

**BRISTOL CITY COUNCIL**

**NEIGHBOURHOODS SCRUTINY COMMISSION**

**17TH JULY 2015**

**Report of:** Alison Comley Strategic Director Neighbourhoods

**Title:** Waste – Scrutiny Work Programme

**Ward:** City wide

**Officer Presenting Report:** Alison Comley Strategic Director  
Neighbourhoods

**Contact Telephone Number:** 0117 3537860

**RECOMMENDATION**

For the Scrutiny Commission to consider the following aspects of waste that need to be considered as part of the work programme and agree the appropriate methodologies to deliver the right outcomes :

- Follow through on the recommendations of the 2 waste Enquiry Days held by Neighbourhoods and Place in the last municipal year
- Scrutiny of the performance of the newly established Bristol Waste Company
- Development and consideration of the models of future service delivery for the waste collection contract
- Reconsideration of the current waste strategy and how as a city we improve performance
- Scrutiny of the procurement content for waste disposal contracts

**Summary**

There are a number of areas in relation to waste that Neighbourhood Scrutiny will want to be very active in over the course of this municipal year. This report seeks to set these out with a suggestion of the methodology that could be used to deliver the required outcome for discussion with the commission and programming into the work programme.

**The significant issues in the report are:**

- There are some specific pieces of scrutiny work to be completed for waste which are interlinked
- Scrutiny will need to discuss and prioritise how it will wish to use its time most effectively

## **Policy**

1. Bristol currently has a Waste Strategy, written in 2009, and part of this work plan will be to review and refresh it, alongside consideration of where we should collectively focus our activity.

## **Consultation**

2. **Internal**  
Not applicable
3. **External**  
Not applicable

## **Context**

4. Neighbourhoods Scrutiny Commission, following a constitutional change, is the formal arena for the scrutiny of waste issues. In the last municipal year the commission undertook an Inquiry Day to look at the current waste disposal technologies and how Bristol could best utilise them. The outcome of this day, alongside the Inquiry Day undertaken by the Place Scrutiny Commission on managing the city's waste is included as Appendix 1 to this report. The Commission needs to consider these outcomes and how it would like to draw things together to monitor the recommendations.
5. On the 11<sup>th</sup> June 2015 there was a Cabinet decision to establish the Bristol Waste Company, a wholly owned company. This company will take on the waste contract currently operated by Kier and deliver to their current standards, following a mutual termination of the contract in August 2015. The Neighbourhoods Scrutiny Commission was an integral part of the decision making process and will have a scrutiny function of the performance of the Bristol Waste Company. The details of how this will be delivered need to be worked through and agreed including the starting point for performance monitoring.
6. The contract for Bristol Waste Company is for at least 1 year whilst there is consideration given as to the best way to deliver the service going forward. The Neighbourhoods Scrutiny Commission has an important role to play in considering the range of options available and the relative benefits to the council and Bristol citizens. This will be a key decision in 2016.
7. Bristol currently has a waste strategy which seeks to set out how we approach the issue in the city. As part of the discussion on waste last

year, there is a need to revisit and refresh this strategy and look at where we collectively focus our efforts to improve performance.

8. In addition, part of the short term solution to reduce our landfill was to let a short term contract, with a further report coming back to Cabinet in the autumn on how we might procure longer term.
9. All of these pieces of work are interlinked eg disposal and collection and we will need to work through how we reduce, reuse, repair and recycle more waste in the city. This will be a challenge in terms of co-ordinating some of the timescales.

## **Proposal**

10. It is proposed that the areas of work identified are covered through the following suggested methodologies:

### **Inquiry Day Report**

That Scrutiny discuss the joint Inquiry Report at the July meeting with a view to officers bringing back an action plan to the September meeting for discussion and sign off with suggested time frames for monitoring of actions

### **Scrutiny of Bristol Waste Company Performance**

For officers to prepare a suggested methodology, for discussion and agreement at the September meeting.

### **Refreshing the Waste Strategy/ Future Models**

For Scrutiny to consider an Inquiry Day to look at refreshing the strategy which will inform the development of future models. Time frame for this work to be completed will be February 2015.

### **Waste Disposal Contracts**

For Scrutiny to consider our approach to procurement through a presentation at the July 2015 meeting which will also need to link to the waste strategy and future models.

## **Public Sector Equality Duties**

- 7a) Before making a decision, section 149 Equality Act 2010 requires that each decision-maker considers the need to promote equality for persons with the following “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation. Each decision-maker must, therefore, have due regard to the need to:
  - i) Eliminate discrimination, harassment, victimisation and any other

conduct prohibited under the Equality Act 2010.

- ii) Advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to --
    - remove or minimise disadvantage suffered by persons who share a relevant protected characteristic;
    - take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it (in relation to disabled people, this includes, in particular, steps to take account of disabled persons' disabilities);
    - encourage persons who share a protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
  - iii) Foster good relations between persons who share a relevant protected characteristic and those who do not share it. This involves having due regard, in particular, to the need to –
    - tackle prejudice; and
    - promote understanding.
- 7b) The public sector equality duties will be relevant to this work programme and will be considered as part of the planning for individual pieces of work. Where the work leads to decision making, an equality impact assessment will be completed as part of that detailed piece of work.

## **Legal and Resource Implications**

### **Legal**

None in terms of this report

### **Financial**

#### **(a) Revenue**

None

#### **(b) Capital**

None

### **Land**

Not applicable

### **Personnel**

Not applicable

**Appendices:**

**Appendix 1 BRISTOL OVERVIEW AND SCRUTINY  
Report of the Scrutiny Inquiry Days**

'What are the Current Waste Disposal Technologies and Processes and how can Bristol Best Utilise These?' and

'Managing the City's Waste'

Conclusions of the Neighbourhoods and Place Scrutiny Commissions

**Appendix 2 Bristol Waste Strategy**

**LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985  
Background Papers:**

None



## **Appendix 1**

### **BRISTOL OVERVIEW AND SCRUTINY**

Report of the Scrutiny Inquiry Days

‘What are the Current Waste Disposal Technologies and Processes and how can Bristol Best Utilise These?’ and

‘Managing the City’s Waste’

Conclusions of the Neighbourhoods and Place Scrutiny Commissions

## **Executive Summary**

### **Overview**

Bristol City Council's Neighbourhoods and Place Scrutiny Commissions hosted Inquiry Days on 26<sup>th</sup> November 2014 and 18<sup>th</sup> March 2015 to consider; 'What are the current waste technologies and processes and how can Bristol best utilise these?' and aspects relating to 'managing the city's waste.'

The primary objectives of the events were to:

- Contribute to the ongoing improvement of the city's waste/waste-related policies and procedures with the overarching aim of maintaining a clean and environmentally friendly city.
- Understand the 'pros and cons' of new and different technologies and processes surrounding waste and its disposal with a view in informing the future direction of travel for Bristol City Council's Waste Strategy.

### **Summary of Findings**

#### *Waste Management*

Members concluded that a reduction in the volumes of waste within the city could be achieved by pursuing a programme of renewed education and enforcement. A number of suggestions were made about ways to reinvigorate the messages in relation to reducing domestic waste and increasing recycling levels through smarter marketing and other measures such as enhanced partnership working.

It was also felt strongly that Bristol City Council needed to use all of the tools available to enforce non-compliance issues with local businesses, landlords and residents. Members agreed that being European Green Capital in 2015 provided the perfect opportunity for encouraging greater participation in waste reduction measures and was an opportunity that should not be overlooked.

#### *Waste Disposal*

Members considered the various types of waste disposal technologies available noting the advantages and disadvantages of each. A variety of views were shared but there was not consensus on all areas. There was, however, universal agreement that the most pressing priority was to significantly reduce the amount of waste currently being sent to landfill and disposal should only be looked at as a last resort. Where disposal was necessary, Mechanical Biological Treatment/anaerobic digestion and pyrolysis/gasification were the preferred options. Members considered the role of the Energy Company in waste disposal and felt that the application of those technologies still needed further debate.

### **Key Recommendations**

The Inquiry Days generated a considerable number of recommendations but the following key points, which can also be found throughout the body of the report, are those which Members have requested are addressed as a matter of priority:

- It was agreed that all new landlords should be asked to sign an Indemnity Form when they were granted a licence which gave permission for graffiti to be removed by Bristol City Council. It was confirmed that this would be raised at the next West of England Landlord Panel meeting.
- It was noted that education work was necessary before enforcement action could be pursued, but in some cases the balance needed to be adjusted so that Bristol City Council developed a reputation for taking a more robust approach. It was agreed that the council should make an example of repeat offenders which would then send out strong messages to others.
- It was agreed by Members that a stronger focus on enforcement and the publicising of this is required. A communications strategy is needed to ensure the regular reporting of issues and examples of successful enforcement action when taken. Social media could assist with delivery of messages as the press did not always run prosecution stories. This could be particularly effective if messages were sent from the Mayor and/or Green Capital.
- Bristol City Council needs a constant city-wide publicity campaign that facilitates business and domestic waste reduction and an increase in re-use and recycling. This campaign should highlight both the economic and environmental benefits to be gained. It was also recommended that citizens should be reminded of the cumulative effects of not recycling for example; representations that show that the money saved could pay for additional teachers and care workers.
- It was agreed by all that if the sharing of database information within the council were improved it would certainly assist with enforcement issues. Officers advised that steps were already being taken to improve information sharing across the Council and it was recognised that going forward, increasingly smart approaches would need to be adopted including additional staff training and evidence gathering.
- Members requested that it is ensured that waste contractors are fulfilling their contractual obligations.

## **1. Background**

It was recognised that consideration of arrangements relating to waste was a key priority for scrutiny in 14/15. Members were keen to ensure that every effort was made to reduce the volumes of waste by changing behaviours and utilising enforcement tools as effectively as possible. They also wished to consider in detail what should happen to residual waste once all efforts had been made to reduce amounts.

It was agreed that these matters would be best addressed by the two Inquiry Days, one which was joint between the Neighbourhoods and Place Scrutiny Commissions and the other to be led by Place.



## 2. The Inquiry Day

### 2.1 What is a Scrutiny Inquiry Day?

Scrutiny Inquiry Days enable Councillors to acquire an understanding of complex issues by hearing expert speakers and engaging in debate with specialists, with the objective of identifying well-informed evidence-based recommendations. A range of experts and stakeholders share their expertise and opinions via the workshop sessions, to help Councillors identify and understand key issues. Inquiry days aim to create a balance between information-sharing and discussion, thus allowing a broad range of views to be heard, and enabling participants to share their particular perspective.

The Inquiry Days were held on 26<sup>th</sup> November 2014 and 18<sup>th</sup> March 2015. The participants included Councillors, Council officers and representatives from local and national organisations, plus key stakeholders such as the universities. The full attendance lists can be found at Appendix 2 and 4.

The format for the events included hearing evidence from speakers, question and answer sessions and small table discussions. The programme for the events can be found at Appendix 1 and 3.

### 2.2 Summary of the Inquiry Day – Managing the City’s Waste

Members took the opportunity to have detailed discussions to establish what was being done to improve management of the city’s waste. The key lines of inquiry related to education, enforcement, reuse and partnership working.

The context for the day was set by providing details regarding the current situation and future work streams that were planned. Members heard that a range of measures were in place to ensure that the Council took a proactive approach to waste management, but it was always possible to do more and as such officers were looking to enhance arrangements by increased work with local communities, service providers and other stakeholders. Specifically, Members were advised that the housing department were launching a review of waste collection within Bristol City Council owned properties and that the work was underway with landlords to ensure they fulfilled their responsibilities. Members were interested to hear about enforcement tools and heard that a variety of measures could be used by the Council and that creative application would be considered where appropriate.

The inquiry aimed to address to the following key questions in detail;

1. Winning hearts and minds - how can the Council and other agencies can encourage a culture change? And
2. Taking action when needed – how can Council and other agencies use different tools and powers to a greater effect?

### 2.3 Summary of the Inquiry Day - What are the Current Waste Disposal Technologies and Processes and how can Bristol Best Utilise These?

The scene was set with an explanation of the main issues and an overview of the current picture with regards to Bristol's recycling, recovery, composting and residual waste rates and what happened to waste after collection from households.

It was explained that if waste arisings in 2014/15 continued to increase the same as the first six months of the year, the City Council would have over 22,000 tonnes more waste to deal with than last year. It was highlighted that this prediction sat alongside an estimation that Bristol City Council would recycle 5,000 tonnes more waste than it ever had before. This suggested that the challenge and therefore the key question for the Inquiry Day was how show Bristol City Council deal with increasing amounts of waste and in particular 'residual waste?'

The day focussed on explaining the different options to consider for the disposal and treatment of residual waste and the advantages and disadvantages of each. It provided Councillors with an opportunity for debate and discussions regarding the potential options going forward.

The Inquiry Day was also about ensuring that the Council was getting the best value for money it could for the £10million (excluding HWRCs) it spent on waste disposal.

Additionally, Bill Edrich – Director, Energy Company, spoke about Energy from Waste and technology options and the linkages to Bristol's new Energy Company.

