lost. We should facilitate opportunities for materials to be extracted from the waste stream, for them to be reused and re-purposed by businesses, charitable organisations and the wider community.

### Recommendation 1

**The council adopts the three priorities of TREATING WASTE AS A RESOURCE, PRIORITISING PUBLIC ACCEPTANCE and MAXIMISING REUSE as corporate priorities for waste management.**

Adopting these principles as part of our county plan will provide leadership and direction for future decisions. The principles highlight the need for a more efficient circular economy, using our natural resources wisely as well as council resources, whilst reflecting the need to ensure our service are accessible and user friendly.

Measurement of our success in meeting these priorities will be through monitoring and reporting our recycling rate, diversion from landfill, participation rate (for recycling) and amount of waste diverted for re-use.

## 4.2. Objectives

### 4.2.1. Treating Waste as a Resource

In the future we will need to adopt a circular economy approach using resources efficiently and reducing the amount of waste we create. A circular economy will see us keeping resources in use as long as possible, so we extract maximum value from them. We will seek to reuse, recycle, recover and repurpose materials whenever we can, giving them a new lease of life and preventing them from becoming a waste. The Waste-TFG consider the following objectives are appropriate for enabling the council to achieve this, and have included recommendations alongside these objectives that would allow the council to meet them.

We will:

- **Prevent waste through investing in measures, campaigns and initiatives to educate, incentivise and encourage the public to reduce waste.**
  - We could limit residual capacity further to encourage residents to use existing and future recycling services. ([See WRAP](#) research on impact of limiting residual capacity)
  - Support residents to reduce the amount of food waste generated; making the most of the food they buy, encouraging smarter shopping, planning meals and using up leftovers
  - Continue to provide advice and support to those composting at home to reduce the amount of garden waste generated
  - Link in with national and local initiatives such as Love Food Hate Waste, and the Herefordshire Carbon Plan (Food Alliance). To enhance work we do, enable the community to be involved and support positive outcomes in reducing food waste and its impact on the environment.

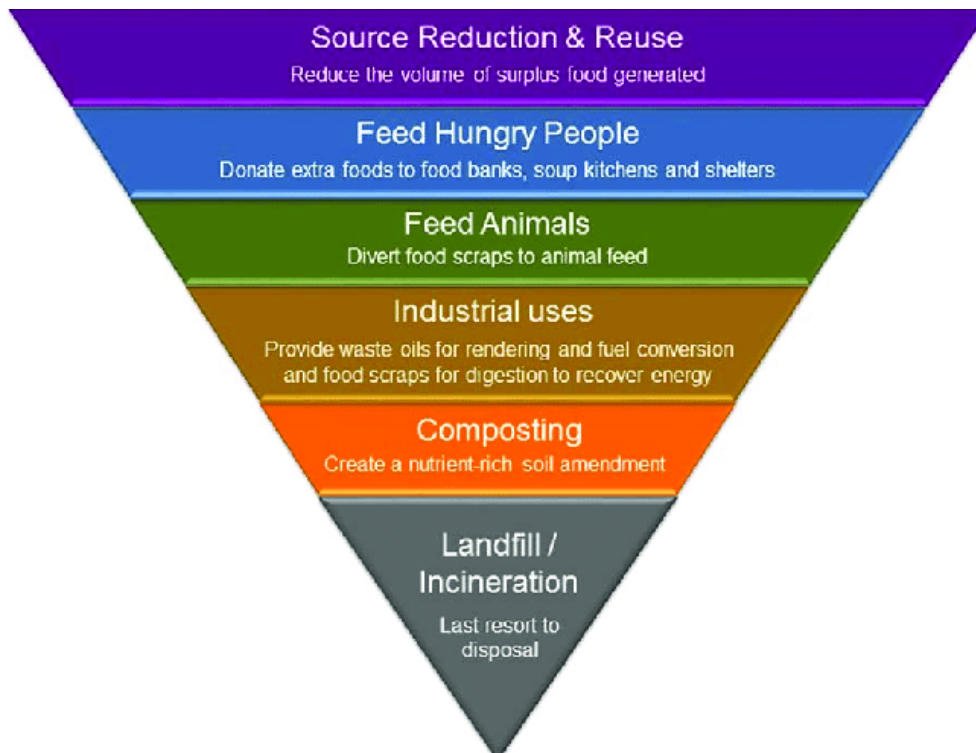


Figure 4 The food Waste hierarchy listing desired actions and behaviours with the most important at the top and least desired action at the bottom.

## Recommendation 2

The council allocates resource to prevent waste from households, restricting residual capacity and investing in waste prevention campaigns and home & community composting initiatives.

Preventing waste will help both residents and the council save money. Residents through food waste prevention initiatives that help people to buy only what they need and the council as it will not need to pay for the cost of collecting and treating the waste avoided.

In recent years the council has been successful at reducing waste, particularly general residual household waste. This has resulted in a saving of over £500,000 per annum since 2011.

In terms of resource a dedicated member of staff with a small budget to manage waste prevention initiatives and waste communications in support of the service is recommended.

**The council should set a target to reduce the amount of non-recyclable waste from 530 kg per house per annum (19/20) to 400 kg per house per annum by 2030**

- **Maximise the quality and quantity of recycled materials to improve market opportunities and income generation potential**
  - Work with re-processors, considering material types and quality requirements to ensure we have secure markets for the materials we collect
  - Continue to investigate recycling opportunities for new material streams, both at Household Recycling Centres and the kerbside where reliable markets are available
  - Consider new collection systems and technologies that actively encourage residents to segregate more of their waste for recycling
  - Opportunities for using materials locally are actively explored. We work closely with partner organisations such as NMITE to develop reuse (repair and upcycling) capacity and encourage material re-processing to be established locally to turn waste into useful products minimising use of natural resources.

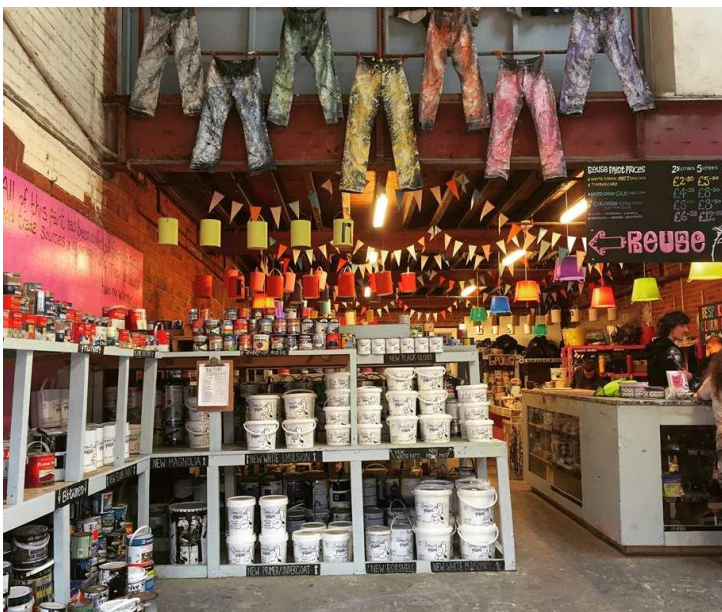


Figure 5 Swedish up-cycling mall (left) and Studio Mirai in Leominster (right)

### Recommendation 3

**The council prioritises the quality of recyclable material to increase its value and marketability. Secondly the council continually reviews and invests in increasing the quantity of material sent for recycling.**

We must ensure that the recyclable materials we collect can be treated as a resource. We should design services that will encourage better quality materials to be collected so we are more likely to find outlets for them to use as a resource to turn into new products.

After quality we need to consider the best approach to maximise the quantity of materials collected for recycling. We can do this by ensuring our services are accessible and easy to use but also through investigating new opportunities and technologies that make the collection and recycling of materials possible. Our service needs to remain flexible enough to be able to accommodate these opportunities.

**The council should adopt, as a minimum, targets to allow us to achieve the Resource and Waste Strategy 2018 objective of 65% recycling and composting by 2035:**

- **To recycle or compost 60% of household waste by 2025**
- **To recycle or compost 60% of both household and commercial waste by 2030**
- **To recycle or compost 65% of both household and commercial waste by 2035**

#### ○ **Adopt a zero waste to landfill approach**

- Only send waste to landfill where there is no other viable alternative, this may include inert residues from recycling and recovery treatment processes and hazardous wastes such as cement bonded asbestos.

### Recommendation 4

**The council adopts a zero waste to landfill policy, sending only waste that cannot be recycled or recovered. This will minimise loss of resource and minimise harmful emissions, such as carbon and leachate.**

The Resource and Waste Strategy 2018 sets an ambition to eliminate food waste to landfill by 2030. It also includes a longer term target of limiting municipal waste to landfill to a maximum of 10%. **In 2019/20 we sent 20% of our waste to landfill.** The Waste-TFG consider that with our shared Energy from Waste Facility we should be doing better to avoid landfill. In order to consider waste as a resource only waste for which there is no other alternative should be sent to landfill

**The council should adopt a target of no more than 1% of household waste to be sent to landfill from 2025.**

#### 4.2.2. Prioritising Public Acceptance

It is essential that the services we provide are user friendly and accessible to everyone. Herefordshire is a predominantly rural authority with large areas of sparse population. However this is in stark contrast to the urban areas of Hereford and the market towns. We must ensure our service reflects this, carefully considering our services so we can provide a high quality, easy to understand and accessible service. We will:

- **Ensure waste management services are user friendly and accessible to all**



- Consult with the public and business customers on proposed changes to the service to encourage their input into how they are provided to help ensure they are accessible and user friendly.
- Provide tailored solutions where the nature of housing and access can pose waste collection problems and create barriers to participation in recycling services. This can include town centres, communal developments and difficult to access rural areas where typical issues are limited waste storage, lack of suitable presentation points and poor access for normal refuse collection vehicles. By considering different solutions (alternative vehicles, containers, collection frequencies, communal recycling, etc.) we can maximize participation and compliance.
- Provide assisted collection services to support vulnerable less able bodied people to access our waste management services.
- Reconfigure our Household Recycling Centres to prioritise reuse and recycling opportunities, making sure they are accessible, user friendly and operatives provide quality assistance and guidance to residents.

## Recommendation 5

**The council ensures services are accessible and easy to use for all. Providing practical alternative solutions where possible/appropriate so that all residents and business customers can reasonably access them and be encouraged to manage waste safely and in accordance with our service.**

The Waste-TFG consider public acceptance a key factor in the design of any services we provide. We must ensure that the public are included in the process of delivering any changes to our service through effective engagement and consultation. This does not mean that only the collection method residents prefer will be adopted, but that their preferences will be taken into account, balanced with financial and environmental impacts.

Through learning from our own experiences and those of other Local Authorities we can also consider what approaches may work best for Herefordshire residents and business customers.

Although we may need to consider different approaches in different areas of the county (such as town centres & communal developments) we want the service to be as consistent as possible from the user's perspective.

**Participation rate will be measured and monitored for different housing types and demographics to inform where use of the service could be improved and the success of those improvements measured.**

- **Communicate service information to residents and businesses so they can make best use of the services**
  - Provide an education service so that we can raise awareness of the importance of proper use of our services and benefits of reducing, reusing and recycling waste.
  - Provide up to date and simple guidance to residents and business customers on the council's website, through social media and printed guides.
  - Respond to customer enquiries and provide written and verbal assistance to help residents and businesses manage their waste safely, legally and to deliver better environmental outcomes.

## Recommendation 6

**The council allocates resource to provide effective communication initiatives with residents and businesses to promote proper use of the service and to help maximise waste reduction, reuse and recycling.**

Alongside ensuring we have an accessible and user friendly service the Waste-TFG consider that effective communication is essential to help our residents and business customers use it in the right way. Effective communication will help reduce problems relating to the provision of the service and encourage better quality and quantity of recycling, reducing cost and increasing revenue.

Communication and education initiatives can be provided efficiently and effectively sharing resource used to provide waste prevention campaigns and initiatives.

### 4.2.3. Maximising Reuse

Opportunities for reuse are currently provided through textile banks and re-use containers located at Household Recycling Centres. Charity shops also provide an essential means of reusing many materials and these are supported by the council with a limited number of disposal permits to allow free disposal at the councils waste transfer stations. However the task and finish group see the potential for much more. Developing opportunities for reuse is a clear priority for the group particularly through the council's Household Recycling Centres service where useful materials are currently being wasted.

The Waste-TFG found that re-use initiatives have the potential to help deliver social value across a range of areas. Making materials available for re-use and supporting people and organisations to facilitate re-use of materials can provide opportunities for learning and development, offer employment opportunities as well as support disadvantaged people on low incomes. Two case studies are illustrated below to highlight both the resource management benefits and social value of re-use initiatives.

The current pre-booking system at HRCs has been very effective in managing demand which avoids queuing and gives time for operatives to advise customers on reuse options. This system should be retained and HRC staff trained to help minimise residual waste.

To maximise re-use we will:

- **Develop reuse opportunities throughout the service to maximise the amount of useful material made available for re-use**
  - Separate and make materials available for community use to increase opportunities for reuse and recycling
  - Maximise the quantity and quality of reuse of materials from Household Recycling Centres
  - Provide a "scrap store" facility to enable organisation to access materials for arts, crafts and other useful purposes and to support educational establishments.
  - Where possible the council re-use materials and/or distribute useful and needed materials (such as furniture and household goods) to organisations that can use them.
  - Enable the community, business, voluntary and charity groups to increase amount of waste diverted for re-use and recycling.

- The council should take advantage of current restrictions on service provision that have had the effect of creating capacity at the council HRCs. With less visits being made these facilities are quieter providing the opportunity for efforts to be made to separate materials for re-use. This could be achieved by re-tasking existing contractor's staff.

## Recommendation 7

**The council designs new services to expand reuse opportunities through both the household collection service and the Household Recycling Centres. Existing opportunities to extract reusable materials are explored and implemented.**

The Waste-WFG believe that there are many social and commercial opportunities to be explored with reuse. A modest resource could help extract valuable materials so that they can be repaired, repurposed, upcycled and reused. Any costs will be recovered from savings in waste disposal cost, generating income from the materials and added social value.

In the short term the council develops a re-use facility to enable suitable items and materials to be diverted from waste (see case studies below). Such initiatives will very likely support the council's objectives and indicators being considered as part of its **corporate social value framework**.

**The council should adopt a target to increase the current levels of reuse of 20 tonnes per annum to 500 tonnes per annum by 2025**

## Case Study 1 – Reuse in Leicestershire, Leicester and Rutland



### Laying the foundations to double re-use

How research provided the catalyst for a new approach to re-use in Leicestershire, Leicester City and Rutland

**Three neighbouring local authorities – Leicestershire County Council, Leicester City Council and Rutland County Council – were increasingly conscious that more could be done to drive re-use in their region. Though there was some bulky waste re-use taking place, via a number of routes, no-one was certain how much waste was being diverted from landfill, nor how much more could be diverted.**

**WRAP support helped answer these questions. Detailed research identified that over 1,390 tonnes of bulky items were being diverted into re-use by local furniture re-use organisations – but also that there was potential to almost double this in four years. With this target in mind, the local authorities, working with the third sector and waste contractors, agreed an action plan to achieve that level of re-use. The first actions in this plan took place in Summer 2013.**

*"The process of developing the Re-use Action Plan has been invaluable in bringing together the different stakeholders required to increase re-use and develop a more sustainable re-use sector. It will provide a road map for how we can all work together."*

James O'Brien, Team Manager - Programme Co-ordination,  
Leicestershire County Council

#### At a glance

- Quantified current levels of re-use across the region
- Identified potential to double the volume diverted from landfill
- Delivered a comprehensive action plan involving all parties – local authorities, private sector, third sector
- Advised local furniture re-use organisations on how to increase their capacity
- Established a local re-use network, which has now been appointed to supply re-usable items to the Leicestershire Welfare Provision service (Social Fund)
- Working towards setting up a WEEE repair facility



**The three local authorities hope to nearly double re-use from ca. 1390 tonnes to ca. 2600 tonnes by 2017/18.**

## Case Study 2 – Reuse in Surrey



# Increasing re-use by combining resources

How the Surrey Reuse Network enables its members to make a bigger impact on waste than they could do alone

Since receiving the backing of Surrey County Council as part of its resource-led waste strategy, the Surrey Reuse Network has gone from strength to strength.

As a co-ordinated network, it is able to share resources and win large-scale local authority contracts for bulky waste collection. It is also now the primary supplier of goods to Surrey's Local Assistance Scheme (LAS), the new crisis fund for people in real hardship, and making a sizeable contribution to the Council's target of diverting 2,000 tonnes of furniture and white goods from landfill through re-use in the community.

Each of the individual Furniture Re-use Organisations (FROs) involved has seen their own returns increase, meaning they can help more people in need.

*"After three years, the SRN has achieved more than we expected. Some members have doubled their incomes, increased tonnages and significantly increased the number of people they assist."*

Alex Green, Social Purpose Group. Interim Manager of the SRN

### At a glance

- Formally established in 2010; now a registered charity and company limited by guarantee
- Currently diverting ca.600 tonnes of furniture from landfill each year – up 22% in 2012-13 compared to 2011-12
- By combining resources, the FROs have been able to set up a single 0800 number and online booking system for collections, run joint communications campaigns and win local authority contracts
- Re-use shop leased to SRN achieved turnover of £30k+ in first six months
- Assisting over 5,000 low-income households, and offering volunteering/ work-based training opportunities to 400 people a year
- Benefited from invest to save approach from Surrey County Council



### 4.2.4. Environmental Objectives

Waste management activities are a significant contributor to carbon emissions, Zero Waste Scotland believe this contribution is 15% of Scotland's total carbon emissions.

The service relies on large HGV vehicles to provide the service. Given the quantity of waste to be collected there are no real alternatives to HGV vehicles to facilitate the collection and movement of waste. However we can limit the impact of these large vehicle movements through a range of measures such as:

- Ensuring waste and recycling collection rounds are optimised
- Using in cab technology and round management systems to assist crews in reducing missed collections and helping to plan routes.
- Exploring the use of and incorporating alternative fuel vehicles such as electric and hydrogen fuel cell into the fleet where practical, for example by using smaller alternative fuel vehicles in difficult to access areas.

With waste treatment and disposal we should encourage local re-processing, to accept, re-use, recycle and treat materials more locally. We should also make sure that those accepting and processing waste on our behalf are doing so without risking any environmental harm, including where waste is sent overseas.

- **Reduce carbon emissions and environmental impact of the council's waste management service**
  - Encourage local options for treatment of waste to reduce impact of transporting waste long distances and create opportunities for using materials closer to the place of production



- Minimise impact of council waste management service on pollution, ensuring strict adherence to environmental compliance through contractual conditions monitoring and enforcement.
- Identify and tackle waste crime to deter fly-tipping, littering and encourage legal compliance
- Ensure that strict measures to minimise potential threats to the environment are in place with any arrangements for handling materials collected through the waste management service (e.g. contract conditions). Compliance with these conditions is monitored and enforced by council monitoring and enforcement teams.
- Ensure that anyone accepting our waste provides a full audit trail of where materials are sent for final processing doing all we can to ensure that our waste is not causing harm once out of the council's control.

## Recommendation 8

**The council will research and seek to develop and continually improve services to minimise carbon emissions and other environmental impacts of the waste management service.**

The best data available suggests that avoiding the production of goods and materials from raw materials is the best way to avoid carbon emissions. The Waste-TFG believe the best way we can support global and our own ambitions to reduce the impacts of carbon emission is to reduce waste and discourage the consumption of goods and materials **and thus avoid the damaging need for production.**

We should also explore and seek to provide our waste management services in the most efficient ways possible that reduce our carbon emissions. This can include making sure our waste collection rounds are optimised to minimise fuel use, using alternative fuels for our waste fleets and investing in renewable power sources at waste treatment facilities.

We will work collaboratively with those engaged in work to meet our target of NET zero emissions by 2030 to identify, measure and consider way to reduce the impact of waste management activities. This includes the Energy and Active travel Team, Climate and Ecological Emergency steering group, and Climate Change Task and Finish Group.

**The council should measure existing carbon emissions from both operational and embedded sources (e.g. from sale and transport of recyclables) of the service and adopt an achievable target to reduce them.**

### 4.2.5. Social Value Objectives

The waste management service has many opportunities for providing added social value. The waste service is multi-disciplinary in nature encompassing, logistics, facility management, engineering design, materials handling, staff management, IT systems and more. There is a wealth of learning and career opportunities it can offer including HGV drivers, staff management, ICT and data handling, financial management, operation and maintenance, construction and engineering.

It is important, and a requirement for the council to consider how to provide social benefits through the service it provides. The Waste-TFG consider the waste management service can provide many opportunities for social value, these include:

- Ensuring good access to our service for vulnerable and disadvantaged people. Considering the needs of those who may struggle to participate in waste and recycling services.

- Making materials available to people and organisations that help to bring about positive social value outcomes (for example through community re-use projects)
- Provide learning and career opportunities for young and vulnerable people through offering apprenticeship and training positions.
- Provide specific support to care leavers to help find a route to work, with information, guidance and opportunities.
- Work with care providers to raise waste awareness of resource management issues with young people to encourage them to participate in recycling schemes in adult life.
- Supporting waste and resource organisations that help vulnerable people (such as social enterprises)
- Providing education services to schools
- Developing syllabus with NMITE to stimulate ideas, initiatives and provide skills to support the local resource and waste management sector.

The council is currently considering objectives and indicators to include within its [corporate social value framework](#). It is currently a requirement to consider how social value can be provided and enhanced through public procurement regulations. However the council will need to ensure that any future service meets, or better exceeds, any objectives set out in the developing corporate social value framework.

The Waste-TFG consider the following objectives are important to help provide added social value in future:

- Establish apprenticeship and trainee schemes to encourage people into jobs across the waste management service areas.
- Support community recycling and/or reuse social enterprises that support vulnerable people
- Develop education programmes with educational establishments, schools, colleges and NMITE to incorporate resource and waste management into the syllabus at all stages of a young person’s development, and to encourage new generations to consider careers in resource and waste management.
- Support a community larder “too good to go” with local food businesses for food nearing its perishable date.

## Recommendation 9

**Ensure the service contributes meets or exceeds the objectives set out in the council’s developing Corporate Social Value Framework.**

The Waste-TFG have identified many opportunities for how the waste management service can contribute to providing social value through a range of initiatives to a wide range of people and communities.

**Recommendation 7** highlights the many opportunities provided through re-use initiatives, but there exists further opportunities across the service (note case study on Llanfoist).

To support both the social objectives and benefit the ongoing delivery of the service an apprenticeship or trainee scheme could help encourage people to choose a career in waste. Amongst other things this could help tackle a national shortage of HGV drivers.

The council should provide an apprenticeship and/or training scheme within its waste management service to provide young people an opportunity and career route into the waste management service. Key service providers will be required to provide trainee/apprenticeship schemes to provide opportunities for people to learn skills to fill key job roles such as HGV drivers.

## **WASTE-TFG CASE STUDY**

### **Llanfoist Reuse and Education Centre (Monmouthshire County Council)**

Prior to the outbreak of COVID-19 and restrictions the Waste-TFG had planned a visit to see the reuse service provided by Monmouthshire County Council at its Llanfoist Household Waste Recycling Centre near Abergavenny.

Cllr Swinglehurst took an opportunity to see the facility in August and reported back to the group on how it worked and the benefits of the service.

#### **REUSE SHOP**

Monmouthshire opened a reuse shop in June 2019. Re-purposing an old site office and re-locating it at the Household Waste Recycling Centre. The shop has been provided as part of Monmouthshire's commitment to tackle climate change.

Members of the public bring things to the site and staff/volunteers actively intercept at the recycling centre. Staff working at the recycling centre are trained to maximise reuse and are able to buy at a discount from the reuse side so there is incentive for them to extract items. The reuse site is split between outdoors (crochery, garden things, waterproof stuff) and a medium size shed (indoor things, pictures, trinkets, some furniture, textiles).

The shop is only open 1 day a week (on a day when the recycling centre is closed). Visitors can buy items for just a few pounds, on average it re-uses 1.5 tonnes of material each month and makes an average of £600 each day it is open. Profit is donated to tree planting schemes across Monmouthshire.

#### **HOMEMAKERS**

A bulky collection and house clearance service is operated by a charity in association with the council. Household goods are collected for a charge (£180 for a van sized house clearance) and then sorted into reusable items (for sale or distribution), recycling (such as scrap metal) and waste. Small items are sold on eBay, high value furniture is sold (similarly to St Michaels Hospice) but serviceable low value furniture and appliances are made available to disadvantaged and vulnerable people for a nominal fee of £5 and even delivered.

#### **EDUCATION CENTRE**

Llanfoist also has an education centre that works with schools not only educating the young about the impact of waste on the environment but also showing them that Monmouthshire Council are doing something about it. Any schools, including those in Herefordshire are welcome at this facility.

#### **Conclusions:**

- This service has been simple to set up and is low cost to run, volunteers, charities are encouraged to get involved and it achieves positive outcomes for the council in terms of cost, environmental impact and social value.
- A business case should be drawn up as a matter of urgency with the view to providing a similar service in Herefordshire. This should be managed by the council to seamlessly combine all elements of the service to provide social, environmental and economic benefits. It can link into council social services supporting those going into care as well providing vulnerable people the means to source basic household items.
- To minimise costs use should be made of redundant but serviceable portable classrooms, containers and offices when they become available rather than paying substantial costs for them to be removed from premises when they are no longer required.

## 4.2.6. Economic Objectives

The view of the Waste-TFG is that the council needs to do more to support businesses and other organisations with their waste. Herefordshire has a diverse range of businesses with a varying degree of needs in respect of the waste we produce.

Providing an increased range of commercial waste and recycling services, including commercial recycling centres, will help support businesses in Herefordshire and our wider economy. The council should seek to recover the full cost of providing these services through customer charges but minimise its own costs and thus the charges made.

- **Provide commercial waste and recycling services to non-households (businesses, charities and non-profit making organisations) to support our economic development.**
  - Provide the same recycling and reuse opportunities to businesses as households.
  - Provide commercial recycling centres (at at our larger sites in Hereford and Leominster) to provide a place where businesses may take their waste, particularly where a commercial collection may not be appropriate.
  - Focus on small and medium sized enterprises, who may struggle more than large businesses to source and fund appropriate waste management services
  - Recover the cost of providing non-household services as described and permitted by relevant legislation.

### Recommendation 10

**The council should provide the same opportunities for non-household waste as it does for household waste. The same materials will be collected for recycling and commercial recycling centres will be provided. The council will recover costs as described and permitted by relevant legislation.**

The Waste-TFG believe the council should provide services that are accessible, user friendly and flexible to meet the varied needs of businesses and other non-household entities in Herefordshire. Providing cost effective solutions will help improve compliance, reducing waste crime and the cost of dealing with it.

**The council should adopt a target to provide at least one commercial recycling centre by 2025.**

The Waste-TFG highlight the scale and significance of the decision that needs to be made in how this service is provided. This decision is conservatively valued at £150m based on current rates over a 10 year service period. The options assessment (detailed later in the report) indicates we should expect costs per household between £160 and £180 per household for providing this service (based on current rates and provision of a free garden waste collection service). The comparison Table 3 supports this assessment with rates of between £100 and £180 per household and an average of £150 per household, with most council's offering a chargeable instead of free garden waste collection service.

However the reader should note that there remain considerable variation between councils in the cost of providing the waste management services. To ensure we provide value for money the council must ensure it explores and considers its options carefully and acts adopts best practice solutions that are cost effective and preferably tried and tested elsewhere.

- **Provide value for money to the taxpayer**

- Investigate and understand best practice elsewhere to ensure our services deliver the best balance of quality, cost and performance.
- Carry out detailed financial assessments of service choices (e.g. different collection methods) and delivery options (e.g. in house, external provide, partnership) to inform decision making and avoid bias.
- Provide resource for to support the waste management service to plan and commission these services within a reasonable timeframe to deliver cost effective services for the council its residents and businesses.

## **Recommendation 11**

**The council will ensure it provides value for money to the taxpayer by undertaking a detailed business case on preferred service options as part of any commissioning process encompassing the best approach to achieve cost effective services that provide value for money to the taxpayer**

With a decision of a value in the region of £150m the Waste-TFG believe that a well thought through and considered approach is more likely to result in not only better quality, but also better value for money. We must ensure that our services reflect both best practice and best value through understanding and assessing our option, undertaking a business case and through comparison with services provided by other Local Authorities.

The council should periodically benchmark their waste management service to compare costs and performance with other councils providing similar services as well as those we aspire to provide. This will indicate if service costs are reasonable or not.

### 4.3. Service Options

Our existing arrangements to provide our waste management service expire at the end of 2023/start of 2024. With changes to government policy expected to be introduced from 2023. In order to meet future requirements change will be required.

At the time of writing this report the council has a little over three years to plan, design and implement new services which comply with the council's statutory obligations.

The challenge for Herefordshire Council is that although the Resource and Waste Strategy 2018 and the Environment Bill provide a vision for what will be expected in future detail on specific requirements is not yet clear. The lack of detail creates uncertainty for local authorities who in designing service will need to ensure that they are compliant with evolving policy and any legal obligations.

✓ What we do know is that:

- We will be expected to provide a weekly food waste collection service for every household and offer this as a commercial service to businesses.
- We will be required to collect garden waste separately
- The government's preferred approach is that we collect different recyclables separately to increase their quality
- The governments preferred approach is that no waste stream is collected less than every fortnight
- There is likely to be income arising from Extended Producer Responsibility Schemes (EPRS) requiring packaging producers to fund the costs of dealing with packaging waste
- There will be deposit return schemes for all drinks containers up to 3 litres.
- We should expect any additional NET costs of service provision to be met with government funding
- Our current services expire at the end of 2023 and we MUST have services in place to replace them.

✗ What we don't know is:

- Whether or not we will be allowed to make a charge for garden waste collection or if it will be free to households
- How much flexibility there will be on collecting separate recyclable materials (as currently exists)
- Whether there will be flexibility on frequency of collection for different waste streams
- What income to local authorities will be generated through EPRS and how it will be paid
- What the impact of deposit return schemes will be, particularly in loss of high value recycling income to local authorities
- How the government will fund NET costs (capital grants, revenue funding, funding of transition costs, etc.)
- When exactly it will be required to provide new services (legislation will usually include a transition period)
- Our social value objectives (being developed in the Corporate Social value Framework)

**Ensuring flexibility throughout the design and commissioning of the service is going to be essential to react to developing policy** and as further clarity on requirements becomes evident. Engaging with government, through both Defra and local authority networks will be essential to gain intelligence and review plans to as necessary.



What is clear is that policy changes are going to have the greatest impact on waste collection services. Practically it is difficult to consider what changes to the waste disposal service are required without first understanding what materials you are collecting and how. Furthermore no significant changes to Household Recycling Centres (HRC) are considered in the RWS 2018. As such this report focuses on changes to the collection service (as does the RWS 2018).

## Recommendation 12

**The council will ensure flexibility during the design and provision of the service so that changes can be more easily made to accommodate requirements.**

The Waste-TFG recognise that we are yet to receive specific details on the future policy. **This presents a risk that the council could design a service which is not compliant** with our statutory requirements. To mitigate this risk the council must be able to modify its approach during the design phase to ensure compliance with policy and legislative requirements.

In designing our service we must also make sure we do not restrict flexibility. This can be achieved by ensuring a holistic approach to service design where waste treatment and disposal services flex to the needs of the waste collection service. This could include avoiding long contracts that restrict the council to any particular approach for an extended period of time.

The Waste-TFG are also keen to explore introducing changes gradually over time to give residents and business customers time to adjust to new services. This may be also be beneficial to align service provision with promised government funding to support the delivery of the service.

### 4.3.1. Waste Collection Options

The government in developing their RWS 2018 considered three different options for providing waste collection services, these are summarised in Table 6. Although there are innumerable alternatives and service combinations for providing waste collection services, these options represent three distinct approaches that are often used to distinguish the style of waste collection provided by local authorities in the UK.

<b>Scheme 1</b> Kerbside Sort Recycling	<b>Scheme 2</b> Two Stream Recycling	<b>Scheme 3</b> Comingled Recycling
<b>Recycling:</b> <i>Materials are presented weekly for collection in three streams and separated into four compartments on the vehicle</i> <b>Residual Waste:</b> <i>Collected fortnightly from a wheeled bin</i> <b>Food Waste:</b> <i>Collected weekly on same vehicle as recycling</i> <b>Garden Waste:</b> <i>Collected fortnightly from a wheeled bin</i>	<b>Recycling:</b> <i>Materials are presented for collection in two streams both collected fortnightly</i> <b>Residual Waste:</b> <i>Collected fortnightly from a wheeled bin</i> <b>Food Waste:</b> <i>Collected weekly by separate vehicle</i> <b>Garden Waste:</b> <i>Collected fortnightly from a wheeled bin</i>	<b>Recycling:</b> <i>Materials presented mixed together in one stream (co-mingled) collected fortnightly</i> <b>Residual Waste:</b> <i>Collected fortnightly from a wheeled bin</i> <b>Food Waste:</b> <i>Collected weekly by separate vehicle</i> <b>Garden Waste:</b> <i>Collected fortnightly from a wheeled bin</i>

Table 6 Waste collection options considered in the Resource and Waste Strategy 2018

To consider Herefordshire Council's options the Waste-TFG have considered three similar approaches to those in the RWS 2018.

The RWS 2018 options were reviewed and adjusted by current waste collection operatives, drivers and managers to factor local knowledge, experience and expertise. These adjustments

reflected practical considerations from those providing the service to provide more flexible, reliable and cost effective solutions. Two main adjustments were made:

**1. Weekly collection of food by separate vehicle assumed for all three options.**

The RWS 2018 assumed food waste would be collected alongside weekly recycling in its Scheme 1 (Kerbside Sort). Our waste collection staff do not believe this method to be practical as it would require vehicles with 5 compartments, long collection times per property and low payloads. Inevitably one compartment will fill faster than others requiring the vehicle to empty its load when others compartments are only partially filled. Scheme 1 also assumes the disposal point for each material is the same which is rarely the case if co-collecting dry recycling with food waste.

A collection by separate vehicle will be more efficient with quicker collection, full loads and ability to use any disposal point. The benefit of being able to bolt on at a later date or more easily terminate this service means it provides much greater flexibility.

**2. Alternate Three Weekly Collection (ATWC) with two stream recycling assumed for Option 2.**

This option explores the impact of restricting residual capacity further. This has been proven to encourage greater participation and performance in recycling and food waste collection services. It should also be noted that with provision of a weekly food waste collection the **amount of residual waste will reduce**. The choice to combine with two stream recycling was from discussions with waste collection staff who were keen to be able to utilise single compartment refuse collection vehicles (RCVs). In this option the same vehicles can be used to collect three different streams of waste:

- Week 1: Paper and Cardboard
- Week 2: Plastic containers, tins, cans, glass bottles & jars
- Week 3: Residual Waste

This permits greater flexibility and delivers efficiencies by reducing the number of vehicles needed to carry out the service. A similar service has recently been adopted in Aberdeenshire.

Following these discussion the final options were provided to a consultant to undertake a waste collection options assessment, the options are described in Table 7. The options include both the costs of collecting recycling and waste as well as the anticipated treatment and disposal costs. They exclude costs associated with the provision of the Household Recycling Centre service as no significant policy changes are expected for this service (an estimate of these costs is included to allow comparison with other council services in Table 3).














	<i>Option 1</i> Comingled Recycling	<i>Option 2</i> Two Stream Recycling	<i>Option 3</i> Kerbside Sort Recycling
What bin lorries could look like...			
<b>General (Residual) Collection</b>	Fortnightly Collection	Three Weekly Collection	Fortnightly Collection
<b>Recycling Collection</b>	Materials presented mixed together in one stream (comingled) collected fortnightly	Materials are presented for collection in two streams each collected every three weeks (alternating on the third week with residual)	Materials are presented weekly for collection in three streams and separated into four compartments on the vehicle
<b>Food Waste</b>	Weekly collection by separate vehicle	Weekly collection by separate vehicle	Weekly collection by separate vehicle
<b>Garden Waste</b>	Fortnightly Collection by separate vehicle	Fortnightly Collection by separate vehicle	Fortnightly Collection by separate vehicle
<b>No. Containers per Household</b>	4+1 (kitchen caddy)	5+1 (kitchen caddy)	6+1 (kitchen caddy)
<b>What Collection Schedule could look like</b>	Week 1		
	Week 2		
	Week 3		
	Week 4		

Table 7 Herefordshire Waste Collection Options, assessed in 2019

The relative resource requirements, performance and cost of each option was assessed by our consultant to help inform the council's service decisions. A summary of the resource requirements, cost and performance output of the assessment is provided in Table 8.

It should be noted that excluding the Household Recycling Centre (HRC) service from the assessment means that costs cannot be directly compared to other council services in Table 3. Based on previous assessments the cost of providing the HRC service should be in the region of £2m per annum. A more pessimistic value of £2.5 million per annum has been used to estimate the cost per household including HRC costs. This allows a representative comparison with costs of services elsewhere listed in Table 3. It should be noted that our assessments result in costs at the high end of those of services provided elsewhere, it should provide confidence that the assessment is both realistic and achievable (based on current rates).

		<i>Option 1</i> Comingled Recycling	<i>Option 2</i> Two Stream	<i>Option 3</i> Kerbside Sort
<b>SECTION 1 – Resource Requirements</b>				
Number of vehicles and operational staff needed to provide the service				
<b>Fleet Requirement</b>	Residual	19	18	9
	Recycling			25
	Food Waste	21	22	21
	Garden Waste	8	8	8
	<b>TOTAL</b>	<b>48</b>	<b>48</b>	<b>63</b>
<b>Drivers and Loaders</b>		126	127	174
<b>SECTION 2 – Performance of household recycling and residual collection</b>				
Expected household waste arising and performance				
Residual		24,401	20,987	26,193
Recycling		16,756	18,132	16,756
Food		5,311	7,085	5,311
Garden		16,387	16,387	16,387
Contamination		3,211	3,475	1,420
<b>Total Collected</b>		<b>66,066</b>	<b>66,066</b>	<b>66,067</b>
Dry Recycling Rate		25%	27%	25%
<b>Recycling Rate</b>		<b>58%</b>	<b>63%</b>	<b>58%</b>
<b>SECTION 3 – Costs for recycling and residual waste collection and treatment</b>				
Operational costs for recycling and residual waste are presented so the costs of continuing the existing Comingled Recycling (AWC) service (column 1) can be compared to alternative options of Two Stream (ATWC) or Kerbside Sort. Costs of food waste and garden waste are excluded and separately illustrated.				
Residual Waste Collection		£2,078,705	£1,458,007	£2,078,787
Recycling Collection		£2,078,705	£2,877,545	£4,078,736
<b>SUB TOTAL</b>		<b>£4,157,410</b>	<b>£4,335,552</b>	<b>£6,157,523</b>
Residual Treatment Cost		£2,398,617	£2,063,052	£2,574,790
Recycling Cost		£368,628	-£76,000	-£1,084,428
Storage and Transfer		£219,992	£219,992	£226,264
Waste Transport		£188,564	£187,774	£193,941
<b>SUB TOTAL</b>		<b>£3,175,801</b>	<b>£2,394,818</b>	<b>£1,910,567</b>
<b>TOTAL</b>		<b>£7,333,211</b>	<b>£6,729,448</b>	<b>£8,068,090</b>
<b>SECTION 4 – Costs for food waste and garden waste collection and treatment</b>				
Operational costs of storing, transfer, recycling, treatment and disposal of food and garden waste collected. This is separately illustrated as these represent new services the council does not currently provide, thus they represent the greatest impact on additional cost and improved performance.				
Note: The option of supplying caddy liners has been excluded.				
Food Waste Collection		£2,058,219	£2,146,613	£2,058,219
Garden Waste Collection		£1,684,144	£1,684,144	£1,684,144
<b>SUB TOTAL</b>		<b>£3,742,363</b>	<b>£3,830,757</b>	<b>£3,742,363</b>
Food Treatment Cost		£138,086	£184,210	£138,086
Garden Treatment Cost		£309,950	£309,950	£309,950
<b>SUB TOTAL</b>		<b>£448,036</b>	<b>£494,160</b>	<b>£448,036</b>
<b>TOTAL FOOD &amp; GARDEN</b>		<b>£4,190,399</b>	<b>£4,324,917</b>	<b>£4,190,399</b>
<b>SECTION 5 – Total Service costs for collection and respective treatment of wastes collected.</b>				
Total operational costs for providing the household recycling and waste collection service and associated storage, transfer, transport and treatment. Cost per household is provided for comparison with Table 3. Cost per household + £3m (for HRC and management costs is also provided to allow more direct comparison)				
<b>TOTAL SERVICE COSTS</b>		<b>£11,523,610</b>	<b>£11,054,365</b>	<b>£12,258,489</b>
<b>Cost per Household</b>		<b>£137</b>	<b>£131</b>	<b>£145</b>
<i>Per Household (including HRCs)</i>		<i>£172</i>	<i>£167</i>	<i>£181</i>

Table 8 Analysis of waste collection service options cost and performance

## Analysis of Waste Collection Options:

The consultant's report (*Waste Options Assessment 2019*), provided as an appendix to this report, provides further detail and analysis on the relative resource requirements, performance and cost of the different options. However to help best understand the key features and differences between the three options and the reasons for them are summarised in Table 9.

Key Features & Differences	<i>Option 1</i> Comingled Recycling	<i>Option 2</i> Two Stream Recycling	<i>Option 3</i> Kerbside Sort Recycling
<b>Collection Methodology</b>	<ul style="list-style-type: none"> <li>Option 1 represents an “as is” service with additional service for the collection of food waste and garden waste bolted on.</li> <li>Fleet size minimised through collecting the least number of waste streams</li> <li>Least change for householders</li> </ul>	<ul style="list-style-type: none"> <li>Option 2 represents a modification of the existing service where the current collection frequency is extended from every two weeks to three weeks to allow for an additional waste stream to be collected on the third week. Additional services for the collection of food waste and garden waste are bolted on</li> <li>Fleet size minimised by reducing collection frequency</li> </ul>	<ul style="list-style-type: none"> <li>Option 3 represents a fundamental change in how recycling is collected utilising different recycling collection vehicles (kerbsiders) to allow for the separate collection of multi materials from each household.</li> <li>Large fleet required due to number of waste streams and reduced capacity of each vehicle</li> <li>Greatest change for householders</li> </ul>
<b>Recycling</b>	<ul style="list-style-type: none"> <li>Residents provided with one bin to put all their recycling in, no separation is required.</li> <li>Recycling is presented on the same day every two weeks (same day as general waste on the alternate weeks)</li> <li>Unavoidable cross contamination from mixing with other materials (e.g. glass shards, plastic and paper fragments, container residues, etc.)</li> <li>Avoidable contamination from user accidentally or deliberately putting in waste that are not accepted.</li> <li>Volatile cost of Materials Recovery Facility gate fees, due to volatile markets for recyclable materials</li> <li>Restricted markets for poorer quality materials</li> </ul>	<ul style="list-style-type: none"> <li>Residents provided with two bins. One for paper and card the other for glass containers, plastic containers, tins and cans.</li> <li>One recycling bin is presented one week, the other the next and residual waste the third.</li> <li>Residents are provided with more recycling capacity (two bins collected in a three week period instead of one every two weeks)</li> <li>Unavoidable cross contamination is reduced</li> <li>Avoidable contamination may not be reduced</li> <li>Volatile markets for recyclable materials</li> <li>More sustainable markets due to moderate improvement in quality.</li> </ul>	<ul style="list-style-type: none"> <li>Residents provided with three boxes collected weekly. One for paper and card, one for glass bottles and jars the other for plastics and cans.</li> <li>Residents are provided with the most recycling capacity of all options</li> <li>Cross contamination is minimal</li> <li>Further inspection and sorting by recycling crews eliminates obvious contamination</li> <li>Minimal further sorting and separation required</li> <li>Volatile markets for recyclable materials</li> <li>Most sustainable markets due to better quality materials</li> </ul>
<b>Food Waste</b>	<ul style="list-style-type: none"> <li>Residents provided with a small kitchen caddy, and a larger caddy for presenting each week.</li> <li>Getting people to participate in service can be difficult</li> <li>Relatively low yields mean high cost of collection</li> </ul>	<ul style="list-style-type: none"> <li>Residents provided with a small kitchen caddy, and a larger caddy for presenting each week.</li> <li>People encouraged to participate by restricting residual capacity</li> <li>Relatively low yields mean high cost of collection</li> </ul>	<ul style="list-style-type: none"> <li>Residents provided with a small kitchen caddy, and a larger caddy for presenting each week.</li> <li>Getting people to participate in service can be difficult</li> <li>Relatively low yields mean high cost of collection</li> </ul>

Table 9 Key features of each option

Table 10 provides a qualitative assessment to illustrate the strengths and weaknesses of each option. This highlights how each option best fulfils the outcomes (priorities and objectives) desired by the Waste-TFG and other key criteria.

Criteria		<i>Option 1</i> Comingled Recycling	<i>Option 2</i> Two Stream Recycling	<i>Option 3</i> Kerbside Sort Recycling
Our Priorities	<b>Treating Waste as a Resource</b>	Material collected are the lowest quality of the options presented. Materials must be sent to a comingled MRF for further sorting and separation with more limited market options.	Improved quality due to further separation into two streams. Greater capacity and flexibility to change materials accepted for recycling. Less complex sorting requirements and greater market opportunities.	Best quality material due to separation at kerbside and ability of crews to reject materials. Least sorting requirement and greatest market opportunities with the potential to stimulate local re-processing.
	<b>Prioritising Public Acceptance</b>	Simplest service for the resident, one bin for all recyclable materials.	Requirement to store another bin and separate recycling into two streams	High degree of separation and effort of resident required. Storage of three boxes
	<b>Maximising Reuse Opportunities</b>	Limited options for further waste streams to be accepted as number of materials to be sorted out is high.	Twin stream increases opportunities for additional materials to be introduced in either recycling bin.	Multi stream provides best opportunity for additional materials to be collected as crews are able to sort at kerbside (e.g. batteries, WEEE, textiles, spectacles).
Our Objectives	<b>Environmental (Vehicles)</b>	Fleet size minimized, less transport impact and carbon emissions.	Fleet size minimized, less transport impact and carbon emissions	Most vehicles greatest carbon emissions and transport impact.
	<b>Environmental (Resource)</b>	Relative poor quality of recycling materials not in use for as long.	Improved material quality and quantity.	Best quality recycling keeping materials in use longer.
	<b>Social Value Objectives</b>	Improved opportunities for employment, training and skills.	Improved opportunities for employment, training and skills.	Most opportunities for employment, training and skills. More opportunities for local reprocessing and reuse
	<b>Economic Objectives</b>	Moderate cost of service to council	Lowest cost service to council	Highest costs service to council
Other Criteria	<b>Legal Compliance (Frequency of collection)</b>	Fortnightly collection	Three weekly frequency of collection presents risk of non-compliance	Governments preferred option very likely to be compliant.
	<b>Legal Compliance (Recycling Quality)</b>	Does not meet requirement to improve recycling quality	Improves recycling quality	Governments preferred option very likely to be compliant.
	<b>Practical Service Delivery</b>	Least change required and best understood. Utilises current vehicle types and design. Use of wheeled bins means waste is stored safely and required minimal manual handling on collection.	Some change required. Utilises current vehicle types and design. Use of wheeled bins means waste is stored safely and required minimal manual handling on collection. Moderate increased number of bins. More complex collection schedule.	Introduces multiple boxes creating storage, collection and manual handling difficulties. Collection times will be increased requiring more staff and vehicles to service. High demand for and cost if replacement boxes Multi compartment approach likely to result in some compartments filling up quicker than others.
	<b>Flexibility of Service</b>	Once procured it will be difficult to make changes to the type and number of vehicles without incurring significant additional cost. New materials may be added for recycling but this may be restricted by treatment/sorting methodology.	Once procured it will be difficult to make changes to the type and number of vehicles without incurring significant additional cost. New materials may be added for recycling but this may be restricted by treatment/sorting methodology.	Once procured it will be difficult to make changes to the type and number of vehicles without incurring significant additional cost. The range of materials accepted for recycling may more easily be altered due to the number of containers and ability of collection crews to sort materials at kerbside. Often kerbside vehicles can be reconfigured

Table 10. Qualitative analysis of options against key criteria

## In summary:

**Option 1** represents an “as is” service with a food waste and garden waste collection bolted on. It is most favourable in terms that it requires the least change for both our residents, operational staff and the council. However it is most disadvantageous in terms of resource management due to the loss in quality from collecting dry recycling together in one container. This not only reduces the value of the material collected but presents a risk that markets for those materials may be difficult to source.

**Option 2** is a modification of the existing service that would allow the introduction of a second recycling wheeled bin. It is favourable in that it would allow paper and cardboard to be separated from other dry recyclable to improve the quality of both streams. Users are also encouraged to separate materials for recycling by reducing the frequency of residual collection to three weeks. Retaining wheeled bins for the collection of dry recycling means existing type vehicles can be used to provide the service. It is disadvantageous in that collection frequencies for residual waste are reduced to every three weeks but recycling is collected on the other two. The government have indicated a preference that no waste stream should be collected less frequently than every two weeks. This option would also require each household to accommodate an additional wheeled bin for the storage a second dry recyclable waste stream.

**Option 3** is the governments preferred approach. It would mean collection of the highest quality of recyclable material maximising the value of the recyclable material collected and minimise risk of loss of market. It is disadvantageous in that it will require a wholesale change to how the service is currently provided, moving from wheeled bins for recycling to a box or bag collection service. This not only requires a much larger fleet of vehicles and more staff but introduces manual handling concerns that do not currently exist with staff requiring to repeatedly bend down to lift boxes or bags for sorting and emptying.

Each option has different strengths and weaknesses. Option 2 performs best both in terms of the amount of material sent for recycling and lowest cost. Option 3 provides the highest quality recycling and is in alignment with the governments preferred option in the RWS 2018. Option 1 would require the least change and thus likely to be easier to implement and gain public acceptance.

On balance the Waste TFG believe that options 2 and 3 are best able to fulfil the priorities, objectives and recommendations outlined in this report. Both options will result in improved quality of materials for recycling, improving opportunities for treating them as a resource in line with the circular economy approach. The Waste-TFG also believe Herefordshire Council needs to be brave if it wishes to fulfil its aspirations to be a leader in tackling climate change.

### Recommendation 13

**Options 2 and 3 are progressed to public consultation with feedback and preferences used to inform the council's decision on its preferred approach. Progressing Option 1 is not recommended.**

The Waste-TFG understand that no option is without merit or risk however both option 2 and 3 best fulfil the priorities, objectives and recommendations of this report. Option 2 as the best performing option and Option 3 as the governments preferred approach in the RWS 2018.

The council should consult with residents, business users and key stakeholders to obtain their views on these two approach to providing the service. The consultation should highlight future requirements and the need to change and ask for views on how best those changes can be delivered.



The Waste-TFG feel at this stage it is critical to obtain public feedback on future approach. The consultation should be clear that change is required and explain the reasons for it to bring forward views on how best to make the changes required.

To help inform the consultation selection of preferred waste collection option and subsequent service design the Waste-TFG have highlighted a number of key requirements that should feature in any future service.