### **3. Other Issues and Priorities Arising from the Inquiry Days**

The following information provides details of the key recommendations arising from both of the Inquiry Days.

*Wining Hearts and Minds - how can the Council and other agencies ~~can~~ encourage a culture change regarding waste?*

- A renewed marketing campaign with a range of messages in different formats – including social media - should be adopted to remind residents of all the benefits of recycling. Providing details of the financial benefits as well as the environmental benefits could be very persuasive.
- Green Capital 2015 should be used as a vehicle should be used as a vehicle for education, particularly amongst the young.
- Excessive and inappropriate food packaging continued to be an issue that was hard to address. 'People power' might be the best way to try to effect change in this area, for example, by launching a campaign to return black (non-recyclable) plastics to supermarkets.
- Consideration should be given to solutions to improve recycling that would suit each community. Some households that produced a lot of waste, such as those with caring responsibilities, might need additional flexibility.
- The option of sorting waste after collection should be investigated as a solution for some areas where recycling rates were poor.
- Introducing a competitive climate might be an effective way of changing behaviour, for example comparing Neighbourhood Partnerships areas.
- Charging for waste collection or providing incentives for recycling were options worthy of further consideration but they could be deeply unpopular with some residents and lead to increased fly tipping.

- Assistance should be provided to those who needed support with recycling. For example, caretakers in sheltered accommodation had an important role to play.
- The issue of recycling in flats needed further discussion – some residents opted out of sorting their waste because they did not need to, but the majority wished to have better communal facilities. Where space constraints were an issue, another option would be to apply creative thinking to the waste receptacles e.g. could the green box be split into two?
- Language barriers needed to be given proper consideration to ensure that recycling messages were reaching all members of the community. Waste Doctors had worked well in the past.
- Incidents of failure to comply with recycling arrangements should be followed up more robustly. Letters to residents had been successful previously and should be targeted at those who did not put recycling bins out.
- Businesses should be encouraged to assist with promotion of recycling messages – particularly takeaways. Licensing conditions must be strictly applied where there were issues, and appropriate penalties utilised more effectively.
- It would be useful to develop a strategy for improving recycling by deciding where to target resources i.e. should it be those residents that were hard to reach or at improving rates amongst the majority who were already participating in recycling to a greater or lesser degree? Cost was of course a key consideration and the quality of recycling versus the cost of collection should be weighed up.
- The link to the public health agenda should be promoted, for example, more home cooking could lead to less packaging and food waste minimisation.
- Better leadership from the Council was required on waste reduction and re-use – and the Council itself needed to recycle more when working items were disposed of. Council staff should lead by example and be used as a test bed for new ideas.
- Greater clarity was required on measures currently in place to enable surplus /broken items to be diverted from landfill to recovery and re-use.
- Bristol City Council should work with our major partners (e.g. the NHS and Universities) to assist with maximising recycling as they were large producers of waste.

*Taking Action When Needed - how can Council and other agencies use different tools and powers to a greater effect?*

- Bristol City Council should use the powers available to take action against landlords but it was recognised that going forward increasingly smart approaches would need to be adopted including additional staff training and evidence gathering. Steps were already being taken to improve information sharing across the Council.
- There was an issue around public perception of prosecution of private landlords. Increased communication with Councillors and publication of success stories would assist with this. It would be useful to do some research to assess the impact that prosecutions had on changing behaviour.
- Bristol City Council needed to make an example of offenders to send out the right message. A communications strategy should be implemented to ensure regular enforcement issues were reported. Social media could assist with delivery of messages as the press did not always run prosecution stories. This could be particularly effective if messages were sent from the Mayor and/or Green Capital.

- Councillors would like a more defined process for the resolution of cases where they had submitted evidence regarding breaches as currently they felt they were not always kept fully up to date with outcomes.
- It was agreed that new landlords should be asked to sign an indemnity form when they were granted a licence which gave permission for graffiti to be removed by Bristol City Council. It was confirmed that this would be raised at the next West of England Landlord panel meeting.
- It was noted that education work was necessary before enforcement could be pursued, but in some cases the balance needed to be adjusted so that Bristol City Council developed a reputation for taking a more robust approach.
- Clarification should be provided regarding the arrangements for reporting waste collection performance and customer satisfaction. Regular updates could be provided to the relevant Scrutiny Commission.
- Neighbourhood Partnerships were in the process of agreeing their Neighbourhood Plans. These included targeted waste operations for specific problems.
- In the view of the limited resources available to the Council for enforcement, the options for joint working should be more fully explored, with barriers addressed and all opportunities pursued. Comment about PCSO's could be inserted here?
- The waste contractors needed to take more responsibility for their role in educating local residents and reporting issues of non-compliance.

#### *Waste Disposal;*

- Exporting waste was preferable to landfill but still highly undesirable.
- The preferred waste disposal technologies were; Mechanical Biological Treatment/Anaerobic Digestion and pyrolysis/gasification.
- Reliability of future waste disposal was an important consideration and resilience could be improved if waste was disposed of using a variety of methods.
- All black bags should be sifted for recyclable waste.
- The pros and cons of all waste disposal solutions, including those that were local, should be fully explored. It was important to build an evidence base to inform future decisions.
- The relationship between waste disposal and the creation of energy still requires further debate.

#### *Household Waste Recycling Centres (HWRCs)*

The success of the existing HWRCs was acknowledged. There was also a general consensus that the success of HWRCs needed to be built on. The following matters were raised;

- Does our current HWRC capacity meet demand? More needs to be understood about this as an opportunity to increase recycling and reuse rates and therefore reduce the amount residual waste.
- The option for future HWRCs to be either a commercial venture or social enterprise should be explored.
- We should investigate how the HWRCs could be the basis for a repair/re-use facility.

- Residents should be able to take item (reuse/recycle) from HWRCs as well as drop them off.

### *The Energy Company and Development Control/Licensing Issues*

- To meaningfully discuss district heating/Combined Heat and Power there should be a crossover to planning/Development Control functions and property/housing services.
- District Heating Systems were largely supported but concerns were raised over the following the installation and maintenance costs of an individual district heating systems and how durable systems would be.
- Has the whole life cost and impact of a new district system been assessed?
- Consideration should be given to how the Council was going to tackle barriers, licensing issues or start-up problems to enable more repair/reuse/exchange facilities to be developed around the city.
- A key question was how can we tie Combined Heat and Power into large scale planning applications?

## **4. Appendices**

Appendix 1 – Attendance List - What are the Current Waste Disposal Technologies and Processes and how can Bristol Best Utilise These?

Appendix 2 – Inquiry Day Programme - What are the Current Waste Disposal Technologies and Processes and how can Bristol Best Utilise These?

Appendix 3 – Attendance List – Managing the City's Waste

Appendix 4 – Inquiry Day Programme – Managing the City's Waste

**Neighbourhoods Scrutiny Commission**

**What are the Current Waste Disposal Technologies and Processes and how can Bristol Best Utilise These?**

**Attendance List**

<b>Name</b>	
Jeff Lovell	Councillor and Chair of Neighbourhoods Scrutiny Commission
Martin Fodor	Councillor
Wayne Harvey	Councillor and Vice Chair of Neighbourhoods Scrutiny Commission
Mark Bradshaw	Cabinet Member – Place
Tim Malnick	Chair, Business Change and Resources Committee
Gus Hoyt	Councillor and Cabinet Member – Neighbourhoods
Helen Holland	Councillor
Gary Hopkins	Councillor
Charlie Bolton	Councillor
Anthony Negus	Councillor
Jenny Smith	Councillor
Glenise Morgan	Councillor
Daniella Radice	Councillor
Mahmadur Khan	Councillor
Chris Windows	Councillor
Chris Jackson	Councillor
Brenda Massey	Councillor and Cabinet Member for People
Alison Comley	Strategic Director, Neighbourhoods
Tracey Morgan	Service Director, Environment and Leisure
Pam Jones	Service Manager, Environment and Leisure
Simon Graham	Waste Disposal Officer
Bill Edrich	Commercial Director - Energy
Dr Andy Tubb	University of the West of England
Terry March	Chartered Institution of Wastes Management
Lucy Fleming	Scrutiny Co-ordinator
Romayne de Fonseka	Policy Advisor
Karen Blong	Policy Advisor
Tajumal Butt	Assistant Democratic Support Officer
Ruth Quantock	Democratic Services Officer
Shana Johnson	Democratic Services Manager
Matt Edgar	Policy and Research Advisor
Suzanna Ogbourne	Democratic Services Officer
Andrea Dell	Service Manager - Policy, Scrutiny, Research & Executive Support
Dr Angela Raffle	Consultant in Public Health
Robin Poole	Finance Business Partners, BCC
David Foster	
Jeremy Livitt	Democratic Services Officer
Johanna Holmes	Policy Advisor – Scrutiny

<p style="text-align: center;"><b>Bristol City Council</b>  <b>Neighbourhoods Scrutiny Commission</b>  <b>What are the Current Waste Disposal Technologies and Processes and how can Bristol</b>  <b>Best Utilise These?</b>  <b>Scrutiny Inquiry Day</b>  <b>Wednesday 26th November 2014, 9.30am – 3.15pm</b></p>	
<b>Programme</b>	
9.30am	Registration and refreshments
9.50am	Introduction by Councillor Jeff Lovell, Chair of Neighbourhoods Scrutiny Committee
10.00am	Setting the scene and context of the Inquiry Day Pam Jones - Service Manager, Environment and Leisure Operations
10.30am	<i>10 minutes for participants to capture questions/ideas on post-it notes</i>
10.40am	Independent Speaker (1) Terry March, Chartered Institute for Waste Management Current Waste Technologies and Processes
11.20am	<i>10 minutes for participants to capture questions/ideas on post-it notes</i>
11.30am	Break
11.40am	Energy from Waste Technology & Bristol's Energy Company Bill Edrich, Commercial Director - Energy
12.10pm	<i>10 minutes for participants to capture questions/ideas on post-it notes</i>
12.20pm	Independent Speaker (2) Dr Andy Tubb – University of the West of England Waste Disposal – What are the options for Bristol?
12.50pm	<i>10 minutes for participants to capture questions/ideas on post-it notes</i>
1.00pm	Lunch
1.30pm	Q&A Session with Panel Chaired by Councillor Gus Hoyt
2.10pm	Discussion Groups/Worktables Each table to: <ul style="list-style-type: none"> <li>- discuss the different technologies and process available for waste disposal</li> <li>- consider the options currently available, the evidence base for and against them</li> <li>- to identify opportunities/challenges from each particular approach</li> <li>- to prepare any collective views and recommendations</li> </ul>
2.40pm	Feedback <ul style="list-style-type: none"> <li>- each table to be asked if they have identified a preferred option, and if so, what and why</li> </ul>

3.10 - 3.15	Next Steps & Close - Councillor Jeff Lovell
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**Managing the City's Waste Inquiry Day - 18<sup>th</sup> March 2015**  
**Register of attendees**

**Councillors**

- Councillor Lesley Alexander
- Councillor Claire Hiscott
- Councillor Gary Hopkins
- Councillor Christopher Jackson
- Councillor Tim Leaman
- Councillor Anthony Negus
- Councillor Christian Martin
- Councillor Glenise Morgan
- Councillor Steve Pearce
- Councillor Daniella Radice

**Officers and External Guest Speakers**

- Anil Bhadresa – Services Manager, Estate Management, BCC
- Alison Comley – Strategic Director, Neighbourhoods, BCC
- Gemma Dando – Service Manager, Neighbourhood Management, BCC
- Nigel England, Community Liaison Manager, University of the West of England
- Simon Graham - Waste Disposal Officer, BCC
- Pam Jones - Service Manager Environment and Leisure Operations, Strategy, Commissioning and Contracts
- Tracey Morgan – Service Director, Environment and Leisure, BCC
- Julie Norris – Landlord Liaison Officer, BCC
- Gordon Schofield – Private Sector Manager – Community, Bristol University

**Bristol City Council Overview and Scrutiny – Scrutiny Inquiry Day**

# Managing the City's Waste

Wednesday 18<sup>th</sup> March 2015 9.30am—1.00pm  
Brunel House, St Georges Rd, Bristol BS1 5UY

## **Programme**

9.15am **Registration and refreshments**

9.30am **Welcome and introduction**

- ❖ Councillor Christian Martin, Chair of the Place Scrutiny Commission

9.35am **Reflections on the last Waste Inquiry Day**

- ❖ Pam Jones, Strategic Commissioning and Contracts Manager, Environment and Leisure, BCC

9.45am **Managing waste and the environment in the city**

- **What is being done to maximise recycling and reuse in the city and minimise waste?**
- **What tools and powers are available to the city to manage waste and the environment?**

- ❖ Gemma Dando, Service Manager, Neighbourhood Management, BCC
- ❖ Pam Jones, Strategic Commissioning and Contracts Manager, Environment and Leisure, BCC

10.15am **Q & A session**

10.25am **What can be done to minimise waste and encourage recycling/reuse amongst key demographic groups in the city?**

- ❖ (students) Gordon Schofield, Private Sector Manager – Community, Bristol University & Nigel England, Community Liaison Manager, UWE
- ❖ (tenants in communal blocks) Anil Bhadresa, Service Manager, Housing Delivery, BCC

10.55am **Q & A session**

11.10am **BREAK**

11.30am **(private landlords) Julie Norris, Landlord Liaison Officer, BCC**

11.40am **Table Exercise 1: Winning hearts and minds** (*see overleaf*)

- 12.05pm **Table Exercise 2: Taking action when needed**
- 12.30pm **Feedback from tables**
- 12.40pm **5 years from now....**  
➤ **What do we envisage/hope for the future of cleanliness in the city**  
(general discussion for all participants)
- 12.55pm **Reflections and next steps from the Chair**
- 1.00pm **CLOSE**

### **Table exercises**

Attendees will take part in two table exercises lasting 25 minutes each.

<p><b>Table Exercise 1: Winning hearts and minds</b></p> <p>This exercise is to look at how the council and other agencies can encourage a culture change. It is suggested members consider the following questions:</p> <ul style="list-style-type: none"> <li>➤ How can we encourage the minimisation of waste production by householders?</li> <li>➤ How can we encourage more reuse and recycling?</li> <li>➤ How can we encourage greater respect for the urban environment?</li> </ul> <p>The following themes may be helpful to consider: Communication (particularly via social media) and incentivisation</p>	<p><b>Duration</b></p> <p>25 minutes</p>
<p><b>Table Exercise 2: Taking action when needed</b></p> <p>This exercise is to look at how the council and other agencies could use different tools and powers to a greater effect. It is suggested members consider the following issues:</p> <ul style="list-style-type: none"> <li>➤ How enforcement powers are used and whether they should be utilised more effectively i.e. warning letters, notices to comply, Fixed Penalty Notices, legal action.</li> <li>➤ Is the Council robust enough with regards to enforcement – should it be stricter and adopt a zero tolerance approach or more of an educational approach?</li> <li>➤ Partnership working – who do you think the Council should work more closely with to enable it to be more effective?</li> <li>➤ Do you think staff resources are currently used in an effective way?</li> </ul>	<p>25 minutes</p>

**HEADLINE STRATEGY FOR WASTE AND STREETSCENE SERVICES**

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# **BRISTOL CITY COUNCIL NEIGHBOURHOODS DIRECTORATE**

## **HEADLINE STRATEGY FOR WASTE AND STREETSCENE SERVICES 2009**

### **1. Executive Summary**

Since 1996 Bristol has progressively introduced a range of waste minimisation, reuse, recycling and composting initiatives which have all contributed to it becoming a top recycling performer with over 38% of its total waste recycled, whilst at the same time its residents produce the lowest level of waste, with under 300kg of household waste per head of population. The Council aims to increase recycling to at least 50%; further reduce its own energy use; and encourage more people to cycle and walk, and promote sustainable development that has low carbon emissions.

In the past year, in recognition of its environmental credentials, it has picked up a number of awards in recognition of its commitment to tackling climate change. These include being named the UK's 'Most Sustainable City', the first Cycling City, the 'Most Proactive Authority' in the Regen South West awards, and being chosen as the only place in the UK to be short-listed for the European Green Capital Awards.

The City Council has a legal duty to collect waste, recycle waste, provide Household Waste Recycling Centres and to dispose of residual waste collected from its services. It also has a duty to cleanse the streets and remove fly tipping and graffiti as it arises. It manages these functions through waste collection, street cleansing and disposal contracts.

The existing waste collection and street-cleansing contract currently let to SITA comes to an end in October 2011. The original 7-year contract started in October 2001 and already has been extended for the maximum permitted length of 3 years to 2011. Currently SITA manages the collection of residual waste, organic (food and garden) waste and recycling from the 180,000 properties in the City. The company also undertakes street cleansing and associated functions on the street scene, such as the removal of fly tipped waste and graffiti.

The Council's current disposal contracts to landfill via the rail scheme and road transfer come to an end in April 2011. Bristol Council employees manage and operate the Refuse Transfer Stations and their adjoining Household Waste Recycling Centres but the disposal of the waste after transfer is contracted out to the private sector. In last 12 months two contracts have been awarded which have reduced the amount of waste being sent to landfill – a key obligation placed on all local authorities.

In February 2008 the Council awarded a contract to New Earth Solutions Ltd to treat approximately 22,000 tonnes per annum of separately collected organic

waste. The in-vessel composting plant is being constructed at Hallen, within South Gloucestershire, and is due to commence operations in June 2010.

The Council, in its capacity as a statutory Waste Disposal Authority, is a member of the West of England Partnership which sought through Phase 3 of a Joint Residual Waste Strategy £80M of Private Finance Initiative (PFI) funding to support the development of future long-term waste treatment infrastructure. Independently commissioned reports now suggest that due to the current economic climate, PFI has become a less attractive option.

In May 2009, under Phase 2, the Council together with its partners - Bath & North East Somerset, North Somerset and South Gloucestershire Councils – successfully procured a 5-year (plus 4 year optional extension) contract, also awarded to New Earth Solutions Ltd (an MBT plant), to treat 120,000 tonnes per annum of black bag residual waste, 53,400 tonnes per annum of which will come from Bristol. The plant, to be located in Avonmouth, will commence operations in April 2011. This contract will contribute significantly to the diversion of waste from landfill, but will not in itself secure the requisite diversion under LATS to meet the Council's 2020 LATS target. The contract, however, has a four year extension which is exercisable prior to 2015.

This four year contract extension to 2020 is currently particularly attractive to Bristol in that it would further secure landfill diversion to 2020 without the need to procure 'new' capacity. For the period from 2020, there will be a further procurement process whereby the existing and any other contractors will be invited to tender.

The Council is therefore advised to take up the 4 year contract extension for Phase 2 when it becomes available in 2015/16. Assuming at this stage that all four Authorities do likewise, and continue to deliver their currently contracted annual tonnages, then the shortfall to meet LATS for the City Council for the period 2016 to 2020 Bristol would be substantially reduced to approximately 41,100 tonnes. If one or more of the adjoining Authorities chose not to take up the option, then Bristol could increase its delivered tonnage, and meet its LATS targets throughout the period to 2019/20.

The Headline Strategy addresses the whole range of Waste and Street Scene Service activities from waste prevention and minimisation, through recycling, composting and street cleansing to winter maintenance. Each service is described in outline in Section 9 and is supported by a range of complementary policy statements that reflect both the existing service provision and those activities that drive up performance to meet the Council's Corporate Objectives.

It is proposed that this Headline Strategy and the complementary policy statements will form the basis of future contract specifications.



## **2. Introduction**

This Headline Strategy 2009 has been developed in response to the significant challenges being faced by the Council in regard to the management of municipal waste and associated street-scene services. These include local, regional, National and European obligations in respect of environmental targets and policies and the increasing requirement to adopt more sustainable practices in the management of waste and maintenance of the street-scene.

The Council is committed to managing municipal waste and its associated street-scene services in the most cost effective and environmentally acceptable way possible. This Strategy sets out the Council's waste related priorities over the next 10 to 15 years to enable it to meet, and where possible, exceed European, National, Regional and Local performance targets.

The Strategy focuses on Municipal Waste under the control of the Council. It has linkage with regional and sub-regional strategies which deal with all types of waste together with waste planning policy designed to facilitate the development of waste management infrastructure for the treatment of waste and the recovery and re-processing of recycled materials.

Municipal Waste is defined as Household Waste together with any other wastes which come into the possession of the Council such as litter, parks waste, some trade waste and waste resulting from the clearance of fly-tips.

Household Waste includes:

- Collected household waste, including bulky waste items;
- Street cleansing wastes including litter and leave fall;
- Hazardous household waste such as domestic chemicals;
- Materials recovered from the Council's Black Box kerbside recycling scheme;
- Collected household clinical waste;
- Collected food waste;
- Collected green garden waste;
- Materials from recycling bring banks including Mini Recycling Centres;
- Waste delivered to the Council's Household Waste Recycling Centres;

### **3. Where We are Today.**

A kerbside collection of dry recyclables was introduced in Bristol in 1996. The service is currently operated using 44-litre kerbside black boxes. Glass, paper, cans, car and domestic batteries, aerosols, aluminium foil and containers, telephone directories, Yellow Pages, textiles, shoes, spectacles and engine oil are currently collected in the Black Box scheme. The scheme is accessible by approximately 155,000 households.

Same day recycling and refuse collections, no “top-hatting” and no side-waste policies were introduced in June 2005. Further major service changes were introduced in the Summer of 2006 which included the collection of organic waste..

Dry recyclables are collected weekly with additional weekly collections of kitchen waste, cardboard, and an opt-in chargeable kerbside collection of garden waste. All collections take place on the same appointed weekday. The collection of residual waste takes place fortnightly on the same appointed day.

Blocks of flats are provided with Mini Recycling Centres (MRC), which comprise a set of six 340-litre wheeled bins, for glass, cans and paper. 26,650 flats are served by MRCs.

Food and cardboard waste collections from flats, will be introduced from 2009 and be rolled out throughout 2010.

Schools currently have access to a dry recycling service and during 2009 this will be extended to include food and cardboard waste collections.

Bristol also has a network of Bring Bank facilities at locations such as supermarket car parks and community centres. These banks include a network of 50 plastic bottle bank sites.

Two Household Waste Recycling Centres are located within the City at Avonmouth and St Phillips for use by local residents.

The Council sells subsidised home composting bins via the National Waste and Resources Action Programme (WRAP) scheme.

In 2004/ 05 Bristol’s recycling and composting rate was 12.7%. As a result of the above changes, by 2008/9 this had risen to 35.2% whilst over the same period household waste arisings fell by 10%, from 185,000 tonnes, to 169,000 tonnes.

The relevant data for the period 2004/5 to 2008/9 is shown in Figure 3.1 below

**Figure 3.1: Household Waste Arisings and Recycling Performance 2004/5 to 2008/9**

<b>Household Waste Arising (tonnes)</b>	<b>2004/5</b>	<b>2005/6</b>	<b>2006/7</b>	<b>2007/8</b>	<b>2008/9</b>
<b>Landfill</b>	161,995	147,794	116,229	107,030	107,750
<b>Recycled</b>	21,774	29,061	36,727	36,694	33,830
<b>Composted</b>	1,854	2,384	18,000	24,805	24,852
<b>Energy From Waste</b>	133	147	5	5	2
<b>Reuse</b>			214	259	240
<b>Total Waste Arising</b>	<b>185,756</b>	<b>179,386</b>	<b>171,175</b>	<b>168,793</b>	<b>166,674</b>

In October 2008 Bristol signed a three year contract extension with SITA UK Ltd for waste collection, recycling and street-cleansing services. This contract now includes the weekly food waste collections alongside the weekly Black Box recycling scheme, and is supported by the fortnightly collection of green garden waste. Any remaining residual waste is collected fortnightly from wheeled bins, or in plastic sacks and communal bins where waste storage at individual premises is limited.

The waste collection, recycling and street cleansing contract is to be re-tendered in 2010/11. In the meantime SITA are working in partnership with the Council to deliver improvements in the current services set against National and local targets.

Almost all of Bristol's residual municipal waste is currently landfilled at sites in South Gloucestershire and Buckinghamshire. In 2011 some 53,400 tonnes of this waste will be diverted into a new Mechanical Biological Treatment (MBT) plant situated in Avonmouth. This will contribute to the Council's obligations to divert household waste from landfill. Under the current contractual arrangements there is also a commitment to limit the amount of waste to landfill, otherwise we are required to pay a significant further sum.

In 2005/6 Bristol City Council became a member of the West of England Partnership (comprising the Council's of Bath and North East Somerset, Bristol, North Somerset and South Gloucestershire) for the purpose of developing a sub-regional Joint Residual Municipal Waste Management Strategy (JWS) and a Joint Waste Core Strategy (JWCS) - this has also been referred to as a Waste Development Plan Document. This latter document will identify suitable sites on which strategic waste treatment facilities could be located to deal with all types of waste arising in the sub-region aligned with the requirements of the Regional Spatial Strategy (RSS).

The four phase Joint Waste Strategy (JWS), focuses principally on Residual Waste ie: waste from household sources containing materials that have not been separated and sent for reprocessing. It was formally adopted by each of the West of England councils in June 2008. The JWS sets out the benefits of working together in promoting waste reduction, reuse, and recycling and securing future

waste treatment capacity through the joint procurement of medium and long-term waste treatment contracts.

In May 2008 the Partnership embarked upon the procurement of both medium (Phase 2) and long-term (Phase 3) waste treatment capacity to meet the Authorities' responsibilities under the EU Landfill Directive. Under Phase 2 this involved seeking tenders for a 5 (plus 4) year waste treatment contract under the EU Restricted Tendering Procedure, whereas Phase 3 involved the preparation and submission to Government of an Outline Business Case (OBC) for funding under the Private Finance Initiative (PFI) to help support the construction and long-term operation of major sub-regional waste treatment facilities.