## **Recommendation 14**

**In designing a new service the council should ensure it incorporates features that will enable it to meet the objectives and recommendations detailed in this report:**

1. Design of the service enables the collection of high quality materials for recycling to ensure they are useful, valuable and in use for as long as possible to help protect natural resources in accordance with circular economy values.
2. The service is designed from the outset to be capable of meeting a 65% recycling and composting target for all the waste collection by the council.
3. Residual (general waste) capacity should be restricted in order to encourage the use of recycling and food waste collection, for example by smaller bin size or reduced collection frequency.
4. Reasonable and practical alternative collection options are provided to households where the nature of development makes it challenging to accommodate the standard collection service. For example providing different containers and or an increased frequency of collection.
5. Flexibility of service should be built in where possible, for example:
  - a. By ensuring waste treatment and disposal arrangements dovetail with those for waste collection, for instance by aligning contract periods. This will ensure that treatment and disposal arrangements do not constrain opportunities to make changes to waste collection services.
  - b. By having more flexible shorter term contractual arrangements with a range of providers to more easily flex to changes in materials collected for recycling.
6. A charge for garden waste collections should be made if permitted (to continue to encourage those residents able to do so, to compost at home).
7. The same opportunities provided for householders for recycling will be offered to commercial (trade waste) customers at a charge
8. Social value will be maximised through re-use initiatives, education and training.
9. The service will incorporate effective communications and initiatives to support provision of the service and encourage positive public behaviours to benefit the service (e.g. waste prevention, proper use of recycling services).

### 4.3.2. Household Recycling Centre Options

Around 30,000 tonnes a third of waste managed by the council is accepted at the 6 councils Household Recycling Centres (HRCs). The range of waste streams accepted for recycling encourages much higher recycling performance than through the kerbside service with all HRCs in Herefordshire recycling over 70% of the waste received.

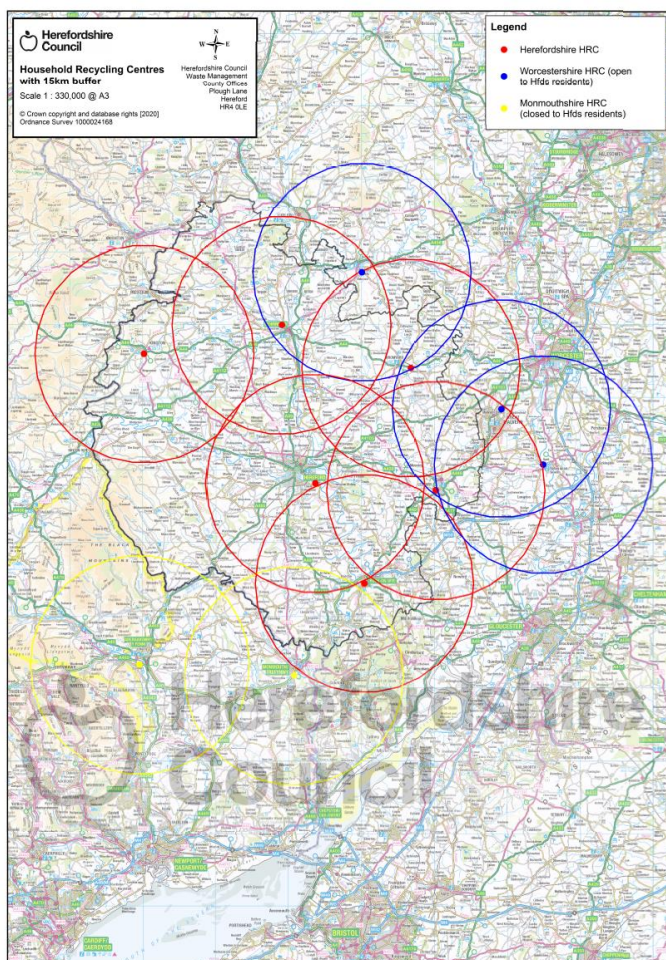


Figure 6 The Household Recycling Centre service

The service satisfies the council's duty (under s51 of the Environmental Protection Act 1990) to provide places where residents in its area may deposit their household waste.

Future policy requires few changes to the Household Recycling Centre service however the Waste-TFG recognise the importance of this service in meeting both anticipated national policy and local ambitions. The Waste-TFG have made two recommendations relating to HRC service provision that will bring about increased resource recovery but also support local business:

#### **Recommendation 7**

***The council designs new services to expand reuse opportunities through both the household collection service and the Household Recycling Centres. Existing opportunities to extract reusable materials are explored and implemented.***

#### **Recommendation 10**

***The council shall provide the same opportunities for non-household waste as it does for household waste. The same waste collection services will be provided to businesses as they are to households and commercial recycling centres will be provided. The council will recover costs as described and permitted by relevant legislation.***

Household Recycling Centres provide great opportunities for providing social value, particularly through re-use initiatives highlighted earlier in the report. We must design services so that re-use organisations are encouraged to be a part of the provision of this service. The Waste-TFG have considered that one way to achieve this would be to consider the HRC service as a separate service, potentially run in house or in partnership in a way that those involved in re-use and delivering social value are not excluded.

A further consideration of the Waste-TFG was the design and layout of these facilities. It was felt that the layout and signage of the site should be improved to encourage separation of recyclable material as much as possible and discourage disposal of useful materials to waste. The council should use the opportunity of providing new services to make these changes.

### 4.3.3. Waste Treatment and Disposal Options

Similarly to HRCs, this report does not have a focus on waste treatment and disposal options. This can only be considered once the council has determined what materials it is going to collect from households.

What is clearer in the RWS 2018, and from progress through parliament of the Environment Bill, is that weekly collection of food waste and separate collection of garden waste is very likely to be required. This requirement will facilitate the need for additional services, the council does not currently provide which will generate new waste streams requiring treatment.

#### Recommendation 15

**The council commissions a piece of work to understand what changes to its disposal service will be required to best manage the materials arising from the waste collection service options detailed in the analysis above.**

A better understanding of the changes required to existing waste treatment and disposal service will inform requirements to support the delivery of the waste collection options outlined in this report. As a priority the council should seek to understand what changes are required to:

- **Waste Transfer Stations**, to understand how best materials collected could be accepted and stored for onward transport to treatment facilities elsewhere, and what required changes to existing transfer stations would be required, and:-
- **Waste Treatment Facilities**, to understand current waste treatment methods and capacity, what waste treatment facilities are required, and if there are any opportunities for developing more effective and resource efficient solutions for dealing with the materials collected.
- A full **analysis of potential markets** for materials arising from the new service and opportunities for local processing to be commissioned alongside public consultation to inform decision on preferred approach.

The requirement for a weekly collection of food waste will generate up to 7,000 tonnes of household waste plus additional food waste from commercial collection the council will provide. This will require treatment capacity for at least 10,000 tonnes of food waste. Anaerobic digestion (AD) is the most favourable means of treating food waste highlighted by government in its RWS 2018. Although there are a number of AD facilities located in Herefordshire, these are dedicated for the treatment of agricultural waste and energy crops.



The Waste-TFG are mindful that many AD facilities were developed on the back of incentives, such as feed in tariffs, the benefit of which are likely to come to an end. The Waste-TFG are keen to investigate if there are any opportunities for any existing agricultural facilities could be converted to food waste treatment as well as wider consideration of the alternatives of developing our own AD facility or using existing facilities out of county.

### **Recommendation 16**

**An early study is undertaken to evaluate if any existing AD facilities could be utilised for the treatment of food waste in Herefordshire.**

The Waste-TFG recognise that Anaerobic Digestion facilities are likely to be required to treat food waste collected in Herefordshire. Although there are a number of options such as developing our own facility, using existing out of county facilities, the option of converting an existing agricultural facility may be advantageous.

A study engaging with existing operators would reveal if there is any appetite and possibility for this. The Waste-TFG believe this could also provide added incentives in discouraging the use of energy crops to as feedstock.

As for residual waste a zero waste to landfill policy (Recommendation 4) should be adopted. It is anticipated that any residual waste arising from the service in future will be sent and treated by Herefordshire's Energy from Waste facility it shares with Worcestershire County Council in Hartlebury, Worcestershire.

### **Recommendation 17**

**The council should seek to agree an approach with Worcestershire County Council on how their joint Energy from Waste (EFW) facility will be managed and operated to the mutual benefit of both council's on expiry or extension of existing arrangements**

Even if the council were able to meet or exceed the governments expected target of 65% recycling by 2035 there will remain a need to treat residual waste arising from Herefordshire's waste management service.

Energy from Waste (Incineration) remains the only reasonable alternative to landfill for residual waste treatment so sending waste to our own shared EFW is expected. However the Waste-TFG wish to see the plant optimised by generating heat as well as power and other options to maximise the efficiency of the facility explored and implemented where advantageous to the two councils both financially and environmentally (through reducing the impact of residual waste treatment on climate change).

Any excess tonnage capacity created from increased recycling should be sold to generate commercial revenue for the two councils.

#### 4.3.4. Management of the Service

The council's waste management team is currently comprised of 8 staff working under a head of service with responsibility for Environment, Climate Change and Waste. The team have a predominantly operational role managing contractors, dealing with service requests and managing the council trade waste, bulky waste and clinical waste collection service.

The waste collection contract is a master a servant style contract providing a service as specified by the council to provide vehicles and staff to collect waste from domestic properties and trade waste customers. The contractor has no strategic and only limited administrative responsibilities for the service.

The disposal service is a management contract where the contractor is required to make suitable arrangements for the treatment and disposal of waste delivered to it by the council. The service is managed by Worcestershire County Council on our behalf. The contractor has no strategic responsibility and has only limited administrative responsibilities for the service.

The decision the council must make on the future of this service is conservatively valued at £150m based on current rates and a 10 year contract. We currently rely on one officer with intermittent consultant support to deliver this. The Council's Waste Disposal Team Leader, who acts as the main contract officer for waste disposal and has lead on future strategy, is due to leave the council in October 2020 which presents a significant loss of knowledge at a key time.

The scale and significance of the work ahead should not be underestimated and time is now a critical factor.

#### **Recommendation 18**

##### **Waste Management Team is augmented with required staff and resource to plan, commission and implement new services and manage our new arrangements.**

The Waste-TFG consider it is essential to replace our Waste Disposal Team Leader as soon as possible and to create 3 new posts. A Waste Strategy Officer to provide support to the current post in developing the contract(s) and researching collection and disposal options. A Waste Communications Officer to lead the process of public engagement. They will need to be supported by an Administration Officer.

These new posts are required no later than 1st April 2021 and will need to be in place until at least 31st December 2025 to allow for bedding in of the redesigned waste collection services. The cost of these new posts is insignificant in terms of contract value and the financial and reputational impacts of getting this decision wrong. They will also be significantly less than the cost of bringing in consultants to bail us out at the 11th hour if we continue to rely on a single officer to deliver this.

Further resource is likely to be required to appoint legal, financial and technical advisers as required, particularly in support during any procurement. Investing in building the capability in the team will however minimise the need for expensive consultants as well build a more capable team to manage and continue to develop the service.

## 5. NEXT STEPS

The task ahead is to plan, design and implement a new waste management service. A clear plan with resourcing strategy is required to map out how the authority is going to achieve this.

Typically large scale waste management commissioning projects (to provide new services and/or waste treatment infrastructure) require a minimum of three years to complete successfully. The more time and resource an authority invests the better chance the outcome will deliver favourable outcomes in terms of quality, performance and cost.

As highlighted in **Service Management**, above, time is now a critical factor. In particular based on anticipated time required to consult and determine preferred approach the council will have around a year and a half to design its service in preparation for procuring it. With **local elections** scheduled in May 2023 the council must ensure it leaves sufficient time for service providers to mobilise (e.g. it could take a year to procure a new fleet).

A list of key tasks and suggested timings is provided in Table 11.

Target End	November 2020	March 2021	May 2021	December 2021	December 2022	Start November 2023
Length	3 Months	3 Months	2 Months	6 Months	1 Years	10 Months
Action	Considering Options	Public Consultation	Select Preferred Option(s)	Design Service and Produce Strategy	Commission / Procure Service	Mobilise and Implement
Key Tasks	Complete Strategic Review Report to General Overview and Scrutiny Report to Cabinet	Consult on key options with public and key stakeholders to inform preferred service options	Report to Cabinet to approve approach	Design service and produce strategy for how it will be delivered Report to cabinet to approve strategy Research and pilot services as required	Commission new services whether that be by procuring private service contractors or providing the service in house or a mix of the two.	Minimum 9 Month mobilisation period to enable providers to resource new service



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Table 11 Key tasks and milestones in implementing a new service

This report is a critical element of the “considering options” phase to determine what service the council’s wishes to provide in future. Following completion of this Strategic Review the recommendations within will be put to the council to inform next steps. It is anticipated that a public consultation exercise will follow to obtain service user’s (residents and businesses) and key stakeholder’s views on key service options.

The Waste-TFG is very keen to ensure that public engagement happens at an early stage and continues throughout the process of developing the service. It is hoped that this will foster a collective approach and increase awareness public acceptance of the changes that will be required.

The results of consultation will inform the council’s decision on its preferred service options to take forward into a service design and strategy development phase. Here detailed work is required to ensure the service can be delivered to meet the recommended priorities of treating waste and a resource, prioritising public acceptance and maximising re-use opportunities.

The significance and scale of the challenge ahead is huge. The findings and recommendations in this report clearly identify that the challenge cannot be ignored or delayed further. To do so will place an essential and critical council service at risk. To ensure the council stands a chance of having a new service in place on expiry of existing arrangements adequate resources must be allocated to the Waste Management Team. Initially this should support carrying out a public consultation exercise and commence the planning and design of new services.

## 6. SUMMARY OF FINDINGS AND RECOMMENDATIONS

This report conveys the findings and recommendations of the Waste task and Finish Group, established by the General Overview and Scrutiny Committee (GOSC) to undertake a Strategic Review of the council's Waste Management Service.

It is hoped that the findings and recommendations within can be agreed by GOSC and be presented to the executive to provide direction and inform the council's progress in responding to the challenges presented by the approaching expiry of existing arrangements and new government policy.

What is clear to the Waste-TFG is the scale of the task ahead. The Waste Management Service is a significant and essential statutory service which Herefordshire Council must provide for all its residents and offer to its businesses. It is a vital element in our everyday lives and for our economy to thrive.

The government also consider resource and waste management a priority, recently confirming its commitment to implementing equivalent measures set out in the EU circular Economy Package. This will mean a once in a generation transformation of our waste management service which we must be equipped to deal with if we want to avoid significant negative implications for the council as well as make the best of the opportunities this brings.

The council is ambitious, it wishes to bring about changes that help protect and enhance our environment, make best use of our resources to keep Herefordshire a great place to live. We now have a once in a generation opportunity to take our waste management service to a new level and meet this challenge.

*"We must be brave!"*

Next steps:

1. Report to be presented to General Overview and Scrutiny Committee on **Monday 28 September 2020**
2. Agreed findings and recommendations to be presented to Cabinet on **29 October 2020** to recommend approval and initial implementation strategy (to include initial public consultation on key service options)
3. Public consultation carried out and report on findings and recommended approach to providing new service to be presented to Cabinet in **April 2021**.

The Waste-TFG has provided a cross-party view on our future Waste Management Service options developing a balanced and pragmatic set of recommendations that will allow us to meet future requirements and our own aspirations as a council. We believe the establishment of a permanent cross party member working group would continue to benefit and support the council in meeting the challenge ahead. It can do this by:

- Aiding the development and carrying out of public consultation
- Keeping all political groups informed and included in the process
- Providing political and policy support and guidance to officers (linking with other council priorities and actions that officers may be unaware of).
- Bringing a different perspective
- Providing oversight, being a critical friend
- Identifying gaps and flagging required corrective actions

## **Recommendation 19**

**The council should maintain the Waste-TFG as a cross party member group to provide oversight and support to officers until implementation of new services in early 2024.**

A cross party member working group will help include political groups throughout the process of planning, commissioning and implementing new services. It can help provide support to officers in offering balanced views and guidance. This group should help to re-enforce the governance processes of the council to ensure that decisions are made in the best interest of the council and its residents.

## APPENDIX 1 RISKS

There are significant and potentially severe financial, practical and reputational risks associated with getting this wrong. Worst case scenario is total failure of the service and termination of high value contracts. High profile cases in Greater Manchester (Waste Disposal), Allerdale (Waste Collection) and Derby (Waste Treatment) in recent years highlight the risk. These situations tend to be acrimonious resulting in lengthy litigation and costs to both the council and service provider. Adequate resourcing to plan, design and commission services as well as informed decision making will minimise this risk.

Table 12 provides a list of key risks that currently exist. Risks should be regularly reviewed throughout the planning, commissioning and implementation phase to identify new risks and put in place appropriate measures to control them.

Key Risks	Likelihood	Severity	Implications	Mitigation
Not enough time to complete required work	Moderate	High	Not sufficient time to fully consider all key options and implications of different service choices. This will inevitably result in rushed and not fully thought through commissioning process.	Do not delay in resourcing and ensure effective decision making processes are in place. Consider a single Commissioning Manger with delegated responsibility (as advised by DEFRA in early 2018)
No strategy for commissioning new service	Moderate	High	Without a resourced strategy for putting new service in place there is no certainty that the council will be able to deliver its obligations as both Waste Collection Authority and Waste Disposal Authority in time for expiry of existing arrangements	The council does not delay to adequately resource the planning, development and commissioning of new services. Staff are recruited and resources allocated to undertake the work (Recommendation 18)
Service is not compliant with legal requirements	Low	High	Council will be in breach of statutory obligations Potential government intervention Damage to councils reputation Potential high cost to make compliant (negotiating with incumbent contractor or new service)	Ensure flexibility through the design and commissioning process to reflect that policy is still in development and legislative requirements are yet to be finalised. Engagement with government on developing policy and likely requirements Effective governance in place to take informed and timely decisions and corrective action. Option 1 is not pursued as an option.
Carbon emissions not minimised	Moderate	High	The service is a significant contributor to the county's total carbon emissions. It is likely that requirements are going to directly result in increased carbon emissions due to additional vehicles and additional waste produced from garden waste collections. No measure of current emissions or expected emissions	Indirect carbon savings from improved resource management will be achieved from preventing waste and maximising reuse and recycling. Consideration of how best to provide collections to minimise use of vehicles, introduce low carbon technologies and recover energy from residual waste are required to minimise the services impact on climate change. The carbon (climate change) The Energy and Active Travel Team provide support to measuring current emissions and assess impact of changes.
Poor Value for Money	Moderate	High	Lack of effective commissioning strategy and poor/slow decision making leads to higher service costs than expected.  Taxpayers required to fund avoidable costs meaning less funds for other council services	The council does not delay to adequately resource the planning, development and commissioning of new services. Effective governance in place to take informed and timely decisions and corrective action.

Poor Quality and Performance of the services	Moderate	High	Lack of effective commissioning strategy and poor decision making leads to poor service design, quality and performance of services, resulting public dissatisfaction. Potential dispute (if private contractor) or stress on council staff providing the service. Need to re-commission failed services is not uncommon resulting in high unplanned costs	The council does not delay to adequately resource the planning, development and commissioning of new services. Effective governance in place to take informed and timely decisions and corrective action. Strong council management team able to understand service options and take actions to bring about best outcomes for council.
Volatility of recycling markets, availability and prices	High	Moderate	Reduced income and value for money Loss of market require changes to materials accepted through recycling schemes Customer dissatisfaction and confusion Reputational damage Possible contractual disputes (e.g. if changes mean provider(s) cannot comply with conditions)	Recycling services designed to accept core materials as priority Quality of materials is prioritised to maximise market opportunities and value Flexibility to allow changes to accepted recyclable materials without incurring unreasonable costs. Decisions on any new materials to be accepted are based on a sustainable market being available and not on public/political demand.
Availability of HGV (all vehicles above 3.5t) drivers for larger fleet	Moderate	Moderate	A shortage of HGV drivers nationally could result in difficulties recruiting and retaining enough qualified staff to provide the service	Consideration of a mix of multi compartments where practical and smaller 3.5t vehicles may help reduce the requirement for HGV drivers. Support of local training programmes, internal training opportunities to encourage a greater number of qualified staff.
Health and Safety Implications of Service	Moderate	Moderate	Physical demands of service leads to poor health of waste collection and disposal operatives. Changes to services will place additional physical demands on crews particularly increased risk of repetitive strain injury from bending down to collect food waste containers and recycling boxes (where used). With a kerbside sort crews may also be required to handle materials, sorting them into different compartments on the vehicle. This will expose staff to injury from sharp materials.	Where practical we should consider use of wheeled bins for collecting both waste and recycling to minimise manual handling risks.  Include manual handling training and physiotherapy support for operational staff to reduce sickness and long term ill-effects.

Table 12 Analysis of key risks and possible mitigation



**APPENDIX 2 SUMMARY TABLE OF RECOMMENDATIONS**

No.	Recommendation	Reason for recommendation
1	The council adopts the three priorities of TREATING WASTE AS A RESOURCE, PRIORITISING PUBLIC ACCEPTANCE and MAXIMISING REUSE as corporate priorities for waste management.	Adopting these principles as part of our county plan will provide leadership and direction for future decisions. The principles highlight the need for a more efficient circular economy, using our natural resources wisely as well as council resources, whilst reflecting the need to ensure our service are accessible and user friendly. Measurement of our success in meeting these priorities will be through monitoring and reporting our recycling rate, diversion from landfill, participation rate (for recycling) and amount of waste diverted for re-use.
2	The council allocates resource to prevent waste from households, restricting residual capacity and investing in waste prevention campaigns and home & community composting initiatives.	Preventing waste will help save both residents and the council save money. Residents through food waste prevention initiatives that help people to buy only what they need and the council as it will not need to pay for the cost of collecting and treating the waste avoided. In recent years the council has been successful at reducing waste, particularly general residual household waste. This has resulted in a saving of over £500,000 per annum since 2011. In terms of resource a dedicated member of staff with a small budget to manage waste prevention initiatives and waste communications in support of the service is recommended. <b>The council should set a target to reduce the amount of non-recyclable waste from 530 kg per house per annum (19/20) to 400 kg per house per annum by 2030</b>
3	The council prioritises the quality of recyclable material to increase its value and marketability. Secondly the council continually reviews and invests in increasing the quantity of material sent for recycling.	We must ensure that the recyclable materials we collect can be treated as a resource. We should design services that will encourage better quality materials to be collected we are more likely to find outlets for them to use as a resource to turn into new products. After quality we need to consider the best approach to maximise the quantity of materials collected for recycling. We can do this be ensuring our services are accessible and easy to use but also through investigating new opportunities and technologies that make the collection and recycling of materials possible. Our service needs to remain flexible enough to be able to accommodate these opportunities. The council should adopt, as a minimum, targets to allow us to achieve the Resource and Waste Strategy 2018 objective of 65% recycling and composting by 2035: <ul style="list-style-type: none"> <li>• <b>To recycle or compost 60% of household waste by 2025</b></li> <li>• <b>To recycle or compost 60% of both household and commercial waste by 2030</b></li> <li>• <b>To recycle or compost 65% of both household and commercial waste by 2035</b></li> </ul>
4	The council adopts a zero waste to landfill policy, sending only waste that cannot be recycled or recovered. This will minimise loss of resource and minimise harmful emissions, such as carbon and leachate.	The Resource and Waste Strategy 2018 sets an ambition to eliminate food waste to landfill by 2030. It also includes a longer term target of limiting municipal waste to landfill to a maximum of 10%. In 2019/20 we sent 20% of our waste to landfill. The Waste-TFG consider that with our shared Energy from Waste Facility we should be doing better to avoid landfill. In order to consider waste as a resource only waste for which there is no other alternative should be sent to landfill <b>The council should adopt a target of no more than 1% of household waste to be sent to landfill from 2025.</b>

5	<p>The council ensures services are accessible and easy to use for all. Providing practical alternative solutions where beneficial so that all residents and business customers can reasonably access them and be encouraged to manage waste safely and in accordance with our service.</p>	<p>The Waste-TFG consider public acceptance a key factor in the design of any services we provide. We must ensure that the public are included in the process of delivering any changes to our service through effective engagement and consultation. This does not mean that only the collection method residents prefer will be adopted, but that their preferences will be taken into account, balanced with financial and environmental impacts.</p> <p>Through learning from our own experiences and those of other Local Authorities we can also consider what approaches may work best for Herefordshire residents and business customers.</p> <p>Although we may need to consider different approaches in different areas of the county (such as town centres &amp; communal developments) we want the service to be as consistent as possible from the user's perspective.</p> <p>Participation rate will be measured and monitored for different housing types and demographics to inform where use of the service could be improved and the success of those improvements measured.</p>
6	<p>The council allocates resource to provide effective communication initiatives with residents and businesses to promote proper use of the service and to help maximise waste reduction, reuse and recycling.</p>	<p>After ensuring we have an accessible and user friendly service the Waste-TFG consider that effective communication is essential to help our residents and business customers use it in the right way. Effective communication will help reduce problems relating to the provision of the service and encourage better quality and quantity of recycling, reducing cost and increasing revenue.</p>
7	<p>The council designs new services to expand reuse opportunities through both the household collection service and the Household Recycling Centres. Existing opportunities to extract reusable materials are explored and implemented.</p>	<p>The Waste-WFG believe that there are many social and commercial opportunities to be explored with reuse. A modest resource could help extract valuable materials so that they can be repaired, repurposed, upcycled and reused. Any costs will be recovered from savings in waste disposal cost, generating income from the materials and added social value.</p> <p>In the short term the council develops a re-use facility to enable suitable items and materials to be diverted from waste (see case studies below). Such initiatives will very likely support the council's objectives and indicators being considered as part of its corporate social value framework.</p> <p><b>The council should adopt a target to increase the current levels of reuse of 20 tonnes per annum to 500 tonnes per annum by 2025</b></p>
8	<p>The council will research and seek to develop and continually improve services to minimise carbon emissions and other environmental impacts of the waste management service.</p>	<p>The best data available suggests that avoiding the production of goods and materials from raw materials is the best way to avoid carbon emissions. The Waste-TFG believe the best way we can support global and our own ambitions to reduce the impacts of carbon emission is to reduce waste and discourage the consumption of goods and materials and thus avoid the damaging need for production.</p> <p>We should also explore and seek to provide our waste management services in the most efficient ways possible that reduce our carbon emissions. This can include making sure our waste collection rounds are optimised to minimise fuel use, using alternative fuels for our waste fleets and investing in renewable power sources at waste treatment facilities.</p> <p>We will work collaboratively with those engaged in work to meet our target of NET zero emissions by 2030 to identify, measure and consider way to reduce the impact of waste management activities. This includes the Energy and Active travel Team, Climate and Ecological Emergency steering group, and Climate Change Task and Finish Group.</p> <p><b>The council should measure existing carbon emissions from both operational and embedded sources (e.g. from sale and transport of recyclables) of the service and adopt an achievable target to reduce them.</b></p>

9	<p>Ensure the service contributes meets or exceeds the objectives set out in the council's developing Corporate Social Value Framework.</p>	<p>The Waste-TFG have identified many opportunities for how the waste management service can contribute to providing social value through a range of initiatives to a wide range of people and communities. Recommendation 7 highlights the many opportunities provided through re-use initiatives, but there exists further opportunities across the service.</p> <p>To support both the social objectives and benefit the ongoing delivery of the service an apprenticeship or trainee scheme could help encourage people to choose a career in waste. Amongst other things this could help tackle a national shortage of HGV drivers.</p> <p>The council should provide an apprenticeship and/or training scheme within its waste management service to provide young people an opportunity and career route into the waste management service. Key service providers will be required to provide trainee/apprenticeship schemes to provide opportunities for people to learn skills to fill key job roles such as HGV drivers.</p>
10	<p>The council should provide the same opportunities for non-household waste as it does for household waste. The same materials will be collected for recycling and commercial recycling centres will be provided. The council will recover costs as described and permitted by relevant legislation.</p>	<p>The Waste-TFG believe the council should provide services that are accessible, user friendly and flexible to meet the varied needs of businesses and other non-household entities in Herefordshire. Providing cost effective solutions will help improve compliance, reducing waste crime and the cost of dealing with it.</p> <p><b>The council should adopt a target to provide at least one commercial recycling centre by 2025.</b></p>
11	<p>The council will ensure it provides value for money to the taxpayer by undertaking a detailed business case on preferred service options as part of any commissioning process encompassing the best approach to achieve cost effective services that provide value for money to the taxpayer</p>	<p>With a decision of a value in the region of £150m the Waste-TFG believe that a well thought through and considered approach is more likely to result in not only better quality, but also better value for money. We must ensure that our services reflect both best practice and best value through understanding and assessing our option, undertaking a business case and through comparison with services provided by other Local Authorities. The council should periodically benchmark their waste management service to compare costs and performance with other councils providing similar services as well as those we aspire to provide. This will indicate if service costs are reasonable or not.</p>
12	<p>The council will ensure flexibility during the design and provision of the service so that changes can be more easily made to accommodate requirements.</p>	<p>The Waste-TFG recognise that we are yet to receive specific details on the future policy. This presents a risk that the council could design a service which is not compliant with our statutory requirements. To mitigate this risk the council must be able to modify its approach during the design phase to ensure compliance with policy and legislative requirements.</p> <p>In designing our service we must also make sure we do not restrict flexibility. This can be achieved by ensuring a holistic approach to service design where waste treatment and disposal services flex to the needs of the waste collection service. This could include avoiding long contracts that restrict the council to any particular approach for an extended period of time.</p> <p>The Waste-TFG are also keen to explore introducing changes gradually over time to give residents and business customers time to adjust to new services. This may be also be beneficial to align service provision with promised government funding to support the delivery of the service.</p>

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13	Options 2 and 3 are progressed to public consultation with feedback and preferences used to inform the council's decision on its preferred approach. Progressing Option 1 is not recommended.	<p>The Waste-TFG understand that no option is without merit or risk however both option 2 and 3 best fulfil the priorities, objectives and recommendations of this report. Option 2 as the best performing option and Option 3 as the governments preferred approach in the RWS 2018.</p> <p>The council should consult with residents, business users and key stakeholders to obtain their views on these two approach to providing the service. The consultation should highlight future requirements and the need to change and ask for views on how best those changes can be delivered.</p>
14	In designing a new service the council should ensure it incorporates features that will enable it to meet the objectives and recommended detailed in this report	<ol style="list-style-type: none"> <li>1. Design of the service enables the collection of high quality materials for recycling to ensure they are useful, valuable and in use for as long as possible to help protect natural resources in accordance with circular economy values.</li> <li>2. The service is designed from the outset to be capable of meeting a 65% recycling and composting target for all the waste collection by the council.</li> <li>3. Residual (general waste) capacity should be restricted in order to encourage the use of recycling and food waste collection, for example by smaller bin size or reduced collection frequency.</li> <li>4. Reasonable and practical alternative collection options are provided to households where the nature of development makes it challenging to accommodate the standard collection service. For example providing different containers and or an increased frequency of collection.</li> <li>5. Flexibility of service should be built in where possible, for example: <ol style="list-style-type: none"> <li>a. By ensuring waste treatment and disposal arrangements dovetail with those for waste collection, for instance by aligning contract periods. This will ensure that treatment and disposal arrangements do not constrain opportunities to make changes to waste collection services.</li> <li>b. By having more flexible shorter term contractual arrangements with a range of providers to more easily flex to changes in materials collected for recycling.</li> </ol> </li> <li>6. A charge for garden waste collections should be made if permitted (to continue to encourage those residents able to do so, to compost at home).</li> <li>7. The same opportunities provided for householders for recycling will be offered to commercial (trade waste) customers at a charge</li> <li>8. Social value will be maximised through re-use initiatives, education and training.</li> <li>9. The service will incorporate effective communications and initiatives to support provision of the service and encourage positive public behaviours to benefit the service (e.g. waste prevention, proper use of recycling services).</li> </ol>

15	The council commissions work to understand what changes to its disposal service will be required to best manage the materials arising from the waste collection service options.	<p>The council commissions a piece of work to understand what changes to its disposal service will be required to best manage the materials arising from the waste collection service options detailed in the analysis above. A better understanding of the changes required to existing waste treatment and disposal service will inform requirements to support the delivery of the waste collection options outlined in this report. As a priority the council should seek to understand what changes are required to:</p> <ul style="list-style-type: none"> <li>• Waste Transfer Stations, to understand how best materials collected could be accepted and stored for onward transport to treatment facilities elsewhere, and what required changes to existing transfer stations would be required, and:-</li> <li>• Waste Treatment Facilities, to understand current waste treatment methods and capacity, what waste treatment facilities are required, and if there are any opportunities for developing more effective and resource efficient solutions for dealing with the materials collected.</li> <li>• A full analysis of potential markets for materials arising from the new service and opportunities for local processing to be commission alongside public consultation to inform decision on preferred approach.</li> </ul>
16	An early study is undertaken to evaluate if any existing AD facilities could be utilised for the treatment of food waste in Herefordshire.	<p>The Waste-TFG recognise that Anaerobic Digestion facilities are likely to be required to treat food waste collected in Herefordshire. Although there are a number of options such as developing our own facility, using existing out of county facilities, the option of converting an existing agricultural facility may be advantageous. A study engaging with existing operators would reveal if there is any appetite and possibility for this. The Waste –TFG believe this could also provide added incentives in discouraging the use of energy crops to as feedstock.</p>
17	The council should seek to agree an approach with Worcestershire County Council on how their joint Energy from Waste (EFW) facility will be managed and operated to the mutual benefit of both council's on expiry or extension of existing arrangements	<p>Even if the council were able to meet or exceed the governments expected target of 65% recycling by 2035 there will remain a need to treat residual waste arising from Herefordshire's waste management service. Energy from Waste (Incineration) remains the only reasonable alternative to landfill for residual waste treatment so sending waste to our own shared EFW is expected. However the Waste-TFG wish to see the plant optimised by generating heat as well as power and other options to maximise the efficiency of the facility explored and implemented where advantageous to the two councils both financially and environmentally (through reducing the impact of residual waste treatment on climate change). Any excess tonnage capacity created from increased recycling should be sold to generate commercial revenue for the two councils.</p>
18	Waste Management Team is augmented with required staff and resource to plan, commission and implement new services and manage our new arrangements.	<p>The Waste-TFG consider it is essential to replace our Waste Disposal Team Leader as soon as possible and to create 3 new posts. A Waste Strategy Officer to provide support to the current post in developing the contract(s) and researching collection and disposal options. A Waste Communications Officer to lead the process of public engagement. They will need to be supported by an Administration Officer. These new posts are required no later than 1st April 2021 and will need to be in place until at least 31st December 2025 to allow for bedding in of the redesigned waste collection services. The cost of these new posts is insignificant in terms of contract value and the financial and reputational impacts of getting this decision wrong. They will also be significantly less than the cost of bringing in consultants to bail us out at the 11th hour if we continue to rely on a single officer to deliver this. Further resource is likely to be required to appoint legal, financial and technical advisers as required, particularly in support during any procurement. Investing in building the capability in the team will however minimise the need for expensive consultants as well build a more capable team to manage and continue to develop the service.</p>

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**19**

The council should maintain the Waste-TFG as a cross party member group to provide oversight and support to officers until implementation of new services in early 2024.

A cross party member working group will help include political groups throughout the process of planning, commissioning and implementing new services. It can help provide support to officers in offering balanced views and guidance. This group should help to re-enforce the governance processes of the council to ensure that decisions are made in the best interest of the council and its residents.

**APPENDIX 3 WASTE COLLECTION OPTIONS ASSESSMENT (2019)**  
PROVIDED AS SEPARATE DOCUMENT





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Carbon Modelling Report for  
Herefordshire Council

A small green rectangular box with a white border, containing the date.

14-Apr-21

## Acknowledgements:

*Frith Resource Management would like to thank the essential contributions from waste management officers Kenton Vigus and Nicola Percival at Herefordshire Council throughout these modelling phases.*

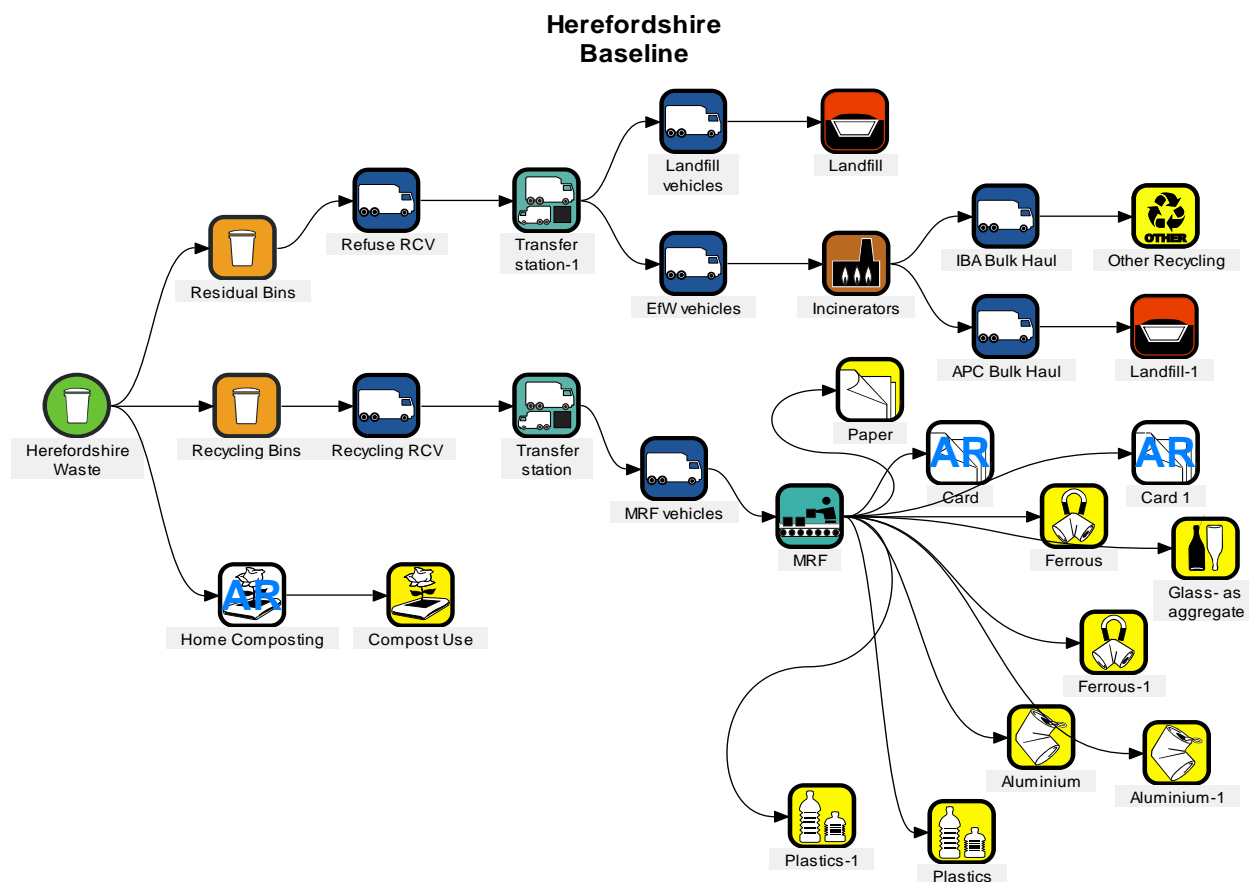
## Disclaimer:

*Frith Resource Management Ltd (FRM) is an independent waste and resource management consultancy providing advice in accordance with the project brief. FRM has taken all reasonable care and diligence in the preparation of this report to ensure that all facts and analysis presented are as accurate as possible within the scope of the project. However no guarantee is provided in respect of the information presented, and FRM is not responsible for decisions or actions taken on the basis of the content of this report.*

## Executive Summary

Frith Resource Management (FRM) Limited were engaged by Herefordshire Council to undertake a short project to review the carbon impacts of a range of collection options modelled previously by FRM in the project ‘Waste and recycling collection service options modelling’<sup>1</sup>. FRM applied the Waste & Resources Assessment Tool for the Environment (WRATE), version 4.0.1.0. This is a Life Cycle Assessment model developed by the Environment Agency specifically for the purpose of modelling municipal waste management systems.

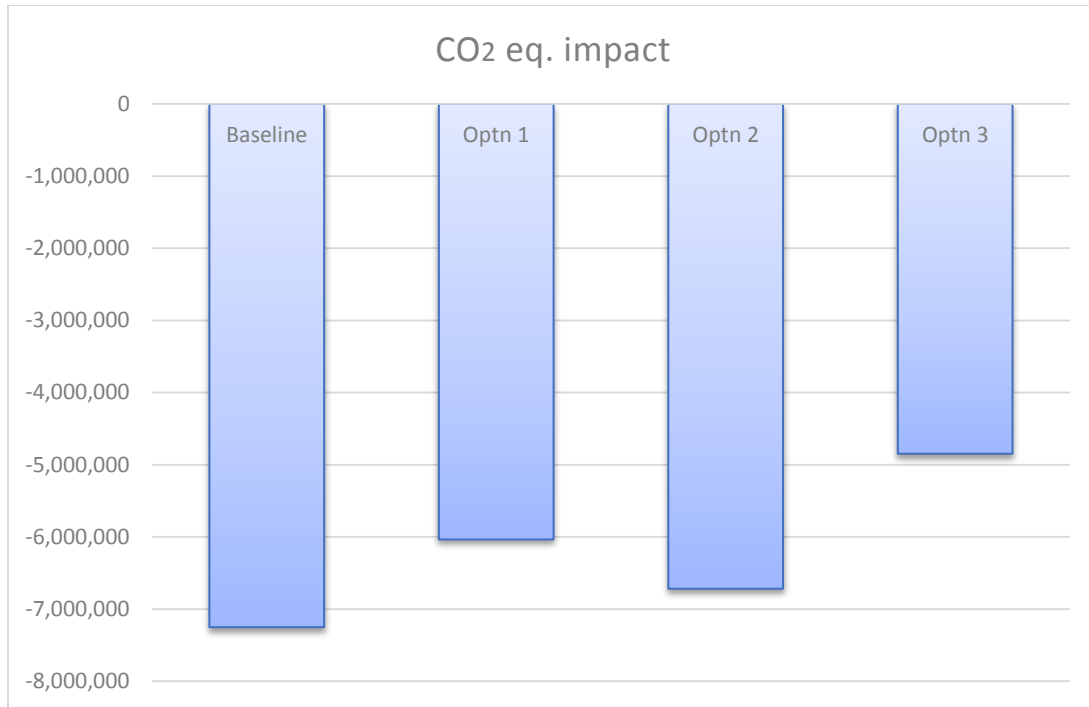
A schematic of the current collection system, as modelled is shown below.



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The results of the impact on carbon emissions of the service are highlighted in the figure below. The results show negative figures because recycling and energy recovery has offset more damaging, carbon intensive processes, such as primary resource extraction and burning of fossil fuels. This therefore represents a carbon ‘saving’ as a result of the resource management activity in Herefordshire.

<sup>1</sup> For Herefordshire Council, Frith Resource Management, July 2019



The results of this study are displayed in kg of Carbon Dioxide equivalents, and show that the baseline (current service) has the lowest carbon impact, and is the most beneficial in carbon terms. The reasons for this are primarily as follows:-

- **It has the lowest transport impact** – all other options (options 1-3) have substantially more vehicle movements as the result of the introduction of a separate fortnightly free garden waste collection and a weekly food waste collection. There may however be some impacts unaccounted for in the model, for example if many households currently make individual car journeys to the HWRC to deposit garden waste, however it is unclear as to the magnitude of this, and is outside the scope of the model.
- **The carbon benefit of composting the garden waste is already captured** – the fact that there are relatively low amounts of garden waste within the residual stream at present suggests that, of the available garden waste to be drawn into a free collection, this is probably already being composted either at home or at the HWRC in most cases, and therefore there is limited additional carbon benefit gained in options 1, 2 and 3.
- **The residual waste is predominantly managed via the Energy from Waste plant** – this means that the carbon impact of, for example food waste, is much lower than would be the case from landfill, and so there is less of a relative carbon benefit from digesting it in an anaerobic digestion facility.

Setting aside the Baseline service, which is unlikely to be deliverable under future resource management policies, the best of the alternative three options analysed is Option 2, which performs well compared to options 1 and 3, due to lower transport emissions and higher recycling, both as a result of the 3 weekly residual waste / recyclables collection.

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# 1 Introduction

Frith Resource Management (FRM) Limited were engaged by Herefordshire Council to undertake a short project to review the carbon impacts of a range of collection options modelled previously by FRM in the project 'Waste and recycling collection service options modelling'<sup>2</sup>.

These collection options were as follows, the elements in **bold** are variations from the current service:-

Scenario	Collection Stream	Frequency	Capacity (l)
<b>Baseline</b>	Residual waste	Fortnightly	180l wheeled bin
	Dry recycling (Commingled)	Fortnightly	240l wheeled bin
<i>As current</i>	Food waste	<i>No separate food collection</i>	
	Garden waste	<i>No formal garden collection service<sup>3</sup></i>	
<b>Option 1</b>	Residual waste	Fortnightly	180l wheeled bin
<i>Current AWC + food + garden</i>	Dry recycling (Commingled)	Fortnightly	240l wheeled bin
	Food waste	<b>Weekly</b>	<b>Kitchen caddy and 23l bin</b>
	<b>Garden waste (free)</b>	<b>Fortnightly</b>	<b>240l wheeled bin</b>
<b>Option 2</b>	Residual waste	<b>Three weekly (week 1)</b>	180l wheeled bin
<i>Alternate Three Weekly (ATWC) + food + garden</i>	Dry recycling (Twin stream, paper and card out)	<b>Three weekly (week 2)</b> Cans, plastic, glass	180l wheeled bin
		<b>Three weekly (week 3)</b> Paper and card	240l wheeled bin
	Food waste	<b>Weekly</b>	<b>Kitchen caddy and 23l bin</b>
	<b>Garden waste (free)</b>	<b>Fortnightly</b>	<b>240l wheeled bin</b>
<b>Option 3</b>	Residual waste	Fortnightly	180l wheeled bin
	Dry recycling	<b>Weekly</b>	<b>3x 50l boxes</b>
	Food waste	<b>Weekly</b>	<b>Kitchen caddy and 23l bin</b>
<i>Kerbside sort + food + garden</i>	<b>Garden waste (free)</b>	<b>Fortnightly</b>	<b>240l wheeled bin</b>

<sup>2</sup> For Herefordshire Council, Frith Resource Management, July 2019

<sup>3</sup> Householdors can purchase sacks and present garden waste to be collected with residual waste, however this is not considered a formal service as the garden waste does not go for recycling.

## 2 Methodology

FRM applied the Waste & Resources Assessment Tool for the Environment (WRATE), version 4.0.1.0. This is a Life Cycle Assessment model developed by the Environment Agency specifically for the purpose of modelling municipal waste management systems.

Paul Frith is trained at Advanced level in the use of this tool and undertook the modelling.

Key assumptions applied in the modelling and agreed prior to the modelling phase included the following.

### 2.1 Project Scope

The Model was to comprise the collection, recycling, treatment and disposal phases of the municipal waste management collection system, focussed on the areas and options addressed in the initial 'Waste and recycling collection service options modelling' report.

### 2.2 Project Year & Waste Composition

The project was modelled using the latest waste arisings and composition data (2019) and by applying the 2019 UK Energy Mix in WRATE. The waste composition was applied as shown in Table 1 below. .

*Table 1: Waste composition applied in WRATE*

Waste Fraction	%	Quantity [tonnes]
Paper and card		
Newspapers	7.6	5021.09
Magazines	7.5	4955.03
Card packaging	2.9	1915.94
Other card	1.6	1057.07
Unspecified plastic film	3.1	2048.08
Drinks bottles	1.8	1189.21
Other packaging	3.4	2246.28
Unspecified textiles	1.7	1123.14
Unspecified combustibles	9.2	6078.16
Unspecified non-combustibles	6	3964.02
Green bottles	2	1321.34
Clear bottles	2	1321.34
Brown bottles	2	1321.34
Jars	0.8	528.536
Garden waste	25	16516.8
Food waste	20.7	13675.9
Steel food and drink cans	1.7	1123.14

Waste Fraction	%	Quantity [tonnes]
Aluminium drinks cans	0.4	264.268
Foil	0.6	396.402

This composition is a combination of the waste composition analysis data provided by Herefordshire Council (2019) and the addition of the anticipated amount of garden waste brought into the collection system via the free collections included in Options 1 – 3. Total waste arisings were modelled as 66,067tonnes per annum, again including the additional garden waste.

### 2.3 Project Assumptions

It is assumed for distances to the following facilities, a ‘standard’ 20km has been utilised:-

- Materials Recycling Facility (MRF)
- Landfill (of residual waste when the EfW plant is offline)

It is assumed that the Energy from Waste (EfW) plant operates 90% of the time, the remaining 10% of the time residual waste, in all scenarios, is sent to Landfill.

All transport of recyclables and waste after a transfer station or treatment facility takes place using bulk haul ‘intermodal’ vehicles in WRATE.

All collection activity utilises the vehicle types and mileages from the KAT (Kerbside Analysis Tool) modelling exercise undertaken in the preceding project<sup>4</sup>. The exception are the food waste vehicles for which there is not an equivalent vehicle to a specialist food waste collection vehicle, as a consequence a 7.5t caged recycling vehicle was used as an alternate. The mileages are included in Appendix A.

All landfill employed are standard ‘clay liner, clay cap’ type within WRATE.

The Air Pollution Control (APC) residues are sent to Avonmouth for treatment, however there is no processes equivalent to this in WRATE, and therefore these are sent to landfill in this model.

Contamination within recyclables is assumed to be left in the residual stream to account for the impacts of disposal of this material. The consequences of transporting it are captured in the vehicle mileage modelled in KAT.

### 2.4 Baseline Assumptions

It is assumed that for all garden waste currently not collected in the baseline collection system, that this material is home composted. This is a significant assumption, as in practice some may be sent to a Household Waste Recycling Centre, other material home composted and some may be left as grass cuttings or burnt etc.

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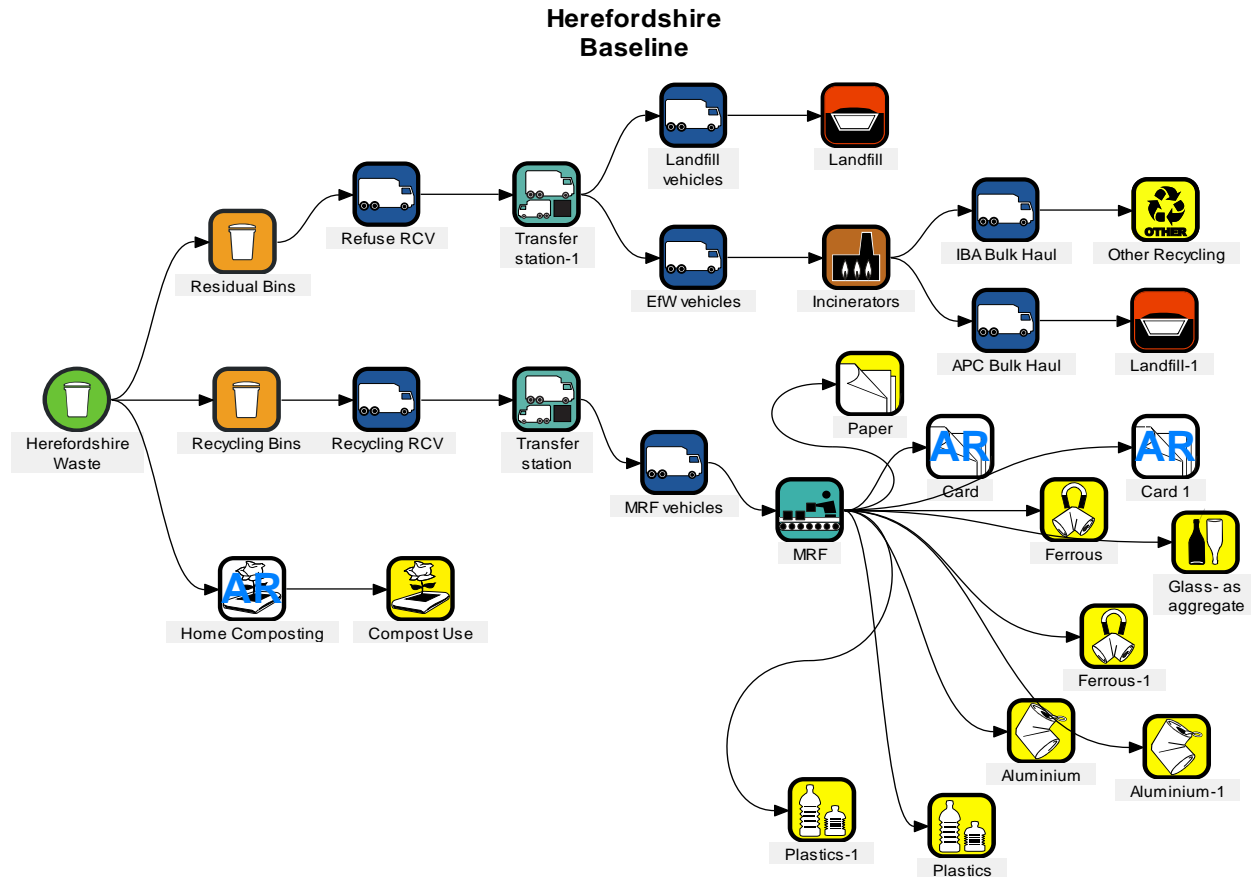
<sup>4</sup> For Herefordshire Council, Frith Resource Management, July 2019



For glass sent to the MRF, it is assumed that all glass from the facility is sent as aggregate (none is suitable for remelt applications).

The schematic for the Baseline model is shown as Figure 1.

Figure 1: Baseline (current) Herefordshire model



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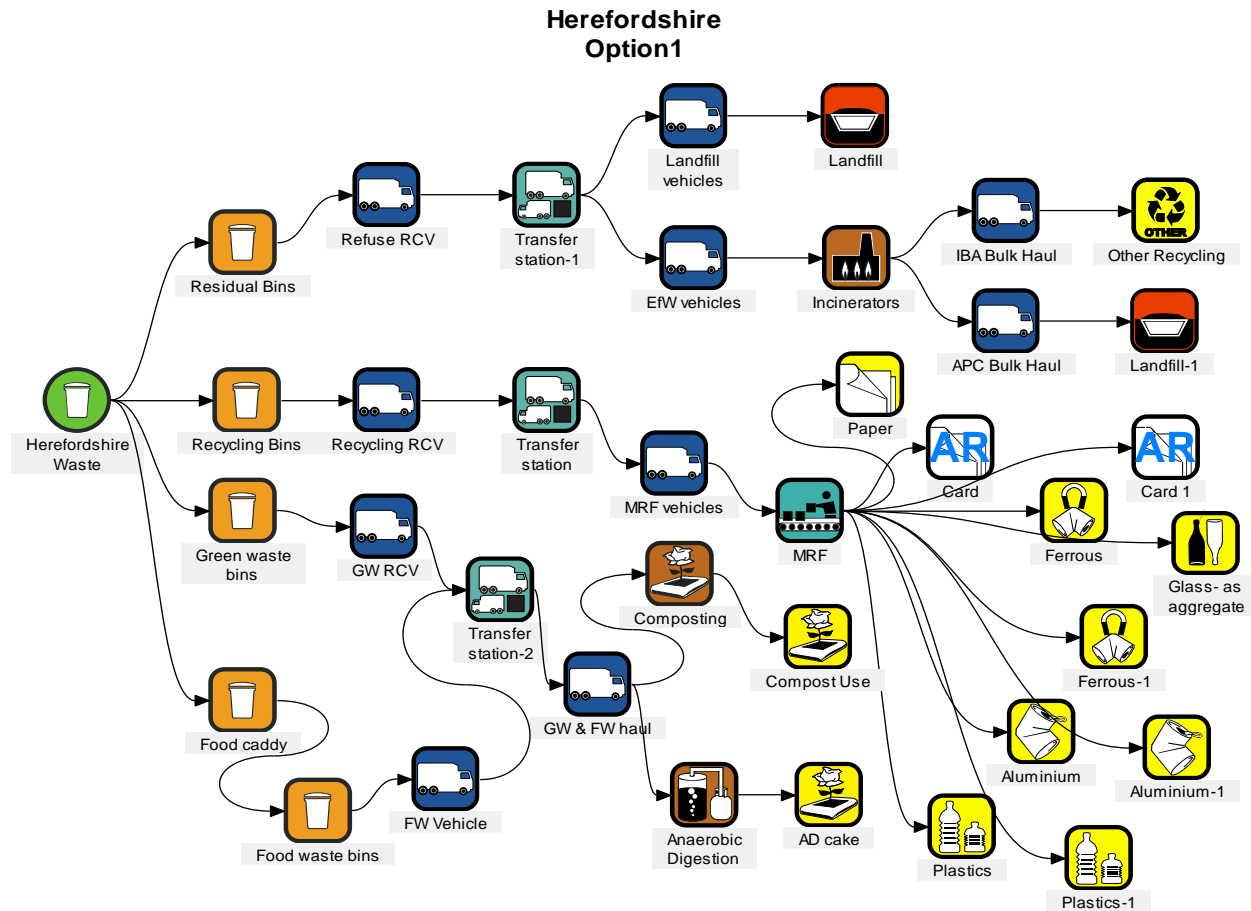
### 2.5 Option 1 Assumptions

It is assumed that the garden waste estimated under the previous Collection Options Appraisal project is captured via the free garden collection scheme. This waste is sent 5km to an Open Windrow Composting facility and the resulting compost applied to land.

The food waste yield is derived from the Waste & Resources Action Programme (WRAP) 'ready reckoner' and is based on a statistical link between socio-demographics and food waste arisings. We have assumed the low yield within the range for this option. All food waste is sent 5km to a wet anaerobic digestion process (the Biogen process in WRATE) and the resultant digestate is applied to land.

The schematic for Option 1 is shown in Figure 2 below.

Figure 2: Option 1 Herefordshire Model



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## 2.6 Option 2 Assumptions

It is assumed that the garden waste estimated under the previous Collection Options Appraisal project is captured via the free garden collection scheme. This waste is sent 5km to an Open Windrow Composting facility and the resulting compost applied to land.

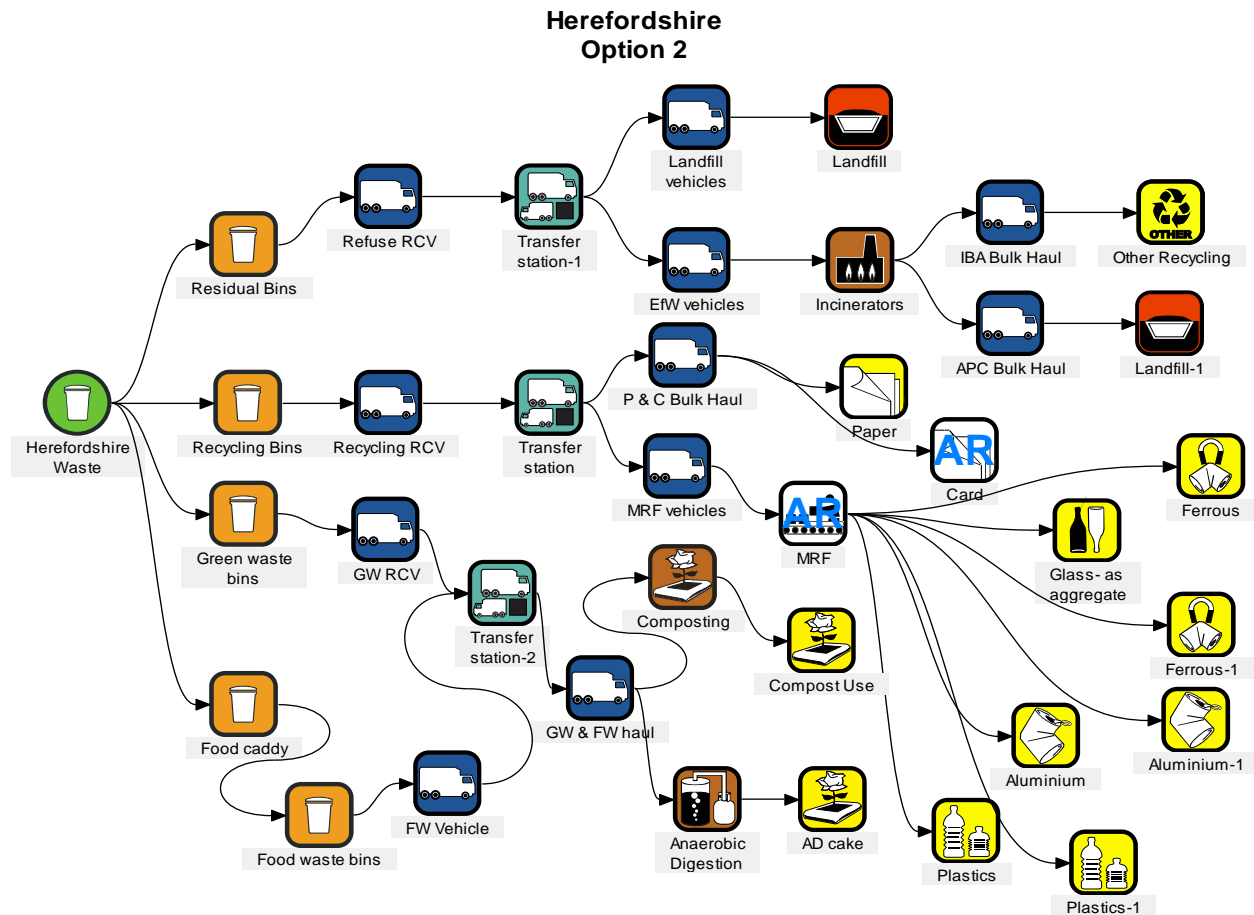
The food waste yield is derived from the WRAP ‘ready reckoner’ for food waste collection, and based on a statistical link between socio-demographics and food waste arisings. We have assumed the medium yield within the range for this option. All food waste is sent 5km to a wet anaerobic digestion process (the Biogen process in WRATE) and the resultant digestate is applied to land.

An uplift<sup>5</sup> has been applied to the dry recycling as a result of the three weekly residual waste collection. The dry recyclables are collected via a two stream collection (paper and card separate), and it is assumed that all recyclables have a 20km transfer distance.

<sup>5</sup> +5% materials capture +2% participation

The schematic for Option 2 is shown in Figure 3 below.

Figure 3: Option 2 Herefordshire Model



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## 2.7 Option 3 Assumptions

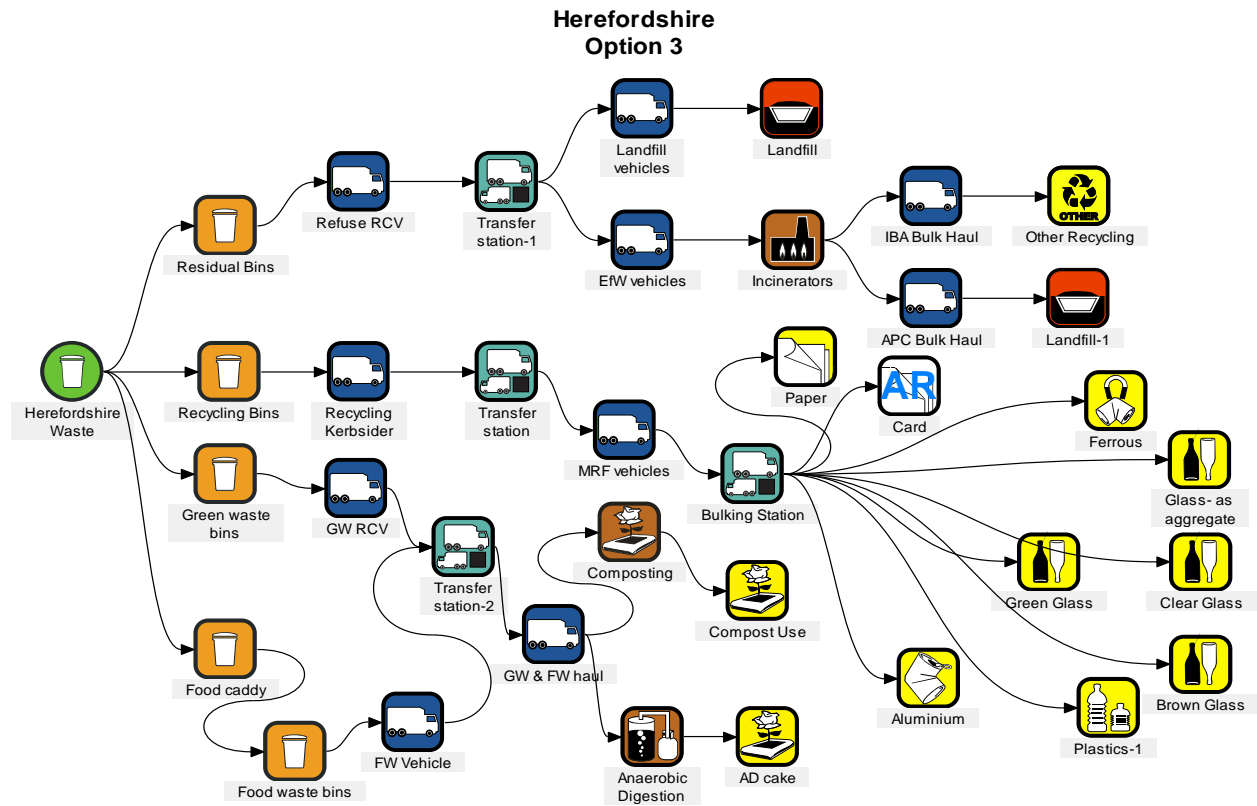
It is assumed that the garden waste estimated under the previous Collection Options Appraisal project is captured via the free garden collection scheme. This waste is sent 5km to an Open Windrow Composting facility and the resulting compost applied to land.

The food waste yield is derived from the WRAP ‘ready reckoner’ for food waste collection, and based on a statistical link between socio-demographics and food waste arisings. We have assumed the low yield within the range for this option. All food waste is sent 5km to a wet anaerobic digestion process (the Biogen process in WRATE) and the resultant digestate is applied to land.

Dry recycling yield is the same as option 1, however it is collected in compartmentalised vehicles and bulked at a facility 20km away from the transfer station. The glass within the collection is predominantly sent for remelt in colour specific processes, 11.75% of the glass (representing the non colour specific jars in the waste composition profile, table 1) is sent for aggregate.

The schematic for Option 3 is shown in Figure 4 below. .

Figure 4: Option 3 Herefordshire Model



Date 31/07/2019  
 Software Version 4.0.1.0  
 Database Version 4.0.1.0

### 3 Results

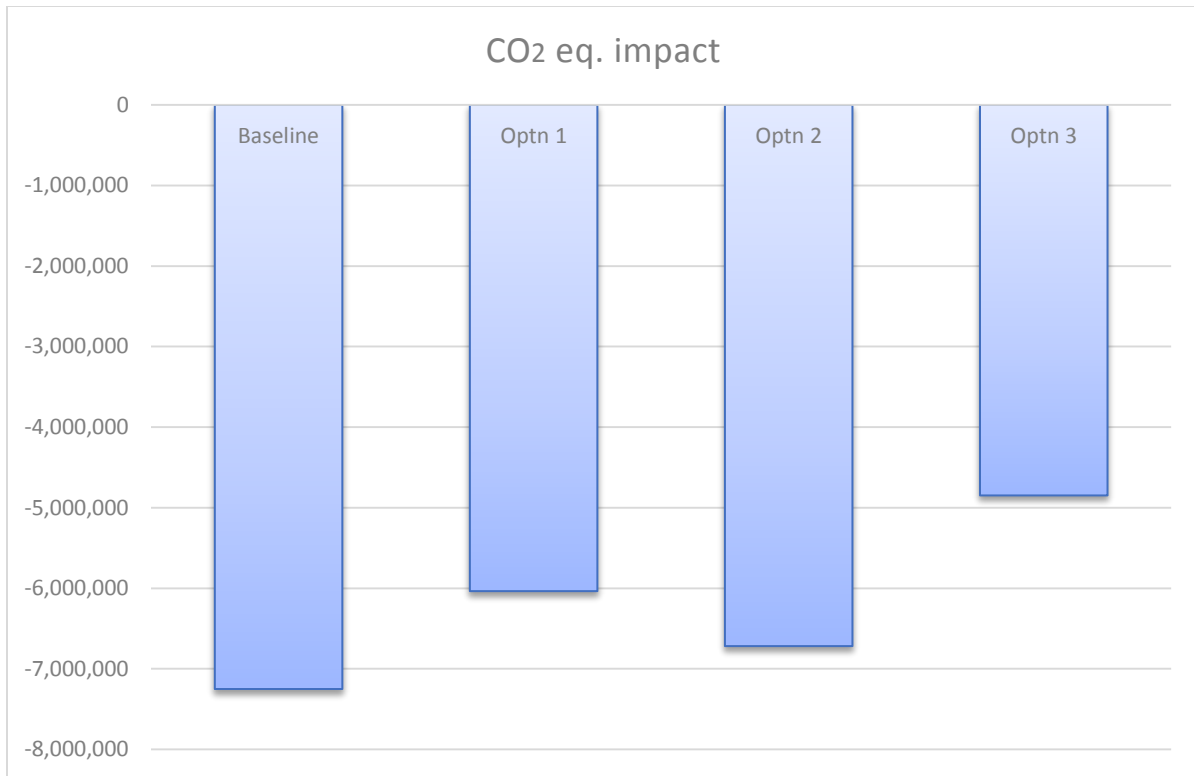
The findings of the WRATE modelling exercise are outlined in the following tables. They represent Life Cycle Assessment results, and so consider the impact of vehicles and infrastructure as a proportion of their use and their life, so for example the impact of the Energy from Waste plant (including construction burdens and operational impacts) will be assessed over a 25 year life and annualised to reflect a years' impact. As a waste management model, one of the key outcomes is the avoided impact of effective waste management, for example emissions displaced from extracting / processing of virgin materials versus secondary materials recovery for recycling. Similarly, energy recovery from waste can offset some of the emissions from fossil fuel based alternatives.

Figure 5 shows the carbon impact of the baseline and 3 alternative options as this is the focus of the project.

All emissions relating to global warming impacts (e.g. methane, carbon dioxide, nitrous oxide) are converted to kg of CO<sub>2</sub> equivalent, over a 100-year timeframe. This is standard practice for models considering carbon impacts of waste management processes.

It should be noted that, the lower the number, the lower the impact (or in the case of negative numbers like below (Figure 5), a -1000, is better than a -800). Negative numbers arise where recycling and energy recovery, as noted above, has offset more damaging, carbon intensive processes, such as primary resource extraction and burning of fossil fuels. This therefore represents a carbon 'saving' as a result of the resource management activity in Herefordshire.

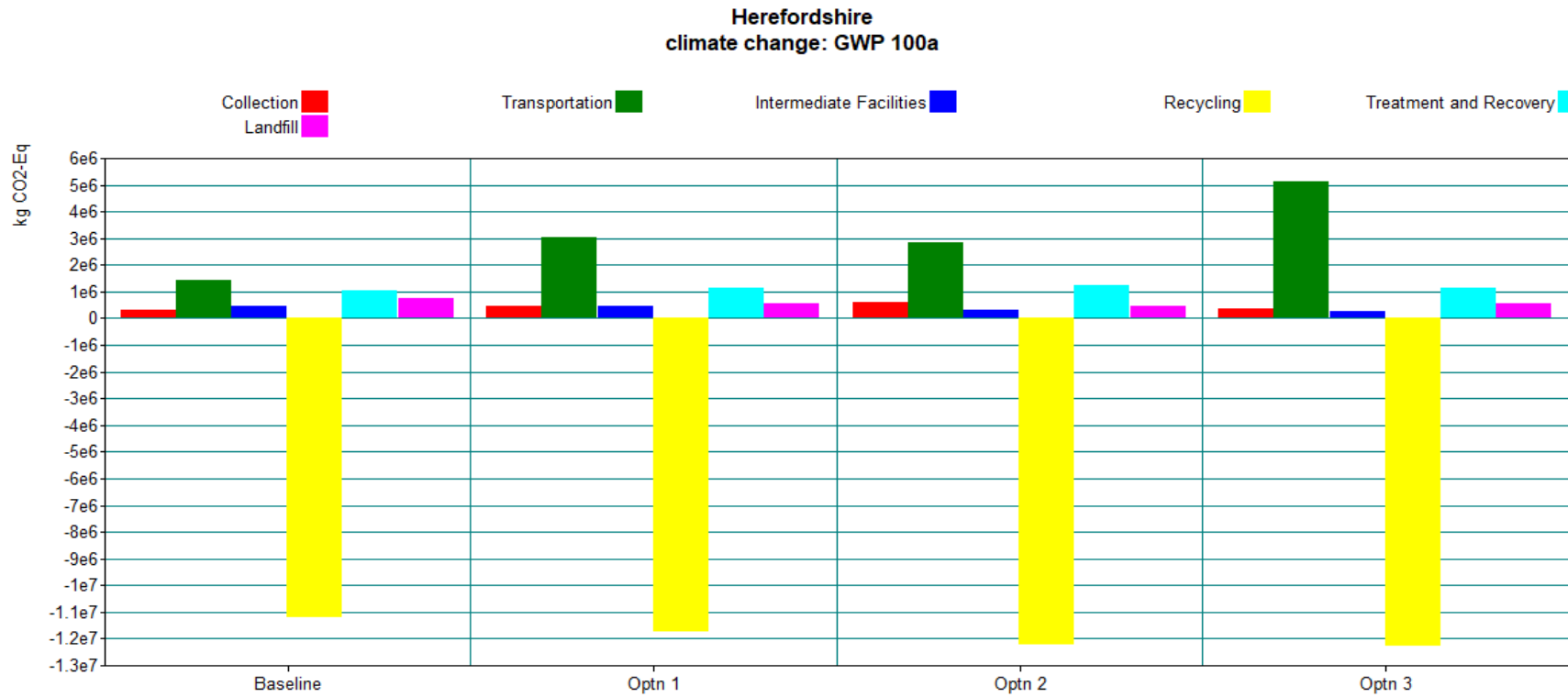
Figure 5: Global Warming Potential, expressed as kg of CO<sub>2</sub> equivalent



The detail behind these totals are illustrated in Figure 6. These results are classified as follows:-

- **Collection** – this accounts for the environmental burdens of the collection containers (only), so the burdens in making the containers for the various collection systems
- **Transportation** - this accounts for emissions from the vehicles in terms of construction burdens as well as fuel related emissions. This covers both collection from households and bulk haulage.
- **Intermediate Facilities** – these are the environmental burdens of transfer stations, materials recycling facilities. They include the construction and operating burdens.
- **Recycling** – this is the environmental benefit of recycling, displacing primary resource extraction / refining.
- **Treatment & Recovery** - These are the environmental burdens of composting plants, AD facilities and Energy from Waste facilities. They include the construction and operating burdens, and also any benefits associated with energy recovery.
- **Landfill** – This comprises the environmental burdens of landfill (with some benefits associated with energy recovery from landfill gas).

Figure 6: Breakdown of carbon impacts by process, for each option



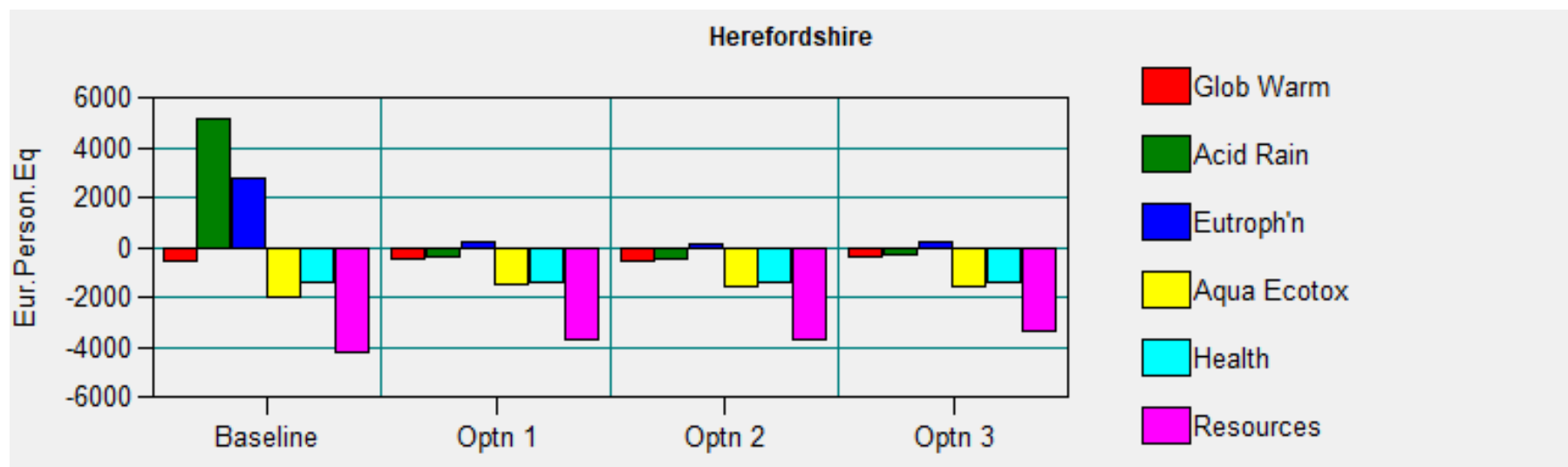
In addition to the modelling of carbon impacts, the WRATE model also derives other environmental impacts as shown in Table 2

Table 2: Quantified Environmental impacts

Impact Assessments	Unit	Baseline	Optn 1	Optn 2	Optn 3
climate change: GWP 100a	kg CO2-Eq	-7,250,189	-6,035,499	-6,717,757	-4,847,456
acidification potential: average European	kg SO2-Eq	367,181	-29,428	-33,036	-23,928
eutrophication potential: generic	kg PO4-Eq	93,633	6,041	5,439	7,443
freshwater aquatic ecotoxicity: FAETP infinite	kg 1,4-DCB-Eq	-2,679,737	-1,990,338	-2,057,909	-2,030,585
human toxicity: HTP infinite	kg 1,4-DCB-Eq	-28,370,240	-27,213,358	-27,814,134	-27,295,474
resources: depletion of abiotic resources	kg antimony-Eq	-161,557	-141,471	-144,302	-130,648

In order to compare across different environmental fields a 'normalisation' measure is applied, in this case using the measure of 'numbers of equivalent European persons' impact against each measure, the results of which are included in Figure 7.

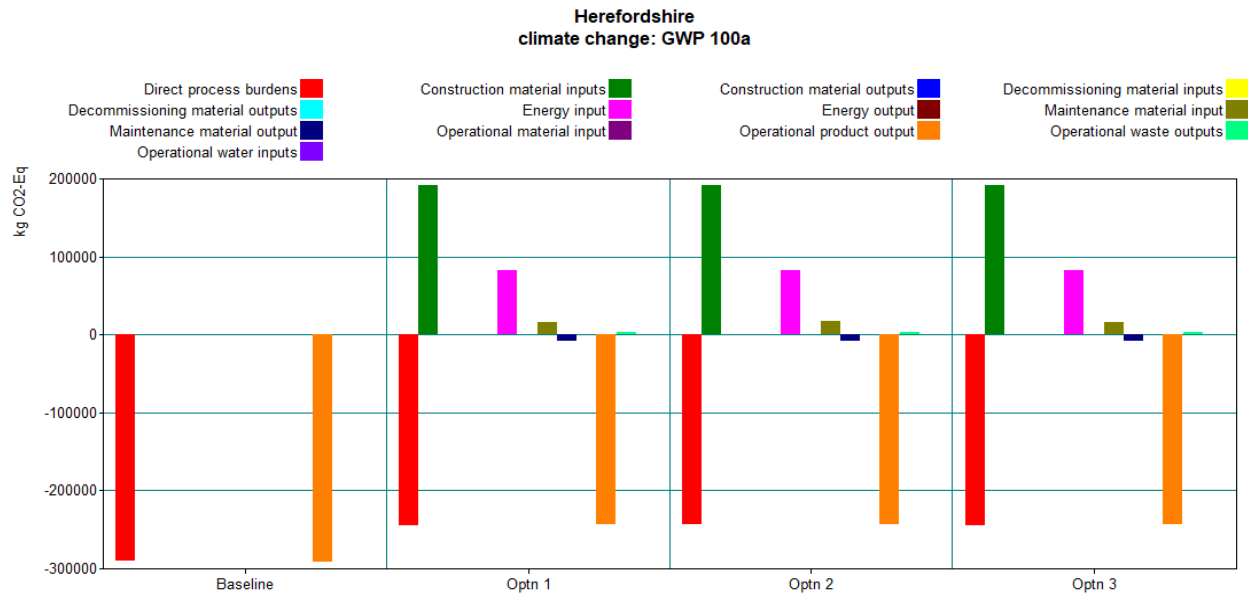
Figure 7: Comparison of the six environmental criteria within the WRATE model





It is possible to derive more detail about the individual environmental burden emissions from the different scenarios in WRATE. An example of the green waste management is included in Figure 8 below.

Figure 8: Environmental emissions from green waste management



WRATE takes account of avoided carbon impacts, as noted previously, and whilst these may be separated out on a case by case basis, for example through de-selection of certain process stages above, some categories may have both a positive or negative impact (for example 'direct process burdens') and so care should be taken with that approach, as the net figure may be presented.

## 4 Conclusions

The results of this study show that the baseline (current service) has the lowest carbon impact, and is the most beneficial in carbon terms. The reasons for this are primarily as follows:-

- **It has the lowest transport impact** – all other options have substantially more vehicle movements as the result of the introduction of a fortnightly free garden waste collection and a weekly food waste collection. There may however be some impacts unaccounted for in the model, for example if many households make individual car journeys to the HWRC to deposit garden waste, however it is unclear as to the magnitude of this, and it is outside of the scope of the model.
- **The carbon benefit of composting the garden waste is already captured** – the fact that there are relatively low amounts of garden waste within the residual stream at present suggests that, of the available garden waste to be drawn into a free collection, this is probably already being composted either at home or at the HWRC in most cases, and therefore there is limited additional carbon benefit gained in options 1, 2 and 3.
- **The residual waste is predominantly managed via the Energy from Waste plant** – this means that the carbon impact of, for example food waste, is much lower than would be the case from landfill, and so there is less of a relative carbon benefit from digesting it in an anaerobic digestion facility.

Setting aside the Baseline service, which is unlikely to be deliverable under future resource management policies, the best of the alternative three options analysed is Option 2, which performs well compared to options 1 and 3, due to lower transport emissions and higher recycling, both as a result of the 3 weekly residual waste / recyclables collection.

### Other points

There is some sensitivity to the following assumptions:-

- The home composting of garden waste assumed in the baseline is a significant assumption as identified above
- The 10% diversion into landfill of the residual stream (representing EfW 'downtime') will have a material effect, notably on the impact of the food waste collection system
- The 27% efficiency of the EfW plant is good practice, however lower actual performance will affect the relative impact of residual waste treatment

Whilst the focus of the project is on carbon impacts, there are some major shifts in some of the other environmental impacts, notably acidification and eutrophication, which show dramatic improvements in all the other options (1, 2 & 3) relative to the baseline. This is primarily a factor of the impact of home composting, and therefore highlights the sensitivity to this parameter in the model.

## Appendix A Vehicle Mileages from KAT model

<b>Baseline</b>		
	<i>Annual</i>	<i>Total KM's per annum</i>
Residual	244467	<b>500860</b>
Dry recycling	256393	
<b>Option 1</b>	-	
Residual	233484	<b>1473604</b>
Dry recycling	256393	
Food	799619	
Garden	184109	
<b>Option 2</b>		
Residual	101775	<b>1329415</b>
Dry recycling (P&C)	107520	
Dry recycling (DMR)	107520	
Food	828490	
Garden	184109	
<b>Option 3</b>		
Residual	233484	<b>2399274</b>
Dry recycling	1182063	
Food	799619	
Garden	184109	





m.e.l  
research

**Rubbish and recycling  
consultation**

**Herefordshire Council**

**Final report**

**March 2021**



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## Project details and acknowledgements

<b>Title</b>	Rubbish and recycling consultation
<b>Client</b>	Herefordshire Council
<b>Project number</b>	20119
<b>Author/s</b>	Sophi Ducie, Sam Jones and Jenny Chen
<b>Research Manager</b>	Sophi Ducie
<b>Reviewed by</b>	Jenny Chen

M·E·L Research would like to thank Herefordshire Council's communications team in helping to promote the survey during these challenging times as well as all the residents and businesses who provided feedback.

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# KEY FINDINGS AT A GLANCE

## Rubbish and recycling consultation 2020/21



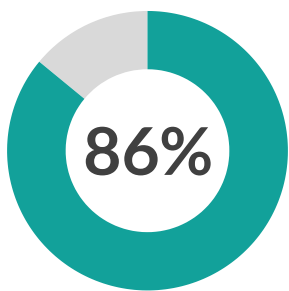
Produced by M-E-L Research on behalf of Herefordshire Council

Herefordshire Council needed to gather feedback from residents on the future of rubbish and recycling collections. The council's current rubbish and recycling contract is coming to an end in 2023. Since the current service was introduced, the government announced a new national resource and waste strategy and the council will have to ensure it meets the new requirements. In addition, in 2019 the council declared a Climate Emergency and has an ambition to make changes to bring about a more sustainable county. The council has already done a great deal of work gathering information to help inform any future decisions. The last stage was to gather feedback from both residents and businesses.

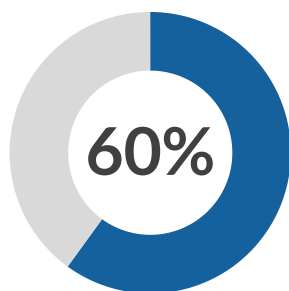
During December 2020 to February 2021, an online survey was circulated to gather this feedback. The consultation was promoted on the council website, social media pages, other media publications and emails were sent to a representative sample of residents. Trade and non-trade waste customers were sent an email to take part in the business survey. This section presents the key findings of the research. Overall, 3,498 resident and 181 businesses provided feedback.

## Attitudes and perceptions

(% total positive score)

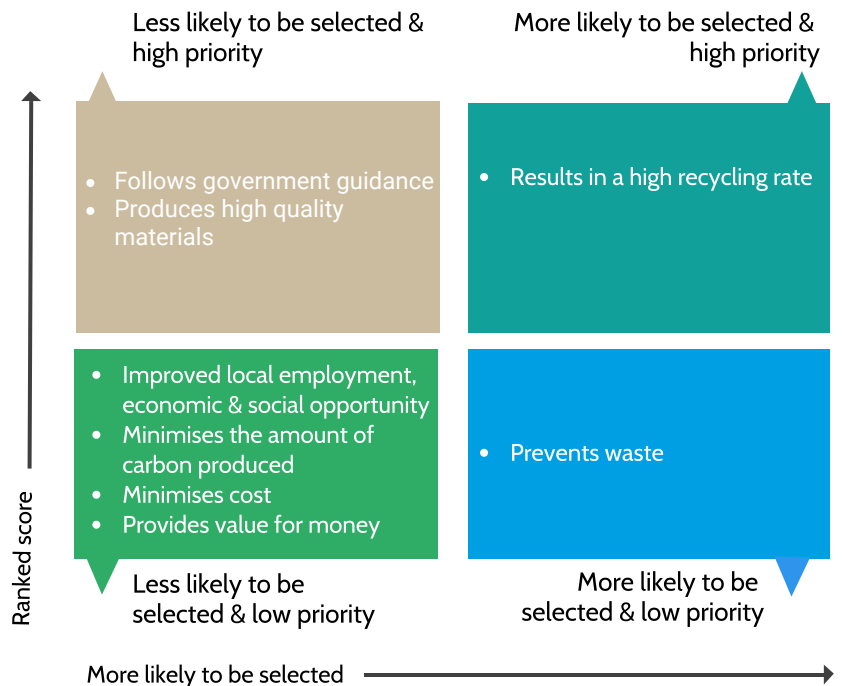


agree that more needs to be done to reduce rubbish and increase recycling



accept the need for the council to change the current rubbish and recycling

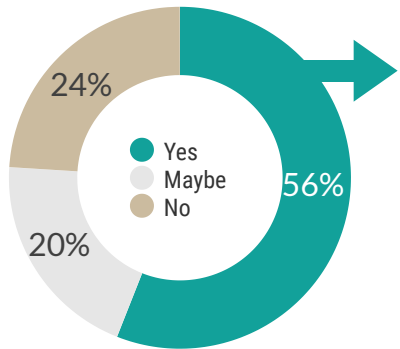
### Relationship between priority & frequency of selection



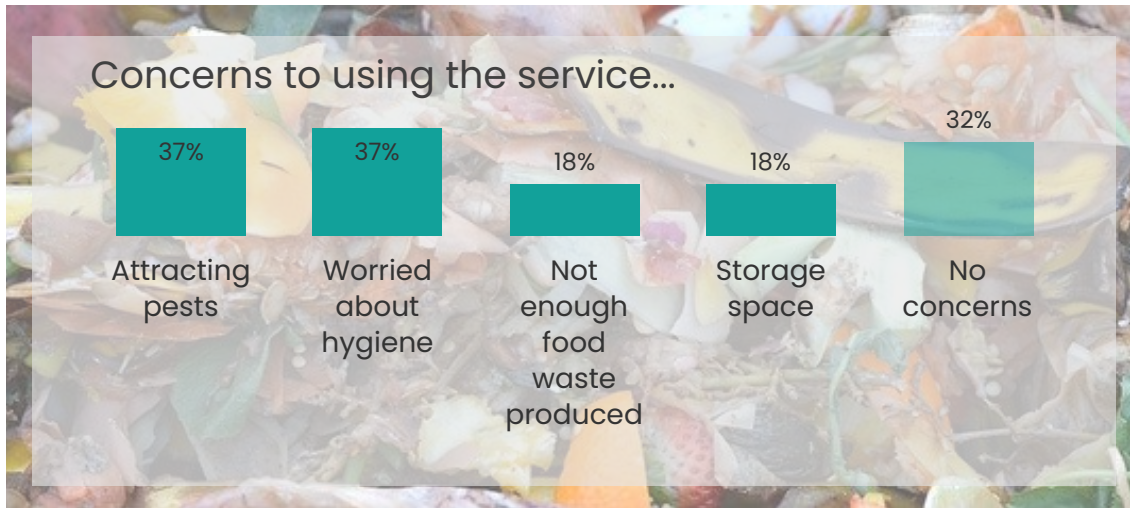


# Food waste usage

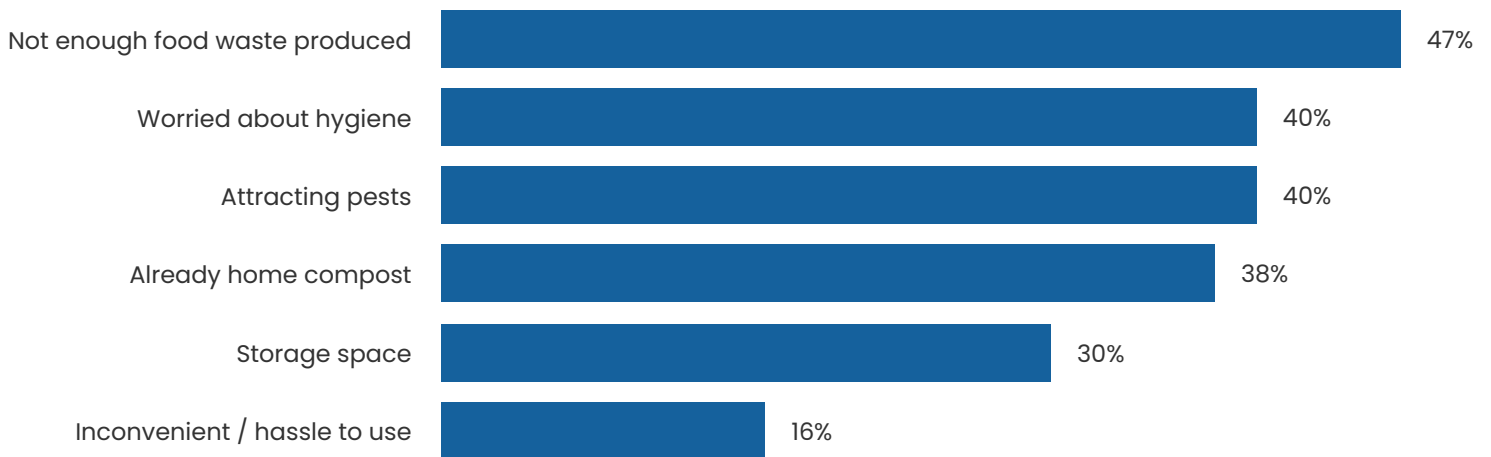
**56%** said they would use a weekly food waste collection if provided



## Concerns to using the service...

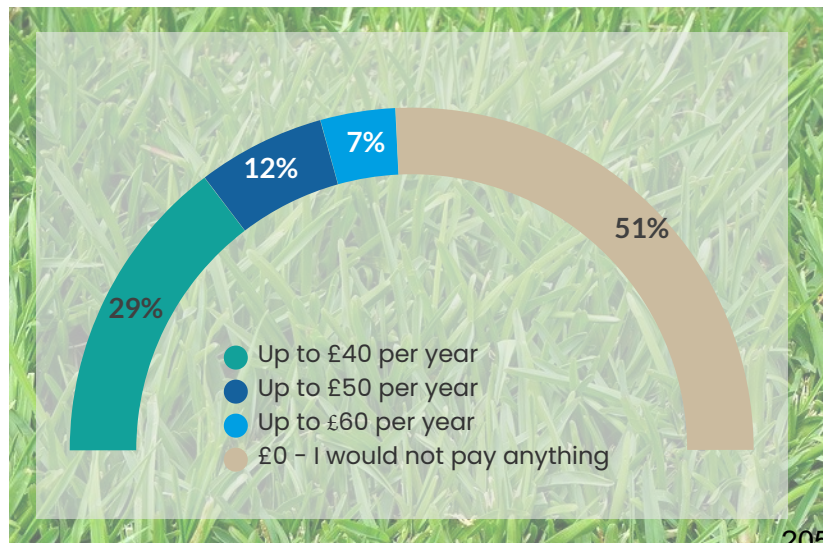


Why residents said 'maybe' or 'no' they would not use a food waste collection...



# Garden waste collections

**49%** said they would pay for a council garden waste collection



# The future of rubbish and recycling collections

## Option 1



- Alternative 3 weekly collection of dry recycling (2 x wheeled bin)
- 3 weekly collection of rubbish
- Fortnightly collection of garden waste
- Weekly collection of food waste

## Option 2



- Weekly collection of dry recycling (boxes)
- Fortnightly collection of rubbish
- Fortnightly collection of garden waste
- Weekly collection of food waste

Preference for options:

53%

47%

Reasons for preference:



- Bins will be easier to use
- Easier, simple, convenient and straight forward e.g. no need to separate materials
- Boxes will create a mess / boxes not covered

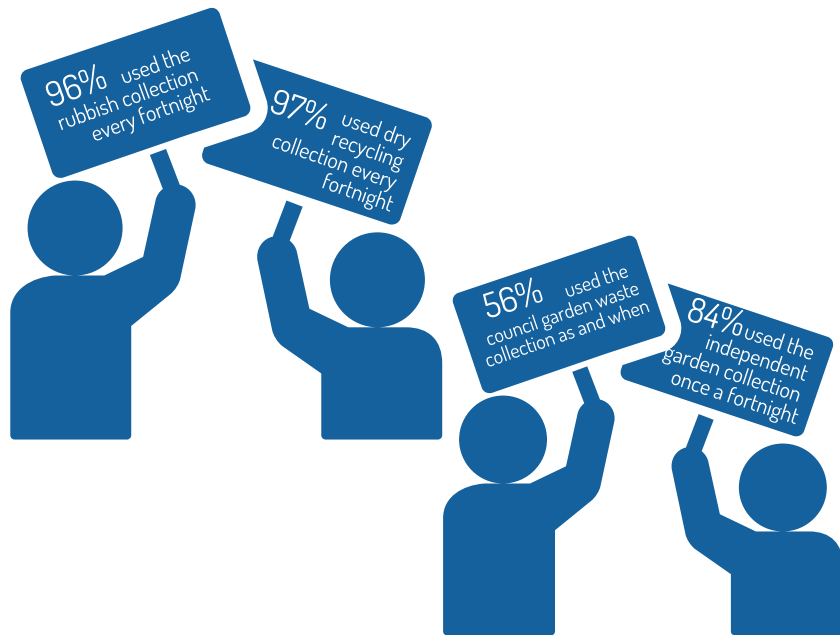
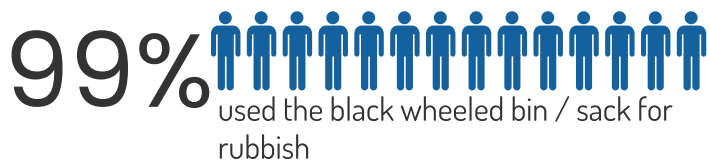


- General rubbish / recycling needs to be collected more frequently
- More frequently collected
- Easy and simple to use e.g. collection schedule

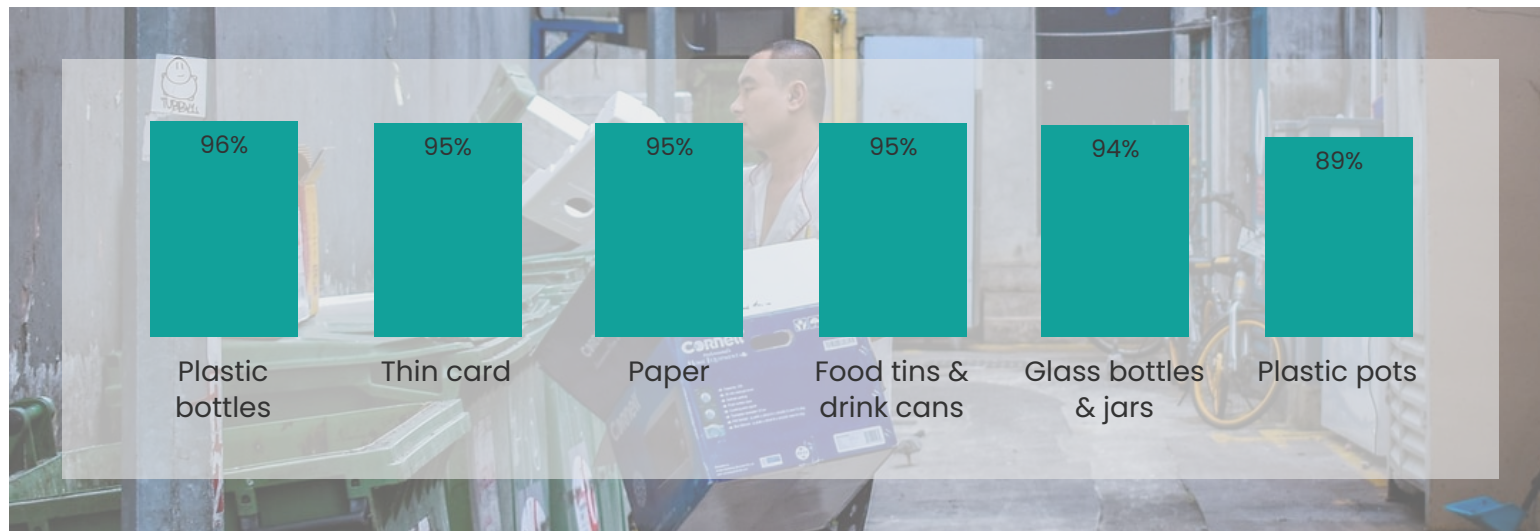
The council needs to consider the following (top 5):