The Phase 3 contract was to be procured under the Competitive Dialogue process. In February 2009 Bristol declared that it no longer wished to pursue PFI funding as a means of contributing to the costs of construction and operation of long-term waste treatment capacity. Evidence suggests that there now may be better alternatives to funding major waste infrastructure than PFI.

Our immediate arrangements for the treatment of residual waste involve the award of a 5 (plus 4) year contract to New Earth Solutions in partnership with our West of England partnering Authorities for the provision of an MBT plant, whilst expressions of interest are being sought (and informal approaches received) from interested contractors and organisations to deal with future requirements. We will be inviting our partnering Authorities to be involved in this evaluation and procurement process.

The Council also declared itself against mass-burn incineration as a sustainable solution for the treatment of residual waste.

From April 2009, Corporate Area Assessment (CAA) will replace Comprehensive Performance Assessment (CPA). The CPA assesses services provided by local authorities. The CAA will focus on geographical areas looking at public services delivered by councils and their partners including the private and voluntary sectors.

The CAA will provide assurance about how well-run local public services are and how effectively they spend public money, ensuring good value for money. But it also aims to be more relevant to local people by focusing on issues that are important to their community. It will develop a shared view about the challenges facing an area, such as crime, community cohesion, a sustainable environment, public health such as obesity, and will also create a more joined up and proportionate approach to public service

Within this new framework the Waste and Street-scene Services Group of the Council's Neighbourhood Directorate is responsible for the delivery and performance of these services against the following indicators:

- NI 191** Residual household waste (per household)
- NI 192** Percentage of household waste Recycled  
Percentage of household waste Composted  
Percentage of household waste Re used
- NI 193** Percentage of municipal waste sent to land fill  
Percentage of municipal waste recycled
- NI 195** (a) Proportion of land with unacceptable levels of Litter  
(b) Proportion of land with unacceptable levels of Detritus  
(c) Proportion of land with unacceptable levels of Graffiti  
(d) Proportion of land with unacceptable levels of Fly posting
- NI 196** Proportion of land with unacceptable levels of Fly Tipping

The means by which we intend to meet the desired level of NI performance will need to be incorporated into the Council's Waste Strategy.

This Headline Strategy is intended to help in the development of services for Bristol across both waste treatment and waste disposal, and in preparation for re-tendering the waste collection, recycling and street cleansing contract in 2010/11.

Bristol's performance in comparison to other Core Cities is shown in Figure 3.2 overleaf. The statistics relate to 2008/9 and show that Bristol has significantly improved its performance in recent years.

**Figure 3.2: Bristol's Performance Relative to other Core Cities**

<b>Summary: 08/09 Year End Core City NIs</b>					<b>Best - 1</b>	<b>Upper - 2</b>	<b>Middle - 3</b>	<b>Lower - 4</b>	<b>Worst - 5</b>	<b>N/A</b>
<b>Code</b>	<b>Status</b>	<b>Title</b>	<b>+/-</b>	<b>Freq.</b>	<b>Bristol</b>	<b>Birmingham</b>	<b>Leeds</b>	<b>Liverpool</b>	<b>Nottingham</b>	
NI191	1	Residual household waste per household (kg)	-	Quarterly	586	757.52	676.52	643.06	630.37	
NI192	1	Percentage of household waste sent for reuse, recycling and composting (LAA)	+	Quarterly	35.62%	30.59%	30.30%	26.28%	31%	
NI193	3	Percentage of municipal waste land filled (MAA/LAA)	-	Quarterly	62.64%	14.30%	67.14%	75.56%	21.35%	
NI195a	1	Improved street and environmental cleanliness (percentage of litter) (LAA)	-	Quarterly	3.00%	3.00%	10.00%	15.00%	8.00%	
NI195b	2	Improved street and environmental cleanliness (percentage of detritus)	-	Quarterly	5.00%	8.00%	11.00%	15.00%	4.10%	
NI195c	1	Improved street and environmental cleanliness (percentage of graffiti) (LAA)	-	Quarterly	3.00%	13.00%	4.00%	125.00%	4.60%	
NI195d	1	Improved street and environmental cleanliness (percentage of fly-posting)	-	Quarterly	0.00%	1.00%	0.00%	25.00%	0.20%	

Please note these are not fully audited figures

## 4. The Guiding Principles of Sustainable Waste Management

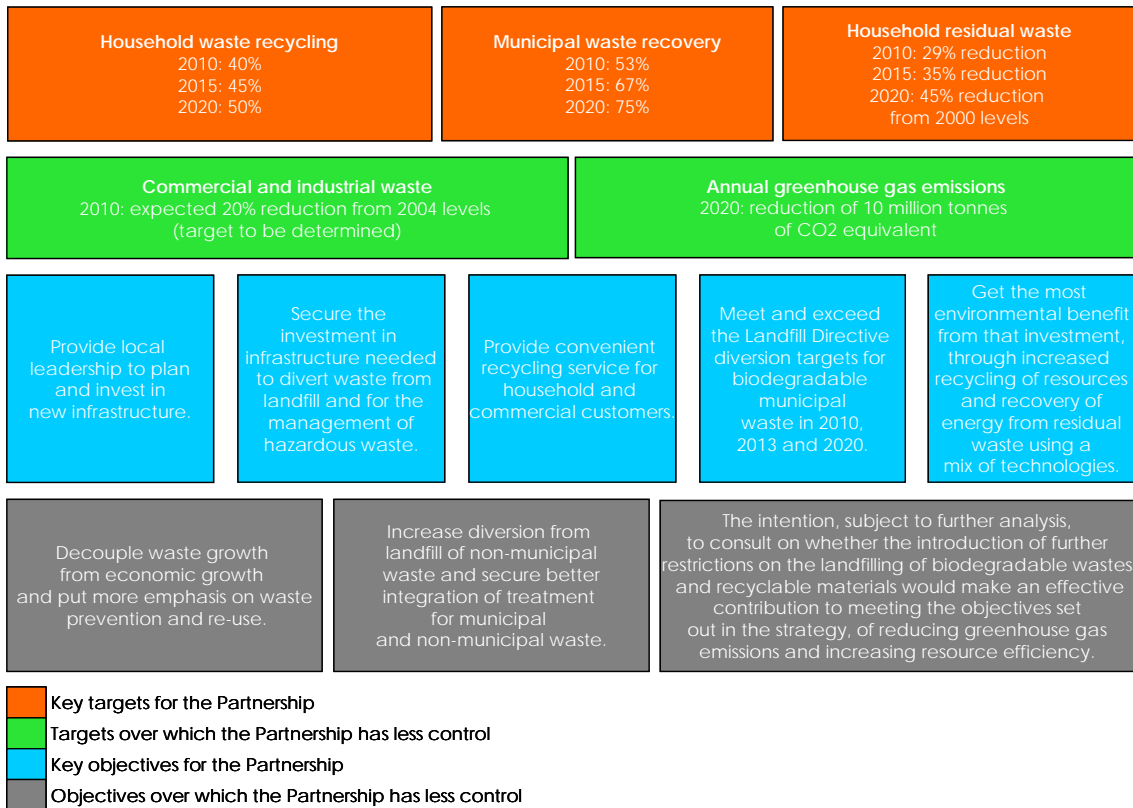
In line with its commitment to sustainable development, the Government's 2007 National Waste Strategy aims to change the way waste is managed. Government policy seeks to break the link between economic growth and the amount of waste produced and to drive the management of waste up the waste hierarchy of reduction, re-use, recycling, and energy recovery. Where waste is produced it should be viewed as a resource to be put to good use – disposal to landfill should be the last option for dealing with it.



### 4.1 Waste Strategy for England 2007

The key targets and objectives as set out in the Waste Strategy for England 2007 are shown in the figure below. The targets and objectives highlighted in orange and blue are items over which the Council has major control and/or responsibility. The remaining items highlighted in green and grey, are targets and objectives within the Waste Strategy for England 2007 over which the Council has less influence but is aware of.

The Government's plans and targets are aimed at reducing waste production and reducing its effect on climate change. The Government's main aims are to reduce waste by making sure products take up fewer natural resources and to break the link between economic growth and waste growth.



## 4.2 Regional Waste Policy

A Regional Waste Strategy for the South West 2004-2020 (RWSSW) was published in October 2004 by the South West Regional Assembly. The Strategy sets out a fifteen year sustainable waste management plan in respect of all waste arising within the region. Input was provided by each Authority in the South West of England, including Bristol.

The RWSSW concluded that between 500-600 new waste facilities of all types will be needed by 2020 if the targets for managing wastes set by Government and the EU are to be met. A key contribution to meeting this need is the development of the West of England Joint Waste Core Strategy or Development Plan Document which seeks to establish a spatial planning framework for waste within which the requisite infrastructure can be secured. The Preferred Options Document supporting the Joint Waste Core Strategy has recently been out to public consultation. Examination in Public of the Joint Waste Core Strategy will take place during the Autumn of 2010 prior to it being formally adopted in 2011. The document is currently 'work in progress' which will inevitably mean that its format will be revised during its development.

The RWSSW aims to provide a framework such that by the year 2020 over 45% of municipal waste is recycled and reused and that the remaining 55% will be treated or recovered before going to landfill through thermal or biological/mechanical treatments. Bristol seeks to achieve a recycling rate of at least 50% and plans to adopt a policy of zero untreated waste going to landfill.



## 5. Legislative and Fiscal Drivers for change in Waste Management and related activities

### 5.1 Legislation

All waste strategies need to take due regard to the current and emerging legal and policy requirements that may impact on the way waste is managed. Figure 5.1 below outlines current legislation that influence the Council's waste management policies and strategies. Additional guidelines and codes of practice may not always have a statutory basis but they often provide a valuable framework from which local and regional strategies can be developed. These also need to be taken into account when developing policy.

Figure 5.1: Current and relevant legislation

EU LEGISLATION
Waste Framework Directive 1975
Landfill Directive 1999
Ozone Depleting Substances Regulation 2000
Thematic Strategy on the prevention and recycling of waste 2005
WEEE Directive 2006
Registration, Evaluation and Authorisation of Chemicals (REACH) 2006
Groundwater Directive 2006
Directive on packaging and packaging waste 1996
Directive on Batteries and Accumulators 2006
Environmental Liability Directive 2004
Restriction of the Use of Certain Hazardous Substances in Electrical and Electronic Equipment 2002
International Shipments of wastes 2006
Directive on Hazardous Waste 1991
End of Life Vehicles (ELV) Directive 2000
Animal By-Products Regulations 2003

UK/ENGLAND ACTS
Prevention of Damage by Pests Act 1949
Control of Pollution (Amendment) Act 1989
Environmental Protection Act 1990
Town & Country Planning Act 1990
Waste Minimisation Act 1998
Household Waste Recycling Act 2003
Anti-social Behaviour Act 2003
Waste & Emissions Trading Act 2003
Planning and Compulsory Purchase Act 2004
Clean Neighbourhoods and Environment Act 2005
Local Government and Public Involvement in Health Act 2007

## UK/ENGLAND REGULATIONS

Environmental Protection (Duty of Care) Regulations 1993  
Controlled Waste Regulations 1993 (as amended)  
Waste Management Licensing Regulations 1994 (as amended)  
Landfill Tax Regulations 1996 (and relevant Budget announcements)  
The Controlled Waste (Registration of Carriers and Seizure of Vehicles) Regulations 1998 (as amended)  
Pollution Prevention and Control (England and Wales) Regulations 2000 (as amended)  
End of Life Vehicles Regulations 2003  
Landfill (Scheme Year and Maximum Landfill Amount) Regulations 2004  
The Landfill Allowances and Trading Scheme (England) Regulations 2004  
Animal By Products Regulations 2005 (as amended)  
End-of-Life Vehicles (Producer Responsibility) Regulations 2005  
Hazardous Waste Regulations 2005  
The List of Wastes (England) (Amendment) Regulations 2005  
The List of Waste Regulations 2005  
Landfill (England and Wales) (Amendment) Regulations 2005  
Landfill (England & Wales) Regulations 2005 Revisions  
The Landfill Allowances and Trading Scheme (England) (Amendment) Regulations 2005  
Renewables Obligation Order 2006 (currently under review and to be superseded as amended)  
Producer Responsibility Obligations (Packaging Waste) Regulations 2007  
The Transfrontier Shipment of Waste Regulations 2007  
The Waste Electrical and Electronic Equipment (Waste Management Licensing) (England and Wales) (Amendment) Regulations 2007

### 5.2 Financial Incentives

Three principal factors are seeking to drive waste away from landfill disposal. These are;

- The Landfill Allowance Trading Scheme (LATS);
- The Landfill Tax Escalator; and
- The Government's desire for Local Authorities to introduce incentive schemes to encourage households to minimise waste and increase recycling.

These are intended to help meet the EU Landfill Directive requirements. The Landfill Directive aims to reduce the impact of landfill sites on climate change by reducing the amount of 'greenhouse gas' that is produced. Bio-degradable materials eg: paper, food and garden waste, break down in landfill sites to produce methane, which is 21 times more harmful in terms of global warming potential than carbon dioxide.

### **5.3 Landfill Allowance Trading Scheme (LATS)**

On average approximately 68% of municipal waste is bio-degradable. The Landfill Allowance Trading Scheme (LATS) requires Local Authorities to meet annual statutory allowances for the landfilling of Bio-degradable Municipal Waste (BMW). Failure to meet these allowances will render a Local Authority at risk of incurring a fine of £150 per tonne for every tonne of BMW that is landfilled over its annual allowance. The Landfill Allowance Trading Scheme is overseen by the Environment Agency to whom Local Authorities are required to submit performance data and information on waste tonnages on a quarterly basis.

Until recently over 85% of household waste was landfilled in the UK compared to a typical rate of around 50%, or less, in many European countries. All Councils are now faced with the duty to meet challenging annually decreasing allowances for disposing of bio-degradable waste to landfill. The LATS scheme is however particularly unfair to Authorities like Bristol, which are anticipating a growth in population to 2020.

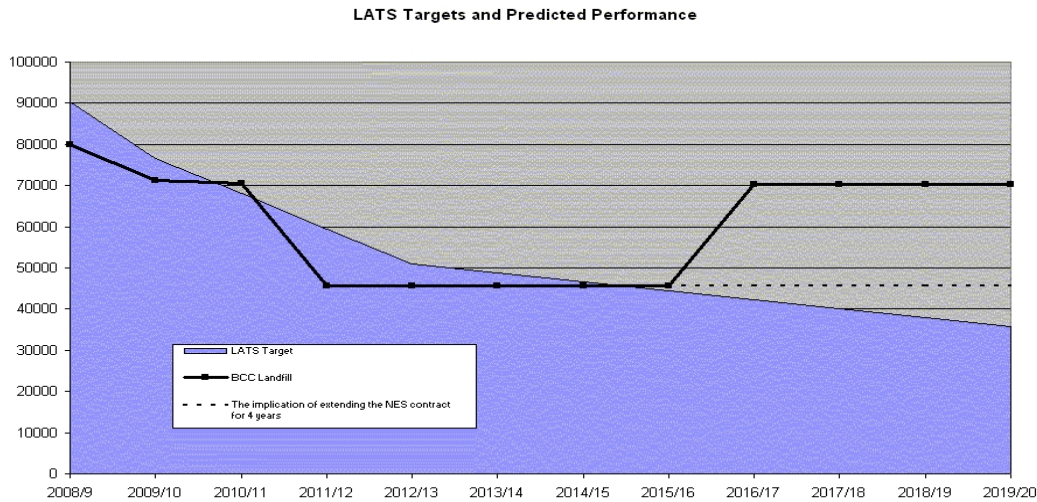
In May 2009 Bristol was a party to the award of a major waste treatment contract with New Earth Solutions to treat 120,000 tonnes per annum of residual waste arising within the sub-region; 53,400 of which will come from Bristol. This 5 year (plus 4) contract will deliver the requisite treatment capacity within Phase 2 of the West of England Joint Waste Strategy for all four WoE Authorities until at least 2016.

Whilst this is, in itself, a milestone, further obligations to divert waste from landfill will apply from 2016. Figure 5.2 below shows the impact that the 5 year (plus 4) WoE Phase 2 contract will have on Bristol's LATS obligations. It shows that up to a further 310,000 tonnes of MSW will need to be treated over the period 2016 and 2020 if LATS penalties are to be avoided by 2020. The available 4 year contract extension to 2020 is particularly attractive in that it would further secure landfill diversion to 2020 without the need to procure 'new' capacity.

This is an effective partnership with New Earth Solutions, using environmentally friendly technology, which will continue for a number of years, and which will be supplemented by further procurement to support future needs.

The Council is therefore advised to take up the 4 year contract extension for Phase 2 when it becomes available in 2015/16. Assuming at this stage that all four Authorities do likewise, and continue to deliver their currently contracted annual tonnages, then the shortfall to meet LATS for the City Council for the period 2016 to 2020 Bristol would be substantially reduced to approximately 41,100 tonnes. If one or more chose not to do so, then this could provide an opportunity for Bristol to increase its deliveries, and meet its LATS shortfall throughout the period to 2019/20.

Figure 5.2: Bristol's Obligations to Divert Bio-degradable Waste from Landfill



**Notes:**

1. Further options to procure waste treatment after 2020 are being explored.
2. This graph excludes any new initiatives currently being implemented to increase our recycling rate and to further divert waste from landfill.

**5.4 Landfill Tax Escalator**

Landfill tax is paid on top of normal landfill gate-fees by businesses and Local Authorities that choose to dispose of waste to landfill. The tax is designed to encourage us all to produce less waste and to use alternative forms of waste disposal. The full cost of landfilling household waste falls upon Local Authorities which have the duty to make arrangements for its disposal. The standard rate of landfill tax is £40 per tonne in the 2009/10 tax year and is increasing by £8 per tonne per year until at least 2013. A lower rate of £2.50 per tonne applies to inactive waste such as construction and demolition wastes. Where VAT applies, this is charged for on top of the full waste disposal gate-fee, inclusive of the landfill tax.

Landfill tax is a key financial incentive to discourage the use of landfill as a waste disposal option and to encourage improvements in waste minimisation, recycling and reuse. In 2008/9 the Council disposed of 112,000 tones of waste to landfill and incurred a cost of £3.6m on landfill tax alone.

**5.5 Incentives for Recycling**

The Government recently consulted Local Authorities on financial incentives for

households to reduce waste and to increase their levels of recycling. The Government's preferred option has been a 'cost neutral' incentive scheme in which rewards would be paid for by a reduction in the amount of waste sent for disposal.

The scheme favoured by most waste professionals was one which upheld the 'polluter pays' principle; ie: those who produce more waste should have to pay more for its disposal.

In response to its consultation, the Government set out its proposals in the Climate Change Bill of October 2007, in which it invited Local Authorities to submit pilot projects for funding support. It is understood that so far none are in place. However Bristol has given this proposal further consideration and is presently in discussions with Defra over introducing a pilot bin weighing system and a voluntary waste reduction/recycling incentive scheme alongside chargeable side-waste sacks for those who produce excess residual waste. Such a voluntary scheme will help encourage more positive publicity from the media. It will also show residents that a scheme of this nature can actually save them money and will encourage more households to participate in waste reduction and recycling. The scheme would only become compulsory once the Council had a clear mandate from the general public and that it was able to demonstrate that a large majority of households had taken up the scheme.

## **6. Bristol City Council as a Waste Collection and Disposal Authority**

Bristol City Council is a Unitary Authority, which means that it is responsible for both the collection and disposal of household waste together with a wide range of street-scene related services. These are summarised below:

- Collections from households of refuse, black box recycling, kitchen waste, cardboard, garden waste, bulky waste and household clinical waste;
- Making arrangements for the disposal of collected waste; operation of the Council's waste transfer stations and Household Waste Recycling Centres;
- Waste collections from chargeable "domestic" customers such as schools, nurseries and nursing homes;
- The provision of Mini Recycling Centres for flats and Bring Banks in public areas such as supermarkets, car parks and community centres;
- Promotion of waste minimisation and recycling;
- Cleansing of streets, pavements and open areas in public ownership.
- Removal of fly-tipped material, graffiti and fly-posting;
- Public campaigns to reduce littering, fly-tips and graffiti;
- Enforcement against environmental crimes and (some) breaches of waste management legislation;
- Removal of abandoned vehicles;
- The provision, cleansing, attendance and maintenance of public toilets.

In order to conform to the aims and objectives of the National Waste Strategy, Bristol continues to focus its priorities on reducing the amount of waste generated, on providing effective and efficient recycling and resource recovery services to help meet the Government's National recycling/composting targets of 40% by 2010, 45% by 2015 and 50% by 2020 and to divert as much of what remains from landfill in compliance with the EU Landfill Directive.

The City Council recognises the importance of partnership working in the delivery of its services. Key external partners in the delivery of waste related services include:

Contractors – SITA, Waste Recycling Group, Cory, New Earth Solutions, Specialist Hygiene Services;  
Government Agencies - Environment Agency, ENCAMS, Defra, WRAP;  
Avon & Somerset Constabulary; West of England Partnership comprising Bath & North East Somerset, Bristol, North Somerset and South Gloucestershire Councils

## 6.1 Corporate and Service Priorities

The Council's Corporate Plan, Local Area Agreement and the West of England Multi-Area Agreement each express the need to improve service performance in order to deliver on the Council's corporate priorities.

The Council's Corporate Priorities for 2009-12 are:

***Ambitious Together:*** Going for growth in Bristol that we all can contribute to and benefit from.

***Making a difference:*** Raising standards in the key services that we need to improve:

- For efficient, responsive services;
- For children and young people;
- For older people and disabled people;

***Safer and Healthier:*** Ensuring that citizens feel safe from crime and anti-social behaviour and can enjoy a healthy lifestyle.

***Better Neighbourhoods:*** Ensuring that Bristol residents experience significant change in the physical quality of their neighbourhoods and have opportunities to shape improvements at this level.

## 6.2 Population and Demography

Bristol has a population of approximately 410,500. The authority covers an area of 110km<sup>2</sup> and comprises over 180,000 households of which approximately 151,000 are houses and 29,000 are flats. There are 25,600 full time students living in Bristol during term time. 8.2% of the population are Black and Minority Ethnic (BME).

Bristol's population has remained relatively stable since the early 1990's with only small increases recorded each year.

The latest Office of National Statistics population projections for Bristol show that if the present population trends continue, the population of Bristol will increase from 416,400 in 2007 to a total population of 519,800 in 2026. These ONS population projections are trend-based projections. This means that assumptions about future levels of births, deaths and migration are based on observed levels over the previous five year period. As trend-based projections, the numbers do not take into account the capacity of the city to accommodate such an increase in population. Nor do they reflect any proposed local policies, such as the possibility of creating urban extensions.

The City's administrative area comprises the City itself, its surrounding inner suburbs and the major industrial area of Avonmouth.

The City has a high percentage of people in 'knowledge' based industries compared to UK averages and has an excellent graduate retention rate. It benefits from a highly skilled pool of labour, especially at professional and managerial level, enabling the area to accommodate strong employment growth, particularly in highly skilled occupations. Nonetheless, there are serious skills gaps in many parts of the City. In 2007 unemployment was approximately 5.1%.

Overall the City has a relatively buoyant economy which has seen significant growth in terms of both population and employment in recent years. It has, however, significant pockets of persistent poverty and deprivation both in the inner city and outer public sector housing estates. Bristol has four wards within its boundary that are in the top 1% most deprived in England as measured by the Index of Multiple Deprivation. Tackling deprivation is a key priority for the City Council.

Over recent years there has been significant investment in Bristol's infrastructure. Notable examples of where developers and high-skilled industries have been attracted into the area include the redevelopment of the Port of Bristol at Avonmouth and its related transport network, the recent development of the Bristol Science Park, Broadmead Shopping Centre, the Cabot Circus retail centre and the City-centre Harbourside.

Pressure on housing development is expected to continue, with an expectation by Government that Bristol will host a further 36,500 homes by 2026. Any increase in population is likely to have an impact on the amount of municipal waste generated, and whilst it is anticipated that recycling performance will rise further, any increase in residual waste will also increase the risk of LATS penalties being incurred. This is a matter which the Council has raised with the Secretary of State for the Environment, since the allocation of LATS allowances was fixed on the basis of what we put to landfill in 2000/1 and does not take account of any increase in residual waste as a direct consequence of an increasing population since then, or indeed into the future.



## 7. Waste Management Objectives

The objectives of this Headline Waste Strategy are focused on delivering a range of services which are sustainable, value for money and contribute to the quality of life of Bristol residents and visitors alike. The principal objectives are:

- To move waste management up the waste hierarchy (reduce, reuse, recycle), with a particular focus on waste prevention, diversion from landfill and resource recovery.
- To manage waste in a manner which protects human health and the environment:
  - Without risk to water, air, soil, flora and fauna;
  - Without causing nuisance;
  - Without adversely affecting the countryside or places of special landscape, townscape, archaeological and historic interest.
- To treat and dispose of waste at the nearest appropriate facility, by means of the most appropriate methods and cleanest technologies commensurate with 'best value', and to promote local and sub-regional self-sufficiency.
- To reduce the 'carbon footprint' of waste management solutions and services wherever feasible and practicable.
- To develop and procure waste management and street scene services that are flexible, effective and affordable.
- To exceed Landfill Allowance Trading Scheme (LATS) landfill diversion targets.
- To meet statutory and local 'stretched' recycling and composting targets.
- To maximise the recovery of resources from municipal waste, including the recovery of energy.
- To stimulate long-term and certain markets for outputs from all waste management solutions in order to promote local and regional self-sufficiency
- To improve community cohesion by recognising the links between crime and the environment and improving access to services based on local need.
- To improve the quality of the local environment.