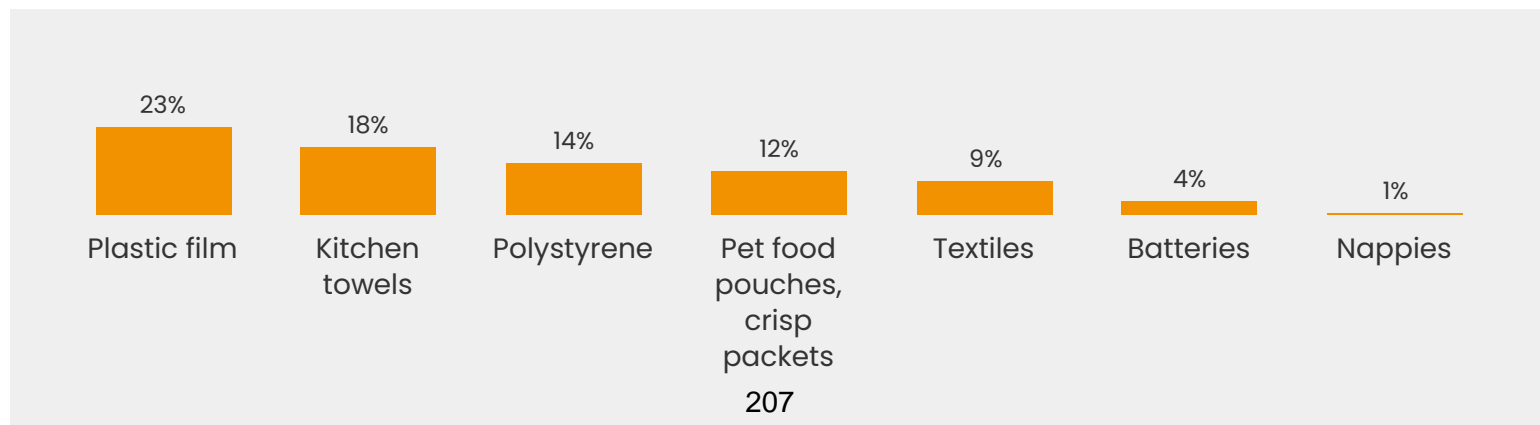
# Claimed usage of current services



## Materials recycled in the green wheeled bin / clear sacks (top 6):



**Four in ten** said they placed at least one type of non-requested material in the green wheeled bin / clear sacks



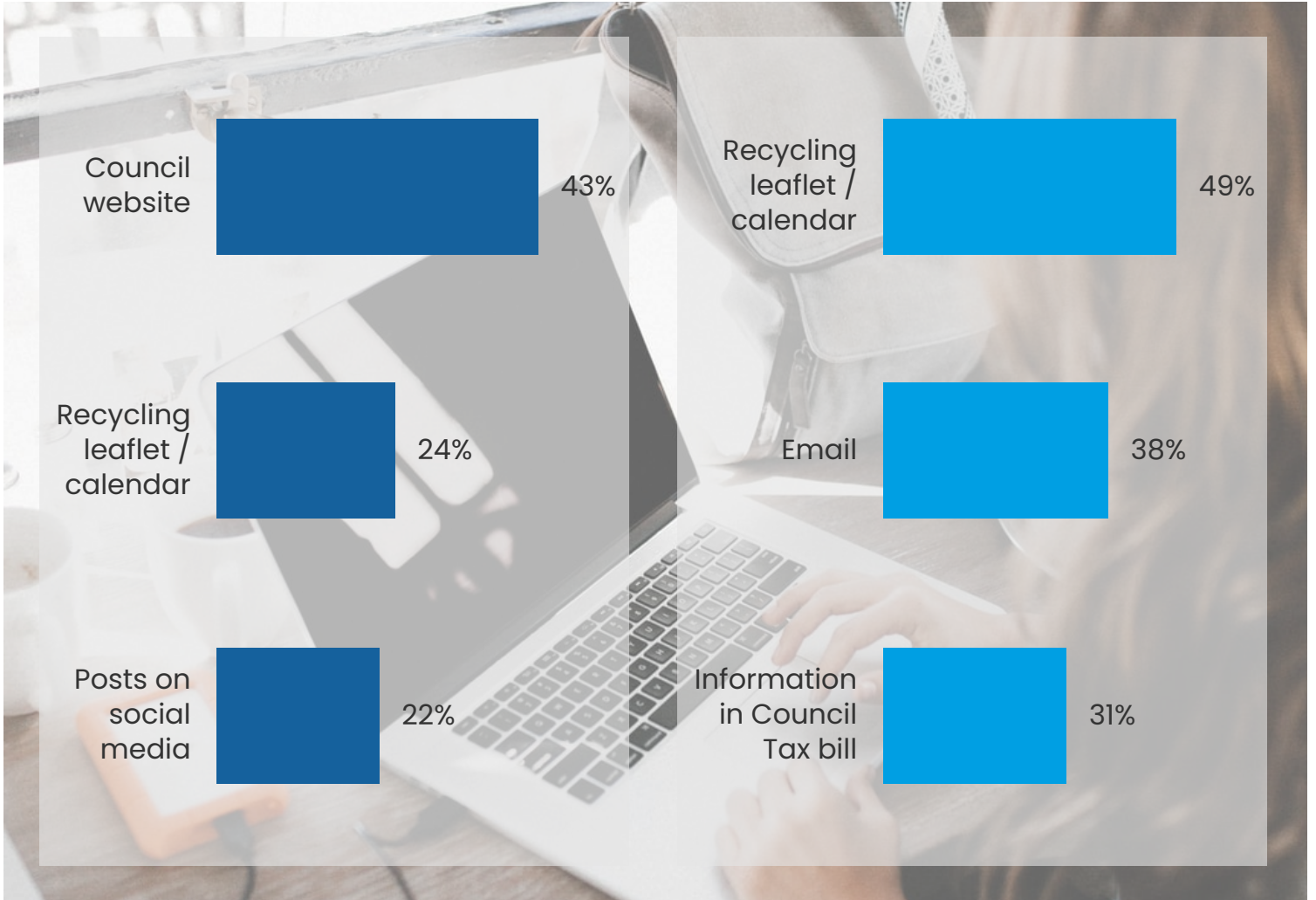




said they either 'frequently' or 'occasionally' contact the council

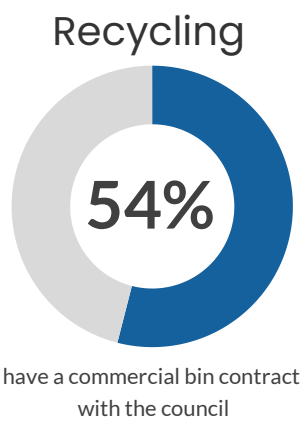
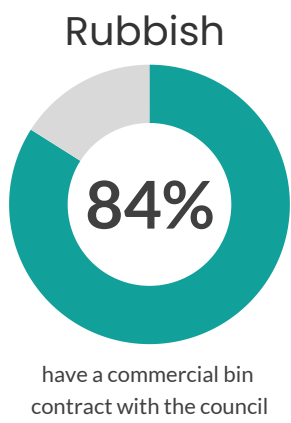
Where advertisements & information on rubbish & recycling services has been seen or heard (top 3):

Preferred way of receiving information about rubbish & recycling services (top 3):



# BUSINESS SURVEY

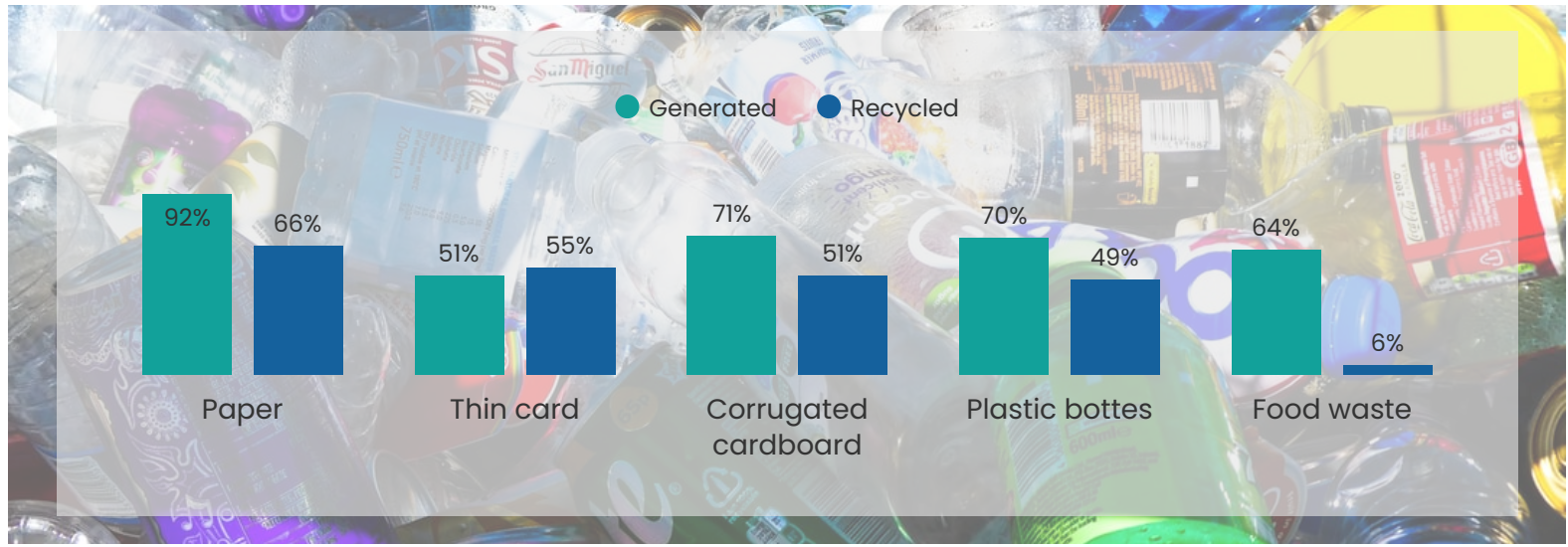
## Current disposal methods



73% Stored their rubbish & recycling outside on their own land on collection day

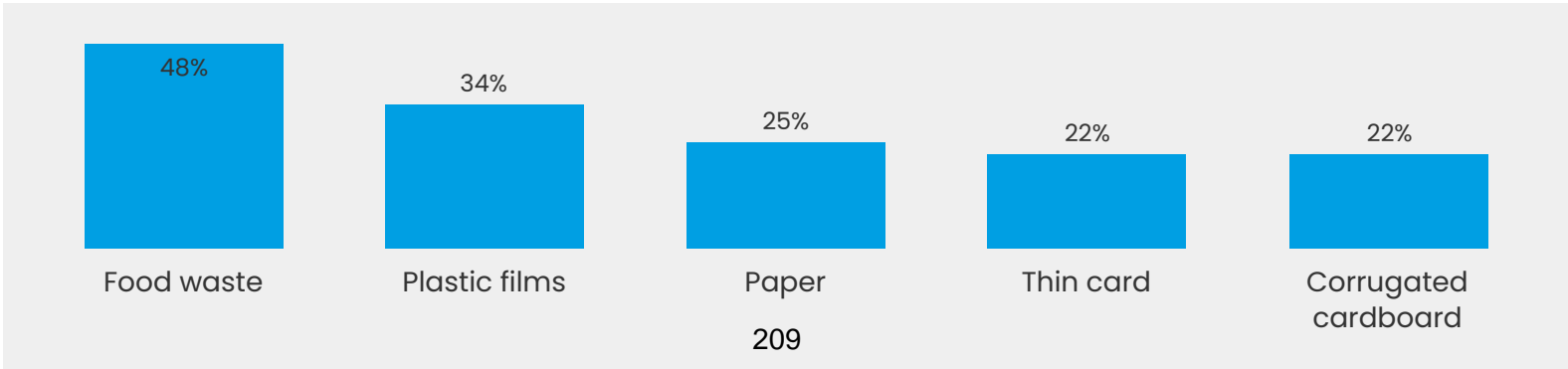
19% Stored their rubbish & recycling outside on public land on collection day

### Materials generated and materials recycling (top 6):



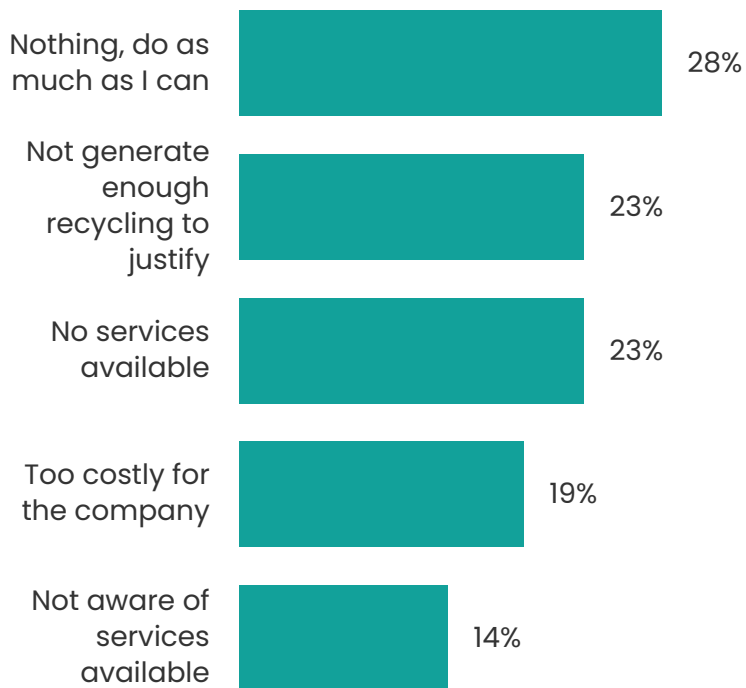
## Opportunities to improve recycling

### Materials businesses would like to recycle (top 5):

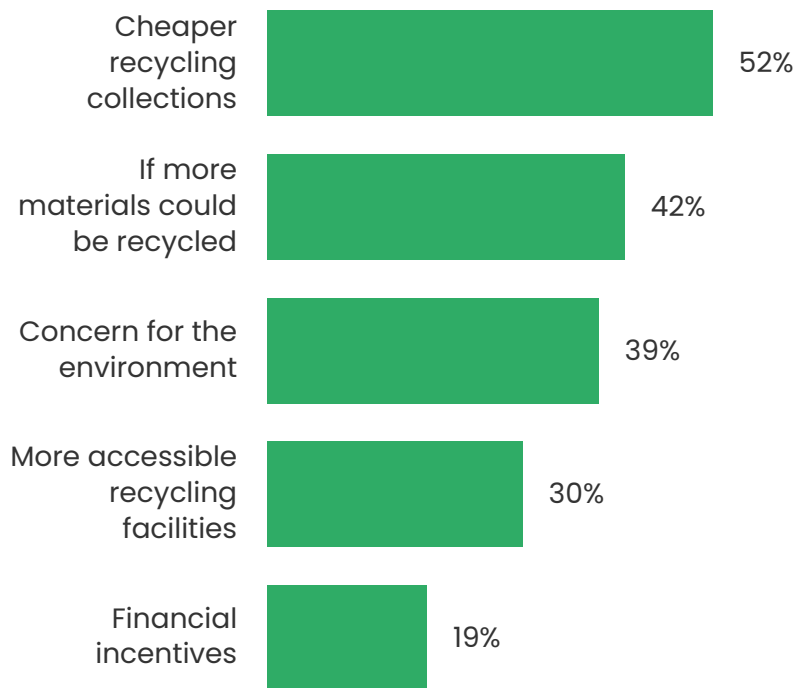


# Barriers to recycling more

## What stops businesses from recycling (Top 5):

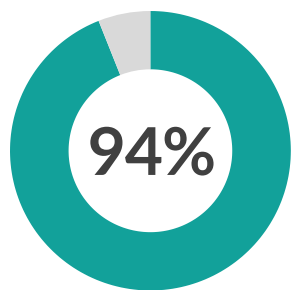


## What would encourage your business to recycle more (Top 5):

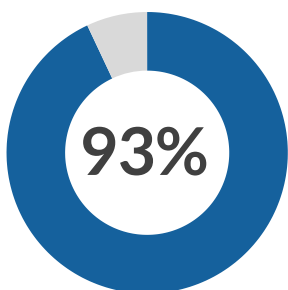


# Scoping the future of service delivery

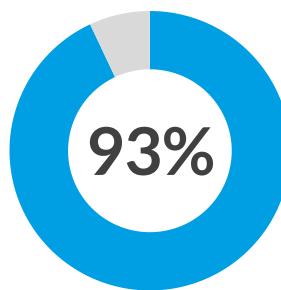
## % very / fairly important



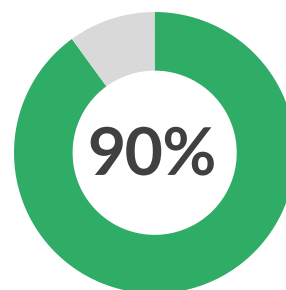
managing waste safely & legally to deliver better environmental outcomes



making efforts to increase the amount of waste diverted for re-use



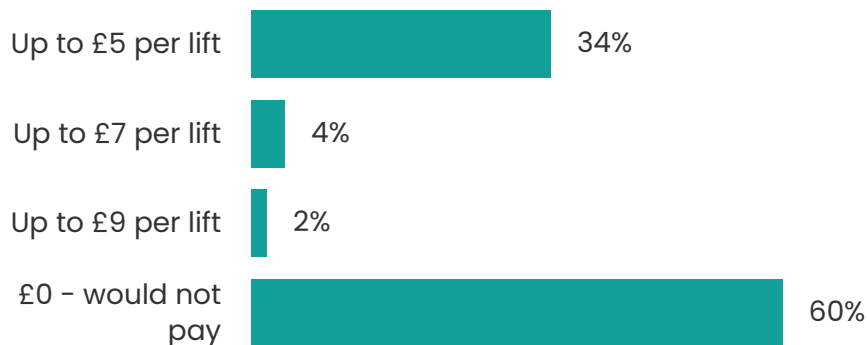
making efforts to increase the amount of waste recycled



promoting sustainable resource use across the business

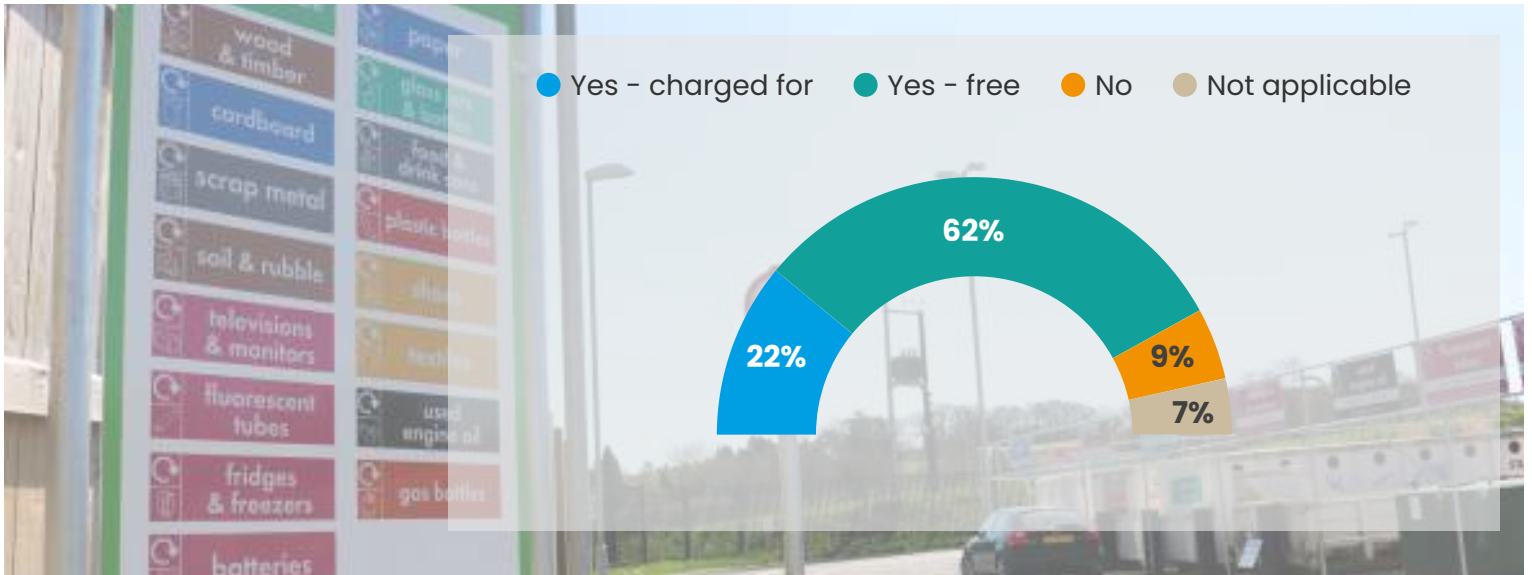


## Willingness to pay for a food waste collection





## Willingness to use a Commercial Recycling Centre



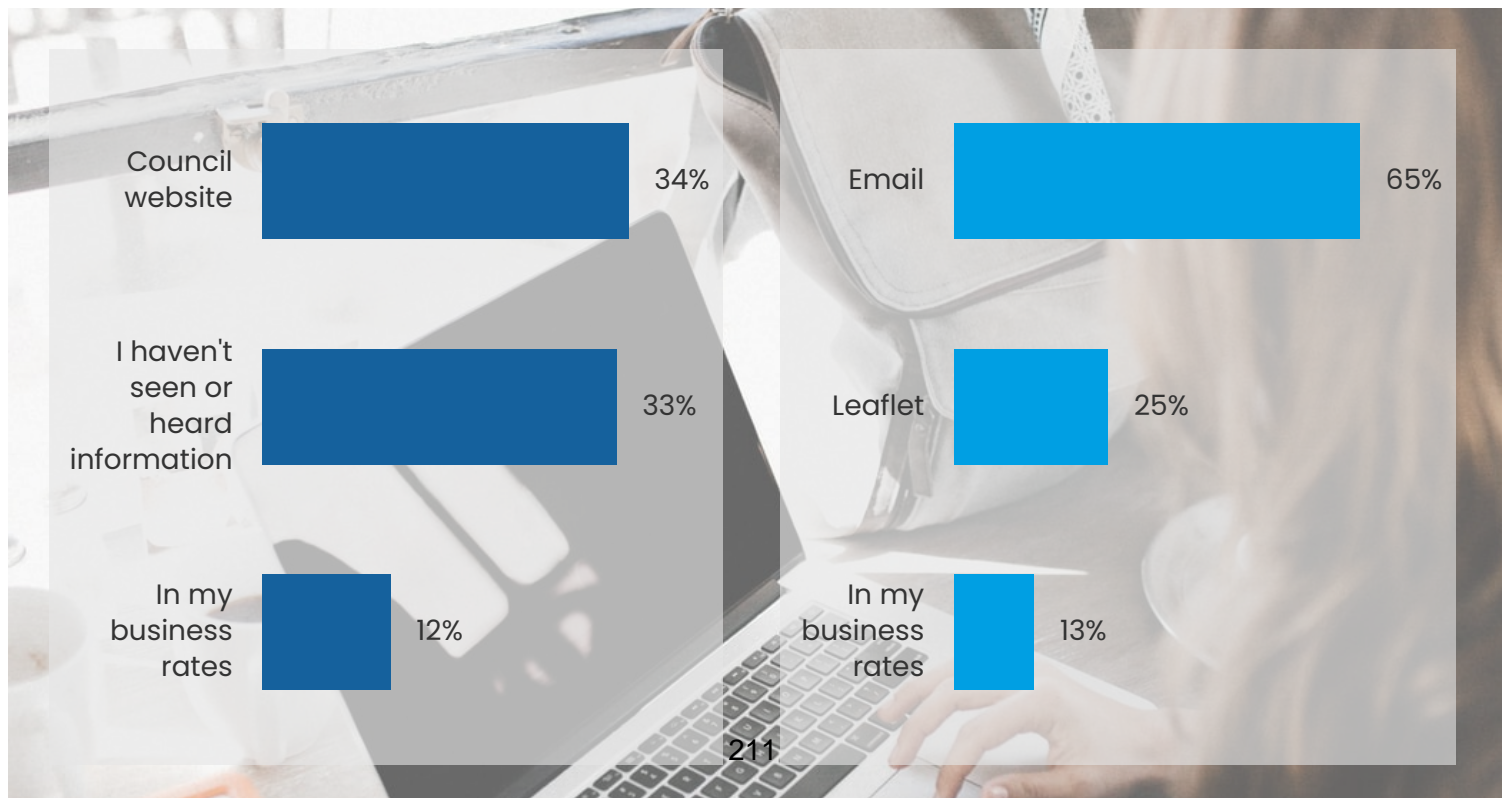
## Communication and information



said they either 'frequently' or 'occasionally' contact the council

Where advertisements & information on business rubbish & recycling services has been seen or heard (top 3):

Preferred way of seeking or receiving information about business rubbish & recycling services (top 3):



# Introduction

## Research context

Central government published a new national waste strategy in December 2018. The government's national waste strategy, "[Our Waste, Our Resources: A Strategy for England](#)" contains objectives for dealing with the nation's waste, and suggestions for how these objectives can be achieved. This means that the items that are collected in Herefordshire and the way they are collected will need to change so that they are compliant with the strategy.

The council has an ambition to make changes to bring about a more sustainable county and in 2019 they declared a Climate Emergency. By reviewing the way they collect rubbish and recycling they may be able to bring about large reductions in carbon emissions in response to the Climate Emergency.

In addition to this, the council's existing collection and disposal arrangements are coming to an end in 2023. These events have provided the council with the opportunity to better understand residents' and businesses' views on the future rubbish and recycling services and likely demands of the service. This is alongside the council's own aspirations for environmental protection, resource efficiency and carbon reduction.

Prior to the consultation, the council has already done a great deal of work gathering information to help inform any future decisions, such as:

- **General Overview and Scrutiny Task and Finish Group** - A Task and Finish Group (TFG) with councillors from all political parties was established to work with officers to explore options, provide findings and make recommendations on how the council should approach these challenges. The final report can be viewed [here](#).
- **Comparison with services elsewhere** - The council has considered a range of services provided elsewhere, focussing on those local authorities that have similar rural characteristics to Herefordshire.
- **Rubbish and recycling collection service options modelling** - This assessment used a modelling tool and an appraisal of associated costs with subsequent recycling, treatment and disposal, to provide an indicative total cost of each collection system. This will help the council better understand the financial aspects of different collection systems.



The next step of work was to get the views and opinions of Herefordshire residents and businesses to make sure they are fully considered, prior to any future changes. Following the completion of the resident and business survey, the recommendations will be reviewed, and the preferred option will be approved by Cabinet in Spring 2021.

## Methodology

The consultation was carried out between November 2020 and February 2021, amidst the coronavirus pandemic therefore our methodology selected was limited to mainly self-selection approaches. The consultation primarily used an online survey approach, but to make it as inclusive as possible, residents were able to request postal and telephone surveys.

Due to the pressures placed on businesses during the consultation period e.g. businesses remaining closed etc. we had to be sensitive in the way we communicated with organisations about the consultation. Therefore, the level of promotion around the business survey was limited.

	Resident survey	Business survey
Target population	Residents in Herefordshire	Businesses operating in Herefordshire
Survey length	Average of 10 mins	Average of 7 mins
Survey period	7 <sup>th</sup> December 2020 to 7 <sup>th</sup> February 2021	
Sampling method	Open online link	
Data collection method	Self-completion	
Total sample	3,498	181

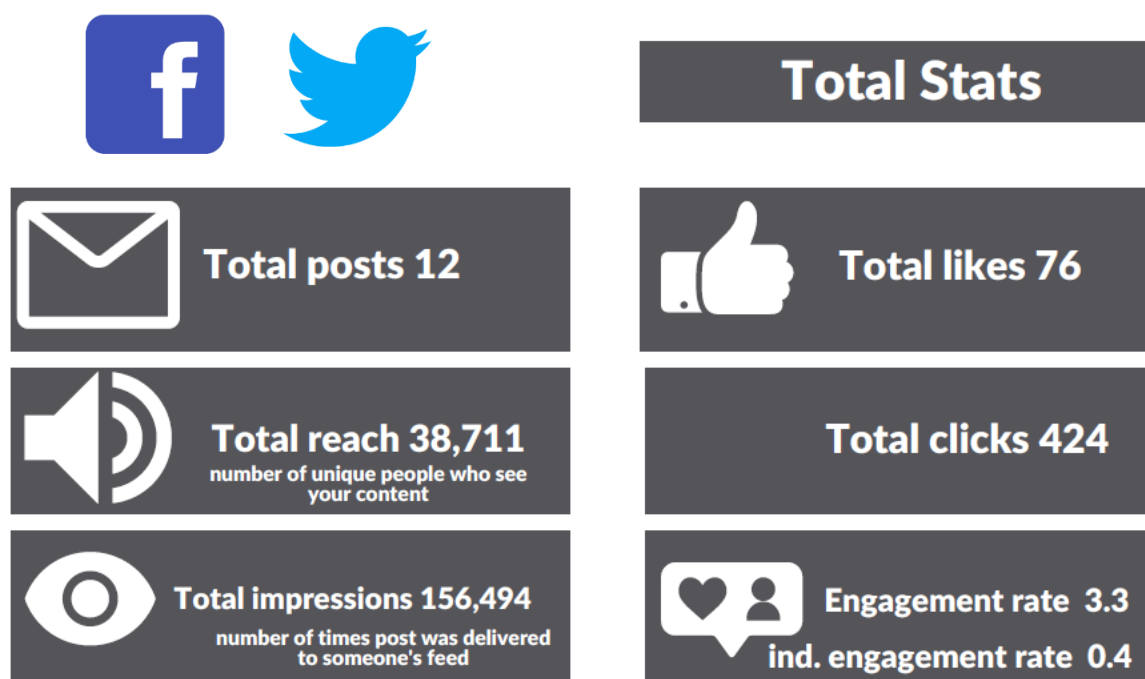
## Communication and promotion of the consultation

7<sup>th</sup> December 2021 – consultation opens

- |                                |   |
|--------------------------------|---|
| 7 <sup>th</sup> December 2020  | <ul style="list-style-type: none"><li>▪ Press release sent to local media and posted on council website newsroom</li><li>▪ Online survey sent to a representative sample of residents via email (n=8,000)</li><li>▪ Survey promoted on the council’s Facebook and Twitter pages throughout the consultation period (<i>please see image 1 overleaf for social media statistics</i>).</li><li>▪ Webpage banner on recycling pages &amp; links to survey added to all council’s Waste Management emails / auto response e.g. booking confirmation/purchases</li></ul> |
| 14 <sup>th</sup> December 2020 | <ul style="list-style-type: none"><li>▪ Reminders sent out to representative sample of residents via email</li></ul>  |
| January 2021                   | <ul style="list-style-type: none"><li>▪ Paid for print in newspaper to promote survey</li></ul>   |
| 13 <sup>th</sup> January 2021  | <ul style="list-style-type: none"><li>▪ Engaged with universities / colleges to promote survey online to students</li></ul>   |
| 28 <sup>th</sup> January 2021  | <ul style="list-style-type: none"><li>▪ Engaged with business support organisations to promote survey online to their members</li></ul>   |

7<sup>th</sup> February 2021 at midnight - Consultation closes

Image 1: Facebook and Twitter statistics



## Statistical reliability

The survey findings are based on results of a sample of Herefordshire residents and are therefore subject to sampling tolerances. Best practice for surveys of this nature is to obtain a confidence interval of  $\pm 3.0\%$  (based on a 95% confidence level using a 50% statistic) by achieving approximately 1,100 completed surveys.

The lower the confidence interval the greater the confidence you can have in your results. Table 1 below shows the confidence intervals for differing response results (sample tolerance).

For the resident survey, 3,498 residents completed the survey, this returns a confidence interval of  $\pm 1.6\%$  for a 50% statistic at the 95% confidence level. This simply means that if 50% of residents indicated they agreed with a certain aspect, the true figure (had the whole population been surveyed) could in reality lie within the range of 48.4% to 51.6% and that these results would be seen 95 times out of 100.

For the business survey, 181 businesses took part in the consultation which gives us a confidence interval of  $\pm 7.2\%$  for a 50% statistic at the 95% confidence level.

**Table 1: Surveys completed overall**

Size of sample	Approximate sampling tolerances*		
	50%	30% or 70%	10% or 90%
3,498 resident surveys	±1.6	±1.5	±1.0
181 business surveys	±7.2	±6.6	±4.3

\*Based on a 95% confidence level

## Analysis and reporting

The online survey is a self-selection methodology which means residents were free to choose whether to participate or not. It is anticipated that returned responses would not necessarily be fully representative of the target population.

### Weighting

As part of the analysis process, the combined data from online, telephone and postal surveys was weighted by age group, gender and Acorn<sup>1</sup>. This ensures that it more accurately matches the known profile of Herefordshire. The procedure involves adjusting the profile of the sample data to bring it into line with the population profile of Herefordshire. For example, in the survey the final sample comprised of 38% men and 62% women. Census data tells us that the proportion should be 49% men and 51% women. To bring the sample in line with the population profile we applied weights to the gender profile. The same process was repeated for the remaining subgroup profiles.

The resident survey results presented in this report have been weighted but for comparison purposes, where appropriate, the unweighted results have also been presented in charts.

### Statistical tests

Differences in views of sub-groups of the population were compared using a statistical test (z test<sup>2</sup>) and statistically significant results (at the 95% level) are indicated in the text. Statistical significance means that a result is unlikely due to chance (i.e. it is a real difference in the population) and that if you were to replicate the study, you would be 95% certain the same results would be achieved again. As the combined sample for this research was weighted to be representative by age group, gender and Acorn, analysis for other sub-groups will be indicative only. This excludes ethnicity, if there were

<sup>1</sup> Acorn is a classification system that segments the UK population by analysing demographic data, social factors, population and consumer behaviour. Acorn is broken down into three tiers; 6 categories, 18 groups and 62 types.

<sup>2</sup> A statistical test to determine whether two population means are different when the variances are known and the sample size is large.

children in the home and Rural Urban Classification as these were already representative before weighting.

### Presentation of data

Owing to the rounding of numbers, percentages displayed visually on graphs and charts within this report may not always add up to 100% and may differ slightly when compared with the text. The figures provided in the text should always be used. Where figures do not appear in a graph or chart, these are 3% or less. The 'base' or 'n=' figure referred to in each chart and table is the total number of residents responding to the question with a valid response.

Sample sizes indicated with a '\*' should be interpreted with caution due to the small sample size achieved.

### Icon key:



Gender



Rural Urban Classification



Age group



Ethnicity



Acorn classification



Children in the home

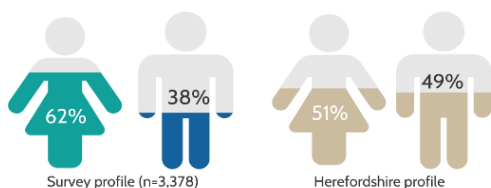
# Residents survey

## Whom we spoke to

Below is the unweighted socio-demographic results of respondents who took part in the survey and compared against the known profile of Herefordshire. The results presented in this report have been weighted back to the area profile to better reflect the profile of Herefordshire.

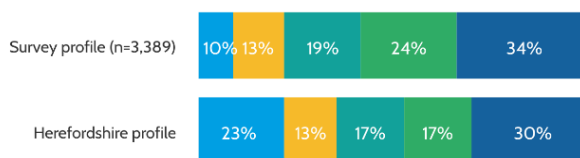
### Gender

13 respondents preferred to self-describe across the survey period

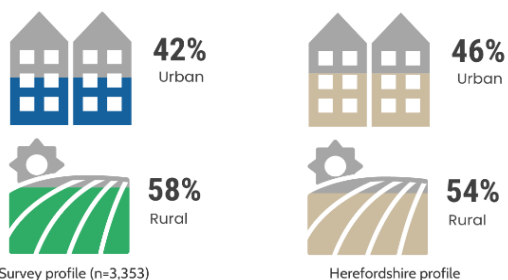


### Age group

● 16-34 ● 35-44 ● 45-54 ● 55-64 ● 65+

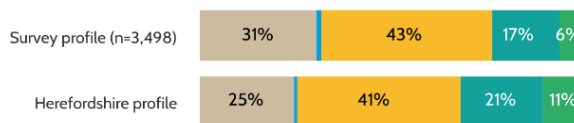


### Rural / urban classification

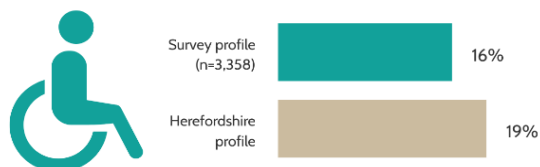


### Acorn Category

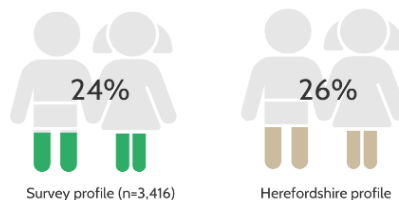
● 1 Affluent Achievers ● 2 Rising Prosperity  
● 3 Comfortable Communities ● 4 Financially Stretched  
● 5 Urban Adversity ● 6 Not Private Households



### Long-term health problem or disability

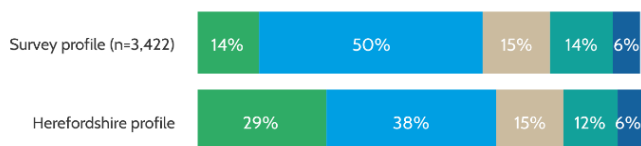


### Children in the home



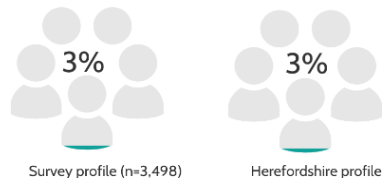
### Household size

● 1 person ● 2 people ● 3 people ● 4 people ● 5 or more people

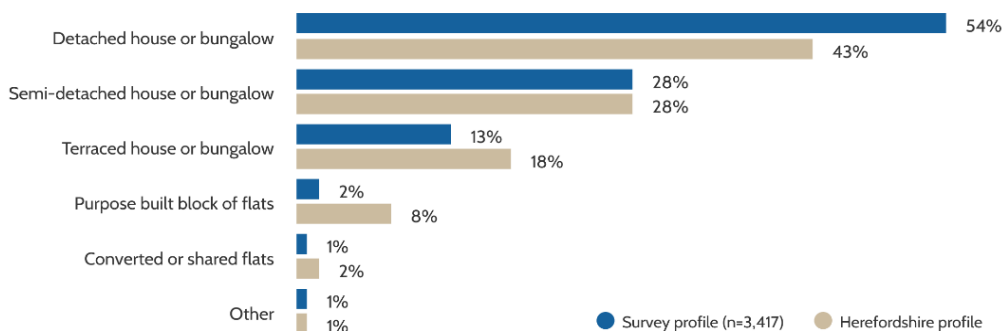


### Ethnicity

Overall Black, Asian and other minority ethnic groups



### Property type



# Findings

## Attitudes and perceptions

### Section summary:

Residents fed back that the **future of rubbish and recycling services** in Herefordshire should **focus** on ensuring a **high recycling rate**. Almost **nine in ten** residents agreed that **more needs to be done** to reduce rubbish and increase recycling, although the **acceptance to change** to the current rubbish and recycling collection **came in lower**, with around six in ten accepting this. Women, the younger age groups, those living in less affluent areas and those with children in the home were more likely to accept the need for change.

Residents were asked to think about the future of rubbish and recycling services in Herefordshire and what aspects they thought the council should prioritise. Residents were asked to order their top 3 aspects in order from one to three (1<sup>st</sup>, 2<sup>nd</sup> and 3<sup>rd</sup>).

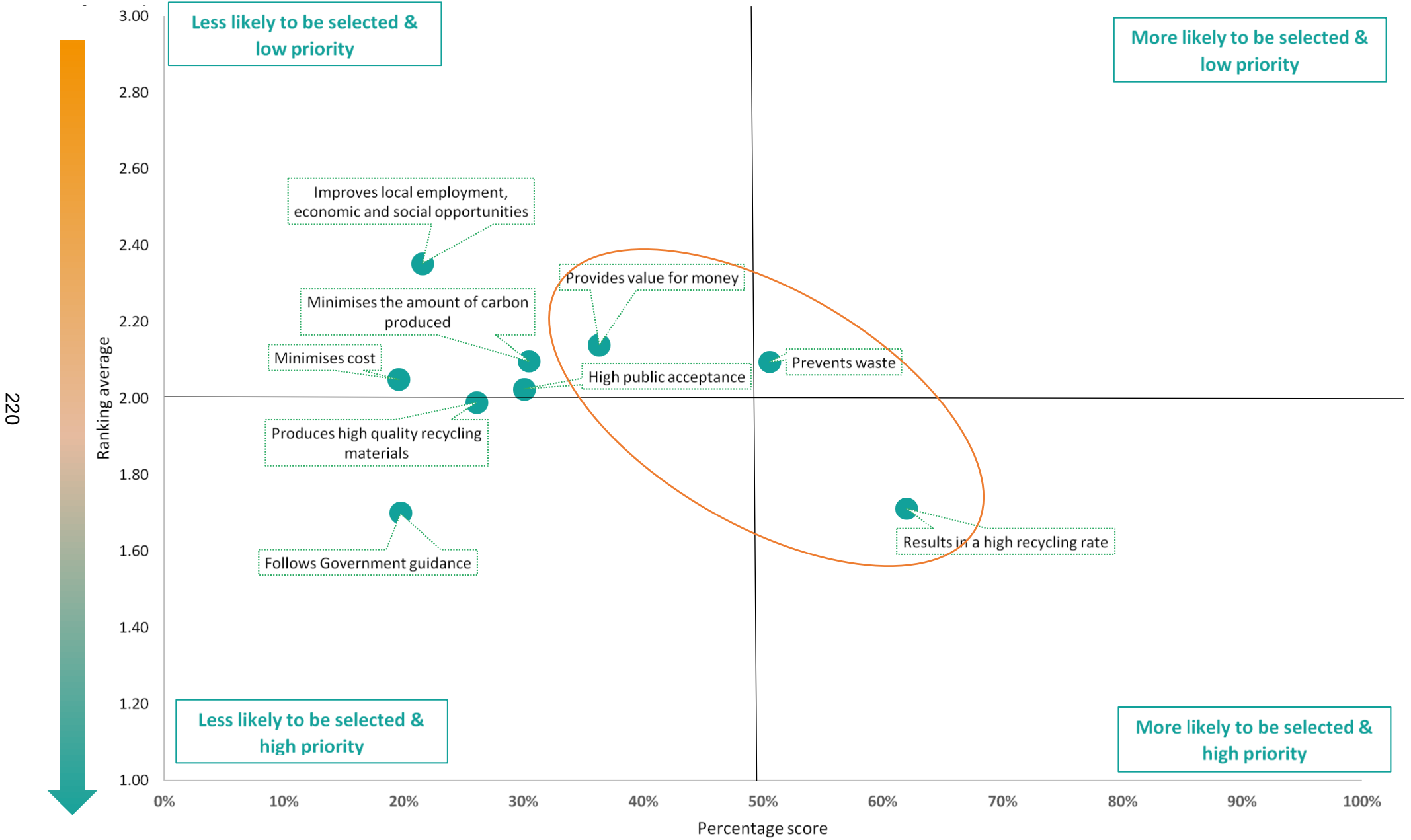
Figure 1 overleaf has been divided into four quadrants, with each quadrant representing the mean scores for each aspect and the percentage for each aspect. Each quadrant has been labelled as having high or low priority (the lower the score the higher the priority) and the percentage for how often that aspect was selected (regardless of what the aspects priority was e.g. 1<sup>st</sup>, 2<sup>nd</sup> or 3<sup>rd</sup>).

- 'Results in a high recycling rate' falls into the *'More likely to be selected & high priority'* quadrant. The council should therefore look to focus on these aspects. Other aspects the council could consider are 'prevents waste' and 'provides value for money'.
- This finding broadly aligns to recommendations of the council's Task and Finish group which reported<sup>3</sup> in 2019 that the service should prioritise the prevention of waste (top priority). High recycling rates and providing value for money came in fifth and sixth place respectively.

3

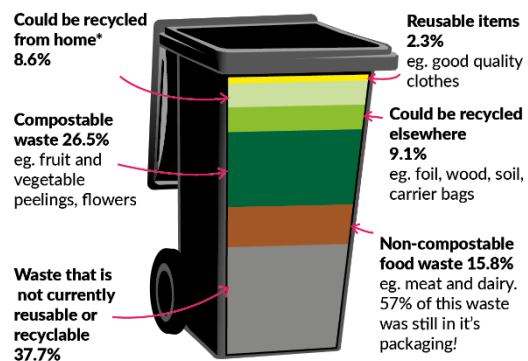
<https://councillors.herefordshire.gov.uk/documents/s50082806/Appendix%201%20for%20Task%20and%20finish%20group%20report%20-%20waste%20management%20strategic%20review.pdf>

Figure 1: Quadrant chart showing the average ranking (priority) for each aspect and the percentage of how often each aspect was selected





In 2019, the council carried out an analysis on the types of materials that were being placed into the black bin. They found that on average the black bin contained nearly 9% of materials that could be recycled at home and a further 42% consisted of food waste.

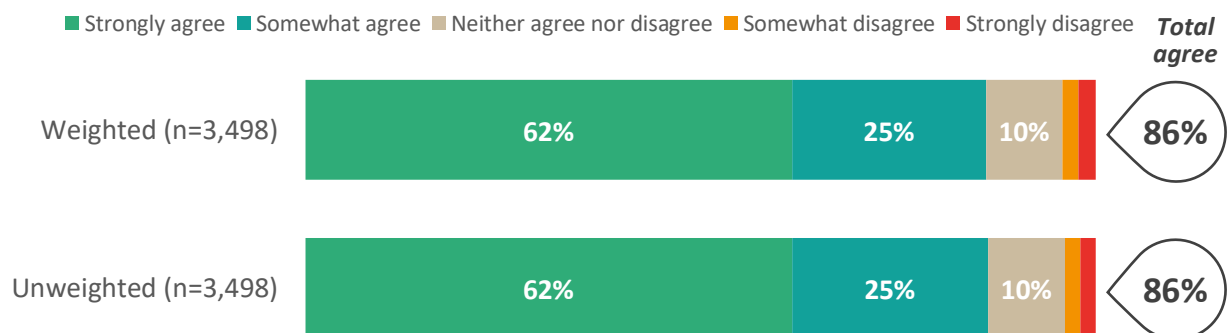


Residents were shown this information in the

survey and then asked to what extent they agreed or disagreed that more needed to be done to reduce rubbish and increase recycling in Herefordshire.

- Overall, **86%** of residents either 'strongly' (62%) or 'somewhat' (25%) agreed with this and just 4% disagreed. While one in ten (10%) didn't have any feelings either way (Figure 2).

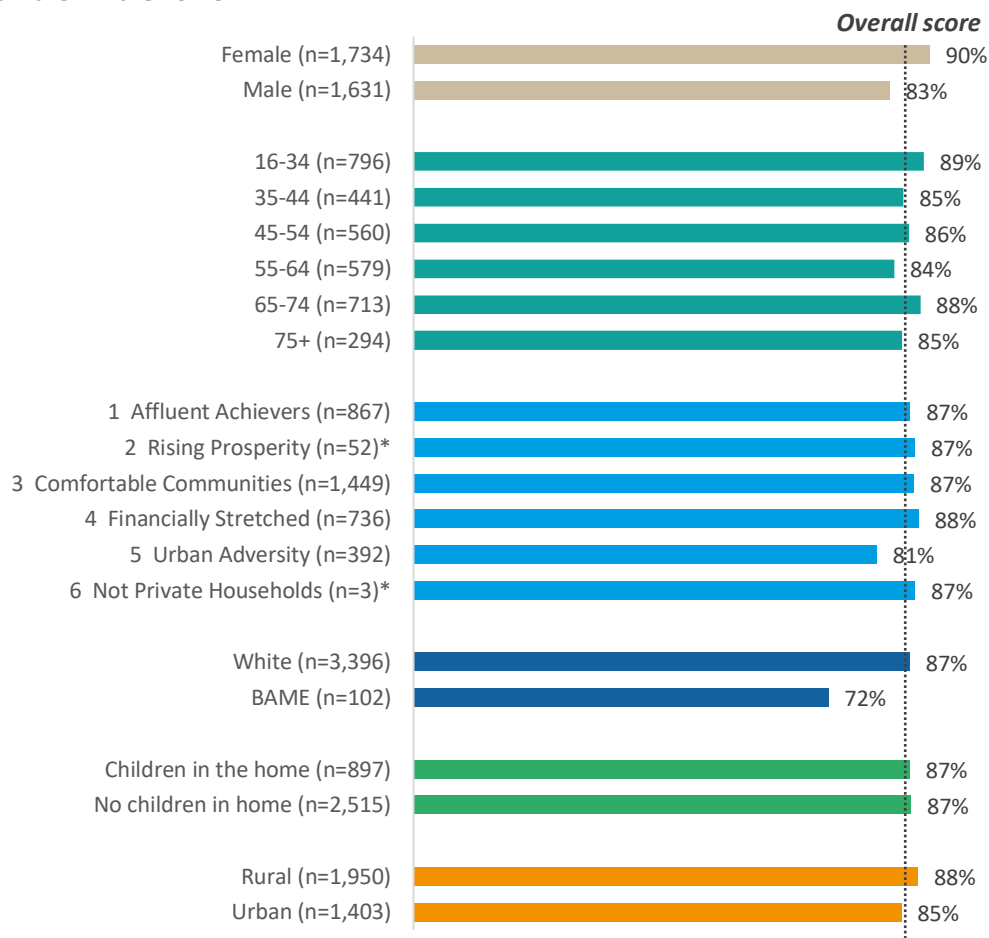
**Figure 2: To what extent to you agree or disagree that more needs to be done to reduce rubbish and increase recycling in Herefordshire?**



Sub-group analysis shows there were significant variations by age group and gender (Figure 3):

	<ul style="list-style-type: none"> <li><b>Women</b> were more likely (90%) to <b>agree</b> that more needs to be done to reduce rubbish and increase recycling compared to men (83%).</li> </ul>
	<ul style="list-style-type: none"> <li>Agreement across the age groups was fairly consistent, although those <b>aged 65-74</b> were more likely to have agreed that <b>more needs to be done</b> compared to the 35-44 age groups.</li> </ul>

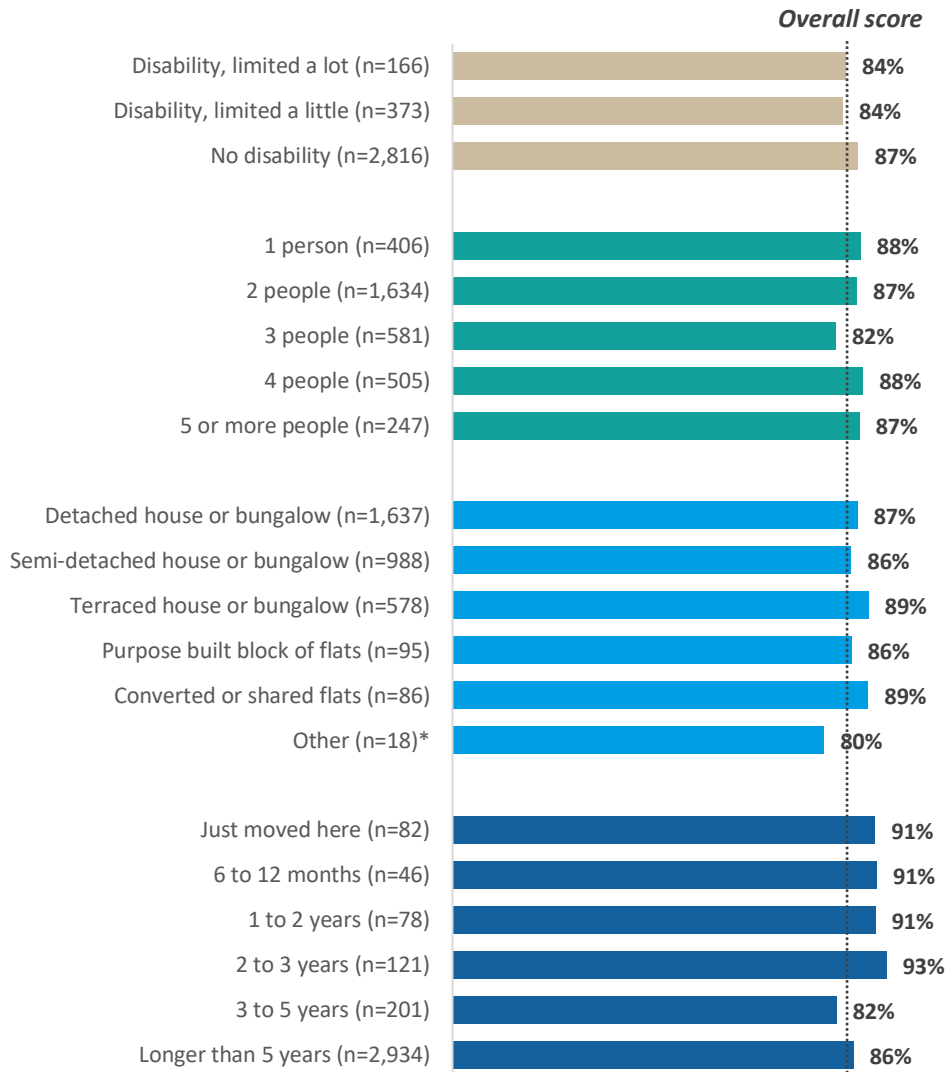
**Figure 3: Total agreement by gender, age group, Acorn Category, Rural Urban Classification, ethnicity and children in the home**



### Indicative sub-group analysis

Residents agreeing that more needs to be done to reduce rubbish and increase recycling was fairly consistent across those with or without a disability, number of people in the household and property type (Figure 4). Residents who had been in the area for three years or more had lower levels of agreement with this. For example, 82% of residents who had been living in the area for between three to five years said they agreed with this, compared to 91% of resident who had lived in the area for one to two years.