- To encourage partnership working where this can deliver improved and more cost effective solutions and where it can enhance communities' understanding of sustainable waste management.
- To educate the public, particularly children and young people, using publicity and direct education methods in order to create a sustainable culture of waste reduction.
- To tackle and reduce the incidents of environmental crime by the proportionate use of the Council's enforcement powers.

## 8. Bristol's Waste Management Vision

These objectives have been translated into a Draft Vision Statement. This in part reflects the vision already adopted within the West of England Joint Residual Municipal Waste Management Strategy, but it has now been extended to include reference to the Council's waste collection and street-scene services:

***'Bristol will work together with local residents and other stakeholders to develop a range of services and facilities for the management and treatment of waste. These will deliver significant reductions in the amount of untreated waste being sent to landfill. They will also maximise the efficient recovery of resources and encompass environmental, social and economic factors.'***

***The City Council will maintain a long-term commitment to increase waste reduction, reuse, recycling and composting, and will move towards a longer term aim of achieving zero waste.'***

***The waste management strategy will be sensitive to local needs and will provide services to help support Bristol in becoming the cleanest and greenest major city in the UK. Where there is malpractice or deliberate misuse of any service, this will be dealt with efficiently and effectively to maintain a clean, safe and healthy environment for businesses, citizens and visitors.'***

## **9. Strategic Aims and Policy Statements in respect of Waste Management and related Street-scene Services**

### **Key Service Areas**

#### **9.1 Waste Prevention and Minimisation**

Reducing waste is our ultimate goal. The majority of our residual waste is buried in landfill sites. As waste rots in the landfill it produces harmful gases eg: methane which is 21 times more potent than carbon dioxide in terms of global warming potential. Landfills also produce large quantities of potentially polluting liquids which collect at the bottom of the landfill. This liquid (known as leachate) can be harmful to the surrounding wildlife and environment. All that we are doing as a Council by encouraging residents and businesses to reduce their waste is designed to reduce costs, improve the environment and achieve sustainable solutions to the way in which we all manage our wastes. Part of the solution is aimed at reducing consumption and turning to more environmentally acceptable alternatives.

#### ***Policy Statements on Waste Prevention***

- We will enable the public to take action for themselves on waste prevention through the use of incentives and/or promotion and publicity.*
- We will evaluate options for providing incentives for waste prevention, including the use of 'rewards' for positive behaviours and 'penalties' for unsustainable behaviours.*
- We will strive to identify ways that will enable the Council to make more efficient use of its resources and thus prevent waste.*
- We will build on existing partnerships and aim to increase capacity within the sector to support the policies contained within the strategy, particularly in the area of waste prevention.*
- We will reverse the trend of previous years by seeking to reduce the annual arisings of residual waste from 586 kgs per household in 2008/9 to 577 kgs per household in 2009/10, to 556 kgs by 2010/11 and to 468 kgs by 2015.*
- We will strive to make the Council an exemplar in the way it manages its own waste, i.e. through EMAS and other initiatives.*
- The Council will continue to build on its EMAS accreditation to continuously improve its performance with regard to the waste it produces.*

## **9.2 Communication: Education and Awareness Raising**

Good communications with the public, business and industry are essential if we are to achieve our over-arching objective to achieve sustainable waste management. We will use all means available to promote responsible waste reduction and waste management practices. This will include giving support to residents and community groups to take community-level action on waste reduction, reuse and recycling issues, working with schools and in partnership with other organisations to deliver the common agenda of 'zero waste'.

### ***Policy Statements on Communication, Education and Awareness Raising***

- *We will use education and awareness raising on waste management to drive up the active participation of householders in waste prevention, recycling and composting.*
- *We will provide a helpline to answer your questions and offer advice on good waste management practice and to resolve any problems you encounter with the services.*
- *We can arrange for an officer to phone or visit and offer advice.*
- *We will provide all information we give to residents in another language if this is required, together with information in other formats such as large print or Braille.*
- *We will provide information on how we are doing in terms of waste prevention, recycling and composting to householders on a regular basis.*
- *We will provide information about where and how your waste and recyclables are being processed/treated.*
- *We will strive to ensure that education and awareness is integrated into all waste management services so as to promote a greater understanding of what happens to waste once it leaves the householder.*
- *Wherever it is appropriate to do so, we will engage with communities and individuals to help develop our services.*
- *We will use our education and awareness raising programmes, customer dialogue and consultations to help inform our future decision-making.*
- *We will seek to influence other Council strategies, plans and policies to include appropriate statements on waste issues in order to increase waste awareness, influence behaviour and increase householder engagement.*

- *We will seek to improve customer satisfaction by improving our communications with communities and householders and will monitor this by regular surveys.*
- *We will continue to offer the 3R's Schools Education Programme.*
- *We will utilise best available technology to improve the quality and content of service-based information to staff, partners and the public.*

### 9.3 Waste Collection

The Council has policies which seek to ensure that waste is managed at all stages in a sustainable way – from the point of collection through to its final treatment and/or disposal eg: householders are being encouraged to use smaller wheeled bins, 140 litre or 180 litre, in preference to 240 litre units.

When Bristol prepared a Household Waste Management Strategy in 2001 it sought:

- To secure an efficient and cost effective waste collection service by the letting of contracts;
- To ensure that the contract specification met the needs of the public over the term of the contract, ensuring problems are anticipated and responded to in a positive way whilst allowing service development over the longer term;
- To ensure high levels of operational performance and service delivery to the agreed quality whilst ensuring value for money.

Since then, the Government has published guidance and advice on the preparation of waste management strategies better able to meet the principles of sustainable waste management. These are now embedded into the Council's current services and will be further developed to meet the aspiration of 'carbon neutrality' and a policy of zero untreated waste to landfill.

For the vast majority of householders, materials separated for recycling or composting are collected weekly. Materials which are not recycled ie: residual waste, are collected fortnightly. In keeping with almost all Authorities, materials are collected in refuse collection vehicles or flat bed trucks with cages, all fuelled by diesel fuel.

Any kerbside collection system needs to consider the following issues. These were addressed when the existing contract was re-negotiated and continue to form the basis of reviewing current arrangements ahead of inviting new tenders in 2010:

- The type of bin/box/container used by the householder for waste/recyclate storage.
- The nature of the materials to be targeted for collection.
- The method of 'set out'.
- The type and size of the collection vehicles.
- The point at which collection/sorting takes place.
- The technology used for sorting/collection.
- The frequency of collection

There are a number of waste reduction issues which can also be influenced by the nature of the collection service; eg:

- Number and size of wheeled bins or sacks put out for collection;
- How side waste is to be dealt with;
- The extent to which legislation on particular priority waste streams eg: small electrical items, batteries and household clinical waste is to be addressed.

A re-affirmation/review of the Council's policy on the provision and preferred size of refuse storage receptacle may now be appropriate, and whilst the collection of bulky waste to households is no longer free-of-charge for most, a review on the frequency and number of items to be picked up might be needed to help control the overall amount of waste collected by the Council and to help maximise recycling.

Where it appears that residents are not engaged (either fully or in part) in using the Council's waste collection arrangements, officers provide support, advice and guidance in order to remedy the situation. Where a situation continues despite this advice, officers from the Street-scene Enforcement Team may serve legal notices to obligate householders to alter their behaviour. Should the requirements of these notices not be complied with, further legal action may be taken, such as a simple caution or the issuing of a Fixed Penalty Notice.

### ***Policy Statements on Waste Collection***

- *We will offer a refuse and recycling service to all households in Bristol.*
- *We will collect your recyclables and refuse on a specified day.*
- *We will come back and empty your wheeled bin or your recycling box by the next working day if it is our fault that your collection has been missed.*
- *We will let you know in good time if your collection day is going to change.*
- *We will ensure that bulky waste collections are dealt with promptly on the appointed day.*
- *We will supply wheeled bins and recycling boxes when requested.*
- *A supply of residual waste sacks will be made to those properties which because of storage difficulties are unable to accommodate wheeled bins. A maximum of four sacks will be taken away on collection day.*
- *We will return your bin/ box to the point of collection.*



- *We will engage with communities so that waste collection is tailored to meet their needs.*
- *Where householders have access to the kerbside Black Box recycling scheme, residual waste will be collected once a fortnight.*
- *Extra bins and side waste will not be collected.*
- *Where storage is not an issue, householders will be provided with wheeled bins and black boxes for the collection of their waste and recyclables ie:*
  - *A designated black wheeled bin for residual waste (140 litre, 180 litre or 240 litre);*
  - *A designated green wheeled bin for an 'opt-in' green garden waste collections (240 litre) for which a charge will be made;*
  - *At least one designated black box for dry recyclables (55litre);*
  - *A designated brown kitchen waste container (25 litre) and kitchen caddy.*

*All containers remain the property of the Council (other than the green wheeled bin which is purchased by the householder from the Council).*
- *We will provide extra recycling containers to those households which require them.*
- *As an alternative to purchasing a 240 litre green garden waste wheeled bin we will provide 80 litre garden waste sacks. These can be purchased from Council Customer Service Points and a selection of local stores.*
- *We will arrange for damaged or stolen bins to be replaced. A charge may be made.*
- *Additional black wheeled bins may be made available to households that have a higher than average number of occupants. An additional or larger sized bin, depending upon local circumstances, will be provided, for which a charge may be made.*
- *Where properties are in multi-occupation, as defined under the Housing Act 2004 as a single property, then the provision of any additional collections or additional bins over and above those provided by the Council will be the responsibility of the Landlord.*
- *We will develop a common approach to educating householders about the problems which can arise if inappropriate materials are placed into kerbside bins (contamination), when side waste is put out or when bins are left out on the street. The adoption of a common approach will lead to an appropriate means of enforcement.*

- *Household waste from certain premises, such as churches, community halls and schools, is classified as household waste for which a charge will be made. Further information relating to the classification of household waste is given in The Controlled Waste Regulations 1992.*
- *The Council will monitor and review the effectiveness of the kerbside collection systems, including tonnages, composition, contamination and rejected bins, missed collections, participation levels and householders' attitudes to the service. This information will be used to improve future performance.*
- *From time to time (ideally four times in one calendar year to coincide with the seasons), the Council will undertake a compositional analysis of waste. Householders who may be affected by this exercises will be reassured that all information which is obtained will not be attributable to any specific address or household.*
- *The Waste and Street-scene Group together with the Council's Planning Department will develop supplementary planning guidance for the Council's preferred waste/recycling container storage and access arrangements so as to ensure that new and refurbished developments have appropriate installed facilities which are not detrimental to the local environment.*
- *Where premises are shown to be unsuitable for the storage of waste and recyclables we will provide suitable alternative shared arrangements within the locality/community.*
- *We will provide an assisted 'wheel-out' collection if no one in your household is able to move your waste/recycling bins/boxes to the kerbside.*
- *We will remove dead animals from the highway, or from domestic properties within one working day of them being reported.*
- *We will investigate options for reward/penalty schemes for the collection of waste and recyclables to help improve the level of household recycling and participation.*
- *We will develop a resident's 'Waste Charter' which will describe the standard of service the Council will deliver.*
- *We will give consideration to reducing the frequency of residual waste collection if this assists in raising our recycling performance and service.*
- *We plan to enter into an agreement with Defra and WRAP with the intention of introducing a pilot residual bin-weighing scheme to reward good recyclers. Alongside this scheme could be the introduction of*

*chargeable side-waste sacks for those who wish to dispose of excess residual waste.*

- *We will not permit trade waste to be collected as part of the Council's household waste and recycling collection service; any continuing inappropriate use of the domestic collection service by commercial undertakings will be dealt with by the proportionate use of enforcement. A separate arrangement to collect trade waste will be made if this is requested.*

## 9.4 Household Clinical Waste

Clinical waste produced by individuals who treat themselves, or relatives, at home is classed as household waste. However, where health care workers visit to provide healthcare, clinical waste produced remains the responsibility of the Primary Care Trusts or local health trusts.

Clinical waste is often classified in relation to its hazardousness.

Irrespective of its classification, all household clinical waste collected by the City Council is rendered non-hazardous by thermal treatment prior to the residues from the processes being landfilled.

### ***Policy Statements on Household Clinical Waste***

- *We will provide a discreet and confidential free service for the collection and disposal of clinical waste from domestic premises in the City.*
- *Suitable bags, sacks and sharps boxes will be provided by the Council to those residents who receive the service..*
- *The service is not generally intended for the collection of nappies or sanitary waste unless a person has a serious infection or an excess amount of waste is produced.*
- *One-off clinical collections can be arranged.*

## **9.5 Bulky Waste Collections**

Household Waste Recycling Centres offer free disposal of large household items, but the items need to be taken to the site and not all residents may have access to suitable transport.

Charging may encourage residents to seek alternatives to disposal or reuse, such as donating to a charity. There are concerns that charging for bulky collections may encourage fly-tipping; however there is no evidence which directly correlates fly-tipping with charging for bulky waste collections.

Reuse can be further encouraged through engaging with organisations that can refurbish/reuse household items.