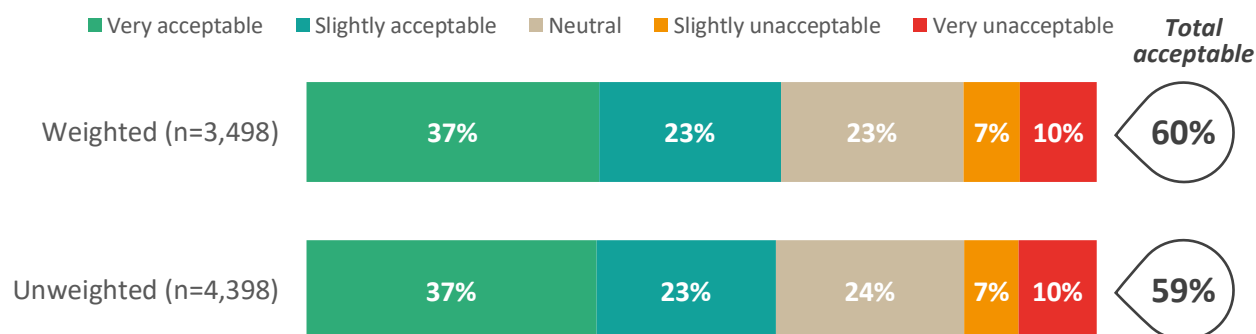
**Figure 4: Total agreement by disability, household size, property type and length of time in the area**



Residents were then asked to what extent they accepted the need for the council to change the current rubbish and recycling collection.

- Overall, 60% either said that this was 'very' (37%) or 'slightly' (23%) acceptable and 17% said that they did not accept the need for change. Almost a quarter (23%) had no feelings either way (Figure 5).

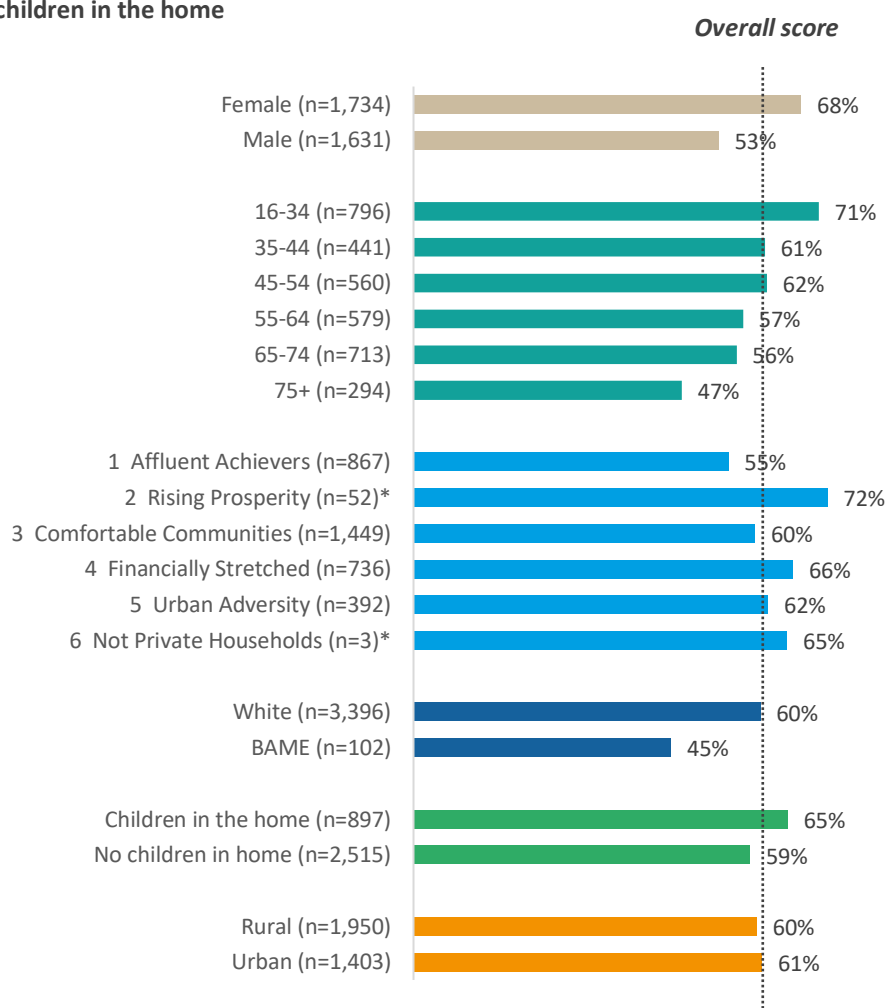
**Figure 5: To what extent do you accept the need for the council to change the current rubbish and recycling collection?**



Sub-group analysis shows there were significant variations by gender, age group, those with children in the home and Acorn category (Figure 6):

	<ul style="list-style-type: none"> <li><b>Women</b> were more likely to <b>accept the need to change</b> the rubbish and recycling services at 68%, compared to men at 53%.</li> </ul>
	<ul style="list-style-type: none"> <li><b>As age increased</b>, the level of <b>acceptance to change the services decreased</b>. The youngest age group (16-34) were more likely to accept the need for a change, with 71% stating they accepted this. This is compared to the older age groups, for example, 47% of those aged 75 or older accepted this.</li> </ul>
	<ul style="list-style-type: none"> <li>Residents living in <b>less affluent areas</b> were more likely to <b>accept the need to change</b> the service. For example, 66% of residents living in households classified as Acorn 4 'Financially Stretched' accepted the need to change, compared to 55% of residents living in households classified as Acorn 1 'Affluent Achievers'.</li> </ul>
	<ul style="list-style-type: none"> <li><b>Those without children</b> in the home had a <b>lower level of acceptance</b> (59%) compared to those with children in the home (65%). Although significantly more residents with <b>no children</b> in the home <b>had no feeling either way</b> (24%) compared to those with children (19%).</li> </ul>

**Figure 6: Total acceptance by gender, age group, Acorn Category, Rural Urban Classification, ethnicity and children in the home**

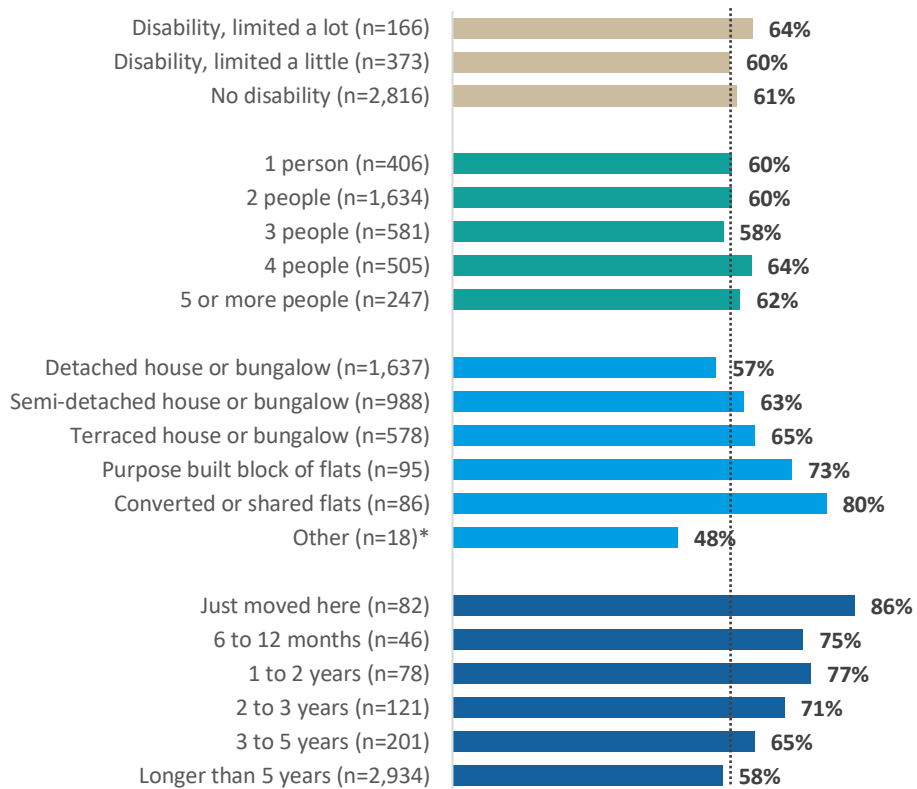


**Indicative sub-group analysis**

The level of acceptance with the need to change the rubbish and recycling collections varied by property type. Residents living in detached (57%), semi-detached (63%) and terraced (65%) properties were less likely to accept this, compared to those living in flats – who are more likely to have a shared /communal collection service (purpose built at 73% and converted/shared flat at 80%).

The longer a resident had lived in the area, the less likely they accepted the need for a change to the service. For example, 77% of those that had lived in the area for one to two years said they accepted this, compared to 58% of residents who had lived in the area for five years or longer (Figure 7).

**Figure 7: Total acceptance by disability, household size, property type and length of time in the area**  
*Overall score*



## Food waste collections

### Section summary:

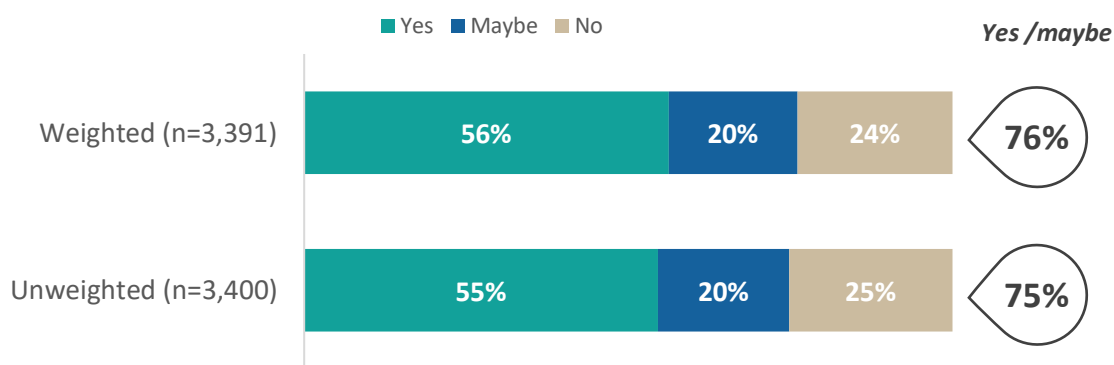
Potential uptake in a weekly food waste collection was positive, with almost **eight in ten** residents stating they **would use the service** if provided. Women, the younger age groups, those living in more deprived areas, urban areas and residents with children in the home were more likely to want to use the service. Residents who **did not want to use the service or were undecided** stated that they **did not produce enough food waste**, they already **home compost** or that they were concerned about **hygiene and pests**. The **older age groups** were more likely to feel they **do not produce enough food waste**, while the **younger age groups** were more concerned about **hygiene** and that the service would be **inconvenient or a hassle**. Residents living in **more affluent areas** were more likely to say they **would not use the service** as they **home compost** their food waste, this was similar for those living in more rural areas. Finally, those with **children in the home** that did not want to use the service were more likely to be concerned about **hygiene related issues**.

**A third** of residents who were happy to use the service said they **did not have any concerns in using a weekly food waste collection**. While around **two quarters** said that they were concerned around attracting **pests** and / or that they were worried about **hygiene**.






At the time of the consultation there was a lack of certainty in the government's resource and waste strategy, but it did outline that councils will have to provide a weekly food waste collection service for every household. To gauge future use of this service, residents were asked if they would use it if the council introduced a separate weekly food waste collection.

- Almost eight in ten (76%) residents said either 'yes' (56%) or 'maybe' (20%). Around a quarter (24%) said they would not use it (Figure 8).

Figure 8: If the council introduced a separate weekly collection for food waste, would you use it?

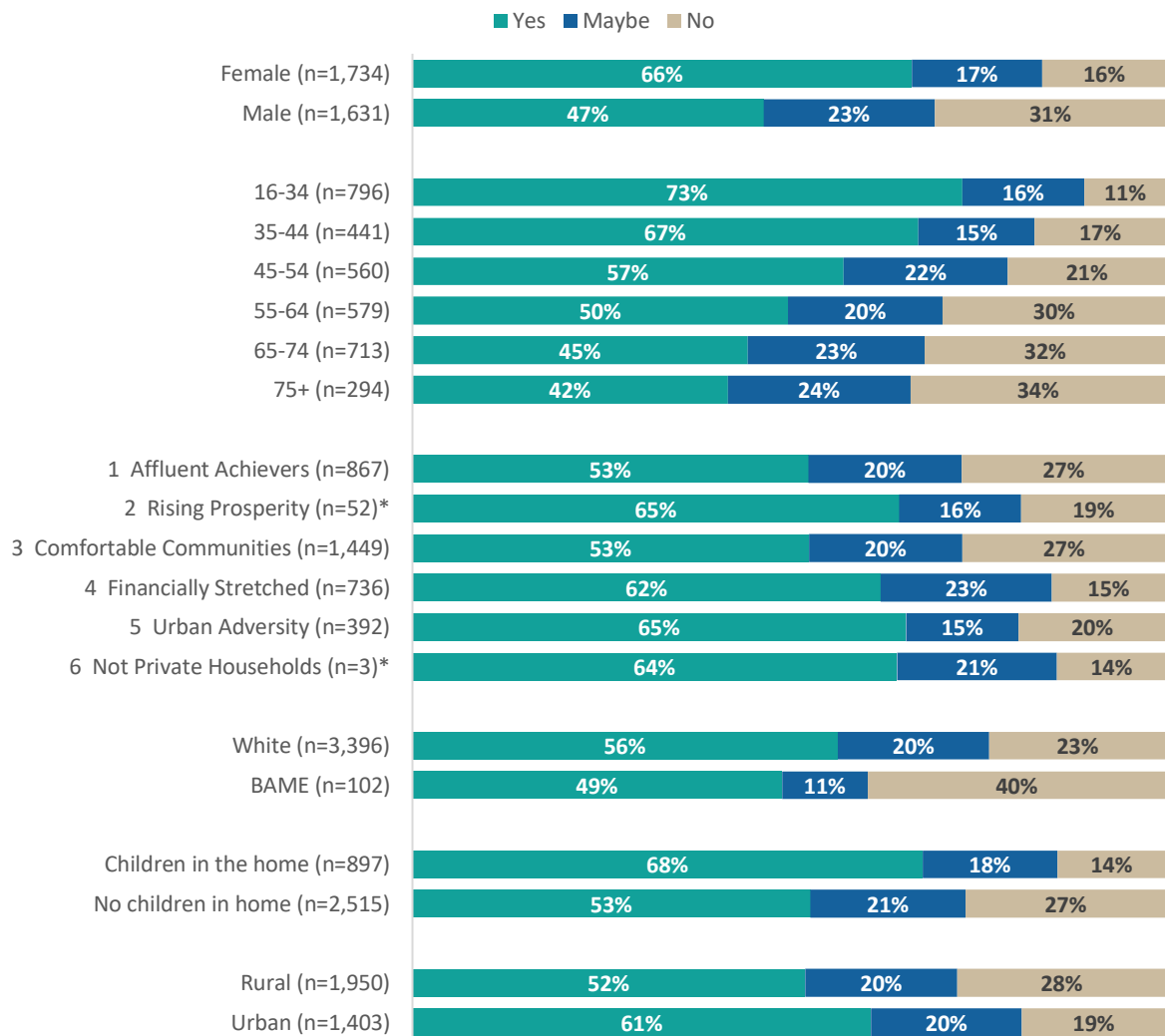


Sub-group analysis shows there were significant variations by gender, age group, Acorn category Rural Urban Classification and those with children in the home (Figure 9):

	<ul style="list-style-type: none"> <li>Women were more inclined to <b>use a food waste collection</b> compared to men. For example, 66% of women said they would use it, compared to men (46%).</li> </ul>
	<ul style="list-style-type: none"> <li>There were clear variations by age group, <b>as age increased</b>, so did the <b>reluctance to use a food waste collection</b>. For example, 73% of those aged 16-34 said they would use it, compared to 42% of those aged 75 or older.</li> </ul>
	<ul style="list-style-type: none"> <li>Residents living in homes that were classified as <b>more deprived</b>, were <b>more willing to use or maybe use a food waste collection</b> compared to those in more affluent homes. For example, 53% of those living in homes classified as Acorn 1 'Affluent Achievers' said they would use the service, compared to 65% of those living homes classified as Acorn 5 'Urban Adversity'.</li> </ul>
	<ul style="list-style-type: none"> <li>Residents living in <b>rural areas</b> were <b>less likely to use</b> a food waste collection, with 23% stating 'no' they wouldn't use it. While residents living in urban areas were more likely to say they would use it (61%).</li> </ul>
	<ul style="list-style-type: none"> <li>Residents who had <b>children in the home</b> were <b>more likely to have said they would use</b> a food waste collection at 68%. While those without children in the home were less likely to use the service if provided with 27% stating no.</li> </ul>



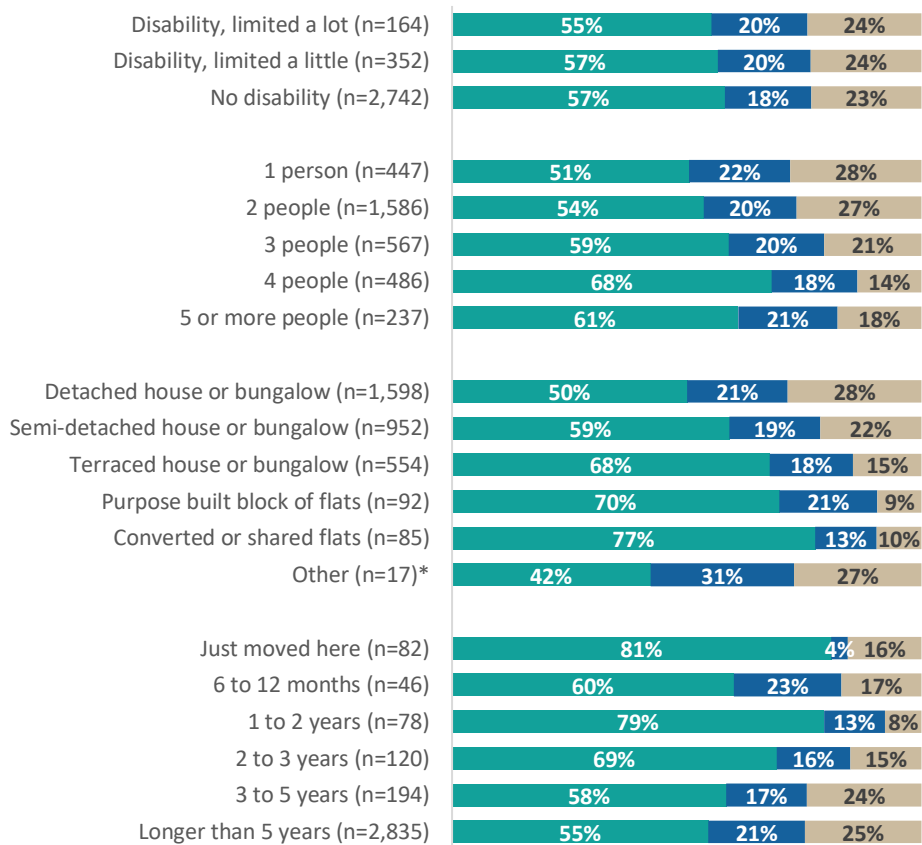
**Figure 9: Use of food waste collection by gender, age group, Acorn category, ethnicity, children in the home and RUC**



### Indicative sub-group analysis

As household size increased, so did the desire to use a food waste collection. For example, 73% of homes with two people said they would use or maybe use the collection, compared to 86% of those with four people. When compared by property type, those in purpose-built flats or shared flats were more likely to say that they would use or maybe use the collection compared to other property types. For example, 91% of those living in purpose-built flats stated this, compared to 72% of those living in detached homes (Figure 10).

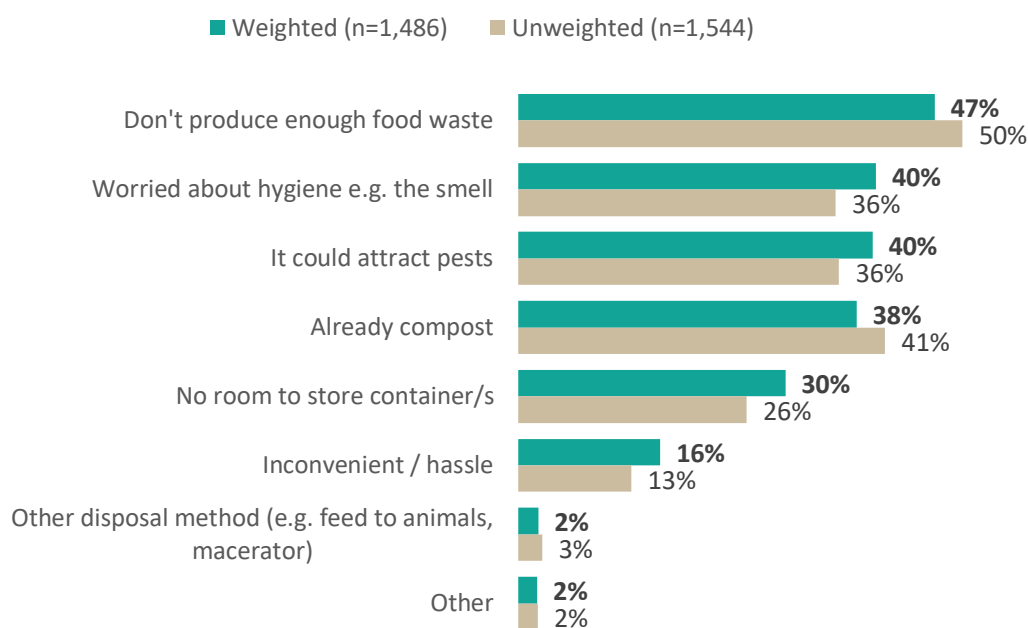
**Figure 10: Use of food waste collection by disability, household size, property type and length of time in the area**






Residents who said they would maybe or would not use a weekly food waste collection if provided, were asked why or what concerns they had (Figure 11).



- Almost half (47%) said that they did not produce enough food waste to warrant participation, followed by hygiene concerns such as it would attract pest and worried about hygiene (both 40%). 38% stated they home composted their food waste already. (Figure 11).

Figure 11: Why wouldn't you use it or what concerns do you have?



Sub-group analysis shows there were significant variations by age group, Acorn category, ethnicity, Rural Urban Classification and if there were children in the home (Table 12):

	<ul style="list-style-type: none"> <li>Older residents were more likely to have said that they <b>don't produce enough food waste</b> to warrant using a service. For example, 61% of those aged 75 or older said this, compared to 25% of those aged 16-34.</li> <li>Concerns about <b>hygiene</b> were more likely to be claimed by the <b>younger age groups</b>. For example, 73% of those aged 16-34 stated this, compared to 26% of those aged 65-74.</li> <li>The service being <b>inconvenient, or a hassle</b> was more likely to have been mentioned by the <b>younger age groups</b>. For example, 31% of those aged 16-34 stated this, compared to 10% of those aged 65-74.</li> </ul>
	<ul style="list-style-type: none"> <li>Residents living in home that were <b>more affluent</b> were more likely to say that they <b>home compost</b> their food waste. For example, 45% of those living in homes classified as Acorn 1 'Affluent Achievers' said they home compost, compared to 15% of those living in homes classified at Acorn 5 'Urban Adversity'.</li> </ul>
	<ul style="list-style-type: none"> <li>Residents living in <b>rural areas</b> were more likely to say that they <b>home compost</b> at 48%, compared to urban areas (26%).</li> <li>Residents living in <b>urban areas</b> were more likely to have concerns about <b>hygiene</b> (49%), attracting <b>pests</b> (46%) and that they wouldn't have <b>room to store containers</b> (41%).</li> </ul>

	<ul style="list-style-type: none"> <li>▪ <b>BAME residents</b> were more likely to have said that the service would be <b>inconvenient or a hassle</b> (32%) compared to non-BAME residents (15%).</li> </ul>
	<ul style="list-style-type: none"> <li>▪ Residents with <b>children in the home</b> were <b>more likely to have a range of concerns</b> compared to those without children in the home. For example, concerns about hygiene (51%) and pests (50%) topped the list. This was followed by concerns with storing containers (45%) and the inconvenience or hassle of the service (22%).</li> </ul>

### Indicative sub-group analysis

The smaller the household size, the more likely they were to say that they would not use the collection because they do not produce enough food waste. For example, 72% of one person households said this compared to 30% of homes with five or more people. Hygiene and attracting pests were more of a concern for those in larger household sizes. For example, 53% of homes with five or more people said this was a concern, compared to 34% of two person households. Residents living in purpose-built flats were more concerned with where they would store containers with 63% stating this compared to other household types, for example, just 20% of those living in detached homes said this (Table 13).

Table 12: Why wouldn't you use it or what concerns do you have by gender, age group, Acorn category, ethnicity, children in the home and RUC

	Don't produce enough food waste	No room to store container/s	Worried about hygiene e.g. the smell	It could attract pests	Inconvenient / hassle	Already compost	Other disposal method (feed to animals, macerator)	Other
Female (n=567)	45%	31%	40%	41%	14%	38%	3%	2%
Male (n=847)	47%	29%	41%	39%	17%	38%	2%	2%
16-34 (n=207)	25%	57%	73%	68%	31%	25%	0%	1%
35-44 (n=142)	39%	41%	54%	53%	20%	31%	1%	4%
45-54 (n=234)	42%	35%	42%	41%	19%	31%	3%	2%
55-64 (n=284)	49%	22%	32%	32%	12%	43%	4%	3%
65-74 (n=380)	57%	16%	26%	28%	10%	45%	3%	1%
75+ (n=166)	61%	20%	32%	29%	8%	44%	3%	1%
1 Affluent Achievers (n=378)	47%	24%	37%	37%	14%	45%	2%	2%
2 Rising Prosperity (n=17)*	69%	57%	54%	45%	41%	13%	0%	0%
3 Comfortable Communities (n=636)	50%	23%	34%	35%	12%	44%	3%	2%
4 Financially Stretched (n=258)	45%	40%	47%	42%	16%	29%	1%	3%
5 Urban Adversity (n=127)	36%	57%	59%	61%	35%	15%	1%	4%
White (n=1,435)	66%	42%	57%	57%	22%	55%	31%	27%
BAME (n=51)*	58%	43%	53%	48%	32%	34%	5%	9%
Children in the home (n=277)	33%	45%	51%	50%	22%	36%	2%	2%
No children in home (n=1,155)	51%	26%	37%	37%	15%	38%	3%	2%
Rural (n=817)	49%	21%	33%	35%	13%	48%	3%	2%
Urban (n=601)	45%	41%	49%	46%	20%	26%	2%	2%

233

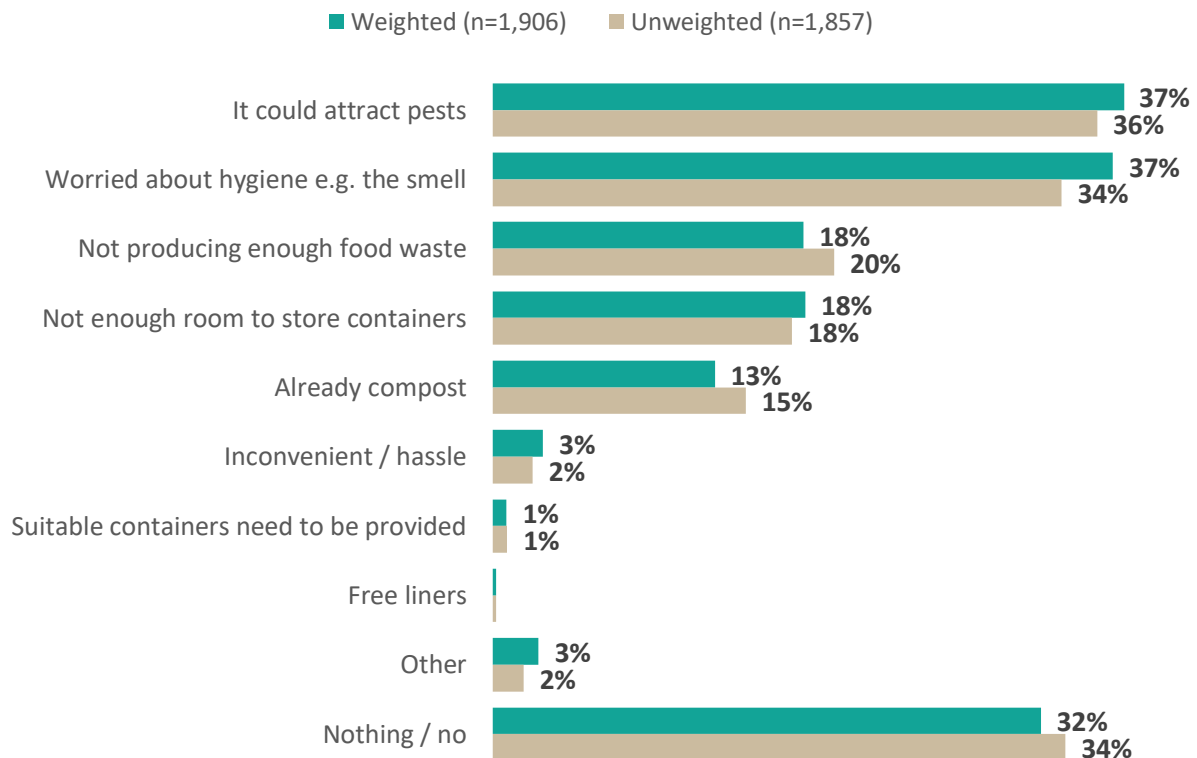
Table 13: Why wouldn't you use it or what concerns do you have by disability, household size, property type and length of time in the area

	Don't produce enough food waste	No room to store container/s	Worried about hygiene e.g. the smell	It could attract pests	Inconvenient / hassle	Already compost	Other disposal method (feed to animals, macerator)	Other
Disability, limited a lot (n=73)	60%	38%	50%	56%	20%	18%	3%	1%
Disability, limited a little (n=153)	48%	36%	46%	43%	18%	28%	3%	2%
No disability (n=1,177)	46%	28%	37%	37%	15%	41%	2%	2%
1 person (n=221)	72%	28%	34%	36%	18%	33%	3%	3%
2 people (n=738)	47%	23%	34%	33%	12%	43%	2%	2%
3 people (n=233)	40%	40%	54%	49%	24%	28%	2%	1%
4 people (n=155)	32%	43%	53%	54%	14%	34%	3%	4%
5 or more people (n=93)	30%	43%	53%	57%	28%	43%	3%	1%
Detached house or bungalow (n=799)	48%	20%	35%	36%	13%	47%	3%	2%
Semi-detached house or bungalow (n=390)	47%	39%	46%	45%	15%	31%	1%	3%
Terraced house or bungalow (n=179)	48%	39%	40%	33%	20%	30%	2%	1%
Purpose built block of flats (n=28)	42%	63%	59%	62%	18%	11%	2%	4%
Converted or shared flats (n=19)	46%	36%	42%	41%	15%	19%	0%	11%
Other (n=10)*	60%	46%	76%	68%	20%	17%	0%	16%
Just moved here (n=82)	16%	42%	44%	48%	35%	56%	0%	0%
6 to 12 months (n=46)	22%	24%	17%	25%	5%	64%	0%	0%
1 to 2 years (n=78)	27%	18%	28%	27%	16%	43%	3%	0%
2 to 3 years (n=121)	49%	30%	49%	51%	18%	49%	0%	0%
3 to 5 years (n=201)	47%	29%	41%	46%	21%	41%	3%	0%
Longer than 5 years (n=2,934)	48%	29%	40%	39%	16%	38%	2%	2%

Residents who said ‘yes’ they would use a weekly food waste collection if provided were also asked if they had any concerns with this (Figure 12).

- The main concerns highlighted by residents were around the collection attracting pests (37%) and hygiene concerns such as the smell (37%)
- Positively around a third (32%) of residents did not have any concerns in using the service.

Figure 12: Do you have any concerns in using a weekly food waste collection?



Sub-group analysis shows there were significant variations by gender, age group, RUC and children in the home (Table 14):

	<ul style="list-style-type: none"> <li>▪ <b>Women</b> who said they would use the service were more likely to have <b>concerns with hygiene</b> e.g., the smell with 40% stating this compared to men (32%). While <b>men</b> were more likely to be concerned with <b>not producing enough food waste</b> at (23%) compared to women (16%)</li> </ul>
	<ul style="list-style-type: none"> <li>▪ There were variations across the age groups, with results being similar to those residents who said they did not want to use a food waste collection. For example, the <b>younger 16-34 age groups</b> were more likely to be <b>concerned with hygiene</b> (46%) and <b>pests</b> (44%), compared to the older age groups at 23% and 15% respectively.</li> </ul>



	<ul style="list-style-type: none"> <li>Residents living in <b>rural areas</b> who said they would use a food waste collection were <b>more likely to have no concerns</b> with this type of service at 36%. Compared to those in urban areas with 29% stating they have no concerns.</li> </ul>
	<ul style="list-style-type: none"> <li>Again, concern with <b>hygiene</b> was an issue for those <b>homes with children</b> (42%), compared to those without children (34%).</li> </ul>



Table 14: Do you have concerns in using a food waste collection by gender, age group, Acorn category, ethnicity, children in the home and RUC

	Not producing enough food waste	Not enough room to store containers	Worried about hygiene	It could attract pests	Inconvenient / hassle	Already compost	Nothing / no	Suitable containers need to be provided	Free liners	Other
Female (n=1,114)	16%	20%	40%	39%	3%	12%	32%	1%	0%	3%
Male (n=739)	23%	17%	32%	34%	3%	15%	33%	1%	0%	3%
16-34 (n=558)	10%	23%	46%	44%	5%	9%	28%	0%	0%	6%
35-44 (n=291)	10%	21%	39%	39%	2%	8%	37%	2%	0%	2%
45-54 (n=313)	16%	18%	37%	37%	2%	9%	36%	1%	0%	1%
55-64 (n=281)	25%	18%	33%	38%	1%	20%	33%	0%	0%	1%
65-74 (n=305)	32%	11%	23%	25%	2%	20%	33%	1%	0%	1%
75+ (n=120)	33%	15%	28%	31%	5%	20%	31%	0%	0%	4%
1 Affluent Achievers (n=419)	24%	13%	34%	35%	2%	19%	32%	2%	0%	1%
2 Rising Prosperity (n=30)*	14%	16%	39%	34%	3%	0%	47%	0%	0%	0%
3 Comfortable Communities (n=705)	19%	19%	35%	35%	4%	14%	34%	1%	0%	3%
4 Financially Stretched (n=424)	15%	21%	42%	40%	3%	8%	32%	0%	0%	2%
5 Urban Adversity (n=240)	17%	23%	39%	46%	3%	8%	30%	2%	0%	4%
White (n=1,857)	18%	18%	37%	37%	3%	13%	33%	1%	0%	3%
BAME (n=49)*	16%	20%	38%	33%	4%	9%	29%	2%	2%	0%
Children in the home (n=583)	8%	21%	42%	40%	2%	8%	38%	1%	0%	1%
No children in home (n=1,293)	23%	18%	34%	36%	3%	15%	30%	1%	0%	3%
Rural (n=888)	20%	14%	32%	33%	2%	17%	36%	1%	0%	1%
Urban (n=937)	18%	23%	42%	42%	4%	9%	29%	1%	0%	3%

## Garden waste collections

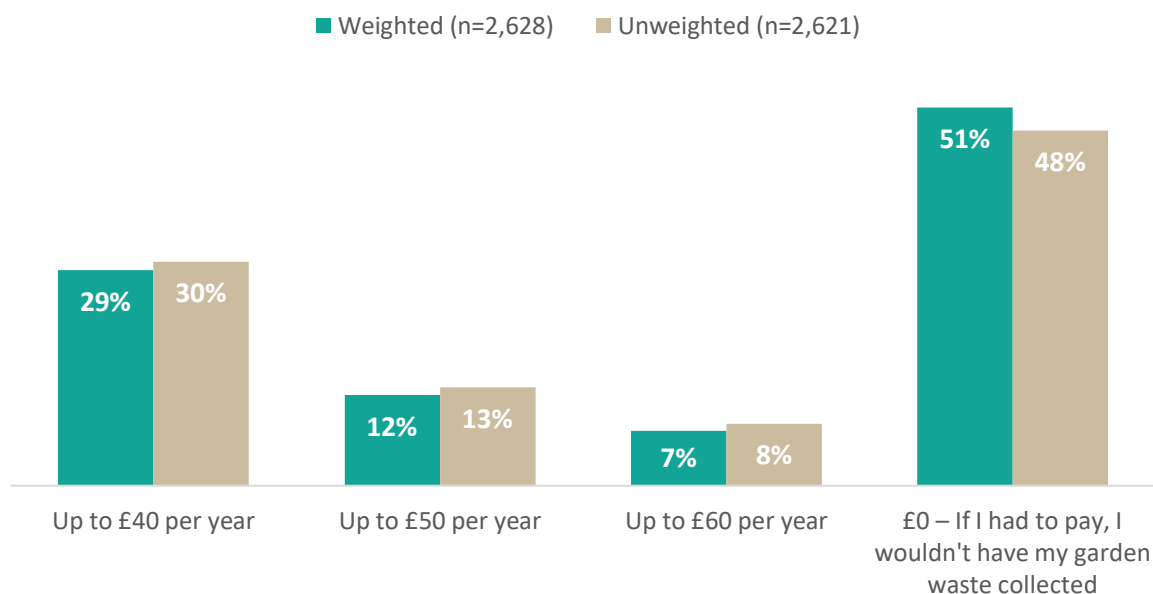
### Section summary:

**Just over half** of residents said that if they **had to pay** for a garden waste collection they **would not sign up to the service**. Of those that were willing, **just under a third** said that they were prepared to **pay up to £40 per year**. The older age groups were more inclined to pay for the service compared to the under 44 age group. Those living in more affluent areas were more likely to sign up to a paid for service.



The council currently offers residents the option to buy garden waste sacks which are collected once a fortnight (the garden waste collected is not composted). The council is considering introducing a garden waste collection service. This may be a paid for service which would go towards covering the costs of running it. The council would provide a wheeled bin or collect biodegradable garden waste to be sent for composting every fortnight (Figure 13).

- Just over half (51%) of residents said that if they had to pay for a garden waste collection, they would not have it collected.
- 49% said they would pay, with the most popular amount being up to £40 per year (29%). Just 7% opted for the most expensive option of up to £60 per year.

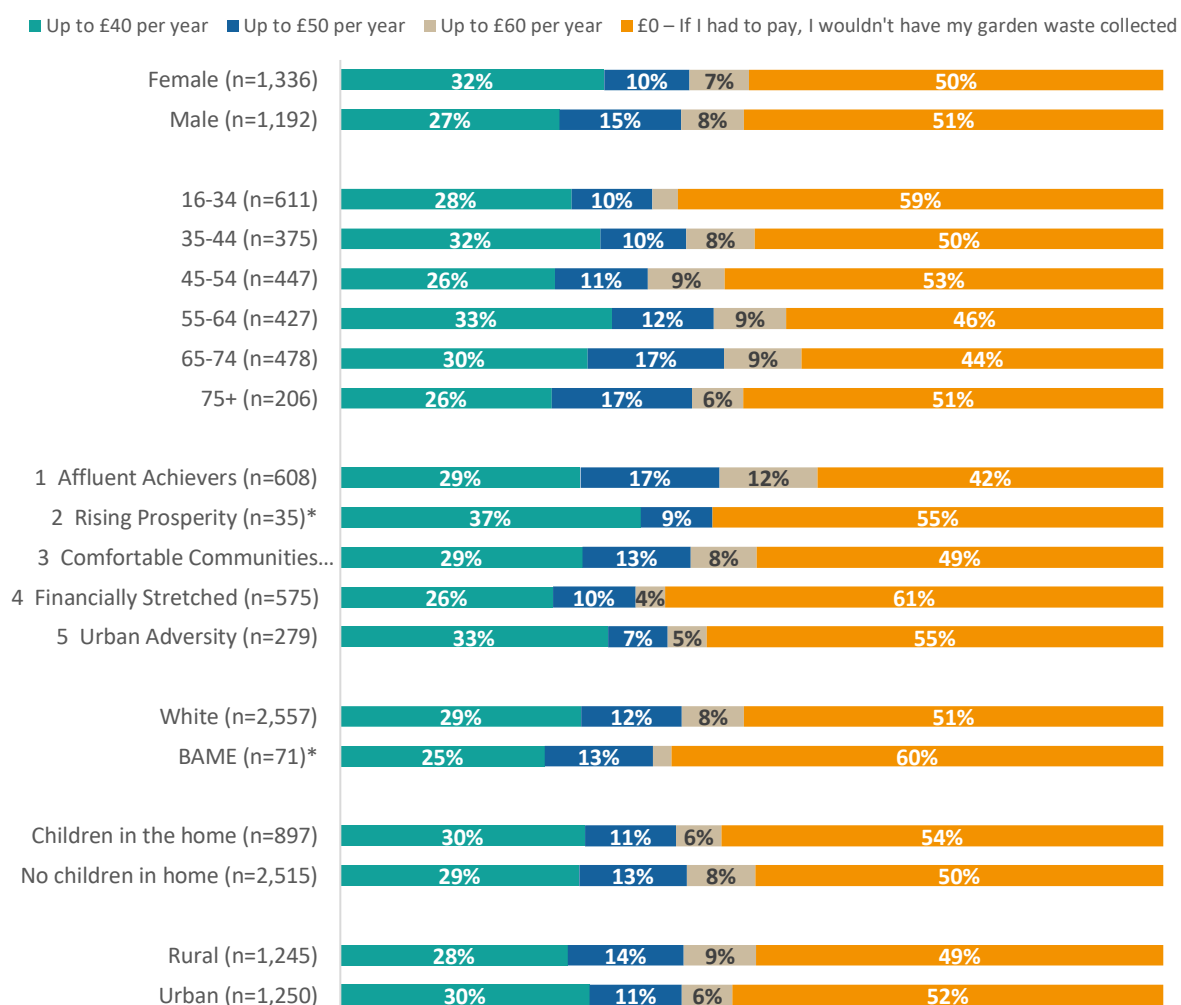
**Figure 13: If there was a fee for collecting garden waste how much would you be prepared to pay for this service?**



Sub-group analysis shows there were significant variations by age group and Acorn category (Figure 14):

	<ul style="list-style-type: none"> <li>The <b>younger 16-34 age group</b> were more likely to have selected the 'If I had to pay, I wouldn't have my garden waste collected' option (59%) compared to the older age groups. For example, 46% of those aged 65-74 selected this option.</li> </ul>
	<ul style="list-style-type: none"> <li>As <b>affluence decreases</b>, so is the <b>likelihood</b> of residents stating they would be <b>willing to paying for a garden waste collection</b>. For example, 61% of households classified as Acorn 4 'Financially Stretched' said they would not pay, compared to 49% of Acorn 3 'Comfortable Communities' and 42% of Acorn 1 'Affleunt Achiever' households stating this.</li> </ul>

**Figure 14: If there was a fee for collecting garden waste how much would you be prepared to pay for this service by gender, age group, Acorn category, ethnicity, children in the home and RUC**



## Indicative sub-group analysis

Residents living in detached and semi-detached homes were more willing to pay for a garden waste collection. For example, 53% of those living in detached homes said they would be willing to pay a certain amount, compared to 44% of those living in terraced properties (Figure 15).

**Figure 15: If there was a fee for collecting garden waste how much would you be prepared to pay for this service by disability, household size, property type and length of time in the area**

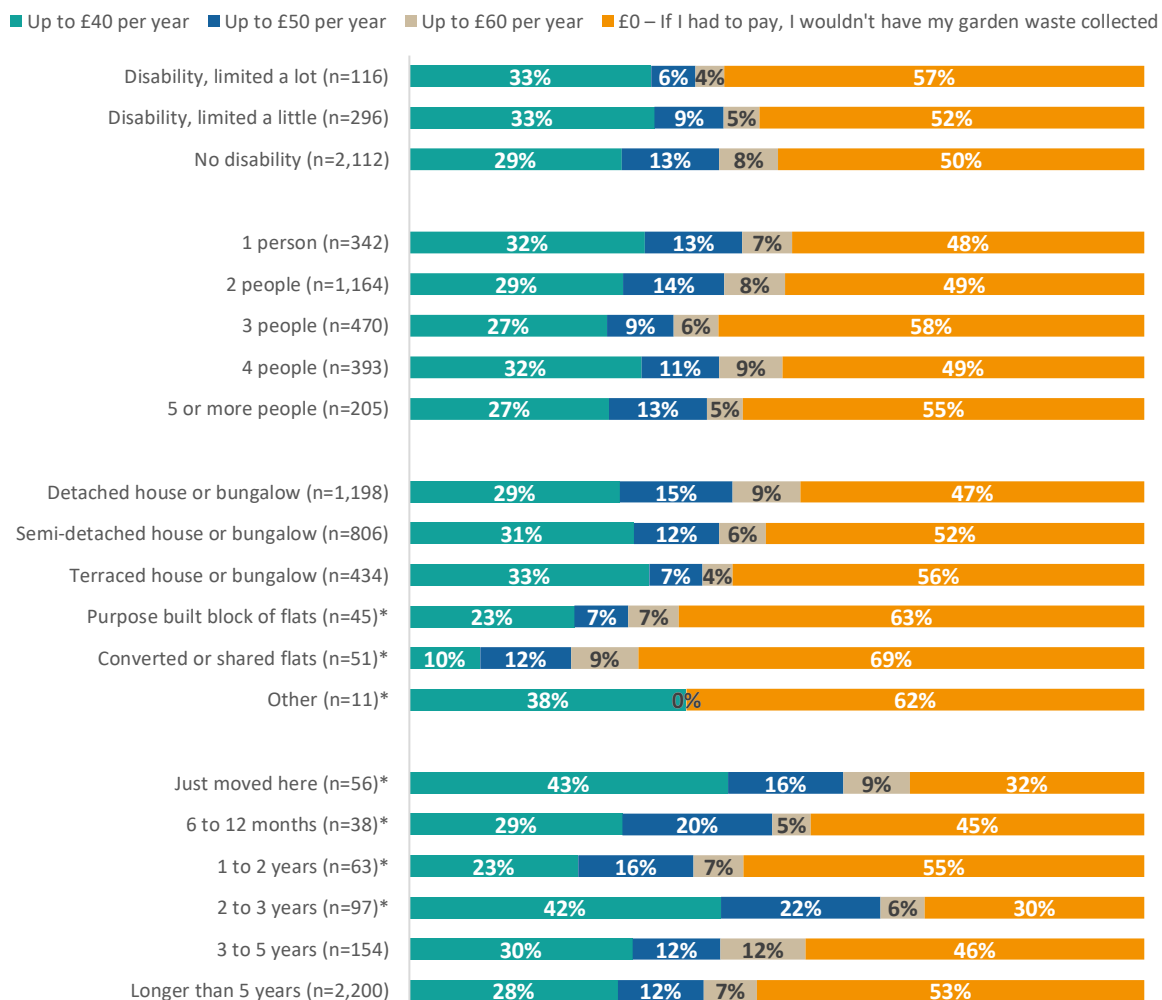
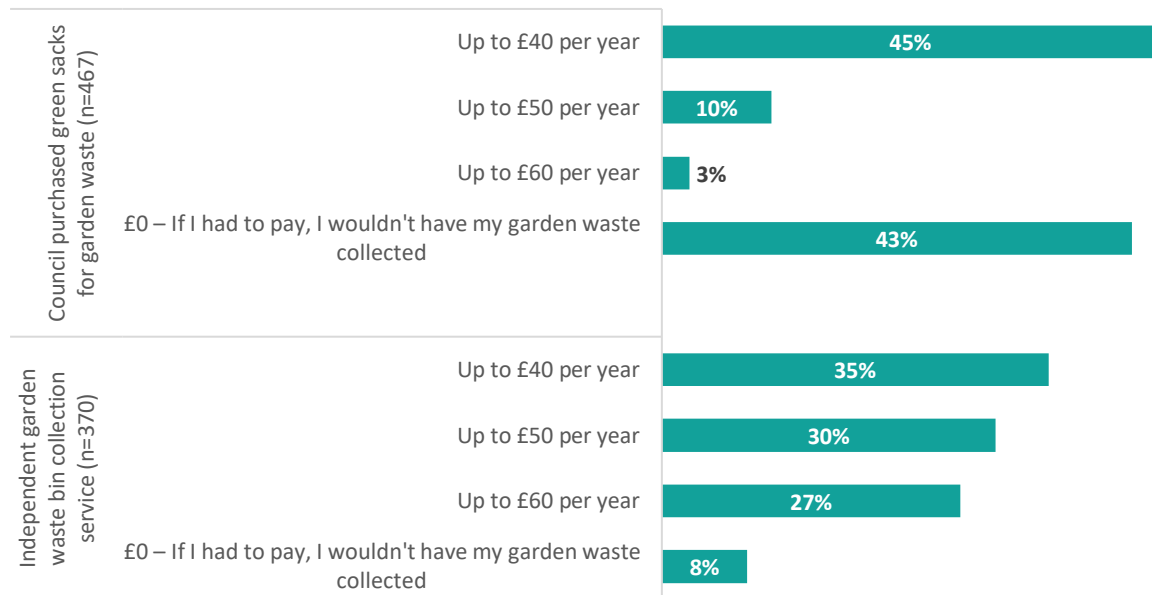


Figure 16 compares how much residents would be willing to pay based on if they currently pay for a garden waste service (either through the council or an independent collection).

- Residents who already pay for an independent garden waste collection are far more willing to pay for the service if provided by the council. For example, just 8% of those who pay for an independent service said they would not pay anything, compared to those who pay for the garden waste sack collection (provided by the council) with 43% stating this.

**Figure 16: How much residents would be willing to pay based on those who already pay for either the council or independent garden waste collection service.**



## Preference for the future of rubbish and recycling collections

### Section summary:

The preference for the two service options were split - **53% for option 1** and **47% for option 2**. **Women, older age groups**, and those in **less affluent areas** were more likely to **prefer option 1**. When asked why residents selected each option, resident who **selected option 1** said that this was because **bins are easier to use**, the service would be **simple** and **straightforward to use** and that the boxes in option 2 would create a mess and that they are not covered. Residents who **preferred option 2** said that this was because the **general waste needs to be collected more frequently** than once every three weeks (as per option 1), that all the containers will be **collected more frequently** and that **it is simpler and straightforward to use** (collection calendar is easier to follow etc.).

Residents were then asked if there was anything they felt that the council needed to consider for residents. Top of the list was the **provision of free liners for the food waste collection**. This could help alleviate some of the concerns residents may have with hygiene e.g. the smell etc. **Storage of containers** was also a concern for residents – both inside and outside the home. Residents also felt that they would get **confused as to when containers get placed out for collection**, more so for option 1. So clear instructions would need to be provided. Those who selected option 2 said that the council needs to consider **how they would stop materials being blown or falling out the boxes** and how residents could **keep the materials dry**.

The council has been considering different options for providing rubbish and recycling collection services in the future. It has therefore needed to think about what needs to be achieved and has been gathering a range of evidence, information and speaking to other councils to find out more about their experience to help with this. The council knows it will need to make certain changes to ensure compliance with the government's policy which includes the following:

- To provide a weekly food waste collection service for every household.
- To collect garden waste separately.
- The government's preferred approach is that councils collect different recyclables separately to increase their quality e.g. in different containers.
- The government's preferred approach is that no waste stream is collected less than every fortnight.

Through work already carried out, the council identified the two best performing options and wanted residents to provide their preference for this. Below summarises the options:

### Option 1

Container	Material	Collection period
 240 litre	Recycling - Metal tins/cans, plastic pots, tubs, trays and bottles, glass bottles and jars	Once every 3 weeks
 240 litre	Recycling – all paper and cardboard	Once every 3 weeks
 240 litre	Garden waste*	Once every 2 weeks
 23 litre	Food waste	Weekly
 180 litre	General waste	Once every 3 weeks

### Option 1

- Dry recycling would be collected in a 240 litre green wheeled bin once every 3 weeks. This would be for items such as metal tins/cans, plastic pots, tubs, bottles and glass bottles and jars.
  - Paper and card materials would be collected in a separate 240 litre blue wheeled bin, once every 3 weeks.
- The wheeled bins for dry recycling would be collected on alternating weeks.
- Residents would be provided with a weekly food waste collection, collected in a 23 litre lockable bin.
  - General waste would be collected in a 180 litre black wheeled bin once every three weeks.

### Option 2

- Residents would be provided with three 55 litre boxes. One for metals and plastics, another for paper and card and a third for glass bottles and jars. These would be collected every week.
- Residents would be provided with a weekly food waste collection, collected in a 23 litre lockable bin.
- General waste would be collected in a 180 litre black wheeled bin once every two weeks

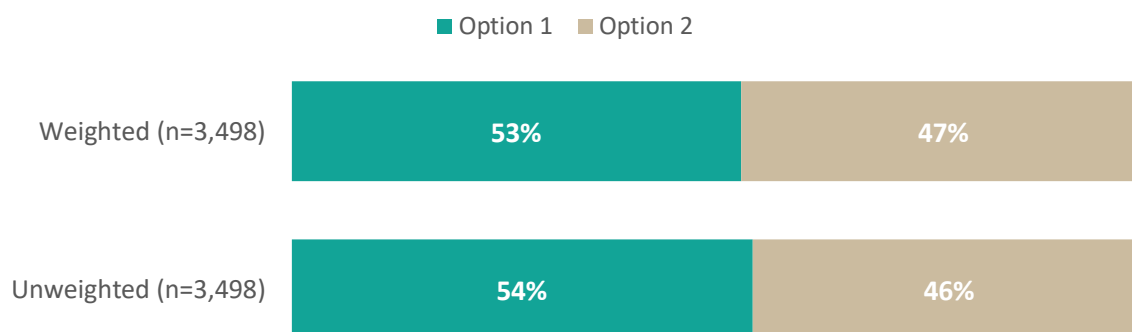
### Option 2

Container	Material	Collection period
   55 litre/box	<u>Separated dry recycling:</u> Red box - Metal tins/cans, plastic pots, tubs, trays and bottles Blue box - all paper and cardboard Green box - glass bottles and jars	Weekly
 240 litre	Garden waste*	Once every 2 weeks
 23 litre	Food waste	Weekly
 180 litre	General waste	Once every 2 weeks

For both the options, residents would also be offered a garden waste collection in a brown 240 litre wheeled bin collected every two weeks. This may be a chargeable service.

Figure 17 shows that the results were split 53% for option 1 and 47% for option 2.

**Figure 17: Which of the following two options would you prefer?**



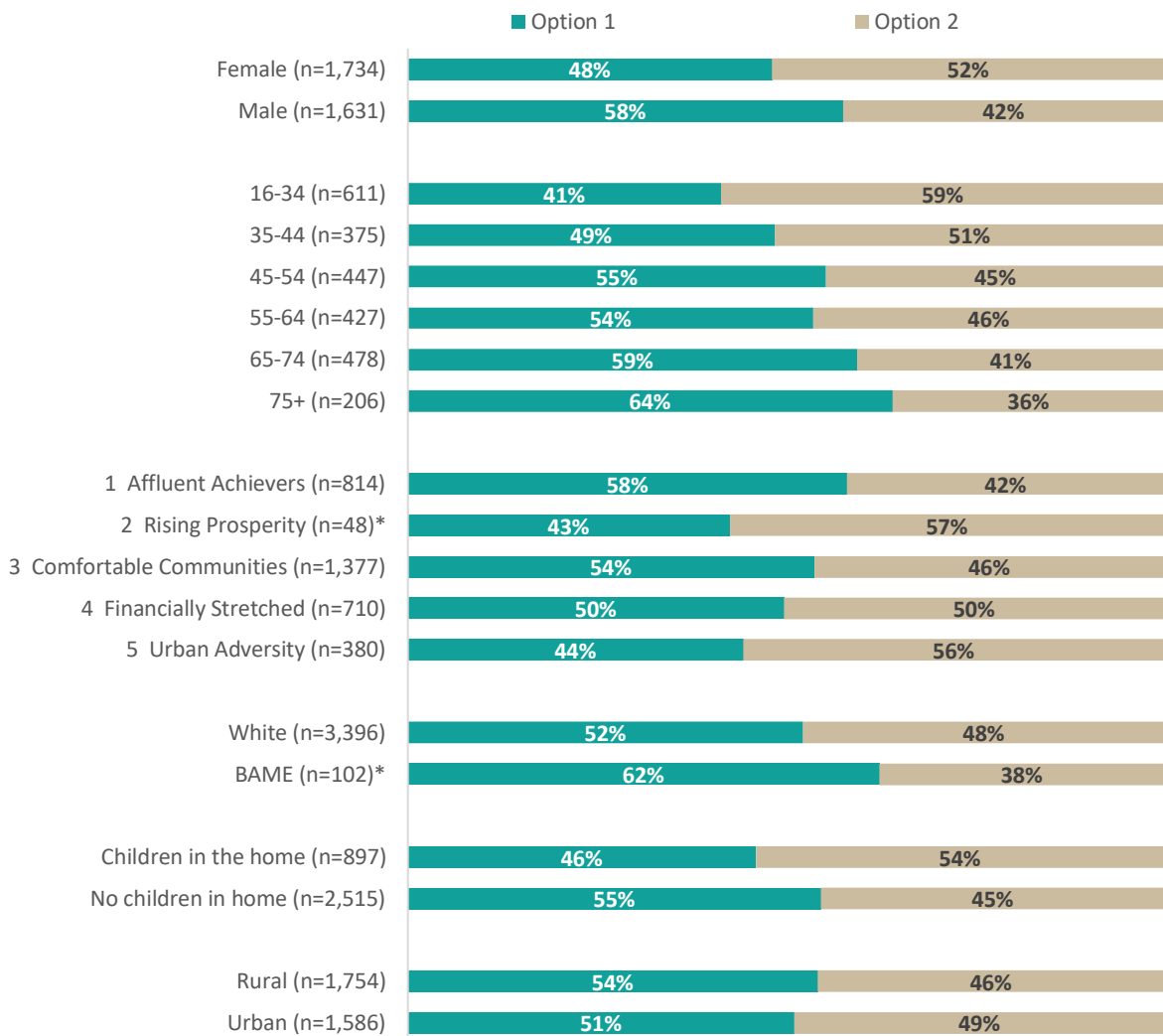
Sub-group analysis shows there were significant variations by gender, age group and Acorn category (Figure 18):

	<ul style="list-style-type: none"> <li>▪ <b>Women</b> were more likely to have selected <b>option 2</b> at 52%, compared to men (42%). While <b>men</b> were more likely to have selected <b>option 1</b> at 58%, compared to women (48%).</li> </ul>
	<ul style="list-style-type: none"> <li>▪ <b>As age increased, so did the preference for option 1.</b> For example, 41% of residents aged 16-34 preferred option 1, compared to 64% of those aged 75 or older.</li> </ul>
	<ul style="list-style-type: none"> <li>▪ <b>The less affluent household had a greater preference for option 1</b> when compared to the more affluent areas. For example, 44% of homes classified as Acorn 5 'Urban Adversity' selected option 1, while this rose to 58% for homes classified as Acorn 1 'Affluent Achievers'.</li> </ul>

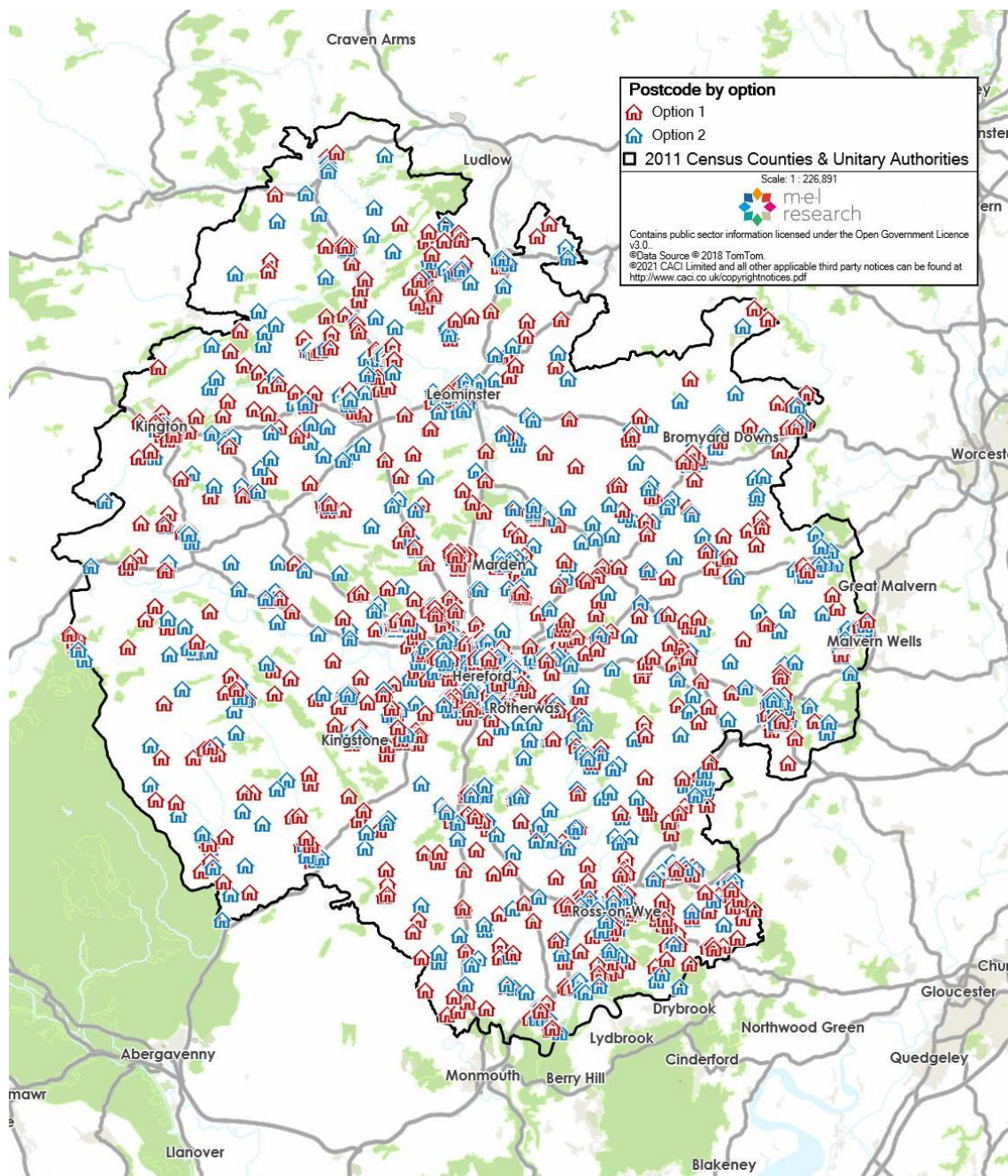
There were no variations between the two service options presented to residents when compared by Rural Urban Classification. To further illustrate how this is spread across the market towns, Map 1 presents the dominant options selected by postcode.



**Figure 18: Which option would you prefer by gender, age group, Acorn category, ethnicity, children in the home and RUC**



Map 1: Plotted postcodes by option selected

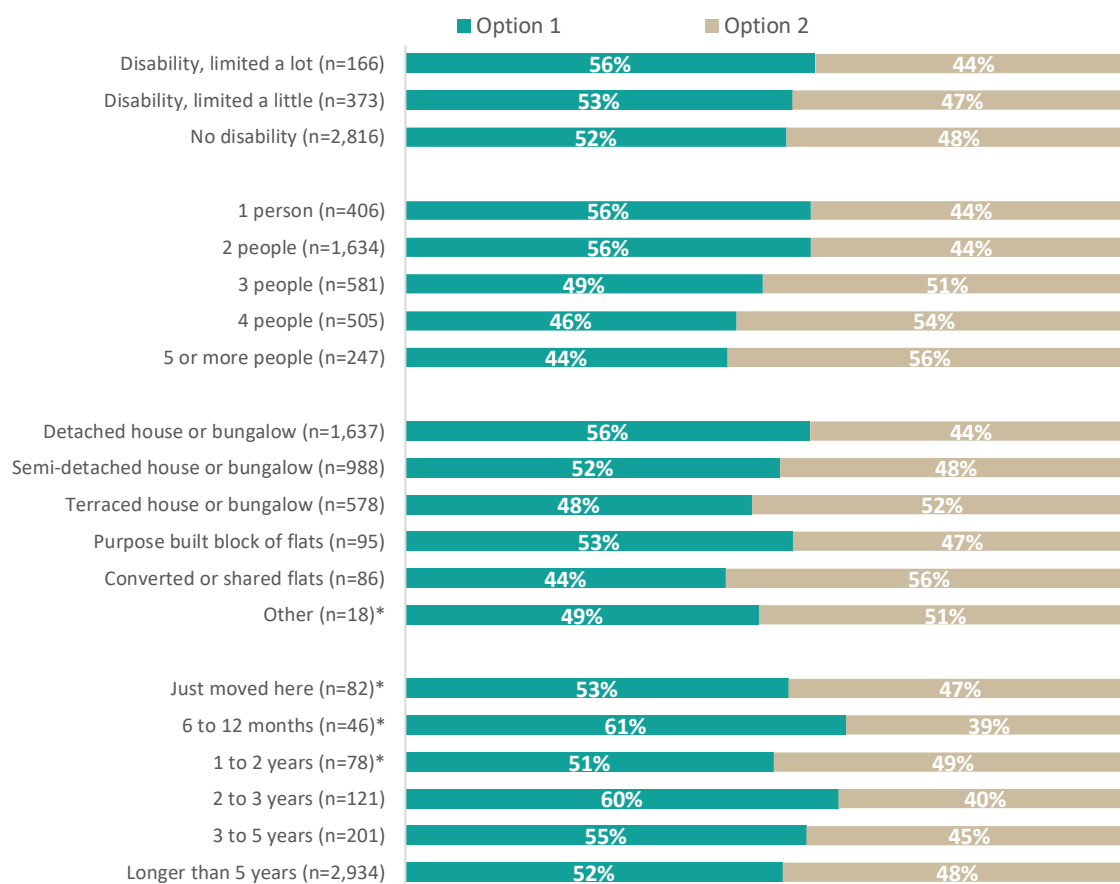


### Indicative sub-group analysis

The larger the number of people in the home, the more likely residents were to prefer option 2. When exploring why this is, larger households were more likely to want their general rubbish to be collected more frequently, than that of option 1 (which is every 3 weeks) as well as the dry recycling being collected more frequently. Residents living in terraced properties, were more likely to have selected

option 2. Again, exploring this in more detail, space to store the bins, the increased frequency of the collection and there being too many containers (option 1 having larger containers) were commonly mentioned as a reason for selecting this option (Figure 18).

**Figure 18: Which option would you prefer by disability, household size, property type and length of time in the area**



Residents were then asked why they chose their preferred option. Overall, 3,384 residents provided further information and results have been coded into common themes. Table 14 presents the themes by option selected. For option 1 the key themes were that:

- Bins will be easier to use (30%) and it is easier, simple, convenient and straight forward (14%)

*“More convenient, have space for larger containers, wheeled container easier for elderly to manage.”*

*“Easier to put recycling in one container.”*

*“Easier to manage, don’t like the small boxes.”*

*“With the wheelie bins, whilst larger, they're self-contained which for families like ours who store their waste outside will be better.”*

*“Fewer collections might mean lower carbon emissions. More convenient to have wheelie bins than boxes.”*

*“Much easier to have larger bins with a lid than the smaller ones that have to be carried down the drive to be picked up. I would recycle less with Option 2. There is nothing that can go 'off' in the 3 weeks.”*

*“Wheelie bins just work so much better and easier to manage and store.”*

- Boxes will create a mess / boxes not covered (13%)

*“The boxes are all too frustrating to store and present, plus the risk of items being blown out of the boxes when at boundary edge.”*

*“Keeping OPEN boxes outside will be impractical, rubbish will be blown around, get wet etc. In our case, our garden was designed around two wheelie bins, NOT several open boxes. I had the open box idea when living in Somerset - it is less than ideal!”*

*“Containing recycling in wheeled bins will be better for me as I have limited undercover space to store recycling. As such the paper and cardboard would be likely to get wet and therefore would be of poor quality. I also think that having recycling in boxes creates more litter as materials blow out of the boxes.”*

For option 2, the key themes were:

- General rubbish / recycling needs to be collected more frequently (28%)

*“Wouldn't want general waste collected every 3 weeks. Happy to box separate waste up.”*

*“Because general waste needs to be collected as often as possible.”*

*“It makes sense to pre-sort the recycling. In addition, I would say General Waste collection is preferable every 2 weeks, not every 3 weeks.”*

*“Having a 3 weekly collection would be a nightmare for me and a lot of others because my bins are full to the brim a week and a half in and sometimes have bags that don't fit in so have to wait for the bins to be emptied to put them in the wheelie bin. 3 weekly collections would mean rubbish lying about for a longer period of time.”*

- Option 2 provides a more frequent collection (21%)

*“Weekly collection, sorting of waste materials.”*

*“Separating out leads to better recycling - less contamination. Plus collection is weekly.”*

“Weekly option for most recyclables seems sensible with the container size shown, along with the division of recyclable types.”

“Keeps items to be recycled weekly rather than waiting weeks and then the bins getting full.”

- It is easier, simple, convenient and straight forward (14%)

“The collection is more often, I would forget which collection is when [for option 1].”

“The schedule for collection is simpler to follow/remember and will result in more reliable collections, avoiding build-up of material that the householder has forgotten to put out. Option 1 is more likely to lead to waste material spilling out of containers and fly tipping.”

“More convenient to have recycling collected more often than every 3 weeks, as a household we produce a lot of recycling and minimal waste to landfill so would need the recycling collected more often.”

“Regular collection of separated recycling items will be easier to follow.”

**Table 14: Can you tell us why you chose this option?**

	Overall (n=3,384)	Option 1 (n=1,819)	Option 2 (m=1,565)
Bins will be easier to use	18%	30%	5%
General rubbish / recycling needs to be collected more frequently	15%	4%	28%
Easier to use / simple / convenient / straight forward collection	14%	14%	14%
More frequently collected	11%	1%	21%
Boxes will create mess / boxes not covered	8%	13%	2%
Don't have the storage space for wheeled bins / want more wheeled bins	8%	4%	13%
Don't have the storage space for all the boxes	7%	12%	2%
Too many containers (option 2) / less containers (option 1)	6%	11%	1%
Don't like either option but will have to choose this one	6%	7%	5%
Would improve the quality of materials/better to separate the materials	6%	1%	12%
Boxes are easy to use/ save space	6%	2%	10%
Boxes would not be big enough	5%	8%	2%
Would struggle with boxes e.g. elderly, disability, long walk etc.	5%	8%	1%
Produce too much recycling / waste	3%	3%	4%
Don't produce lots of waste/recycling	3%	4%	2%
Keep/ prefer the current system	2%	2%	1%
Better for the environment	1%	2%	0%
Happy with either option	1%	1%	1%
Other	6%	7%	5%

Due to the variation in preference for the options by age group, the coded themes have been compared by age group to provide further insight (Table 15). Older residents were more likely to have said that they chose option 1 as bins will be easy to use and the service was simple e.g. not having to separate materials at source. While the younger age groups were more in favour of more frequent collections.



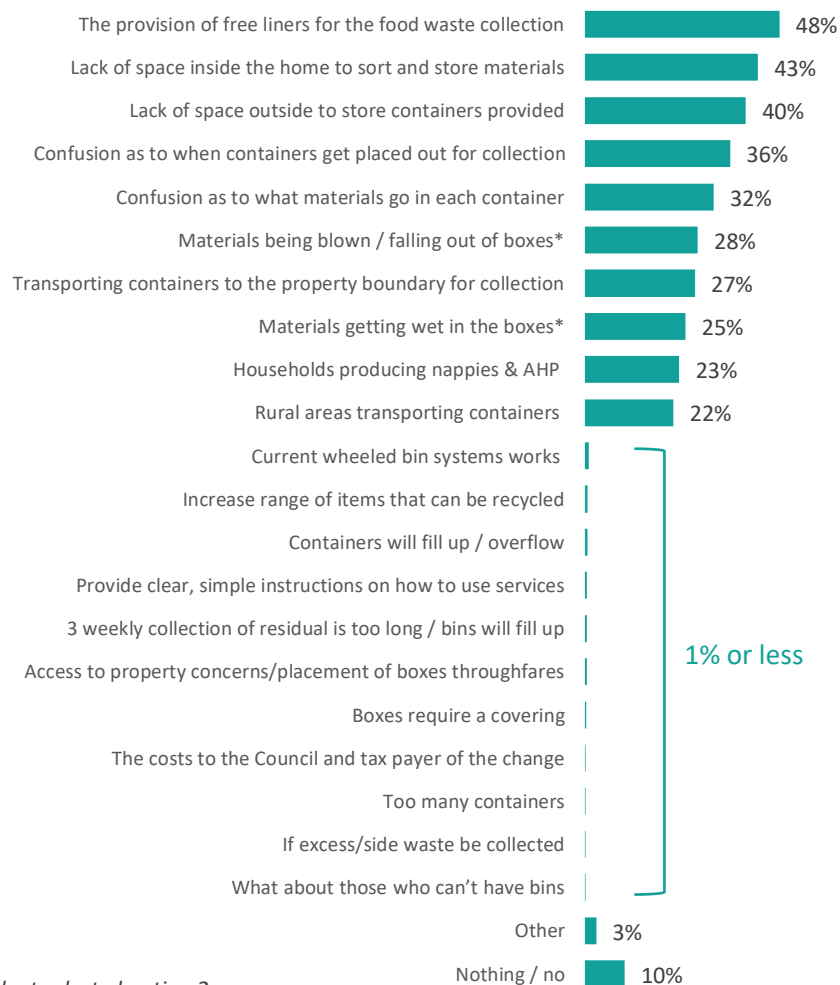
Table 15: Can you tell us why you chose this option by age group?

	16-24 (n=49)	25-34 (n=294)	35-44 (n=448)	45-54 (n=632)	55-64 (n=816)	65-74 (n=823)	75+ (n=326)
Bins will be easier to use	18%	17%	23%	19%	18%	16%	15%
General rubbish / recycling needs to be collected more frequently	12%	20%	18%	16%	15%	12%	8%
Easier to use / simple / convenient / straight forward collection	14%	12%	11%	11%	12%	16%	22%
More frequently collected	16%	15%	14%	13%	9%	7%	5%
Boxes will create mess / boxes not covered	8%	5%	6%	9%	8%	9%	6%
Don't have the storage space for wheeled bins / want more wheeled bins	10%	10%	7%	7%	8%	8%	5%
Don't have the storage space for all the boxes	8%	5%	8%	8%	7%	8%	7%
Too many containers (option 2) / less containers (option 1)	6%	4%	4%	6%	8%	7%	6%
Don't like either option but will have to choose this one	0%	5%	5%	6%	6%	6%	7%
Would improve the quality of materials/better to separate the materials	10%	5%	6%	6%	6%	6%	6%
Boxes are easy to use/ save space	12%	6%	4%	4%	6%	6%	8%
Boxes would not be big enough	2%	5%	5%	5%	6%	4%	3%
Would struggle with boxes e.g. elderly, disability, long walk etc.	0%	3%	4%	4%	5%	6%	5%
Produce too much recycling / waste	6%	4%	6%	4%	3%	2%	0%
Don't produce lots of waste/recycling	2%	1%	1%	0%	3%	4%	7%
Keep/ prefer the current system	2%	1%	1%	1%	2%	2%	4%
Better for the environment	0%	1%	1%	2%	1%	1%	1%
Happy with either option	0%	1%	1%	1%	1%	1%	1%
Other	6%	4%	5%	6%	6%	5%	5%

Residents were then asked if there was anything that the council needs to take into consideration for the option for residents personally (Figure 19).

- Just under half (48%) said that the council needs to consider the provision of free liners for the food waste collection. This could help alleviate some of the concerns residents may have with hygiene e.g., the smell etc.
- Storage of containers was also a concern for residents, with 43% stating that the council needs to take into consideration the lack of space in the home to sort and store materials and the space outside to store the containers.
- Confusion as to when containers get placed out for collection was also highlighted as something the council needs to consider, with 36% stating this.
- Residents who had selected option 2, said the council needs to consider the materials being blown or falling out the boxes (28%) and that the materials will get wet in the boxes (25%).

**Figure 19: Is there anything that you feel the council needs to take into consideration for the options for you personally?**



\*Only shown if resident selected option 2



## Claimed usage of current services

### Section summary:

**Claimed usage** of the **rubbish and dry recycling** collection services **was high**, with all but 1% stating that they use the services with most placing their containers out once a fortnight. Just over one in ten said they paid for a council garden waste collection, with almost six in ten stating they placed their garden sacks out as and when required, followed by almost three in ten stating once a fortnight. Slightly less residents (13%) were paying for an independent garden waste collection and most placed their bin out once a fortnight.

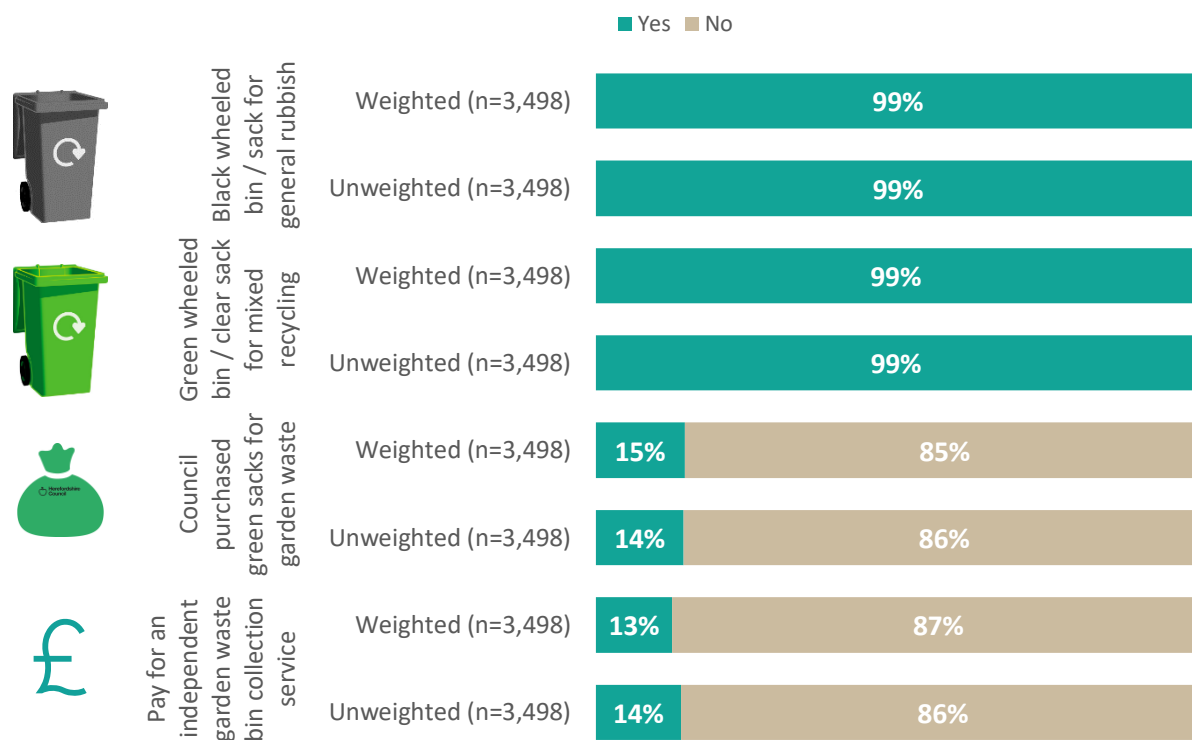
The most common material (>88%) that residents claimed to recycle were plastic bottles, thin card, paper, food tins and drink cans, glass bottles and jars and plastic pots. Aerosol cans (50%) and Tetra packs (70%) were less likely to have been selected.

Four in ten residents selected a non-requested material. Most commonly mentioned were plastics films (23%) and Kitchen towel/tissues (18%). It should be noted that if residents selected non-requested materials, they were notified of this in the survey and where relevant, provided with alternative disposal methods.

Herefordshire Council currently operates fortnightly rubbish and mixed dry recycling service collected in wheeled bin. For households that are not suited for a wheeled bin, sacks are provided. The council also offers a paid for fortnightly garden waste service collected in sacks. Currently the garden waste is not sent for composting. To understand claimed usage of the current service, residents were asked a series of questions. Firstly, residents were asked which household rubbish and recycling collections they use (Figure 20).

- The majority of residents claimed to use both the black bin/sack and mixed dry recycling bin/sack collection, both at 99%.
- Just 15% claimed to use the garden waste (paid for service) collection and a further 13% said they pay for an independent garden waste collection service.

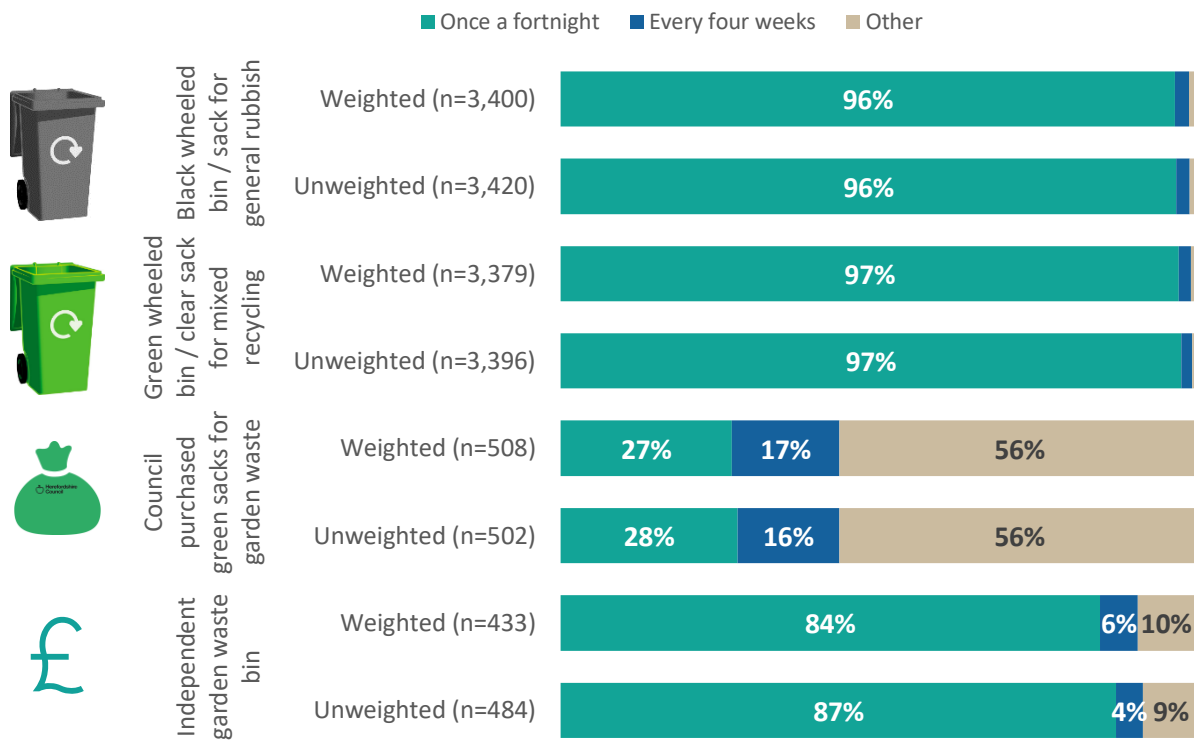
Figure 20: Which of the following household rubbish and recycling collections do you currently use?



Residents were then asked how often they place the containers out for collection (Figure 21).

- For both the black bin/sack and mixed dry recycling bin/sack collection, residents said they placed their containers out once a fortnight at 96% and 97% respectively.
- Just 1% (51 count) of residents said they did not use the mixed dry recycling collection. When asked why, the most common barriers to using the service, were that they did not produce enough to recycle, have just moved in and that they have no space to store the recycling bins.
- Almost one in six (56%) residents who said they used a paid for garden waste collection, said another option not listed. When asked what this was, most commonly mentioned was that they placed the sacks out as and when needed and 27% said once a fortnight.
- Those who used an independent garden waste collection, were more likely to place their containers out once a fortnight at 84%.

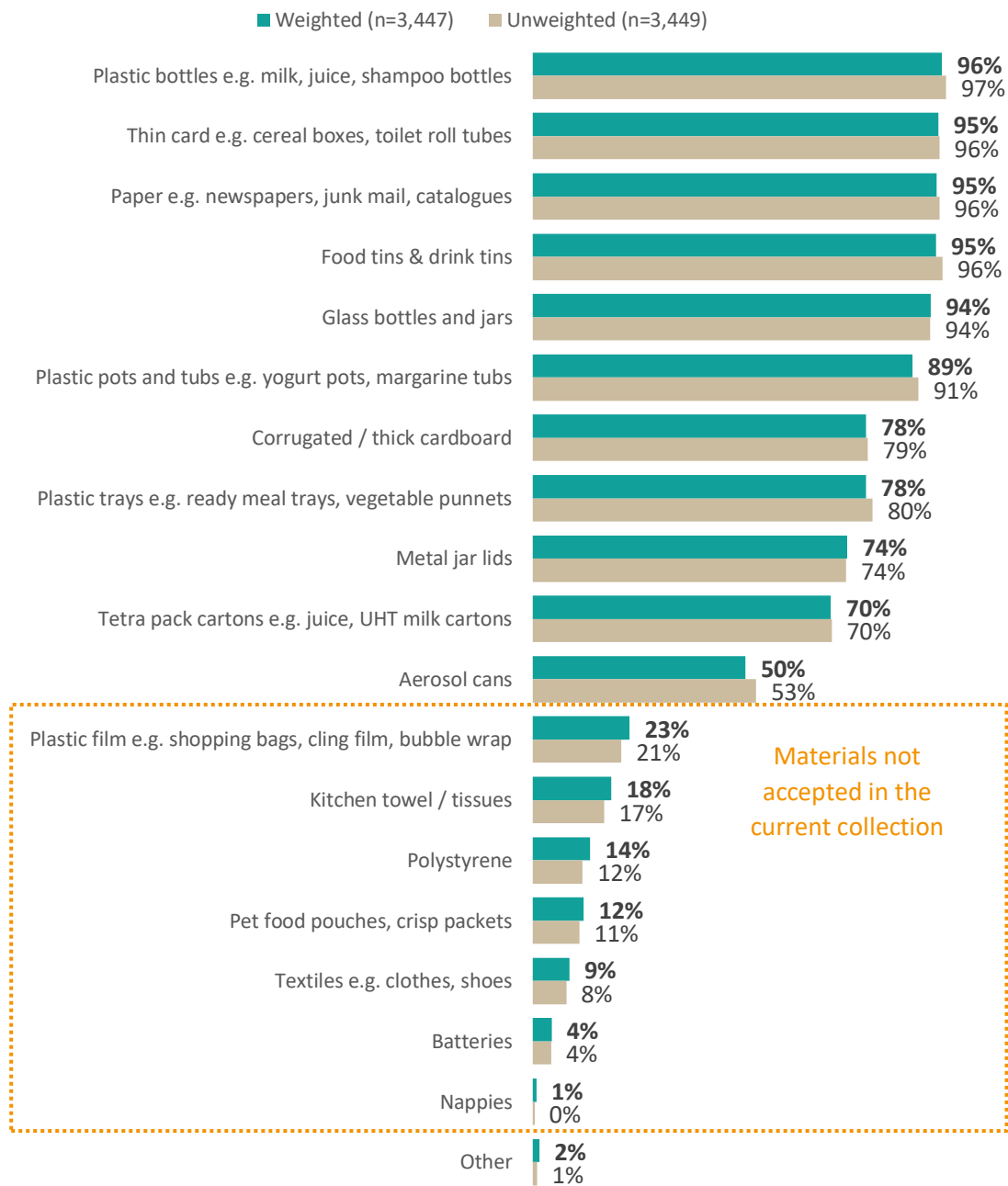
Figure 21: How often do you place the following out for collection?



Residents who claimed to use the mixed dry recycling collection (99%) were then asked what materials they recycle (Figure 22).

- The most commonly mentioned materials that residents claimed to recycle were plastic bottles (96%), thin card (95%), paper (95%), food tins and drink cans (95%), glass bottles and jars (94%) and plastic pots (89%).
- Overall, 40% of residents selected at least one non-requested materials that they put into the current service. Most commonly mentioned were plastics films (23%) and Kitchen towel/tissues (18%). It should be noted that if residents selected items that were not accepted, they were notified of this in the survey and where relevant, provided with alternative disposal methods.

**Figure 22: What materials do you recycle in your green wheeled bin / clear sacks for mixed recycling?**



To understand the type of people who are more likely to have said they dispose of non-requested materials in the dry recycling results have been broken down by demographics. Overall, the types of people who were most likely to have said they disposed of non-requested materials in the dry recycling were 16-34 and 65-74 year olds and households classified as Acorn 3 'Comfortable Communities'. The younger age group and Acorn 3 households were more likely to have said they place plastic films and kitchen towels in the recycling collection.

Table 16: Non-requested items placed in the mixed dry recycling collection by gender, age group, Acorn category, ethnicity, children in the home and RUC

	Plastic film e.g. shopping bags, cling film, bubble wrap	Kitchen towel / tissues	Polystyrene	Pet food pouches, crisp packets	Textiles e.g. clothes, shoes	Batteries	Nappies
Female (n=1,716)	20%	17%	10%	12%	6%	3%	1%
Male (n=1,600)	26%	20%	16%	12%	10%	6%	0%
16-34 (n=791)	<b>27%</b>	<b>23%</b>	17%	14%	9%	4%	2%
35-44 (n=439)	21%	16%	10%	14%	9%	3%	1%
45-54 (n=544)	24%	19%	11%	16%	8%	5%	1%
55-64 (n=571)	21%	16%	11%	9%	8%	5%	0%
65-74 (n=705)	21%	16%	14%	9%	8%	5%	0%
75+ (n=283)	22%	20%	17%	8%	10%	4%	0%
1 Affluent Achievers (n=810)	19%	16%	11%	8%	8%	4%	0%
2 Rising Prosperity (n=48)*	14%	15%	19%	5%	5%	2%	0%
3 Comfortable Communities (n=1,360)	22%	17%	14%	11%	8%	4%	0%
4 Financially Stretched (n=689)	27%	20%	15%	16%	11%	5%	2%
5 Urban Adversity (n=370)	24%	26%	11%	17%	7%	5%	1%
White (n=3,350)	23%	18%	13%	12%	9%	4%	1%
BAME (n=97)*	27%	19%	19%	14%	10%	8%	0%
Children in the home (n=887)	25%	18%	14%	13%	11%	4%	2%
No children in home (n=2,475)	22%	18%	13%	11%	8%	5%	0%
Rural (n=1,731)	20%	17%	12%	11%	7%	4%	0%
Urban (n=1,558)	26%	19%	14%	13%	10%	5%	1%

## Communication and information

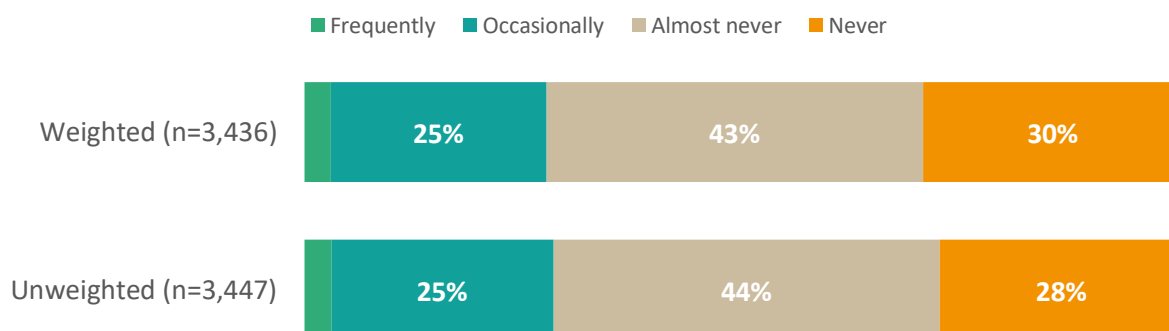
### Section summary:

**Just under three in ten** residents that responded to the survey said they either **frequently or occasionally contacted the council**. **Men** were **more likely** have either frequently or occasionally **contacted the council**, compared to women. While the **younger age groups** were **less likely** to engage with the council, compared to the 55-74 age group. Just over **two fifths** of residents said they had seen or heard **information** about the rubbish and recycling service on the **council website**, followed by on a **leaflet or calendar** and then **social media**. Just under a fifth said they had not seen or heard any information. Residents **preference for receiving information** about rubbish and recycling was from a **council leaflet or calendar**, followed by **email communication** and information in the **Council Tax Bill**. Women and the younger (35-44) age group were more likely to prefer information via social media. While men and those over 55 years old were more likely to prefer information in their Council Tax bill compared to women and the younger age groups.

The last section of the resident survey focuses on communication and information provision, as well as preferences for communication with the council. Residents were firstly asked how often they had contact with the council, for example, to find information, pay for service or report an issue for example (Figure 23).

- Just under three in ten (28%) said they either 'frequently' (3%) or occasionally' (25%) contacted the council. While just over two fifths (43%) said they almost never did this and 30% said they never did this.

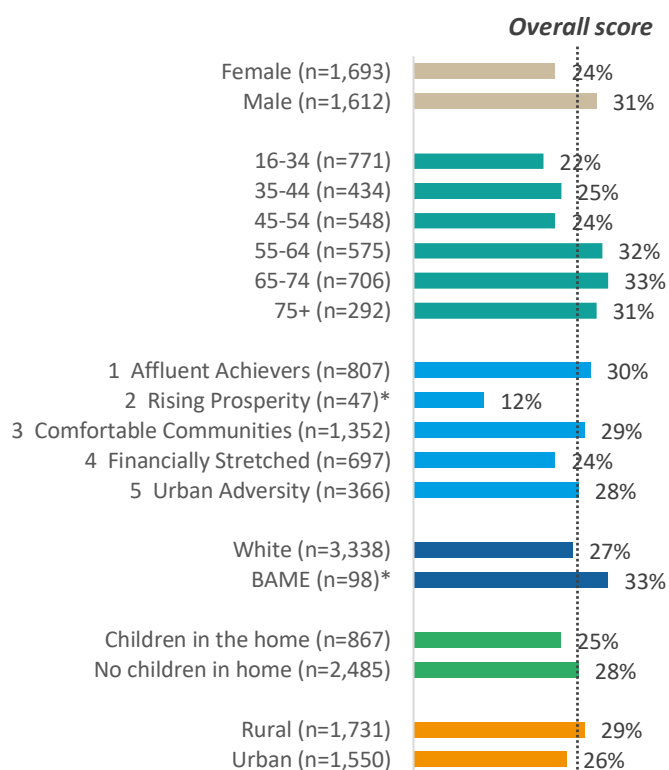
**Figure 23: How often do you have contact with Herefordshire Council e.g. find information or find out about services, pay for services, report an issue?**



Sub-group analysis shows there were significant variations by gender and age group (Figure 24):

	<ul style="list-style-type: none"> <li>Men were <b>more likely</b> to have said they <b>frequently or occasionally contact the council</b> at 31%, compared to women at 24%.</li> </ul>
	<ul style="list-style-type: none"> <li>The <b>55-64 (32%) and 65-74 (33%) age groups</b> were <b>more likely</b> to have said they <b>frequently or occasionally contact the council</b> compared to the younger age groups. For example, 22% of those aged 16-34 stated they contact the council frequently or occasionally.</li> </ul>

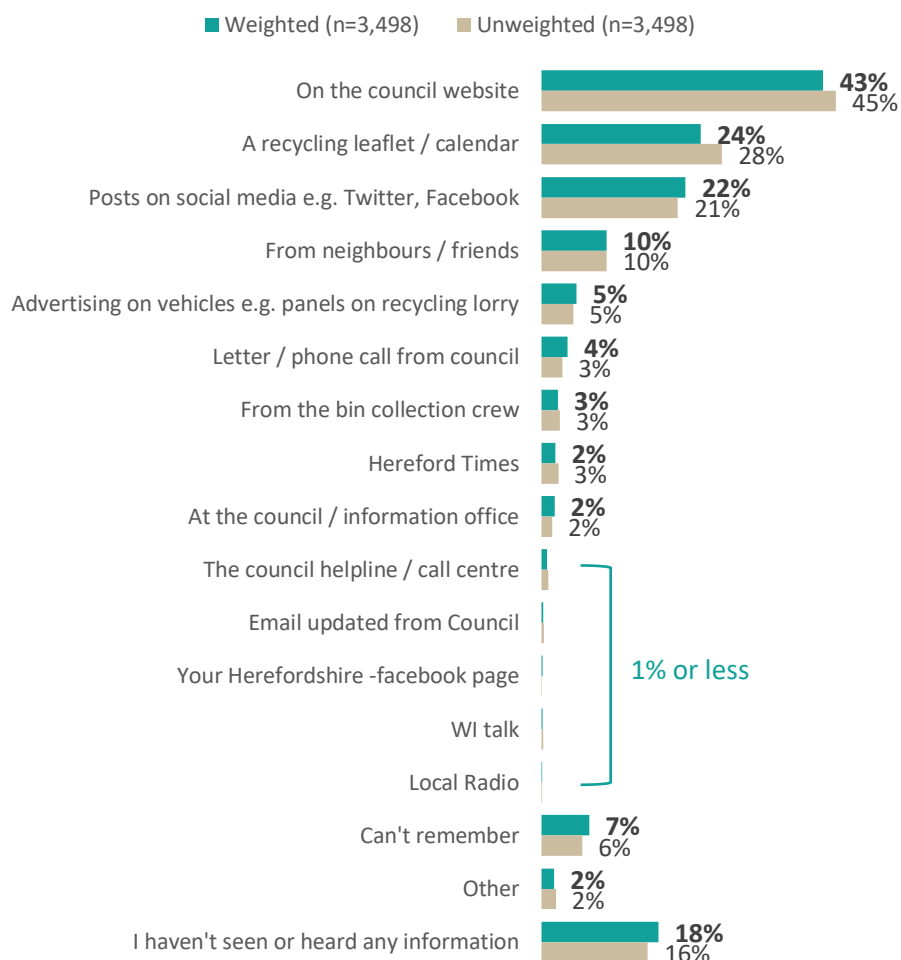
**Figure 24: Combined frequent and occasional contact with the council by gender, age group, Acorn category, ethnicity, children in the home and RUC**



Residents were then asked where they have seen or heard any advertisements or information specifically about rubbish and recycling in Herefordshire (Figure 25).

- Overall, 43% said they had seen or heard information on the council website, this was followed by 24% stating on a recycle leaflet or calendar. A further 22% said they had seen information on social media.
- Just under a fifth (18%) said they had not seen or heard any information about rubbish and recycling.

**Figure 25: Where have you seen or heard advertisements or information about rubbish and recycling services provided by Herefordshire Council?**



Sub-group analysis shows there were significant variations by gender and age group (Table 17):

	<ul style="list-style-type: none"> <li>Women were more likely to have seen information on the social media (27%) compared to men at 18%. While men were more likely to have seen information on the council website (48%) compared to women (39%).</li> </ul>
	<ul style="list-style-type: none"> <li>The younger age groups were more likely to have seen posts on social media compared to the older age groups. For example, 33% residents aged 16-34 stated this, compared to 14% of those aged 65-74.</li> <li>The older age groups were more likely to have said they saw information via a recycling leaflet or calendar when compared to the younger age groups. For example, 39% of those aged 75 or older stated this compared to 11% of those aged 16-34.</li> </ul>



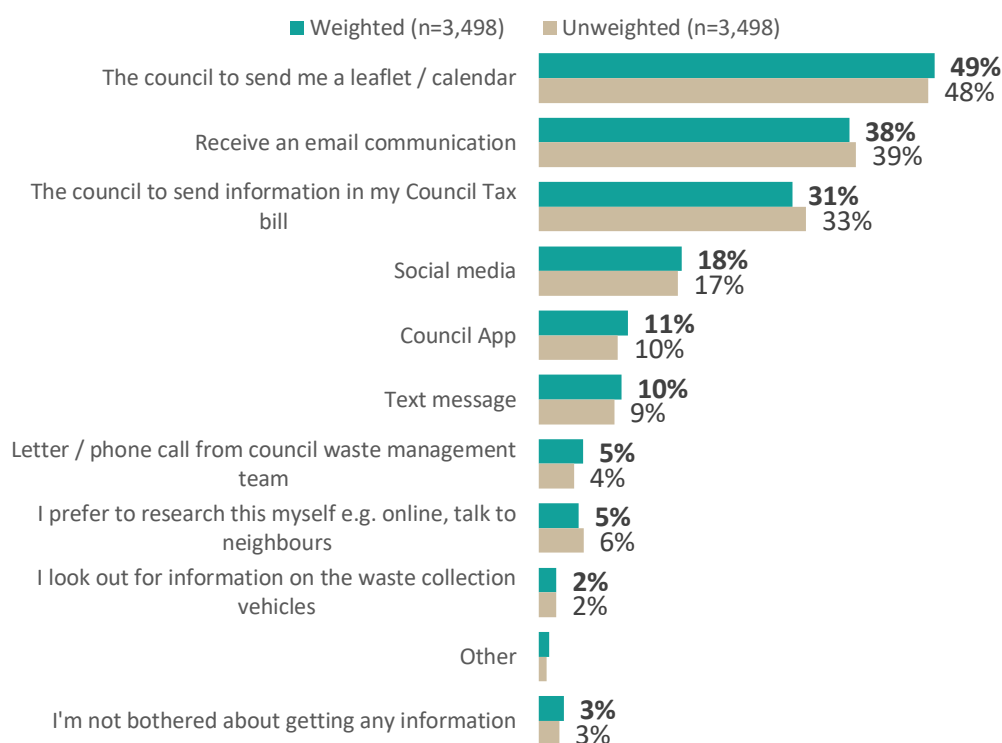
**Table 17: Where have you seen or heard advertisements or information about rubbish and recycling services by gender and age group**

	Female (n=1,734)	Male (n=1,631)	16-34 (n=796)	35-44 (n=441)	45-54 (n=560)	55-64 (n=579)	65-74 (n=713)	75+ (n=294)
On the council website	39%	48%	33%	37%	38%	48%	54%	52%
Posts on social media e.g. Twitter, Facebook	27%	18%	33%	32%	25%	18%	14%	6%
A recycling leaflet / calendar	23%	26%	11%	19%	23%	30%	34%	39%
From neighbours / friends	10%	10%	11%	9%	6%	10%	13%	11%
Advertising on vehicles e.g. panels on recycling lorry	5%	6%	7%	5%	5%	5%	5%	4%
Letter / phone call from council waste management team	4%	5%	6%	6%	3%	3%	4%	3%
From the bin collection crew	2%	2%	1%	2%	2%	3%	4%	4%
Hereford Times	2%	3%	0%	0%	1%	2%	5%	7%
At the council / information office	1%	3%	3%	2%	2%	2%	2%	1%
The council helpline / call centre	1%	1%	0%	1%	1%	1%	1%	1%
WI talk	0%	0%	0%	0%	0%	0%	0%	1%
Email updated from Council	0%	0%	0%	0%	0%	0%	1%	1%
Local Radio	0%	0%	0%	0%	0%	0%	0%	0%
Your Herefordshire -Facebook page	0%	0%	0%	1%	0%	0%	0%	0%
Can't remember	7%	8%	10%	8%	9%	6%	4%	4%
Other	1%	3%	0%	1%	1%	2%	3%	6%
I haven't seen or heard any information	19%	16%	23%	20%	20%	16%	12%	12%



Lastly, residents were asked what their preferred way of receiving information about the rubbish and recycling service would be (Figure 26).