### ***Policy Statements on Bulky Waste Collections***

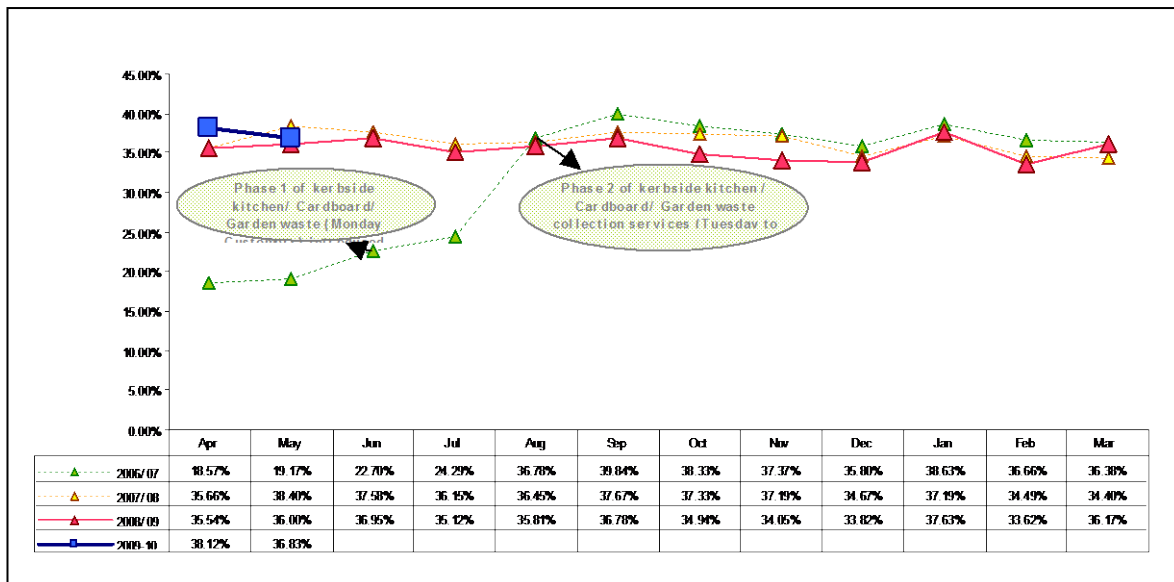
- *Bulky waste will be collected on request; a charge may be made.*
- *We will work with contractors and agencies to maximise the opportunities for reuse and recycling of bulky waste items.*
- *We will provide you with information as to where and who may be able to take your unwanted furniture or appliance for reuse or refurbishment as an alternative to it being collected by the Council.*

## 9.6 Recycling and Composting

All municipal waste management strategies include policies which seek to maximise recycling and composting through kerbside segregation, bring sites and Household Waste Recycling Centres. Currently kerbside segregation comprises a four-stream collection service for source separated dry recyclables, green garden waste, food waste and cardboard; there is then the residual waste stream.

These arrangements have proved themselves to be particularly effective in diverting waste away from landfill. In 2008/9 we achieved a combined recycling and composting rate of 36%. We aspire to achieve 50% recycling citywide by the end of December 2010. Our annual recycling and composting rates are shown below in Figure 9.1

Figure 9.1: Annual Recycling and Composting Rates



Our performance in 2008/9 meant we were ranked 1st in comparison to other Core Cities in the UK. Bristol's significant increase in recycling and composting over recent years has been achieved by:

- Improving our publicity and promotional activities on waste reduction and recycling.
- Moving to a same-day collection service for all recyclables and residual waste.

- Introducing a 'one-bin-no-side-waste' policy to encourage less waste production supported by proportionate use of enforcement.
- Providing a weekly kerbside collection service for all recycling/composting materials to 155,000 households, supported by fortnightly residual waste (black wheeled bin/plastic sack) collections.
- Introducing a separate green waste, food waste and cardboard collection and processing this waste in an in-vessel composting plant to produce a compost material to an agreed National Standard (PAS 100).
- Strict adherence to not collecting extra residual waste (side waste) placed beside the wheeled bins.
- Extending the provision of plastics bring banks and other recycling banks at supermarkets, community centres, and in the grounds of high-rise flats by way of Mini Recycling Centres (MRC). There are now 72 Bring Bank locations, 50 of which provide plastics recycling, together with 460 MRCs provided to 27,000 flats. The range of materials collected at bring banks and MRCs now includes: glass, paper, plastic bottles, textiles and drinks cans.
- Extending the range of kerbside collected recyclable materials to include: paper, glass, food and drinks cans, aluminium foil, car batteries, household batteries, yellow pages, textiles, spectacles, shoes, engine oil and aerosols. This is believed to be one of the most comprehensive recycling services offered by any Council in the UK.
- Improvements in the source segregation and containerisation of recyclables at our Household Waste Recycling Centres.(HWRCs)
- We are mindful that whilst some residual waste treatments can facilitate the useful recovery of materials for recycling, separation at source has repeatedly produced the highest quality recyclates and the best public involvement and understanding.

A survey conducted in January/February 2008 showed that 85% of residents were actively participating in dry recycling and 60% were actively participating in food waste collections from the kerbside. Whilst this is in itself commendable, there remains significant potential for addition quantities of recyclables to be recovered from the residual waste stream.

In June 2006 the City Council introduced kerbside organic waste (green garden waste, food waste and cardboard) collections. It subsequently awarded a contract to New Earth Solutions to build a local in-vessel composting facility to process this waste into a compost like material for use in land reclamation and horticultural projects. This plant is currently under construction at Hallen, South Gloucestershire, and is programmed to commence operations in June 2010. At present Bristol's organic waste is being processed at the company's Sharpness

facility in Gloucestershire. Some 22,000 tonnes per year of organic waste from Bristol is being diverted from landfill by this means. It is hoped that at some future date the compost like material produced from the process can count towards the Council's recycling/composting rates if it can be shown to comply with the terms and conditions laid down by the Environment Agency. We hope to be able to offer it for sale to local residents.

### ***Policy Statements on Recycling and Composting***

- *We will provide appropriate, convenient and accessible methods of collecting recyclables from every household in the City.*
- *We wish to make sure that every household has access to appropriate recycling facilities and that recycling is made convenient for people to use.*
- *We will strive to improve the arrangements for the collection of garden waste from households but we will also promote home composting as the better alternative.*
- *We will extend the range of materials collected where it is practicable to do so. Priority will be given to materials that are economically viable to collect and recycle, or divert from landfill.*
- *We will increase household waste recycling and composting from its current level of 36% to 50% by December 2010.*
- *We will not impose a limit on the amount of recyclate that will be collected.*
- *The Black Box kerbside recycling scheme will operate on a weekly basis and will be collected on the same designated weekday as residual waste and organic wastes.*
- *Cardboard will be collected without charge as part of the arrangements for the collection of green garden waste.*
- *We will investigate opportunities to sell compost to Bristol residents.*
- *For households in low-rise/high rise developments, or houses of multiple occupancy (usually over 12 households/flats) that do not have access to the Black Box recycling service then the Council will engage with communities so that collection arrangements are best tailored to meet their needs; this could include suitable arrangements for the provision of a Mini Recycling Centre.*
- *We will collect and also provide three bring-sites during the month of January for the deposit of Christmas trees. These will be shredded and composted.*



- *We will extend the current arrangements for on-street recycling beyond Broadmead and Cabot Circus to other locations.*
- *We will maintain the policy of separating recyclable materials at the kerbside provided it can be shown to be value for money and that it remains the most sustainable option.*
- *We will support community led composting initiatives where these are shown to be economically viable and can be adequately supervised.*
- *We will provide communal street collection bins in residential areas where storage within individual premises is limited.*
- *By November 2009 all schools will have access to organics collections where required. This is in addition to the existing provision of dry-recycling collections.*
- *We plan to introduce food waste and cardboard collections at high-rise flats on a phased basis from 2009.*
- *We will review our current arrangements for plastic recycling, and seek to extend the range and number of plastic recycling banks provided the outcome can be shown to be value for money and that it remains the most sustainable long-term option.*
- *We will publish our performance against National Indicator NI 192 ie:  
Percentage of Household Waste Recycled  
Percentage of Household Waste Composted  
Percentage of Household Waste Reused*
- *We will publish our performance against National Indicator NI 193 ie:  
Percentage of Municipal Waste recycled.*

## **9.7 Home Composting**

Home composting of un-cooked vegetable and fruit scraps together with non-woody garden waste is the most sustainable form of household waste management. A total of 36,119 home composters have been distributed since records began in 2002/3.

A recent study undertaken by WRAP has shown that some 150kg per year can be diverted from residual waste in this way from each household. However the 150kg figure is not expected to count towards Council's efforts to divert waste from landfill under the Landfill Allowance Trading Scheme since it is claimed that home composting diverts material from green waste collections as well as from landfill, and so does not constitute a direct landfill saving. Despite this setback, it is still a good investment for the Council to continue to subsidise compost bins to its residents..

### ***Policy Statements on Home Composting***

- *We will provide the opportunity for householders to compost more of their waste by offering a range of affordable home composting bins.*
- *We will provide advice and guidance on how householders can make good compost.*
- *We will continue to promote home composting as the most sustainable means of dealing with garden and some kitchen wastes.*

## **9.8 Household Waste Recycling Centres (HWRCs)**

HWRC's are available only for use by residents of Bristol.

Currently over 21% of Bristol's municipal waste goes through our two Household Waste Recycling Centres (HWRCs) located at Avonmouth and St Phillips. They are provided for use by local residents to recycle and to dispose of waste not collected from the kerbside.

In 2008/9 some 35,000 tonnes of municipal waste was handled at the HWRCs, of which 60.7% was recycled. Since 2006 the Council's HWRC recycling rate has increased from 52% to 60.7%. However there is plenty of scope for further improvements by better publicity, improved on-site instructions and signage, and further control on abuse of the facilities.

Following a review of the existing HWRC provision, the Council set out to identify new areas of land for the development of additional HWRC facilities. This proved problematical as the Council was unable to secure a value-for-money solution. The Council is mindful that suitable land for this purpose is limited in Bristol due to a lack of available space in the desired locality and the traditional reluctance by the public to allow facilities of this type to be located close to residential development.

The population served by each of the Council's existing sites is 205,250 persons compared with an average of 123,500 in the other Core Cities. The Council has identified a need for at least one additional facility located in the south of the City and will continue to investigate options and development opportunities.

Consideration as to how future waste services might be delivered could involve contracting out the operation and management of HWRCs to the private sector giving an opportunity for private sector investment to contribute towards future additional provision.

### ***Policy Statements on Household Waste Recycling Centres***

- *We will ensure that the Household Waste Recycling Centres are open and accessible at the advertised times.*
- *We will provide users with assistance to help them use the site safely.*
- *We will keep residents informed of the services that we provide at the sites, and any changes to them.*
- *We will provide information at all sites as to the level of recycling that is achieved and information as to where recycled materials are sent to for reprocessing.*

- *We will make every effort to recover and recycle as many materials as possible from the Household Waste Recycling Centres.*
- *Businesses are not permitted to deposit commercial waste at HWRCs. Businesses can dispose of their waste at the Council's Refuse Transfer Stations next door to the HWRCs, for a charge.*
- *Businesses can deposit recyclable materials at the Refuse Transfer Stations, at a lower cost than disposal would be.*
- *A permit scheme will operate at the HWRCs for large vehicles and trailers to help control abuse by traders.*
- *We reserve the right to investigate site users we believe to be illegally depositing waste at HWRCs and to take appropriate enforcement action.*
- *Our Site Attendants have the right to refuse entry if a valid permit is not shown on request.*
- *The Council reserves the right to investigate permit use, and if necessary, to withdraw individual permits in cases of misuse or abuse.*
- *It is planned to install Automatic Number Plate Recognition cameras at HWRCs by 2010.*
- *The Council will do all it can to identify and develop a site for at least one additional HWRC within the City, with South Bristol being a priority.*

## **9.9 Hazardous Waste from Households including Waste Electrical and Electronic Equipment (WEEE)**

Many households use hazardous materials such as some paints, paint thinners and strippers, medicines, pet care products, garden chemicals, batteries, motor products such as engine oil and brake fluid etc. Some hobbies can involve the use of chemicals and other similar products. Historically, some building products contained asbestos and many garden sheds and garages were constructed of asbestos cement sheeting. Certain other items such as fridges and television and computer monitors with cathode ray tubes are also classified as hazardous items. These can also fall within regulations relating to the management of Waste Electrical and Electronic Equipment (WEEE).

At the end of their useful life these products need to be safely disposed of, as incorrect handling or disposal can present a risk to health or to the environment.

Although the Council does not currently provide a collection service for hazardous waste from households (other than household clinical waste) it will continue to provide supervised and secure storage points at its Household Waste Recycling Centres where such materials can be deposited. Where it is appropriate, the Council will make arrangements for hazardous materials deposited at HWRCs to be recycled and/or treated by qualified and registered contractors.