- Just over half (49%) of residents said they would prefer to receive a leaflet or calendar with information. This was followed by 38% stating email communication and 31% said to receive the information in their Council Tax bill.

**Figure 26: What would be your preferred way of receiving information about the rubbish and recycling services provided?**



Sub-group analysis shows there were significant variations by gender and age group (Table 18).

	<ul style="list-style-type: none"> <li><b>Women</b> were more likely to prefer information about rubbish and recycling via <b>social media</b> (21%) compared to men (15%).</li> <li><b>Men</b> were more likely to want to receive information in their <b>Council Tax bill</b> at 36% compared to women at 26%.</li> </ul>
	<ul style="list-style-type: none"> <li>Residents <b>aged between 35-44</b> were more likely to want to receive information via <b>social media</b> at 31% compared to the other age groups. For example, just 9% of those aged 65-74 stated this.</li> <li>Information provided in the <b>Council Tax bill</b> was preferred by those <b>aged over 55 years</b>. For example, 44% of those aged 75 or older said they'd prefer this, compared to 21% of those aged 16-34.</li> </ul>

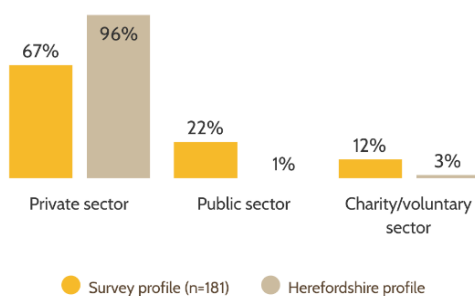
**Table 18: Preferred way of receiving information about the rubbish and recycling services provided by gender, age group, children in the home and RUC**

	Female (n=1,734)	Male (n=1,631)	16-34 (n=796)	35-44 (n=441)	45-54 (n=560)	55-64 (n=579)	65-74 (n=713)	75+ (n=294)	Children in the home (n=897)	No children in home (n=2,515)	Rural (n=1,754)	Urban (n=1,586)
The council to send me a leaflet / calendar	51%	47%	58%	47%	45%	43%	47%	54%	49%	49%	47%	51%
Receive an email communication	36%	<b>41%</b>	35%	38%	33%	39%	45%	45%	36%	40%	42%	35%
The council to send information in my Council Tax bill	26%	36%	21%	26%	25%	<b>34%</b>	<b>42%</b>	44%	24%	33%	34%	29%
Social media	<b>21%</b>	15%	21%	<b>31%</b>	24%	16%	9%	3%	<b>25%</b>	15%	14%	22%
Text message	11%	9%	15%	11%	11%	8%	7%	8%	12%	9%	9%	12%
Council App	11%	11%	16%	16%	13%	8%	5%	4%	13%	10%	10%	12%
Letter / phone call from council waste management team	6%	5%	11%	4%	3%	2%	5%	6%	6%	5%	5%	6%
I prefer to research this myself e.g. online, talk to neighbours	4%	6%	2%	5%	6%	7%	5%	6%	4%	5%	6%	4%
I look out for information on the waste collection vehicles	2%	2%	2%	2%	1%	2%	2%	5%	2%	2%	2%	3%
Look on website	1%	1%	1%	1%	1%	1%	2%	0%	1%	1%	1%	1%
Local Newspaper	0%	0%	0%	0%	0%	0%	1%	0%	0%	0%	0%	0%
Other	1%	1%	2%	1%	1%	0%	1%	1%	1%	1%	1%	1%
Don't know	1%	1%	0%	1%	2%	1%	1%	0%	1%	1%	1%	1%
I'm not bothered about getting any information	3%	3%	5%	3%	3%	2%	1%	3%	3%	3%	3%	3%

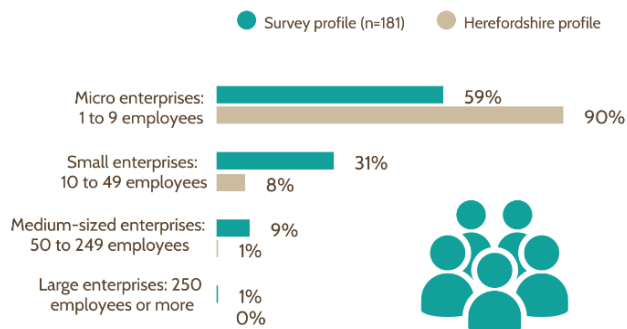
# Business survey

## Whom we spoke to

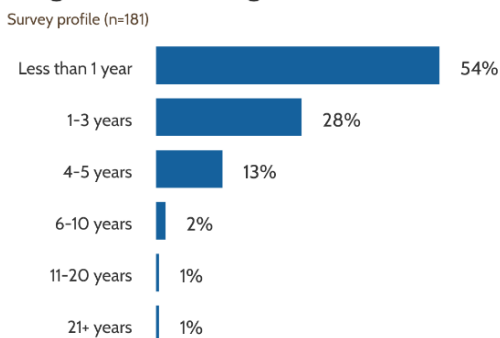
### Sector



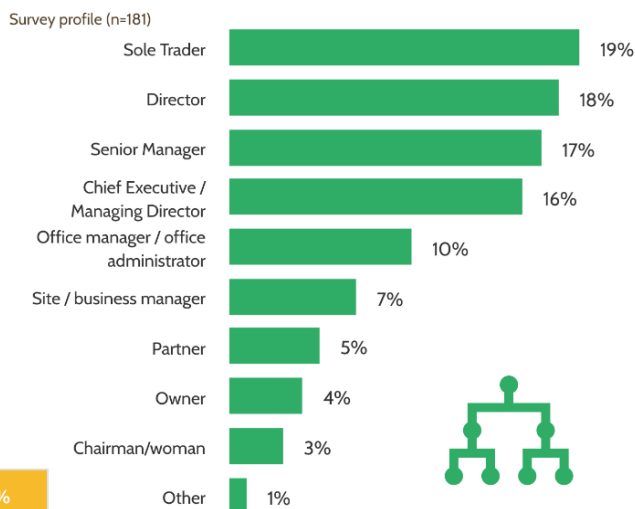
### Business size



### Length of time trading



### Position



### Principal business activity

Principal business activity	%
Accommodation, pubs & restaurants (eat in)	32%
Education	15%
Manufacturing	10%
Retail	9%
Arts, entertainment & recreation	8%
Health	6%
Motor trades	4%
Professional, scientific & technical	3%
Agriculture, forestry & fishing	2%
Take away food outlets	2%
Construction	1%
Wholesale	1%
Financial & insurance	1%
Property	1%
Business administration & support services	1%
Public administration & defence	1%
Other service activities	1%



# Findings

## Claimed usage

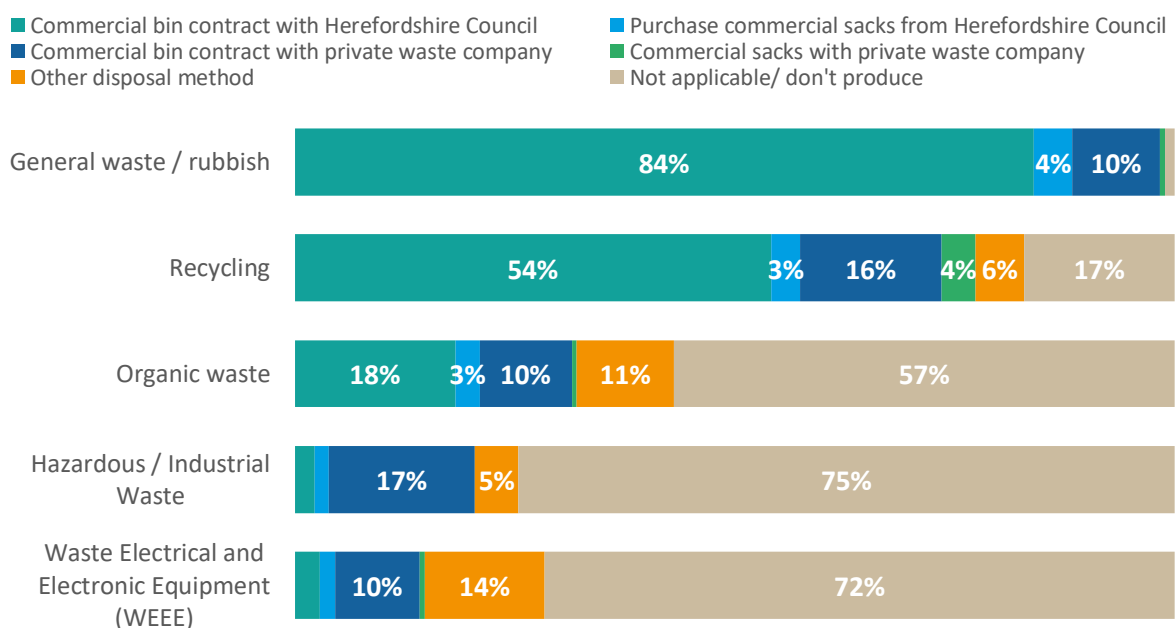
### Section summary:

Most businesses who responded to the survey indicated that they **had a commercial bin contract** with **Herefordshire Council** to collect their general waste/rubbish. Private waste companies tended to be used for hazardous/industrial waste and/or waste electrical and electronic equipment (WEEE). **Most businesses generated** recyclable waste such as **paper** and **plastics** but not as many said to recycle them. A fifth of the businesses indicated to not recycle at all.

Businesses were asked how they currently disposed of their business rubbish and recycling. Via a commercial bin contract with Herefordshire Council was the most used method when general waste/rubbish (84%) and recycling (54%) were involved (Figure 27).

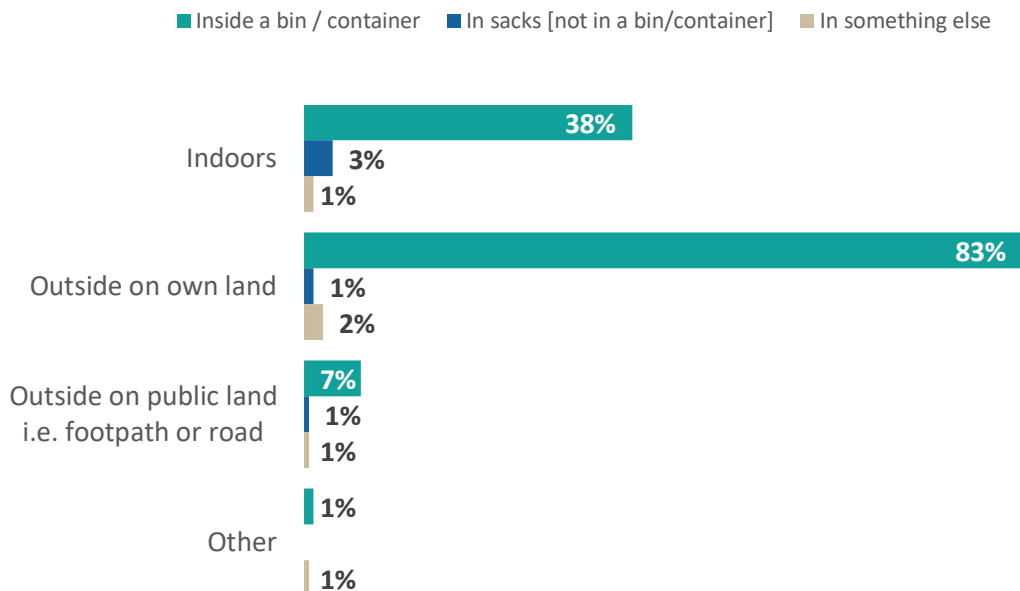
- The methods vary to a higher degree when it comes to organic waste, including via commercial bin contract with either the council or a private waste company, or using other disposal methods.
- Nearly three quarters of the businesses responding to the survey did not produce hazardous/industrial waste and/or waste electrical and electronic equipment (WEEE). For those that did, disposing these waste types via commercial bin contract with a private waste company or using other disposal methods were most mentioned.

**Figure 27: How do you currently dispose of your business rubbish and recycling?**

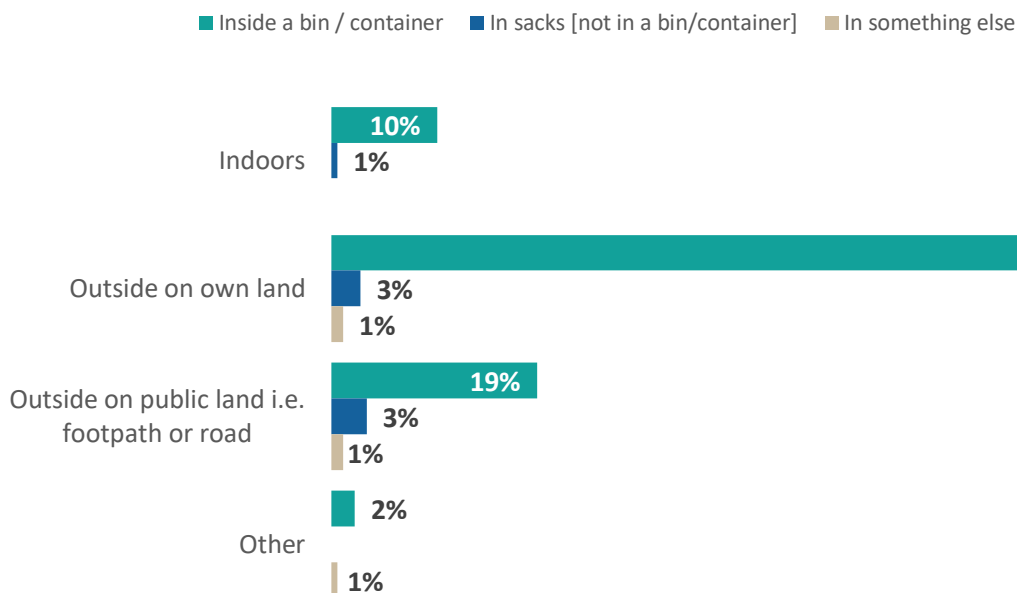


When asked where they stored their business rubbish and recycling, outside on their own land in a bin/container was the most used method (83%, Figure 28), followed by indoors in a bin/container (38%). Similarly, businesses tended to leave their rubbish and recycling outside on their own land in a bin/container on collection day (73%, Figure 29).

**Figure 28: Where and how do you store your rubbish and/or recycling?**



**Figure 29: Where do you put your rubbish and/or recycling on collection day?**



Businesses who responded to the survey indicated that they were more likely to generate waste materials such as paper (including thin card and corrugated cardboard), plastic (including bottles, tubs and pots), food waste, glass bottles/jars and metal tins/cans (Table 19). When asked what materials they recycled, more businesses recycled paper related waste than plastic. A fifth (21%) said they did not recycle at all.

**Table 19: What waste types does your business generate / recycle?**

	Materials generated (n=181)	Materials recycled (n=180)
Paper	92%	66%
Thin card	77%	55%
Corrugated cardboard	71%	51%
Plastic bottles	70%	49%
Food waste	64%	6%
Glass bottles / jars	64%	44%
Metals tins / cans	62%	41%
Plastic tubs / pots	58%	37%
Plastic films	53%	18%
Other plastics	40%	21%
Plastic trays	38%	28%
Other glass items	24%	14%
Other metal items	22%	14%
Wood	18%	8%
Batteries	18%	9%
Garden waste	17%	7%
Waste Electrical and Electronic Equipment (WEEE)	17%	9%
Textiles	15%	4%
Cooking oils	14%	7%
Hazardous waste	9%	2%
Building materials	7%	1%
Other	3%	1%
<b>None</b>	<b>1%</b>	<b>21%</b>

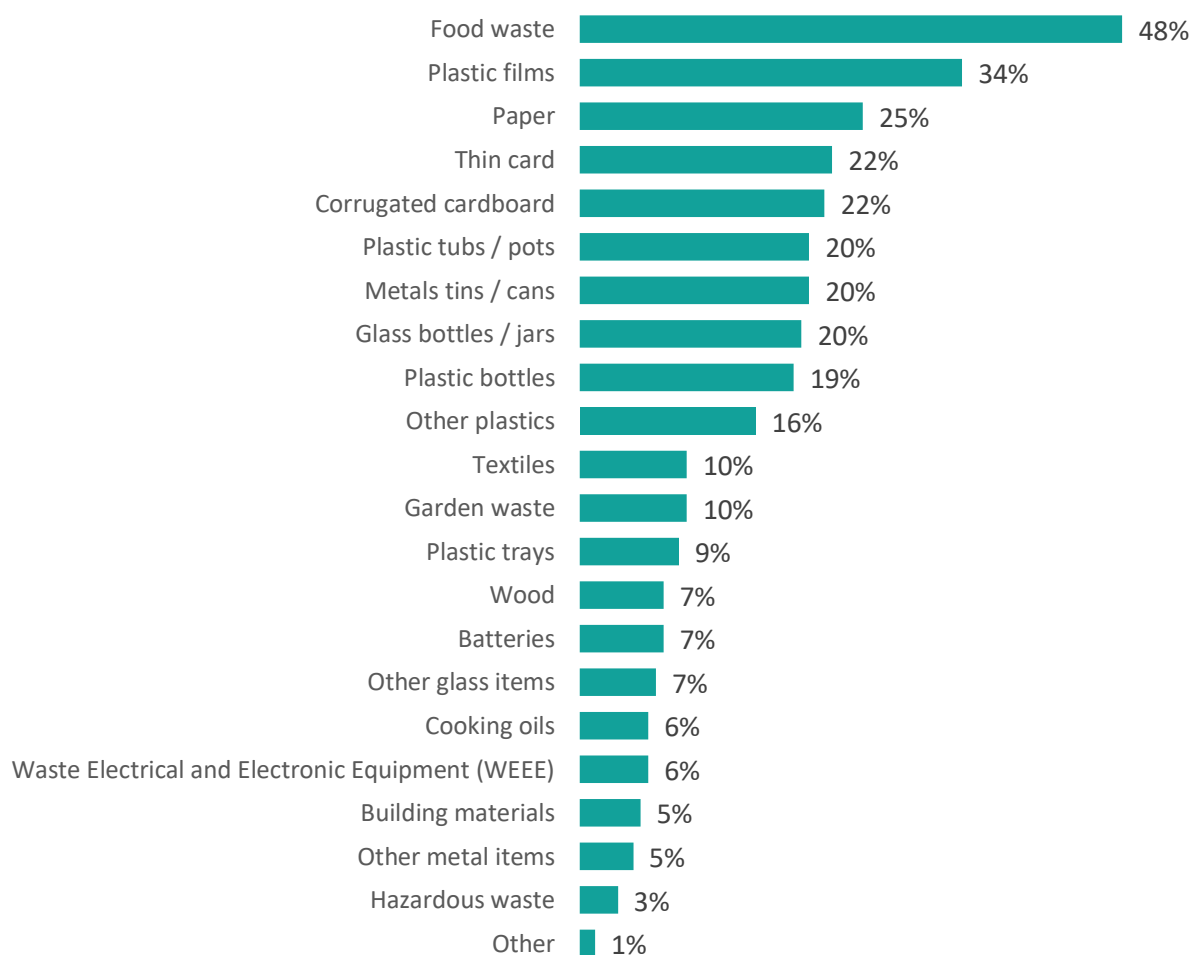
## Opportunities to improve recycling

### Section summary:

**Nearly half** of the businesses who took part in the survey **would like to recycle food waste**. In general businesses would like the cost of recycling to be reduced and that more materials can be recycled / more recycling services are available, so as to encourage them to recycle more.

When asked what materials they would like to recycle but currently do not or cannot, food waste was most mentioned (48%, Figure 30) followed by plastic films (34%) and then paper/card/cardboard (22-25%).

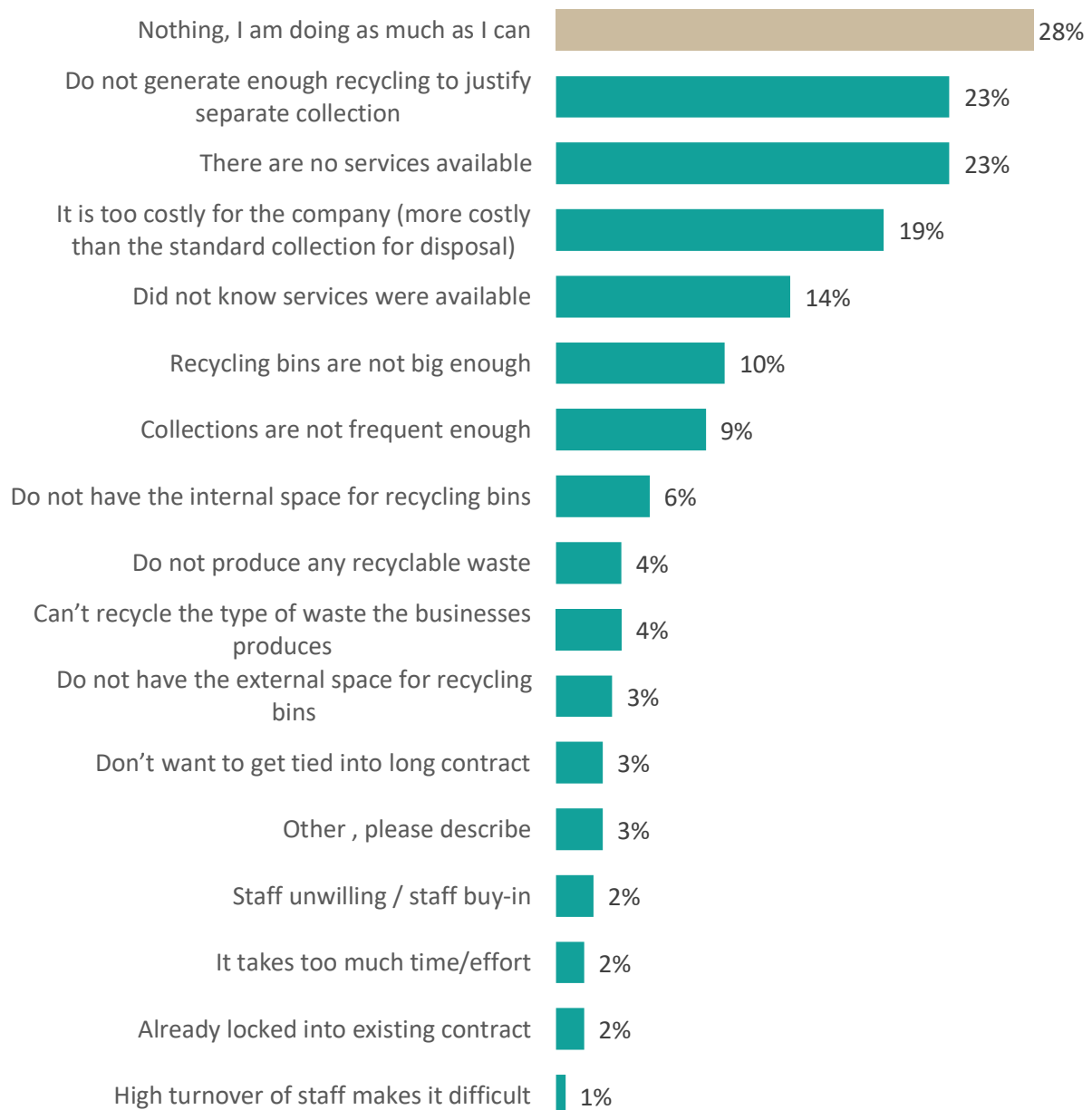
**Figure 30: What materials would you like to recycle but currently do not or cannot?**





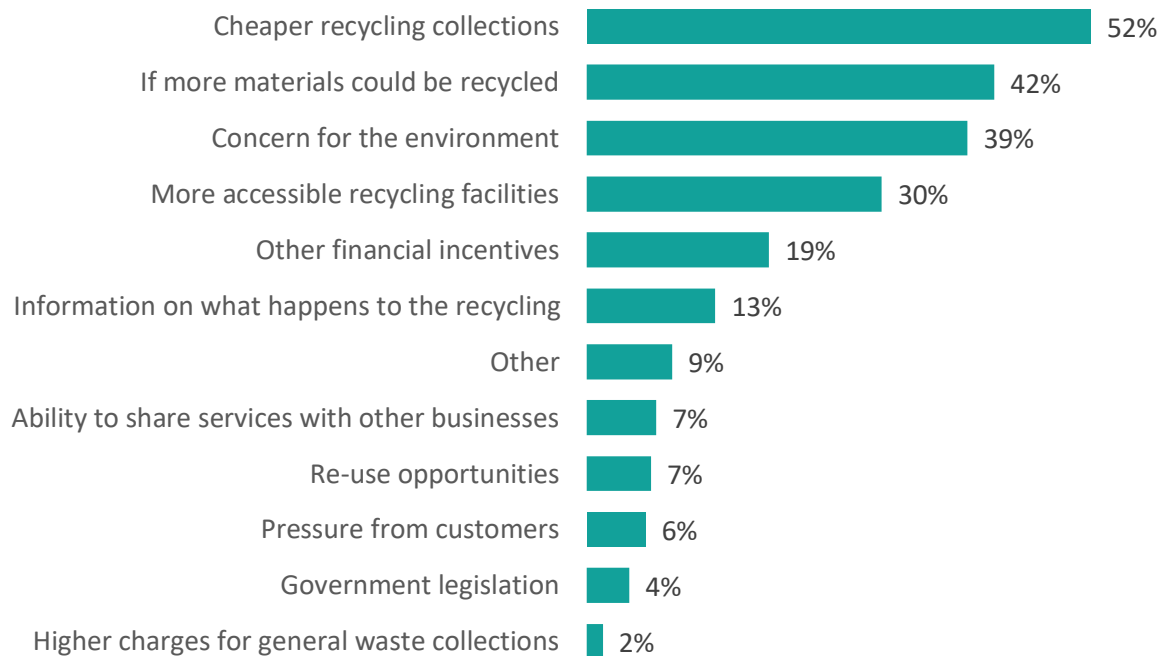
Over a quarter (28%, Figure 31) of the businesses felt that they were already recycling as much of their business waste as they could. Some indicated that they did not generate enough recycling to justify a separate collection (23%) or there were no services available (23%). It is worth noting that 19% said it was too costly for their company to recycle. A very small proportion of businesses suggested a lack of willingness to recycle, i.e. staff unwilling / staff buy-in (2%) and it takes too much time/effort (2%).

**Figure 31: What prevents you from recycling any/more of your business waste?**



When asked what would encourage their business to recycle more, the cost of recycling came on top with 52% wanting cheaper collections, followed by if more materials could be recycled (42%) and their concerns for the environment (39%, Figure 32).

**Figure 32: What would encourage your business to recycle more than you do now?**



The key challenges or issues mentioned by businesses when dealing with rubbish and recycling were:

- Cost of recycling
- Not enough bins or bins not big enough

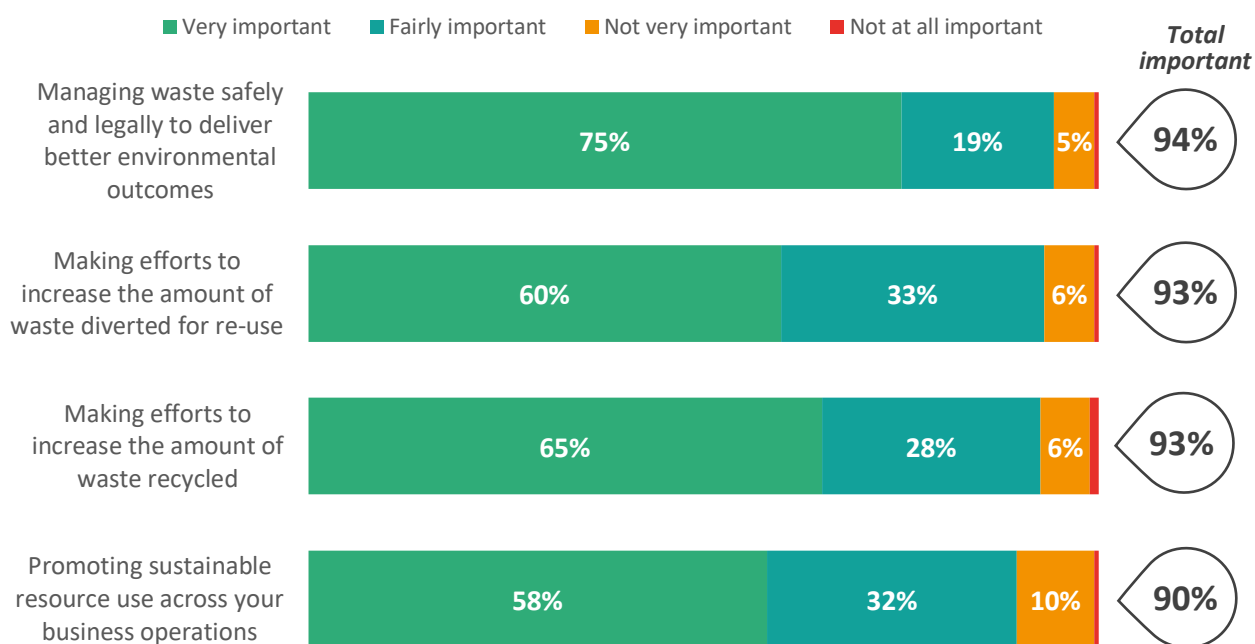
## Scoping the future of service delivery

### Section summary:

The majority of businesses felt it was **important to manage waste safely and legally** to deliver better **environmental outcomes**, and **efforts** should be made to **increase recycling, re-use** and **promote sustainable resource use**. When considering the provision of a **food waste collection service** and **Commercial Recycling Centre**, most businesses would prefer them to be **provided for free**.

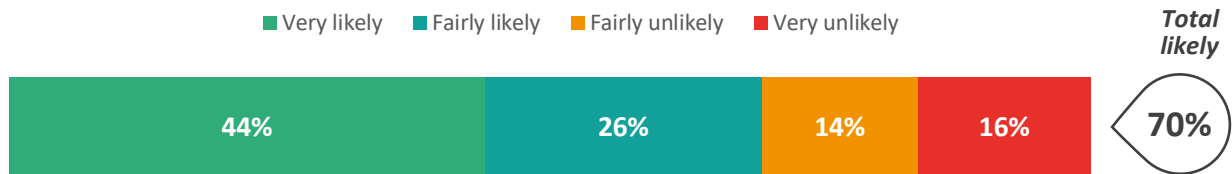
When asked the level of importance in the statements listed in Figure 33, the vast majority of the businesses felt they were either 'very' or 'fairly' important, particularly in managing waste safely and legally with 75% stating it being 'very' important.

**Figure 33: Please state the level of importance you feel that the following statements are to your business**



70% of the businesses indicated that they would be very/fairly likely to use a food waste collection service if one was available and affordable (Figure 34).

**Figure 34: How likely or unlikely, would you and/or other members of your business be in using a food waste collection service if one was available and affordable?**

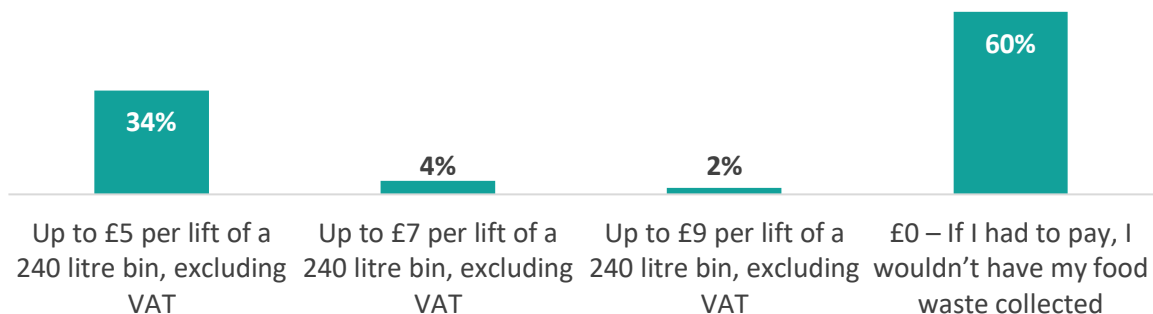


Those who said they would be unlikely to use the service was mainly because they produced little food waste.

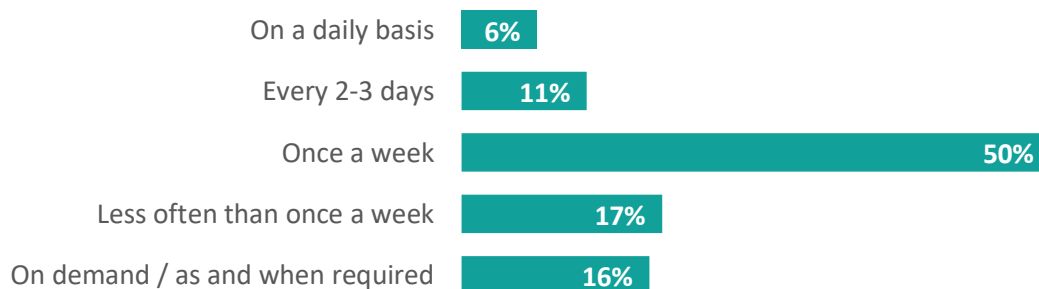
When asked if they would be prepared to pay for a food waste collection, two thirds felt the service should be free of charge, otherwise they would not have their food waste collected (Figure 35). This is partly affected by 30% of them being unlikely to use the service (Figure 34 above). For those who would be willing to pay, the vast majority opted for the tariff of up to £5 per lift of a 240 litre bin, excluding VAT.

Half of the businesses would like their food waste collected once a week; 16% felt it should be on demand/as and when required (Figure 36).

**Figure 35: Please tell us how much you would be prepared to pay for a food waste collection?**

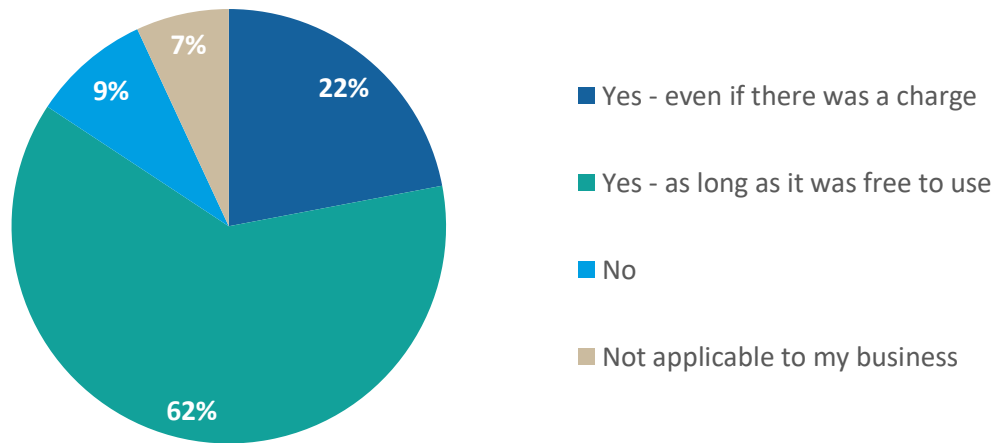


**Figure 36: How often would you need the food waste collected?**



When asked if their business would use a Commercial Recycling Centre the council is considering introducing, most businesses (84%) said 'yes' but 62% would prefer it to be a free service (Figure 37).

**Figure 37: The council is considering introducing at least one Commercial Recycling Centre by 2025. Would you and other members of your business use this service?**



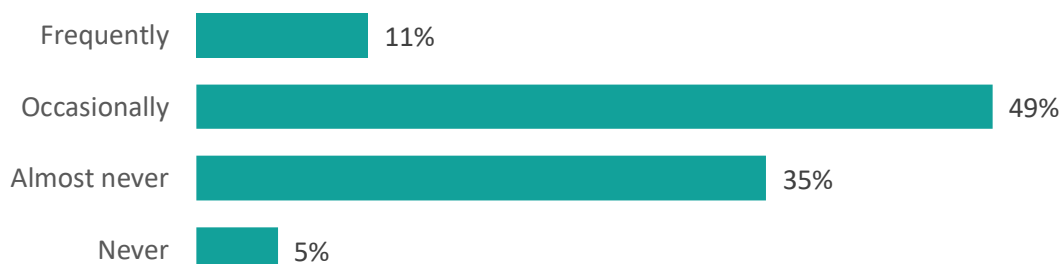
## Communication and information

### Section summary:

**Two fifths** of businesses that took part in the survey hardly had any contact with Herefordshire Council. The **council's website** was the **most used channel** for businesses to find out information about business recycling and waste services; however, most businesses preferred to receive the information **via emails**.

When it comes to engaging with Herefordshire Council, 60% (Figure 38) of the businesses reported to have contact with the Council either frequently (11%) or occasionally (49%). The rest never or almost never had contact with the council.

**Figure 38: How often do you have contact with Herefordshire Council e.g. source information, pay for services, report an issue?**



The most common cited source of information about business recycling and waste services provided by the council was the council's website (34%, Figure 39), followed by information received with their business rate (12%). A third of them felt that they had not seen or heard any information about this.

Most businesses preferred to receive information about business recycling and waste services via email (Figure 40) with 65% stating this. A quarter of them would like the council to send them a leaflet/pamphlet. Only 4% indicated that they were not bothered about receiving any information.

**Figure 39: Where have you seen or heard advertisements or information about business recycling and waste services provided by Herefordshire Council?**



**Figure 40: What would be your preferred way of seeking or receiving information about the recycling and waste services provided to businesses?**





**Appendix A: Resident and business questionnaires**

**Appendix B: Additional feedback received**

# Appendix A: Questionnaires

Have your say about the future of rubbish and recycling in Herefordshire...

## About the research

Herefordshire Council would like to gather feedback from residents on the future of rubbish and recycling collections. The council's current rubbish and recycling contract is coming to an end in 2023. Since the current service was introduced, the government announced a new national resource and waste strategy and the council will have to make changes to ensure it meets new requirements.

There is a lack of certainty in the government's resource and waste strategy 2018, but the vision outlines that the council will have to do the following to ensure compliance:

1. To provide a weekly food waste collection service for every household.
2. To collect garden waste separately.
3. The government's preferred approach is that councils collect different recyclables separately to increase their quality e.g. in different containers.
4. The government's preferred approach is that no waste stream is collected less than every fortnight.

In addition, in 2019 the council declared a Climate Emergency and has an ambition to make changes to bring about a more sustainable county.

The survey will take 10 minutes to complete.

## Who is managing the survey?

M.E.L Research, an independent market research company, have been commissioned by Herefordshire Council to carry out this survey on their behalf. They operate to the Code of Conduct of the Market Research Society <https://www.mrs.org.uk/standards/code-of-conduct>.



All information you provide to us will only be used for research purposes and you will not be personally identifiable in any analysis or reports. We will hold all information securely and strictly in line with the Data Protection Act 2018 and the General Data Protection Regulation (GDPR). You can find out more information about our surveys and what we do with the information we collect in our Privacy Notice, which can be accessed via our website at <https://melresearch.co.uk/page/privacypolicy>.

Q1 We are only looking to speak to residents who live in Herefordshire. Do you live in Herefordshire e.g. do you pay your Council Tax to Herefordshire Council?

- Yes  
 No [END & N23]

If you are unsure, you can see which council you fall under by entering your postcode here: <https://www.gov.uk/find-local-council>

Q2 Are you responsible in some way for dealing with your household rubbish and recycling?

- Yes  
 No [ALERT N22 OR END]

Q3 Please select the type of rubbish and recycling service you currently receive?

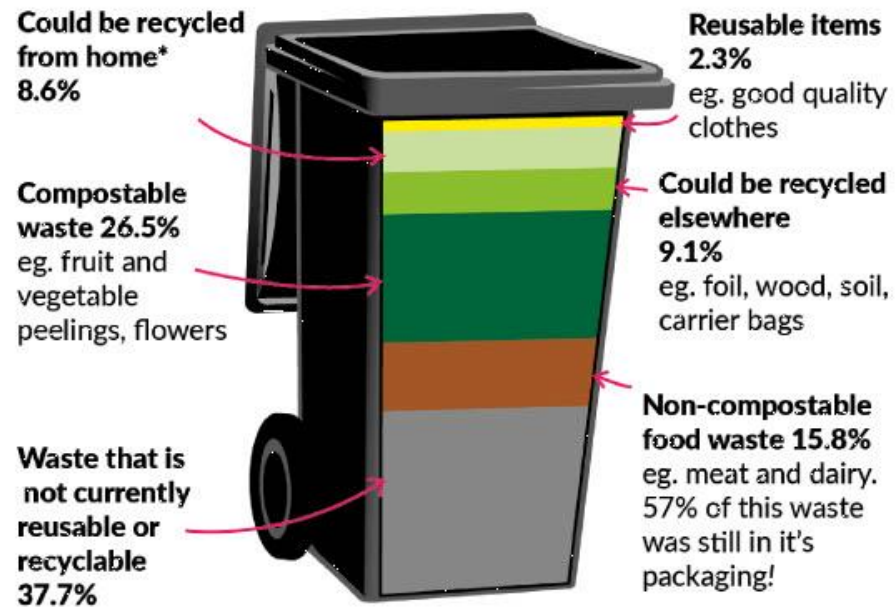
- Rubbish and recycling is collected from the boundary of my property (including those on an assisted collection)  
 Rubbish and recycling is collected in a shared communal bin/container  
 Rubbish and recycling is collected from a shared collection point at the end of the lane/road

### Future rubbish and recycling collections

Q4 Thinking about the future of rubbish and recycling services please select the top 3 aspects, in order, which you think the council should prioritise.

- Follows Government guidance
- Produces high quality recycling materials
- Results in a high recycling rate
- Minimises the amount of carbon produced
- Minimises cost
- Prevents waste
- Improves local employment, economic and social opportunities
- High public acceptance of the rubbish & recycling service
- Provides value for money

In 2019, the council carried out an analysis on the types of materials that were being placed into the black bin. They found that on average the black bin contained nearly 9% of materials that can currently be recycled at home and a further 42% consisted of food waste.



Q5 To what extent to you agree or disagree that more needs to be done to reduce rubbish and increase recycling in Herefordshire?

- Strongly agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Strongly disagree

We would now like to gather your feedback on the future of rubbish and recycling collections.

Q6 To what extent do you accept the need for the council to change the current rubbish and recycling collection?

- Very acceptable
- Slightly acceptable
- Neutral
- Slightly unacceptable
- Very unacceptable

Q7 If the council introduced a separate weekly collection for food waste, would you use it?

- Yes [\[GO TO Q9\]](#)
- Maybe [\[GO TO Q8\]](#)
- No [\[GO TO Q8\]](#)
- Don't know

Q8 Why wouldn't you use it or what concerns do you have? [\[GO TO Q10\]](#)

- Don't produce enough food waste
- No room to store container/s
- Worried about hygiene e.g. the smell
- It could attract pests
- Inconvenient / hassle
- Already compost
- Other, please describe

Q9 Do you have any concerns in using a weekly food waste collection? [ASK IF OPTION 1 IN Q7]

- Not producing enough food waste
- Not enough room to store containers
- Worried about hygiene e.g. the smell
- It could attract pests
- Inconvenient / hassle
- Already compost
- Nothing / no
- Other, please describe

The council is considering introducing a garden waste collection service. This may be a paid for service which would go towards covering the costs of running it. The council would provide a wheeled bin and collect biodegradable garden waste to be sent for composting every fortnight.

Q10 If there was a fee for collecting garden waste how much would you be prepared to pay for this service?

- Up to £40 per year
- Up to £50 per year
- Up to £60 per year
- £0 – If I had to pay, I wouldn't have my garden waste collected
- Not applicable e.g. I don't have a garden, don't produce garden waste, use another disposal method

The council has been considering different options for providing rubbish collection services in the future. It has needed to think about what needs to be achieved and has been gathering evidence, information and speaking to other councils to find out more about their experience to help with this. The council would now like to gather views from residents on two options.



Please remember that the council will need to make changes to ensure compliance with the government's policy which includes the following:

1. To provide a weekly food waste collection service for every household.
2. To collect garden waste separately.
3. The government's preferred approach is that councils collect different recyclables separately to increase their quality e.g. in different containers.
4. The government's preferred approach is that no waste stream is collected less than every fortnight.

Below identifies the best performing options. Please click here to see an example of a collection schedule for each option. [\[Pop out here for example collection calendars\]](#)

## Option 1

Container	Material	Collection period
 240 litre	Recycling - Metal tins/cans, plastic pots, tubs, trays and bottles, glass bottles and jars	Once every 3 weeks
 240 litre	Recycling – all paper and cardboard	Once every 3 weeks
 240 litre	Garden waste*	Once every 2 weeks
 23 litre	Food waste	Weekly
 180 litre	General waste	Once every 3 weeks

## Option 2

Container	Material	Collection period
   55 litre/box	<u>Separated dry recycling:</u> <b>Red box</b> - Metal tins/cans, plastic pots, tubs, trays and bottles <b>Blue box</b> - all paper and cardboard <b>Green box</b> - glass bottles and jars	Weekly
 240 litre	Garden waste*	Once every 2 weeks
 23 litre	Food waste	Weekly
 180 litre	General waste	Once every 2 weeks

\*There could be a charge for this service

Q11 Which of the following two options would you prefer?

- Option 1  
 Option 2

Q12 Can you tell us why you chose {Q11} ? [The text will pre populate from Q11 here] - this box will be on the same page so resident can scroll up to view again.

Q13 Is there anything that you feel the council needs to take into consideration for {Q11} for you personally?

- Residents who are unable to transport containers to the property boundary for collection  
 Residents who live in more rural areas being able to easily transport containers to the end of lane/road for collection  
 Materials being blown / falling out of boxes [only shown for option 2]  
 Materials getting wet in the boxes [only shown for option 2]  
 The provision of free liners for the food waste collection  
 Households producing nappies and other absorbent hygiene products which may fill bins quickly  
 Lack of space outside to store containers provided  
 Lack of space inside the home to sort and store materials  
 Confusion as to when containers get placed out for collection  
 Confusion as to what materials go in each container  
 Other, please describe  
 Nothing / no

Current service use

Q14 Which of the following household waste and recycling collections do you currently use? *If you don't use a service, please select the 'no' response. Please tick one for each statement.*

	Yes	No
Black wheeled bin / sack for general rubbish	<input type="radio"/>	<input type="radio"/>
Green wheeled bin / clear sack for mixed recycling	<input type="radio"/>	<input type="radio"/>
Council purchased green sacks for garden waste	<input type="radio"/>	<input type="radio"/>
Pay for an independent garden waste bin collection service	<input type="radio"/>	<input type="radio"/>

Q15 How often do you place the following out for collection? *[Pre populated based on Q14] [Question not asked if Q2 = 2 communal collection]*

	Once a fortnight	Every four weeks	Other, please describe below
Black wheeled bin / sack for general rubbish	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Green wheeled bin / clear sack for mixed recycling	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Council purchased green sacks for garden waste	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Independent garden waste bin	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Q16 You previously mentioned that you don't use your green wheeled bin / clear sacks for mixed recycling. Why don't you use this service? Please tick all that apply. *[If 'no' to Q14b] [Items will be randomised]*

- Animals get in the sacks
- I am too busy
- I've seen the crew mix the recycling together with the rubbish in the same vehicle
- Collection crew leave a mess after collection
- No space to store recycling / bins
- Collection is unreliable
- Crew make a mess
- Have just moved in
- Not sure if materials can be recycled so throw them into the rubbish bin
- Can't be bothered to clean the materials
- Not enough recyclable materials collected
- Don't have any information on the service
- I don't know what happens to the recycling
- Prefer to use the rubbish bin
- I can't be bothered / too much effort
- Don't see the point / benefit of recycling
- I don't believe it gets recycled / it all goes to landfill anyway
- No one else recycles so why should I?
- Don't produce enough to recycle
- Something else, please describe

Q17 What materials do you recycle in your green wheeled bin / clear sacks for mixed recycling? Please tick all that apply. *[Items will be randomised]*

- Food / drink tins
- Aerosol cans
- Metal jar lids
- Pet food pouches, crisp packets *[alert]*
- Batteries *[alert]*
- Paper e.g. newspapers, junk mail, catalogues
- Thin card e.g. cereal boxes, toilet roll tubes
- Corrugated / thick cardboard
- Plastic bottles e.g. milk, juice, shampoo bottles
- Plastic pots and tubs e.g. yogurt pots, margarine tubs
- Plastic trays e.g. ready meal trays, vegetable punnets
- Plastic film e.g. shopping bags, cling film, bubble wrap *[alert]*
- Tetra pack cartons e.g. juice, UHT milk cartons
- Glass bottles and jars
- Textiles e.g. clothes, shoes *[alert]*
- Polystyrene *[alert]*
- Nappies *[alert]*
- Kitchen towel / tissues *[alert]*
- Other, please describe

## Communication and information

Q18 How often do you have contact with Herefordshire Council e.g. find information or find out about services, pay for services, report an issue?

- Frequently
- Occasionally
- Almost never
- Never
- Don't know

Q19 Where have you seen or heard advertisements or information about rubbish and recycling services provided by Herefordshire Council? *Please tick all that apply*

- On the council website
- The council helpline / call centre
- At the council / information office
- Letter / phone call from council waste management team
- A recycling leaflet / calendar
- From neighbours / friends
- From the bin collection crew
- Advertising on vehicles e.g. panels on recycling lorry
- Posts on social media e.g. Twitter, Facebook
- Can't remember
- I haven't seen or heard any information
- Other, please specify below

Q20 What would be your preferred way of receiving information about the rubbish and recycling services provided? Please select up to three options.

- The council to send information in my Council Tax bill
- The council to send me a leaflet / calendar
- On the council website
- Letter / phone call from council waste management team
- Text message
- Council App
- Receive an email communication
- I look out for information on the waste collection vehicles
- I prefer to research this myself e.g. online, talk to neighbours
- Don't know
- I'm not bothered about getting any information
- Social media
- Other, please specify below

Earlier on in the survey you said you placed the following materials in your green wheeled bin / clear sacks for mixed recycling. Please don't change your answers, but just to let you know that the materials that you selected are currently not accepted in your green wheeled bin / clear sacks for mixed recycling. **[materials will be listed below]**

## About you

To make sure we are hearing from a wide range of people we would like to ask some questions about you. These questions are optional but answering them will help us better understand what you tell us.



Q21 How long have you lived in Herefordshire?

- Just moved here (under 6 months)
- 6 to 12 months
- 1 to 2 years
- 2 to 3 years
- 3 to 5 years
- Longer than 5 years
- Prefer not to say

Q22 What gender do you identify as?

- Female
- Male
- Prefer to self describe, please describe
- Prefer not to say

Q23 Which age group do you fall into?

- 16-24
- 25-34
- 35-44
- 45-54
- 55-64
- 65-74
- 75+
- Prefer not to say

Q24 What is your ethnic origin?

- English / Welsh / Scottish / Northern Irish / British
- Irish
- Gypsy, Irish or Roma Traveller
- Any other white background
- Mixed: White and Black Caribbean
- Mixed: White and Black African
- Mixed: White and Asian
- Any other mixed background
- Asian or Asian British: Indian
- Asian or Asian British: Pakistani
- Asian or Asian British: Bangladeshi
- Asian or Asian British: Chinese
- Any other Asian background
- Black or Black British: African
- Black or Black British: Caribbean
- Any other Black background
- Other: Arab
- Another ethnic group, please describe below

Q25 Are your day-to-day activities limited because of a mental or physical health problem or disability which has lasted, or is expected to last, at least 12 months?

- Yes, limited a lot
- Yes, limited a little
- No
- Prefer not to say

Q26 How many people normally live in your home, including yourself?

- 1 person
- 2 people
- 3 people
- 4 people
- 5 or more people
- Prefer not to say

Q27 Do you have children in the home (15 years or younger)?

- Yes
- No
- Prefer not to say

Q28 What type of property do you live in?

- Detached house or bungalow
- Semi-detached house or bungalow
- Terraced house or bungalow
- Purpose built block of flats
- Converted or shared flats
- Other, specify below
- Prefer not to say

Q29 What is your full postcode? This will not be passed back to the council.

*We want to make sure that we get feedback from residents living in both rural and urban areas of the council area, so providing your full postcode will help us make sure we do this.*

Q30 Finally, the council may want to gain further feedback from residents about their views on waste and recycling in Herefordshire. If you are interested, please provide your name and your preferred contact details. This information will be passed back to the council.

Yes, please - I confirm I am happy for my name and preferred contact details to be passed to the council.

No, thank you.

Name:

Contact details:

These are all the questions. Thank you for your time. Please press the submit button.

**[N22]** We are looking to speak to residents who have some involvement in waste and recycling in the household. Is there someone else in your home that can give us feedback?

**[N23]** Thank you, but we are only looking to get views from residents who live in Herefordshire.

## Business rubbish and recycling survey

### About the research

In December 2018, the government announced a new national resources and waste strategy. To meet the targets and approaches set out in the strategy Herefordshire Council will have to make changes to how it collects and disposes of the waste produced across the county.

Herefordshire has a diverse range of businesses with a varying degree of needs in respect of the waste they produce. Providing an increased range of commercial rubbish and recycling services, including commercial recycling centres, may provide greater opportunity for businesses in Herefordshire to improve the management of their waste. It is therefore important that the views and opinions of Herefordshire businesses are fully considered, prior to any future changes.

The survey will take 10 minutes to complete.

### Who is managing the survey?

M.E.L Research, an independent market research company, have been commissioned by Herefordshire Council to carry out this survey on their behalf. They operate to the Code of Conduct of the Market Research Society <https://www.mrs.org.uk/standards/code-of-conduct>.

All information you provide to us will only be used for research purposes and you will not be personally identifiable in any analysis or reports. We will hold all information securely and strictly in line with the Data Protection Act 2018 and the General Data Protection Regulation (GDPR). You can find out more information about our surveys and what we do with the information we collect in our Privacy Notice, which can be accessed via our website at <https://melresearch.co.uk/page/privacypolicy>.

Q1 We are looking to speak to businesses who operate in Herefordshire. Can you please confirm that all or some of your business operations are in Herefordshire?

- Yes  
 No [END N15]

### About your business

Q2 Which best describes your business?

- Private sector
- Public sector
- Charity, voluntary service or third sector
- Other (please specify below)

Q3 Which of the following is your organisation's principal business activity?

- Agriculture, forestry & fishing
- Mining, quarrying & utilities
- Manufacturing
- Construction
- Motor trades
- Wholesale
- Retail
- Transport & storage (inc. postal)
- Accommodation, pubs & restaurants (eat in)
- Take away food outlets
- Information & communication
- Financial & insurance
- Property
- Professional, scientific & technical
- Business administration & support services
- Public administration & defence
- Education
- Health
- Arts, entertainment & recreation
- Other service activities, please describe

Q4 How many employees does your business have?

- Micro enterprises: 1 to 9 employees.
- Small enterprises: 10 to 49 employees.
- Medium-sized enterprises: 50 to 249 employees.
- Large enterprises: 250 employees or more.

Q5 How long has your business been trading for?

- <1 year
- 1 - 3 years
- 4 - 5 years
- 6 - 10 years
- 11 - 20 years
- 21+ years

Q6 Which of the below best describes your role?

- Chairman/woman
- Chief Executive / Managing Director
- Director
- Senior Manager
- Sole Trader
- Other, please describe below

### Current services

Q7 How do you currently dispose of your business rubbish and recycling?

	Commercial bin contract with Herefordshire Council	Purchase commercial sacks from Herefordshire Council	Commercial bin contract with private waste company	Commercial sacks with private waste company	Other disposal method, please describe	Not applicable/ don't produce
General waste / rubbish	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Recycling	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Organic waste	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Hazardous / Industrial Waste	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Waste Electrical and Electronic Equipment (WEEE)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Q8 Where and how do you store your rubbish and/or recycling? *Please tick all that apply*

	Inside a bin / container	In sacks [not in a bin/container]	In something else
Indoors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Outside on own land	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Outside on public land i.e. footpath or road	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other, please describe	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>



Q9 Where do you put your rubbish and/or recycling on collection day? *Please tick all that apply*

	Inside a bin / container	In sacks [not in a bin/container]	In something else
Indoors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Outside on own land	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Outside on public land i.e. footpath or road	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other, please describe	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q10 What waste types does your business generate? *[Please tick all that apply]*

- Paper
- Thin card
- Corrugated cardboard
- Plastic bottles
- Plastic tubs / pots
- Plastic trays
- Plastic films
- Other plastics
- Glass bottles / jars
- Other glass items
- Metals tins / cans
- Other metal items
- Food waste
- Textiles
- Wood
- Garden waste
- Cooking oils
- Batteries
- Waste Electrical and Electronic Equipment (WEEE)
- Building materials
- Hazardous waste
- Other, please describe



Q11 Which materials do you recycle? *[based on materials selected in Q10]*

- Paper
- Thin card
- Corrugated cardboard
- Plastic bottles
- Plastic tubs / pots
- Plastic trays
- Plastic films
- Other plastics
- Glass bottles / jars
- Other glass items
- Metals tins / cans
- Other metal items
- Food waste
- Textiles
- Wood
- Garden waste
- Cooking oils
- Batteries
- Waste Electrical and Electronic Equipment (WEEE)
- Building materials
- Hazardous waste
- Other: {Q10a}

## Opportunities

Q12 What materials would you like to recycle but currently do not or cannot? *[based on materials selected in Q10 and removing those already recycled in Q11]*

- Paper
- Thin card
- Corrugated cardboard
- Plastic bottles
- Plastic tubs / pots
- Plastic trays
- Plastic films
- Other plastics
- Glass bottles / jars
- Other glass items
- Metals tins / cans
- Other metal items
- Food waste
- Textiles
- Wood
- Garden waste
- Cooking oils
- Batteries
- Waste Electrical and Electronic Equipment (WEEE)
- Building materials
- Hazardous waste
- Other: {Q10a}

Q13 What prevents you from recycling any/more of your business waste?

- Do not produce any recyclable waste
- Do not generate enough recycling to justify separate collection
- There are no services available
- Recycling bins are not big enough
- Did not know services were available
- Do not have the external space for recycling bins
- Do not have the internal space for recycling bins
- It takes too much time/effort
- It is too costly for the company (more costly than the standard collection for disposal)
- Collections are not frequent enough
- Waste/recycling collections managed by head office
- Staff unwilling / staff buy-in
- Don't want to get tied into long contract
- High turnover of staff makes it difficult
- Already locked into existing contract
- Can't recycle the type of waste the businesses produces
- Nothing, I am doing as much as I can
- Other , please describe

Q14 What would encourage your business to recycle more than you do now?

- Higher charges for general waste collections
- Cheaper recycling collections
- Other financial incentives
- If more materials could be recycled
- More accessible recycling facilities
- Government legislation
- Because competitors are doing it
- Information on what happens to the recycling
- Pressure from customers
- Concern for the environment
- Ability to share services with other businesses
- Re-use opportunities
- Other, please describe

Q15 Are there any other issues or challenges that your business faces when dealing with rubbish and recycling?

### Scoping future service delivery

Q16 Please state the level of importance you feel that the following statements are to your business...

	Very important	Fairly important	Not very important	Not at all important	Not applicable/ don't know
Promoting sustainable resource use across your business operations	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Managing waste safely and legally to deliver better environmental outcomes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Making efforts to increase the amount of waste recycled	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Making efforts to increase the amount of waste diverted for re-use	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Q17 How likely or unlikely, would you and/or other members of your business be in using a food waste collection service if one was available and affordable?

- Very likely
- Fairly likely
- Fairly unlikely
- Very unlikely
- Don't know
- Not applicable (No food waste produced) **[GO TO Q21]**

Q18 Why do you say this? *[If Q17=fairly or very unlikely]*

Q19 Please tell us how much you would be prepared to pay for a food waste collection?  
**[SLIDER CONTROL]**

- Up to £5 per lift of a 240 litre bin, excluding VAT
- Up to £7 per lift of a 240 litre bin, excluding VAT
- Up to £9 per lift of a 240 litre bin, excluding VAT
- £0 – If I had to pay, I wouldn't have my food waste collected

Q20 How often would you need the food waste collected?

- On a daily basis
- Every 2-3 days
- Once a week
- Less often than once a week
- On demand / as and when required
- Don't know

Q21 The council is considering introducing at least one Commercial Recycling Centre by 2025. Would you and other members of your business use this service?

- Yes - even if there was a charge
- Yes - as long as it was free to use
- No
- Not applicable to my business
- Not sure

## Communication and information

Q22 How often do you have contact with Herefordshire Council e.g. source information, pay for services, report an issue?

- Frequently
- Occasionally
- Almost never
- Never
- Don't know

Q23 Where have you seen or heard advertisements or information about business recycling and waste services provided by Herefordshire Council? *Please tick all that apply*

- Local business groups e.g. Local Enterprise Partnership, Business Board etc.
- On the council website
- Information received with my business rates
- The council helpline / call centre
- At the council / information office
- Letter / phone call from council waste management team
- From other organisations
- From the bin collection crew
- Advertising on vehicles e.g. panels on recycling lorry
- Posts on social media e.g. Twitter, Facebook
- Can't remember
- I haven't seen or heard any information
- Other, please specify below

Q24 What would be your preferred way of seeking or receiving information about the recycling and waste services provided to businesses? *Please select up to three options.*

- Local business groups e.g. Local Enterprise Partnership, Business Board etc.
- The council to send me a leaflet / pamphlet
- Letter / phone call from council waste management team
- Information received with my business rates
- Council App
- Receive an email communication
- I prefer to research this myself e.g. online
- Social media
- Don't know
- I'm not bothered about getting any information
- Other, please specify below

Q25 Please can you provide your businesses full postcode? If you have multiple premises, please provide the one at which you are based. This will not be passed back to the council.

*We want to make sure that we get feedback from business across the council, so providing your full postcode will help us make sure we do this.*

Q26 Finally, the council may want to gain further feedback from businesses about their views on rubbish and recycling in Herefordshire. If you are interested, please provide your name and your preferred contact details. This information will be passed back to the council.

- Yes, please - I confirm I am happy for my name and preferred contact details to be passed to the council.
- No, thank you.

Business name:

Name:

Business email address:

Business telephone number:

**[N15]** Thank you for your interest in this survey, but we are only wanting to speak to businesses Herefordshire.

# Appendix B: Additional feedback received

## Independent Parish Council feedback

This topic was on our agendas for both the December 16<sup>th</sup> 2020 and the 13<sup>th</sup> January 2021. We recognise that the current consultation is focussed on the public but feel that there is a case for views from other sources such as local councils.

The Council believes that there should be another recycling centre north of the River Wye to serve parishes such as Breinton. Currently residents must travel to either Rotherwas or Leominster. This adds unnecessary waste miles, is environmentally insensitive and increases traffic particularly over the Grey Friars Bridge in Hereford. Herefordshire's new strategy from 2024 should include a north city facility.

The principle must be to make recycling easy. More local facilities would be a step in the right direction, but the waste collection process needs to be much better supported with clear, easily understood, comprehensive and upto date information that is available through several media/sources. The lack of attention to this, probably due to a decade of staff reductions, is in partway to blame for the truly appalling local statistics. If only 41% of waste is currently being recycled – compared to best in class @60% - then there has been no improvement in the last 15 years despite the energy from waste facility. The only bright spot appears to be that amount of household waste being generated has fallen from 92,000 tonnes in 2002 to 75,000 tonnes currently.

Currently labels saying things like 'widely recycled', 'check local recycling' and 'recycle with bags at larger stores', leave potential recyclers uncertain and unsure. Answers are not easy to find nor is an explanation of the many and various signs and symbols. Local residents, especially the elderly, have reported being worried that they are putting the wrong waste in the wrong place and that it will not be collected.

In addition to significantly greater and ongoing information, whatever new system is adopted it must cater for rural areas like parts of Breinton and elderly / infirm residents who simply cannot handle multiple, potentially heavy, bins or crates particularly if this involves trips to the kerbside down long drives. The system must be simple and durable. Observations from across the border in Powys show how much litter nuisance can be caused from uncovered receptacles and how far the wind can blow them if they are light/empty.

Finally, the Parish Council confirms its support for the direction being given by Westminster namely.

- We do expect weekly food waste collection service to households.
- We do expect garden waste to be collected separately.
- We do prefer separate recyclables collections – different containers etc.
- Nothing should be collected less frequently than every fortnight.
- There should be a drinks deposit scheme.

### **Independent letter from a resident**

The rubbish and recycling with the two-bin system we have now works well and is simple for the public. This system is not broken so why change it and the cost the County more money and it's residents.

Visitors to our County congratulates the council for implementing such a simple and easy method of refuse collections. Parts of the country have three or four bins and coloured sacks and do not reach Herefordshire 75% of recycling rubbish.

My argument is Herefordshire's two bin system works exceedingly well and is not broken so why change this. If the council changes refuse contractor please, please keep the two-bin system.







## Summary of recommendations to the executive and executive responses [Waste Management Strategic Review]

On 28 September 2020 the general scrutiny committee considered the report of the Waste Management Strategic Review task and finish group. The recommendations are below.				
<b>Recommendation 1</b>	<p>The council adopts the three priorities of TREATING WASTE AS A RESOURCE, PRIORITISING PUBLIC ACCEPTANCE and MAXIMISING REUSE as corporate priorities for waste management.</p> <p>Reason            Adopting these principles as part of our county plan will provide leadership and direction for future decisions. The principles highlight the need for a more efficient circular economy, using our natural resources wisely as well as council resources, whilst reflecting the need to ensure our service are accessible and user friendly.            Measurement of our success in meeting these priorities will be through monitoring and reporting our recycling rate, diversion from landfill, participation rate (for recycling) and amount of waste diverted for re-use.</p>			
<b>Executive Response</b>	<p>Accepted            The executive accepts the importance of the three priorities identified however recognise that there may be a conflict between these which will be further considered through the Waste Management Strategy (WMS) and future service design following Cabinet decision in April 2021.</p>			
<b>Action –</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Include these proposed priorities as key considerations when designing future services	BB / NP	Jan 2022	Dedicated items included within service specification for future contracts	
Include these as proposed policy statements in next revision to WMS	BB / NP	Dec 2021	Included within published WMS	
<b>Recommendation 2</b>	<p>The council allocates resource to prevent waste from households, restricting residual capacity and investing in waste prevention campaigns and home &amp; community composting initiatives.</p> <p>Reason            Preventing waste will help save both residents and the council save money. Residents through food waste prevention initiatives that help people to buy only what they need and the council as it will not need to pay for the cost of collecting and treating the waste avoided.</p>			

	<p>In recent years the council has been successful at reducing waste, particularly general residual household waste. This has resulted in a saving of over £500,000 per annum since 2011.</p> <p>In terms of resource a dedicated member of staff with a small budget to manage waste prevention initiatives and waste communications in support of the service is recommended.</p> <p>The council should set a target to reduce the amount of non-recyclable waste from 530 kg per house per annum (19/20) to 400 kg per house per annum by 2030</p>			
<b>Executive Response</b>	<p>Accepted.</p> <p>The council recognises the importance of preventing waste, educating residents about the waste hierarchy and encouraging them to take action to move up it. As set out in the response to recommendation 18 this response proposes to introduce a new 3 year fixed term waste communications officer approved as part of the resourcing report for the Waste Services Review. A key aspect of this post will be to develop and undertake waste prevention campaigns to help with the introduction of new services and minimise waste.</p> <p>The restriction of residual waste has already been included as a service option within the public consultation.</p> <p>In addition, we are currently reviewing the waste accepted at Household Recycling Centres to prevent the free disposal of non-household waste through these sites.</p>			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Recruitment of new Waste Communications Officer	BB / NP	ASAP	Position filled	Awaiting publication of job advert
Consider restriction to residual waste through waste service review	BB / NP	Apr 2021	Include as option within public consultation	Included as option 1 in waste consultation
Further to the publication of the Environment Bill, we will include consideration of these proposed targets with the WMS.	BB / NP	Dec 2021	New targets included within WMS	Awaiting Environment Bill outcome and Cabinet decision on future service option

<b>Recommendation 3</b>	<p>The council prioritises the quality of recyclable material to increase its value and marketability. Secondly the council continually reviews and invests in increasing the quantity of material sent for recycling.</p> <p>Reason</p>
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	<p>We must ensure that the recyclable materials we collect can be treated as a resource. We should design services that will encourage better quality materials to be collected we are more likely to find outlets for them to use as a resource to turn into new products.</p> <p>After quality we need to consider the best approach to maximise the quantity of materials collected for recycling. We can do this be ensuring our services are accessible and easy to use but also through investigating new opportunities and technologies that make the collection and recycling of materials possible. Our service needs to remain flexible enough to be able to accommodate these opportunities.</p> <p>The council should adopt, as a minimum, targets to allow us to achieve the Resource and Waste Strategy 2018 objective of 65% recycling and composting by 2035:</p> <ul style="list-style-type: none"> <li>• To recycle or compost 60% of household waste by 2025</li> <li>• To recycle or compost 60% of both household and commercial waste by 2030</li> <li>• To recycle or compost 65% of both household and commercial waste by 2035</li> </ul>			
<b>Response</b>	Accepted – the council recognise the government’s preference for increased segregation of recyclable materials and therefore options have been included within the public consultation to increase segregation of dry recycling items and separately collect food waste.			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Conduct public consultation to consider two new refuse collection options – both propose increased segregation of recyclables in order to increase quality and quantity of recyclable waste.	BB / NP	Feb 2021	Options included within consultation	Completed
Cabinet Member report on the future waste collection services	BB / NP	Apr 2021	Report produced	On forward Plan
Further to the publication of the Environment Bill, we will include consideration of these proposed targets with the WMS.	BB / NP	Dec 2021	New targets included within WMS	Awaiting Environment Bill outcome and Cabinet decision on future service option
<b>Recommendation 4</b>	<p>The council adopts a zero waste to landfill policy, sending only waste that cannot be recycled or recovered. This will minimise loss of resource and minimise harmful emissions, such as carbon and leachate.</p> <p>Reason</p> <p>The Resource and Waste Strategy 2018 sets an ambition to eliminate food waste to landfill by 2030. It also includes a longer term target of limiting municipal waste to landfill to a maximum of 10%. In 2019/20 we sent 20% of our waste to</p>			

	landfill. The Waste-TFG consider that with our shared Energy from Waste Facility we should be doing better to avoid landfill. In order to consider waste as a resource only waste for which there is no other alternative should be sent to landfill The council should adopt a target of no more than 1% of household waste to be sent to landfill from 2025.			
<b>Executive Response</b>	Accepted The council is strongly committed to the waste hierarchy and minimising waste and maximising recycling.			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Include as requirement in service design and include as any potential joint working arrangements with Worcestershire County Council.	BB / NP	Jan 2022	Dedicated items included within service specification for future contracts or extension	
Further to the publication of the Environment Bill, we will include consideration of these proposed targets with the WMS.	BB / NP	Dec 2021	New target included within WMS	Awaiting Environment Bill

<b>Recommendation 5</b>	<p>The council ensures services are accessible and easy to use for all. Providing practical alternative solutions where beneficial so that all residents and business customers can reasonably access them and be encouraged to manage waste safely and in accordance with our service.</p> <p>Reason The Waste-TFG consider public acceptance a key factor in the design of any services we provide. We must ensure that the public are included in the process of delivering any changes to our service through effective engagement and consultation. This does not mean that only the collection method residents prefer will be adopted, but that their preferences will be taken into account, balanced with financial and environmental impacts.</p> <p>Through learning from our own experiences and those of other Local Authorities we can also consider what approaches may work best for Herefordshire residents and business customers.</p> <p>Although we may need to consider different approaches in different areas of the county (such as town centres &amp; communal developments) we want the service to be as consistent as possible from the user's perspective.</p>
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	Participation rate will be measured and monitored for different housing types and demographics to inform where use of the service could be improved and the success of those improvements measured.			
<b>Executive Response</b>	Accepted Public consultation has been carried out and Equality Impact Assessment will be included as part of the service review.			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Conduct public consultation seeking residents views and comments on the T&F group's recommended waste collection services	BB / NP	Feb 2021	Options included within public consultation	Completed
Equality Impact Assessment to be undertaken as part of Waste Review	BB / NP	April 2021	EIA produced	EIA completed and to be kept under review

<b>Recommendation 6</b>	<p>The council allocates resource to provide effective communication initiatives with residents and businesses to promote proper use of the service and to help maximise waste reduction, reuse and recycling.</p> <p>Reason After ensuring we have an accessible and user friendly service the Waste-TFG consider that effective communication is essential to help our residents and business customers use it in the right way. Effective communication will help reduce problems relating to the provision of the service and encourage better quality and quantity of recycling, reducing cost and increasing revenue.</p>			
<b>Executive Response</b>	Accepted As set out in the response to recommendation 18, this executive response proposes to introduce a new 3 year fixed term waste communications officer approved as part of the resourcing report for the Waste Services Review.			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Recruitment of new Waste Communications Officer	BB / NP	ASAP	Position filled	Awaiting publication of job advert

Include these proposed priorities as key considerations when designing future services	BB / NP	Jan 2022	Dedicated items included within service specification for future contracts	
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<b>Recommendation 7</b>	<p>The council designs new services to expand reuse opportunities through both the household collection service and the Household Recycling Centres. Existing opportunities to extract reusable materials are explored and implemented.</p> <p>Reason The Waste-WFG believe that there are many social and commercial opportunities to be explored with reuse. A modest resource could help extract valuable materials so that they can be repaired, repurposed, upcycled and reused. Any costs will be recovered from savings in waste disposal cost, generating income from the materials and added social value.</p> <p>In the short term the council develops a re-use facility to enable suitable items and materials to be diverted from waste (see case studies below). Such initiatives will very likely support the council's objectives and indicators being considered as part of its corporate social value framework.</p> <p>The council should adopt a target to increase the current levels of reuse of 20 tonnes per annum to 500 tonnes per annum by 2025</p>
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<b>Executive Response</b>	<p>Accepted, in part</p> <p>The council recognises that direct reuse opportunities are currently limited through existing contracts. Negotiations under existing disposal contract to increase reuse at HRCs could be lengthy.</p>
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Action	Owner	By When	Target/Success Criteria	Progress
Proposed introduction of new commercial bulky waste collection to enable recycling of a greater amount of municipal waste	NP	April 2021	Commercial service offered to holiday lets and landlords of domestic properties	Officer decision approved March 2021 for introduction of new service and approved prices
Conduct consultation seeking businesses views on commercial HRC's and commercial food waste collection service	BB/ NP	Feb 2021	Consultation results published	Draft consultation report produced



Include the development of a new re-use target in new WMS	BB/ NP	Dec 2021	New target included within WMS	
Waste Strategy Officer to conduct review of HRCs including possibilities for increasing reuse across sites	NP	Aug 2021	Review report produced	Increasing reuse raised at Waste Disposal Contract meeting in March 2021

<b>Recommendation 8</b>	<p>The council will research and seek to develop and continually improve services to minimise carbon emissions and other environmental impacts of the waste management service.</p> <p>Reason</p> <p>The best data available suggests that avoiding the production of goods and materials from raw materials is the best way to avoid carbon emissions. The Waste-TFG believe the best way we can support global and our own ambitions to reduce the impacts of carbon emission is to reduce waste and discourage the consumption of goods and materials and thus avoid the damaging need for production.</p> <p>We should also explore and seek to provide our waste management services in the most efficient ways possible that reduce our carbon emissions. This can include making sure our waste collection rounds are optimised to minimise fuel use, using alternative fuels for our waste fleets and investing in renewable power sources at waste treatment facilities. We will work collaboratively with those engaged in work to meet our target of NET zero emissions by 2030 to identify, measure and consider way to reduce the impact of waste management activities. This includes the Energy and Active travel Team, Climate and Ecological Emergency steering group, and Climate Change Task and Finish Group.</p> <p>The council should measure existing carbon emissions from both operational and embedded sources (e.g. from sale and transport of recyclables) of the service and adopt an achievable target to reduce them.</p>			
<b>Executive Response</b>	<p>Accept, in part</p> <p>Whilst the Council currently includes the carbon emissions from the waste collection service within the scope of the organisational carbon footprint, as waste creation and associated carbon emissions from waste disposal are the consequence of domestic properties and businesses these emissions are considered within the countywide carbon emission target.</p>			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Service specification will include requirement for the minimisation of carbon emissions in line with the	BB / NP	Jan 2022	Dedicated items included within service	

Council's Climate & Ecological Emergency Declaration.			specification for future contracts	
The outcome and recommendations of the carbon assessment within the Frith report will be considered as part of the service options appraisal	BB / NP	Apr 2021	Reference and inclusion within Cabinet report	

<b>Recommendation 9</b>	<p>Ensure the service contributes, meets or exceeds the objectives set out in the council's developing Corporate Social Value Framework.</p> <p>Reason</p> <p>The Waste-TFG have identified many opportunities for how the waste management service can contribute to providing social value through a range of initiatives to a wide range of people and communities. Recommendation 7 highlights the many opportunities provided through re-use initiatives, but there exists further opportunities across the service.</p> <p>To support both the social objectives and benefit the ongoing delivery of the service an apprenticeship or trainee scheme could help encourage people to choose a career in waste. Amongst other things this could help tackle a national shortage of HGV drivers.</p> <p>The council should provide an apprenticeship and/or training scheme within its waste management service to provide young people an opportunity and career route into the waste management service. Key service providers will be required to provide trainee/apprenticeship schemes to provide opportunities for people to learn skills to fill key job roles such as HGV drivers.</p>			
<b>Executive Response</b>	Accepted			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Procurement of new services will be undertaken to incorporate the Council's new Corporate Social Value Framework.	BB / NP	Jan 2023	Criteria included within service specification for future contracts	

The Waste Management Team are currently exploring the potential to create a new placement opportunity using the new Kickstart scheme.	NP	July 2021	Confirmation of applicable role by Organisation Development, People & Performance team.	
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<b>Recommendation 10</b>	<p>The council should provide the same opportunities for non-household waste as it does for household waste. The same materials will be collected for recycling and commercial recycling centres will be provided. The council will recover costs as described and permitted by relevant legislation.</p> <p>Reason  The Waste-TFG believe the council should provide services that are accessible, user friendly and flexible to meet the varied needs of businesses and other non-household entities in Herefordshire. Providing cost effective solutions will help improve compliance, reducing waste crime and the cost of dealing with it.  The council should adopt a target to provide at least one commercial recycling centre by 2025.</p>			
<b>Executive Response</b>	<p>Accepted  Targets for local authorities have previously been based on household waste only however the new Resources and Waste Strategy outlines new targets for municipal waste which incorporates waste from businesses. The council recognises that its current recycling services for business is quite restrictive</p>			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Conduct business consultation to seek businesses views on commercial HRC's and commercial food waste collection service	BB / NP	Mar 2021	Consultation results published	Draft consultation report produced
Proposed introduction of new commercial bulky waste collection to enable recycling of a greater amount of municipal waste	NP	April 2021	Commercial service offered to holiday lets and landlords of domestic properties	Officer decision approved March 2021 for introduction of new service and approved prices

<b>Recommendation 11</b>	<p>The council will ensure it provides value for money to the taxpayer by undertaking a detailed business case on preferred service options as part of any commissioning process encompassing the best approach to achieve cost effective services that provide value for money to the taxpayer.</p> <p>Reason</p> <p>With a decision of a value in the region of £150m the Waste-TFG believe that a well thought through and considered approach is more likely to result in not only better quality, but also better value for money. We must ensure that our services reflect both best practice and best value through understanding and assessing our option, undertaking a business case and through comparison with services provided by other Local Authorities.</p> <p>The council should periodically benchmark their waste management service to compare costs and performance with other councils providing similar services as well as those we aspire to provide. This will indicate if service costs are reasonable or not.</p>			
<b>Executive Response</b>	<p>Accepted</p> <p>The Waste Collections Options Assessment produced in 2019 was used to inform the options put forward in the consultation but with the development of policies within Environment Bill and the effect over the last 12 months of COVID there may be some fundamental changes in waste that need to be reviewed and considered as an update to this assessment.</p>			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
A detailed business case will be undertaken on the preferred service options following the public and business consultation.	BB / NP	Apr 2021	Business case report produced	

<b>Recommendation 12</b>	<p>The council will ensure flexibility during the design and provision of the service so that changes can be more easily made to accommodate requirements.</p> <p>Reason</p> <p>The Waste-TFG recognise that we are yet to receive specific details on the future policy. This presents a risk that the council could design a service which is not compliant with our statutory requirements. To mitigate this risk the council must be able to modify its approach during the design phase to ensure compliance with policy and legislative requirements.</p> <p>In designing our service we must also make sure we do not restrict flexibility. This can be achieved by ensuring a holistic approach to service design where waste treatment and disposal services flex to the needs of the waste</p>			
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	<p>collection service. This could include avoiding long contracts that restrict the council to any particular approach for an extended period of time.</p> <p>The Waste-TFG are also keen to explore introducing changes gradually over time to give residents and business customers time to adjust to new services. This may be also be beneficial to align service provision with promised government funding to support the delivery of the service.</p>			
<b>Executive Response</b>	<p>Accepted, in part</p> <p>With further consultation to take place on the ambitions set out in the Resources and Waste Strategy, it is recognised that flexibility is important for allowing change.</p> <p>The waste collection contract has no further option for extension therefore we're likely to need to make the collection service changes all together in 2023 when new service launches to achieve the best value for money and have the biggest impact on behavioural change.</p>			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Explore options available to provide flexible services within service specification and procurement	BB / NP	Jan 2022	Options report for procurement to allow flexibility produced	
Include flexibility or multiple options as requirement in service design	BB / NP	Jan 2022	Criteria included within service specification for future contracts, as informed by options report.	

<b>Recommendation 13</b>	<p>Options 2 and 3 are progressed to public consultation with feedback and preferences used to inform the council's decision on its preferred approach. Progressing Option 1 is not recommended.</p> <p>Reason</p> <p>The Waste-TFG understand that no option is without merit or risk however both option 2 and 3 best fulfil the priorities, objectives and recommendations of this report. Option 2 as the best performing option and Option 3 as the governments preferred approach in the RWS 2018.</p>
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	The council should consult with residents, business users and key stakeholders to obtain their views on these two approach to providing the service. The consultation should highlight future requirements and the need to change and ask for views on how best those changes can be delivered.				
<b>Executive Response</b>	Accepted				
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>	
Conduct public consultation including options 2 and 3 in addition to a separate business consultation	BB / NP	Mar 2021	Consultation results published	Draft consultation report produced	

<b>Recommendation 14</b>	<p>In designing a new service the council should ensure it incorporates features that will enable it to meet the objectives and recommended actions detailed in this report</p> <ol style="list-style-type: none"> <li>1. Design of the service enables the collection of high quality materials for recycling to ensure they are useful, valuable and in use for as long as possible to help protect natural resources in accordance with circular economy values.</li> <li>2. The service is designed from the outset to be capable of meeting a 65% recycling and composting target for all the waste collection by the council.</li> <li>3. Residual (general waste) capacity should be restricted in order to encourage the use of recycling and food waste collection, for example by smaller bin size or reduced collection frequency.</li> <li>4. Reasonable and practical alternative collection options are provided to households where the nature of development makes it challenging to accommodate the standard collection service. For example providing different containers and or an increased frequency of collection.</li> <li>5. Flexibility of service should be built in where possible, for example: <ol style="list-style-type: none"> <li>a. By ensuring waste treatment and disposal arrangements dovetail with those for waste collection, for instance by aligning contract periods. This will ensure that treatment and disposal arrangements do not constrain opportunities to make changes to waste collection services.</li> <li>b. By having more flexible shorter term contractual arrangements with a range of providers to more easily flex to changes in materials collected for recycling.</li> </ol> </li> <li>6. A charge for garden waste collections should be made if permitted (to continue to encourage those residents able to do so, to compost at home).</li> </ol>
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	<p>7. The same opportunities provided for householders for recycling will be offered to commercial (trade waste) customers at a charge</p> <p>8. Social value will be maximised through re-use initiatives, education and training.</p> <p>9. The service will incorporate effective communications and initiatives to support provision of the service and encourage positive public behaviours to benefit the service (e.g. waste prevention, proper use of recycling services).</p>			
<b>Executive Response</b>	<p>Accepted This recommendation summarises many of the other recommendations where we have recognised the importance of including specific aspects within service design.</p>			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Consideration will be given within the future service design and service specification. This will also be informed by the current public consultation exercise.	BB / NP	Jan 2022	Criteria included within service specification for future contracts	

<b>Recommendation 15</b>	<p>The council commissions work to understand what changes to its disposal service will be required to best manage the materials arising from the waste collection service options.</p> <p>Reason</p> <p>The council commissions a piece of work to understand what changes to its disposal service will be required to best manage the materials arising from the waste collection service options detailed in the analysis above. A better understanding of the changes required to existing waste treatment and disposal service will inform requirements to support the delivery of the waste collection options outlined in this report. As a priority the council should seek to understand what changes are required to:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Waste Transfer Stations, to understand how best materials collected could be accepted and stored for onward transport to treatment facilities elsewhere, and what required changes to existing transfer stations would be required, and:-</li> <li><input type="checkbox"/> Waste Treatment Facilities, to understand current waste treatment methods and capacity, what waste treatment facilities are required, and if there are any opportunities for developing more effective and resource efficient solutions for dealing with the materials collected.</li> </ul>
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	<input type="checkbox"/> A full analysis of potential markets for materials arising from the new service and opportunities for local processing to be commission alongside public consultation to inform decision on preferred approach.			
<b>Executive Response</b>	Accepted The decision regarding collection service option is necessary before this piece of work can commence as different requirements would be needed at sites depending on the method of collected materials.			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Produce cabinet member report to recommend allocating additional staff and budget to undertake specific technical reviews as part of the service review	BB / NP	Feb 2021	Member report signed off	Completed
Commission technical investigation	BB / NP	Jun 2021	Report produced	

<b>Recommendation 16</b>	An early study is undertaken to evaluate if any existing AD facilities could be utilised for the treatment of food waste in Herefordshire. Reason The Waste-TFG recognise that Anaerobic Digestion facilities are likely to be required to treat food waste collected in Herefordshire. Although there are a number of options such as developing our own facility, using existing out of county facilities, the option of converting an existing agricultural facility may be advantageous. A study engaging with existing operators would reveal if there is any appetite and possibility for this. The Waste –TFG believe this could also provide added incentives in discouraging the use of energy crops to as feedstock.			
<b>Executive Response</b>	Accepted			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Conduct soft market testing	BB / NP	June 21	Report produced	This work package is due to be undertake shortly in partnership with Worcestershire County Council.



<b>Recommendation 17</b>	<p>The council should seek to agree an approach with Worcestershire County Council on how their joint Energy from Waste (EFW) facility will be managed and operated to the mutual benefit of both councils on expiry or extension of existing arrangements.</p> <p>Reason</p> <p>Even if the council were able to meet or exceed the government's expected target of 65% recycling by 2035 there will remain a need to treat residual waste arising from Herefordshire's waste management service.</p> <p>Energy from Waste (Incineration) remains the only reasonable alternative to landfill for residual waste treatment so sending waste to our own shared EFW is expected. However the Waste-TFG wish to see the plant optimised by generating heat as well as power and other options to maximise the efficiency of the facility explored and implemented where advantageous to the two councils both financially and environmentally (through reducing the impact of residual waste treatment on climate change).</p> <p>Any excess tonnage capacity created from increased recycling should be sold to generate commercial revenue for the two councils.</p>			
<b>Executive Response</b>	Accepted			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Produce cabinet member report to recommend allocating additional staff and budget to undertake specific technical reviews as part of the service review	BB / NP	Feb 2021	Member report signed off	Completed
Conduct options appraisal on the future management options for the EfW plant.	BB / NP	Apr 2021	Option appraisal report produced	

<b>Recommendation 18</b>	<p>Waste Management Team is augmented with required staff and resource to plan, commission and implement new services and manage our new arrangements.</p> <p>Reason</p>			
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	<p>The Waste-TFG consider it is essential to replace our Waste Disposal Team Leader as soon as possible and to create 3 new posts. A Waste Strategy Officer to provide support to the current post in developing the contract(s) and researching collection and disposal options. A Waste Communications Officer to lead the process of public engagement. They will need to be supported by an Administration Officer.</p> <p>These new posts are required no later than 1st April 2021 and will need to be in place until at least 31st December 2025 to allow for bedding in of the redesigned waste collection services. The cost of these new posts is insignificant in terms of contract value and the financial and reputational impacts of getting this decision wrong. They will also be significantly less than the cost of bringing in consultants to bail us out at the 11th hour if we continue to rely on a single officer to deliver this.</p> <p>Further resource is likely to be required to appoint legal, financial and technical advisers as required, particularly in support during any procurement. Investing in building the capability in the team will however minimise the need for expensive consultants as well as build a more capable team to manage and continue to develop the service.</p>			
<b>Executive Response</b>	<p>Accepted</p> <p>It is recognised that the successful procurement of two of the county's largest contracts is significant and that there is not the necessary capacity within the existing team to manage the existing contracts whilst also researching and commissioning new ones.</p>			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Produce cabinet member report to recommend allocating additional staff and budget to undertake specific technical reviews as part of the service review	BB / NP	Feb 2021	Member report signed off	Report approved with budget to recruit 4 new, 3 year fixed term posts and with additional funding to source external technical advisers.
Restructure current Waste Management Team based on current service needs up to 2024 and giving consideration to approved new posts	BB / NP	Jul 2021	Restructure completed	

<b>Recommendation 19</b>	<p>The council should maintain the Waste-TFG as a cross party member group to provide oversight and support to officers until implementation of new services in early 2024.</p> <p>Reason</p>
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	A cross party member working group will help include political groups throughout the process of planning, commissioning and implementing new services. It can help provide support to officers in offering balanced views and guidance. This group should help to re-enforce the governance processes of the council to ensure that decisions are made in the best interest of the council and its residents.			
<b>Executive Response</b>	Accepted The value of a cross party group has been shown through the collaboration of the Waste T&F group and the production of a valuable report which incorporates a shared vision to move the county to a more resource efficient county of the future.			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Welcome this offer of continued support and propose the development of a new ToR for the group for the duration of the contract review	BB / NP	Apr 2021	New ToR agreed & all members agree to continue	

Additional recommendations made at the Committee's meeting on 28 September 2020

<b>Recommendation 20</b>	That, as part of the consultation process, there is clear explanation given as to why option one is not being put forward as an option;			
<b>Executive Response</b>	Accepted This was included within consultation introduction			
<b>Action</b>	<b>Owner</b>	<b>By When</b>	<b>Target/Success Criteria</b>	<b>Progress</b>
Complete – part of current consultation exercise				Completed

<b>Recommendation 21</b>	The Waste Team continue to work with and lead the communications on each of the schemes to ensure public understanding for the preferred options is secured.			
<b>Executive Response</b>	Accepted Line management arrangement for new post will need to be agreed as the communication of a major service change will need to co-ordinate across all areas of the councils communication teams expertise.			

Action	Owner	By When	Target/Success Criteria	Progress
Establish joint working and line management roles for new waste communications officer between the waste management team and communications team and recruit to post.	BB / NP	Apr 2021	New post recruited & management agreement in place	Verbal and email agreement between NP & AF
Outline agreed scope of work programme for new post	BB / NP	May 2021	Work programme outlined	

<b>Recommendation 22</b>	Asking that the reuse of waste is brought forward as quickly as possible at our local household recycling centres			
<b>Executive Response</b>	Accepted All HRCs except Bromyard currently have a reuse container located at them where the public can place unwanted items and a number of local charities come and cherry pick items from. Feedback from WCC Monitoring Officers is that many items placed into the containers are not wanted by the charities as they would be unable to sell them on. It is therefore recognised that alternative options for the increase of reuse will need to be explored.			
Action	Owner	By When	Target/Success Criteria	Progress
Waste Strategy Officer to conduct review of HRCs including possibilities for increasing reuse across sites	NP		Review report produced	Increasing reuse raised at Waste Disposal Contract meeting in March 2021

<b>Recommendation 23</b>	That the Task and Finish group report is shared with Defra.			
<b>Executive Response</b>	Accepted			
Action	Owner	By When	Target/Success Criteria	Progress

T&F group report to be sent to DEFRA	BB	Feb 2021	Report emailed to DEFRA	Completed
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## Equality Impact Assessment (EIA) Form

Please read EIA guidelines when completing this form

### 1. Name of Service Area/Directorate

<b>Name of Head of Service for area being assessed</b>	Ben Boswell
<b>Directorate</b>	Economy and Place

<b>Individual(s) completing this assessment</b>	<b>Name</b>	<b>Job Title</b>
	Nicola Percival	Waste Services Manager
	Ben Boswell	Head of Environment Climate Emergency and Waste Services
<b>Date assessment completed</b>	29.03.21	

### 2. What is being assessed

<b>Activity being assessed</b> (eg. policy, procedure, document, service redesign, strategy etc.)	Service redesign		
<b>What is the aim, purpose and/or intended outcomes of this activity?</b>	Recommendation to change waste collection service, introducing weekly collection of food waste to all households, introducing new container for separate collection of paper/card once every three weeks, changing frequency of recycling collection for plastics, cans and glass to once every three weeks and reducing collection of residual waste to once every three weeks. Introducing fortnightly garden waste collections with an associated charge.		
<b>Name of lead for activity</b>	Nicola Percival		
<b>Who will be affected by the development and implementation of this activity?</b>	<input checked="" type="checkbox"/> Service Users <input type="checkbox"/> Patients <input type="checkbox"/> Carers <input type="checkbox"/> Visitors	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<b>Staff</b> <b>Communities</b> <b>Other</b> _____
<b>Is this:</b>	<input checked="" type="checkbox"/> Review of an existing activity <input type="checkbox"/> New activity <input type="checkbox"/> Planning to withdraw or reduce a service, activity or presence?		
<b>What information and evidence have you reviewed to help inform this assessment?</b> (name sources, eg demographic information for services/staff groups affected, complaints etc.)	1590 households currently registered to receive assisted collection 8500 have larger capacity general rubbish bin 6+ in Household = 1490 Child in nappies = 5400 Medical waste = 1610		

<p>Summary of engagement or consultation undertaken (eg. who and how have you engaged with, or why do you believe this is not required)</p>	<p>16.4% of households do not own a car<sup>1</sup></p> <p>Public consultation was carried out between 7<sup>th</sup> December 2020 and 7<sup>th</sup> February 2021. This was a self-selection consultation due to the restrictions of COVID preventing face to face encouragement of completion.</p> <p>It was advertised in the local press and media, on social media, through direct contact with a representative sample of residents via email and through the local university / colleges.</p>
<p>Summary of relevant findings</p>	<p>Results of the consultation show 53% of respondents preferred the option being assessed under this EIA.</p> <p>As age increased, so did the preference for this option. For example, 41% of residents aged 16-34 preferred option 1, compared to 64% of those aged 75 or older.</p> <p>The less affluent household had a greater preference for this option when compared to the more affluent areas. For example, 44% of homes classified as Acorn 5 'Urban Adversity selected option 1, while this rose to 58% for homes classified as Acorn 1 'Affluent Achievers'.</p> <p>The sample of people completing the consultation who identified as having a long term health problem or disability was 16%, compared to a Herefordshire profile of 19%. The preference for the collection option being assessed in this EIA by Disability, limited a lot (n=166) was 56% and Disability, limited a little (n=373) was 53%.</p>

<sup>1</sup> RAC Foundation 'Car ownership rates per local authority in England and Wales'  
[https://www.racfoundation.org/assets/rac\\_foundation/content/downloadables/car%20ownership%20rates%20by%20local%20authority%20-%20december%202012.pdf](https://www.racfoundation.org/assets/rac_foundation/content/downloadables/car%20ownership%20rates%20by%20local%20authority%20-%20december%202012.pdf)



### 3. The impact of this activity

Please consider the potential impact of this activity (during development and implementation) on each of the equality groups outlined below. **Please tick one or more impact box below for each Equality Group and explain your rationale.** Please note it is possible for the potential impact to be both positive and negative within the same equality group and this should be recorded. Remember to consider the impact on staff, public, patients, carers etc. in these equality groups.

Equality Group	Potential <u>positive</u> impact	Potential <u>neutral</u> impact	Potential <u>negative</u> impact	Please explain your reasons for any potential positive, neutral or negative impact identified
Age		✓		Assisted collections will continue to be offered as they are now however, some elderly people who managed with just 1 container may struggle with the additional food container each week as well, especially if they currently bring the container some distance down a lane. Bin type can make it difficult for infirm people to use them.
Disability	✓		✓	Reduction of general rubbish collection could cause storage problems for those who create additional waste due to disability. Additional capacity for separately collecting paper and card could benefit anyone who has large quantities of medical waste delivered in recycling packaging e.g. home dialysis patients. More collections days could negatively impact anyone with memory problems. Blind or partially sighted may find it difficult to distinguish between the different bins.
Gender Reassignment		✓		
Marriage & Civil Partnerships		✓		
Pregnancy & Maternity			✓	Reduction of general rubbish collection could cause storage problems for those who create additional waste due to children in nappies.
Race (including Travelling Communities and people of other nationalities)		✓		Level of English literacy may make introduction of the new service difficult to understand.
Religion & Belief		✓		
Sex		✓		
Sexual Orientation		✓		
Other Vulnerable and Disadvantaged Groups (eg. carers, care leavers, homeless, social/ economic deprivation, etc)			✓	Those without access to a car to be able to access HRC to dispose of excess waste with reduction in general rubbish bin collection frequency. Anyone relying on a carer to put their containers out may be negatively disadvantaged with more collection containers and possibly more collection days.
Health Inequalities (any preventable, unfair & unjust differences in health status between groups, populations or individuals that arise from the unequal distribution of social, environmental & economic conditions within societies)			✓	Reduction of general rubbish collection could cause storage problems for those who create additional medical waste due to health issues.

Equality Group	Potential <u>positive</u> impact	Potential <u>neutral</u> impact	Potential <u>negative</u> impact	Please explain your reasons for any potential positive, neutral or negative impact identified
				OCD concerning cleanliness or other mental health conditions may cause a negative impact by change in the service.

What actions will you take to mitigate any potential negative impacts?	Risk identified	Actions required to reduce/ eliminate negative impact	Who will lead on the action?	Timeframe
	Bin type	Identify properties where roll tops are currently used or smaller bins provided and look to include within service design alternatives to the standard service.	NP	Nov 2021
	Medical waste quantities	Options will be considered and outlined within service redesign	NP	Nov 2021
	Additional waste due to disability	Options will be considered and outlined within service redesign	NP	Nov 2021
	More collection days causing confusing or people have difficulty remembering	Look for possible reminder services for smart phones or emails. Calendar available online for download or request paper copy. Assisted collection so people don't have to remember when to place containers out.	NP	Oct 2023
	Blind / partially sighted	Look for options where bin can be identified through physical / tactile feature. Leaflets / guides available in alternative formats and read accessible online.	NP	Dec 2022
	Nappies	Options will be considered and outlined within service redesign	NP	Nov 2021
	Additional waste due to nappies	Options will be considered and outlined within service redesign	NP	Nov 2021
	Low level of English literacy	Ensure guides for use of service include pictorial images as much as possible. Provide guides in alternative languages.	NP	Oct 2023
	No car	Identify sites where bikes/pedestrian access allowed. Potential for all sites to allow? Design any new service with accessibility possible across all sites. Continue to provide bulky waste collection service. Offer charged for service under s46 for additional waste.	NP / BB	Oct 2023  Nov 2021  Nov 2023  Nov 2023
	Carers placing waste out	Assisted collection or reminder services to help alleviate any additional burden on carers.	NP	Oct 2023
	Mental health conditions	Promote increased capacity for collection of separated waste and weekly collection of food. Consider service delivery of liners for food waste.	NP	Oct 2023  Nov 2021

		Staff available to discuss and help demonstrate use of the service if required by residents.		Oct 2023

#### 4. Monitoring and review

<b>How will you monitor these actions?</b>	They will be included within the review timetable as targets and throughout the implementation plan.
<b>When will you review this EIA?</b> (eg in a service redesign, this EIA should be revisited regularly throughout the design & implementation)	It will be included within the review timetable as a target.

#### 5. Equality Statement

- All public bodies have a statutory duty under the Equality Act 2010 to set out arrangements to assess and consult on how their policies and functions impact on the 9 protected characteristics.
- Herefordshire Council will challenge discrimination, promote equality, respect human rights, and design and implement services, policies and measures that meet the diverse needs of our service, and population, ensuring that none are placed at a disadvantage over others.
- All staff are expected to deliver services and provide services and care in a manner which respects the individuality of service users, patients, carers etc, and as such treat them and members of the workforce respectfully, paying due regard to the 9 protected characteristics.

<b>Signature of person completing EIA</b>	
<b>Date signed</b>	