### ***Policy Statements on Hazardous Waste from Households***

- *We will provide safe secure storage for items of household hazardous waste at all Household Waste Recycling Centres.*
- *Assistance will be given to users who wish to deposit hazardous items at HWRCs.*
- *All hazardous items will be treated or disposed of by appropriately qualified contractors.*
- *We will endeavour to recycle hazardous items wherever possible.*

## **9.10 Trade Waste Recycling**

Trade waste received at the Council's Waste Transfer Stations is deemed to be in the possession of the Council and is therefore classified as Municipal Waste and has to be counted as part of the Council's Landfill Allowance. If trade waste can therefore be recycled or diverted from landfill by being treated then this presents an opportunity to both increase recycling and provide a positive benefit in terms of LATS compliance. Despite being classified as Municipal Waste it is not Household Waste, so it cannot contribute to meeting household waste recycling targets.

### ***Policy Statements on Trade Waste Recycling***

- *We will make arrangements at the Council's Refuse Transfer Stations for trade waste to be recycled where it is feasible and practical to do so. A charge will be made.*
- *The Council will investigate with its contractors and with community-led organisations opportunities for goods discarded by businesses, to be refurbished, repaired or reused.*

## **9.11 Developing Markets for Recycled Materials**

The pressure from environmental legislation is increasing the requirement for recycling and reprocessing of recovered materials. However it is mistakenly assumed that once materials have been collected separately for recycling, that they have been 'recycled'. This is only the first stage of the recycling process. Recycling also means the reprocessing of the material, either back to its original purpose or for another purpose. To achieve this there needs to be sufficient reprocessing capacity for the materials and viable end markets.

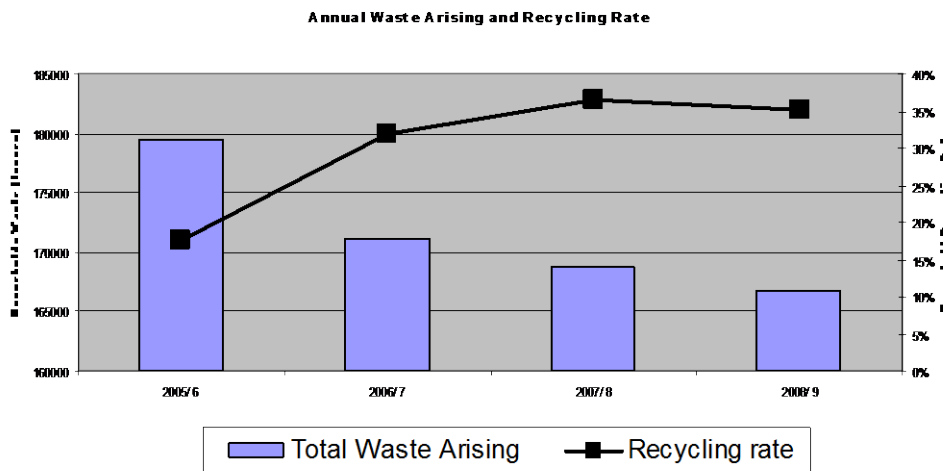
### ***Policy Statements on Developing Markets for Recycled Materials***

- *The Council either alone, or in conjunction with other agencies will do all it can to support the needs of the waste reprocessing sector including skills requirements, business advice, finance, land and premises within its policy decision making role..*
- *The Council will stimulate, along with its partner organisations, the demand and markets for recycled products through their internal consumption and will stipulate that its contractors use recycled and recyclable materials wherever possible.*
- *We will encourage economic regeneration through work with local businesses and Regional Development Agencies to take advantage of the opportunities for reprocessing of waste into resources;*

## 9.12 Managing Residual Waste

Household waste arisings in Bristol peaked at 179,400 tonnes in 2005/6 when our combined recycling and composting rate was calculated at 17.5%. Since then, pressure on waste minimisation, reducing the use of landfill and the setting of higher recycling targets has resulted in our waste arisings reducing and recycling performance improving. As can be seen from the figure below our household waste arisings are now 166,700 tonnes (2008/9) and our recycling/composting performance is 35.28%. Despite these significant improvements in performance, the amount of waste remaining after recycling (our residual waste) is currently 107,750 tonnes per annum. Our annual waste arisings and recycling rates are shown below in Figure 9.2.

Figure 9.2: Annual Waste Arisings and Recycling Rates



In 2005 the Council joined with the neighbouring Authorities of Bath and North East Somerset, North Somerset and South Gloucestershire to develop a West of England Joint Residual Waste Management Strategy. This was formally adopted by each of the four Authorities in June 2008.

A key component of the Strategy was to secure both interim (Phase 2) and long-term (Phase 3) waste treatment capacity in order to ensure that each Authority is not at risk of incurring LATS penalties for failing to divert their requisite quantities of Bio-degradable Municipal Waste (BMW) from landfill.

In May 2009 the Partnership awarded a contract for the treatment of 120,000 tonnes per annum of residual Municipal Waste for the period 2011 to 2016 under Phase 2; 53,600 tonnes of which will be delivered by Bristol. The award of this contract will ensure that each Authority meets its Landfill Allowances at least up to 2016.

Until April 2011 when the operation of the treatment facility will commence, most residual household waste will continue to be landfilled.



In the Spring of 2009 Bristol found itself unable to continue to support the use of Private Finance Initiative (PFI) funding as a means of contributing to the construction and operation of long-term waste treatment capacity under Phase 3 of the WoE Joint Waste Strategy. As a consequence Bristol is now exploring how best it, and potentially the other adjoining Authorities, can secure a long-term solution without reliance on PFI funding support from Government. This is likely to lead, quite soon, to Bristol (and potentially the other Authorities) tendering for additional treatment capacity above and beyond, that which has been secured under the Phase 2 contract, or seeking to extend the Phase 2 contract in line with its terms and conditions.

In response to the need for self-sufficiency and proximity in the provision of future waste management infrastructure a number of waste management contractors are beginning to publish proposals for 'merchant facilities' for the treatment of industrial and commercial waste which they intend to finance themselves. These facilities could provide long-term capacity to meet the needs of Bristol and the adjoining Authorities, and contribute to the efforts already in place and being developed to divert waste from landfill. Whilst the forward timetable for these facilities to become available is not known, it is conceivable that one or more of these proposals could become operational by 2015 (subject to gaining a planning consent).

Bristol has declared its intention to send no untreated waste to landfill. This is wholly in accordance with the Environmental Permitting (England and Wales) Regulations 2007.

Treatment is defined as physical, thermal, chemical or biological processes (including sorting) that change the characteristics of waste in order to reduce its volume or hazardous nature, facilitate its handling, or enhance the recovery of resources. This definition provides significant scope in terms of a technological solution.

In order to enhance the prospects of recovering value from waste, an increasing number of technologies and service providers are promoting the concept of 'front-end' recycling as an integral part of the treatment of residual waste. These types of facilities have the potential to secure significant additional recycling performance without the need to invest in costly additional collection/source separation initiatives. All materials recovered in this way will count towards the Council's recycling rate.

### ***Policy Statements on Managing Residual Waste***

- *We will work to minimise the council's landfill requirements over the period of the strategy.*
- *No untreated waste will be sent to landfill.*

- *We intend to recover value from waste at all stages in its management.*
- *We aim to reduce overall household waste arisings by 15,724 tonnes by 2015. [This figure ties in with the figures used to calculate the information on page 23 to meet our waste prevention/minimization targets.]*
- *We will seek to treat and dispose of waste locally by means of the most affordable and best environmental options available for the Council.*
- *We will seek to maximize the use of the West of England Phase 2 waste treatment contract to divert waste from landfill between 2011 and 2016 with a possible extension to 2019.*
- *The Council has declared itself against mass-burn incineration as a sustainable solution for the treatment of residual waste.*
- *We will publish our performance against National Indicator NI 191 ie:  
The Quantity of Residual Household Waste (per household)*
- *We will publish our performance against National Indicator NI 193 ie:  
Percentage of Municipal Waste Sent to Landfill*

## 9.13 Industrial and Commercial Waste

The Council currently does not have a duty to manage industrial and commercial waste; it is the responsibility of those who produce it and those who seek to deal with it in the private sector and the market. The Council however feels it owes a duty to its citizens to do all it can to ensure that the appropriate controls are in place and are being exercised so as to ensure that it does not have an adverse impact on the local environment. Much of the work of the Council in terms of industrial and commercial waste is directed at enforcement of good practice in close liaison with the Environment Agency and other enforcement agencies such as the Police.

### ***Policy Statements on Industrial and Commercial Waste***

- *We will encourage businesses to reduce waste and increase recycling and recovery.*
- *We will engage with business and provide advice on how to increase resource efficiency and realise the economic opportunities of recycling and resource recovery.*
- *We will promote the provision of recycling collection facilities on the street, in shopping centres, workplaces and schools, using planning and other powers where appropriate.*
- *We will identify ways we can influence businesses to adopt sustainable waste management practices by working closely with the Council's Regeneration and Development Section.*
- *We will explore ways to encourage commercial and industrial waste producers to produce less waste materials, to reduce waste as part of their purchasing and procurement methods, to re-use, recycle or compost their waste.*
- *We will lobby Government, commerce and other appropriate stakeholders to promote waste prevention to businesses as producers.*
- *We will look at ways we can influence Government and local manufacturers to encourage them to take steps to reduce packaging, produce products that last longer or are recyclable once they reach the end of their life.*

## 9.14 Waste Planning

Planning for future strategic waste management facilities is key to delivering the requisite level of waste diversion from landfill. The Government expects the principles of self-sufficiency and proximity to be embedded within local authority Waste Core Strategies. There will however be a need for additional landfill capacity to deal with some wastes which by their nature can only be landfilled.

The task of developing sub-regional planning for waste is with the West of England Partnership which has recently undertaken a wide ranging consultation exercise on Preferred Options to help determine a sub-regional spatial planning policy for future waste management facilities. The Waste Core Strategy will guide developers in bringing new facilities forward. It is planned to have the West of England Joint Waste Core strategy adopted in 2011 following its Examination in Public during the Autumn of 2010.

### ***Policy Statements on Waste Planning***

- *We will implement the waste strategy's objectives through the land use planning system where it is appropriate to do so.*
- *We will contribute to the development of the West of England Joint Waste Core Strategy.*
- *We will seek to facilitate the development of new waste treatment technologies within the sub-region.*
- *We will ensure that any new facility to which Bristol delivers waste for treatment has a visitor/education centre.*
- *Any waste facility over which the Council has planning control will be designed and built to the standards set down by CEEQUAL (Civil Engineering Environmental Quality Award) together with Commission for Architecture and the Built Environment (CABE). CEEQUAL is recognised under the Office of Government Commerce (OGC) Common Minimum Standard's.*
- *We will give support to the integration of waste management infrastructure and heat/electricity generation in all future urban extensions where this can be shown to be practicable and value for money.*
- *We will support to the use of waste in the micro-generation of combined heat and power.*
- *We will continue to encourage through the development control process that all new and refurbished properties have appropriate on-site storage arrangements for waste and recycled materials.*

- *We will liaise with, and impress upon, event organisers of the importance of putting in place appropriate waste and recycling segregation, containment and collection arrangements.*

## 9.15 Street Cleansing and Litter

Street cleansing and litter is often foremost in the public's mind as it has a direct impact on how they perceive their local environment. As part of the response to the Citizen's Panel Report in November 2003 on Recycling and Waste Management, litter and the standard of cleanliness was identified as being high on the public agenda – quote: 'People are more aware and concerned about environmental issues that have a local impact, such as the cleanliness of the streets, than about global issues, such as climate change'. This comes about from a general perception that cleanliness can be linked to crime and disorder and the desire for residents to enjoy a cleaner, safer environment.

The Council's performance in future is going to be measured against a Corporate Area Assessment (CAA). The Council has adopted as one of its National Indicators NI 195 which is a measure of the cleanliness of the local environment. This seeks to measure the proportion of land with unacceptable levels of litter, detritus, graffiti and fly-posting. Bristol aims to be placed within the upper quartile of England's Core Cities and within the top ten cities in the UK by 2012.

Bristol's flagship Clean and Green branded initiative is funded by £160,00 of revenue support for additional waste and street-scene services not provided for within the SITA contract. Priorities are set by the Clean and Green Project Board which are targeted at such things as education, awareness and campaigning, cutting back vegetation, community clean-ups, graffiti prevention and removal, deep cleansing of public areas and support for the Home Office/Probation Service 'Justice Seen, Justice Done' project, and for Bristol in Bloom.

### ***Policy Statements on Street Cleansing and Litter***

- *Streets will be visited by a cleansing crew at least once every three weeks to empty litter bins, clear litter, glass, debris, animal fouling and other deposits; and will include the removal of posters and placards from street furniture and structures (trees, lamp-posts, signs, bridges etc.)*
- *Street cleansing will take place within 2 working days after refuse has been collected within the same street/road.*
- *Gullies will be emptied to a specified frequency.*
- *Litter bins will be replaced as needed, and added to on a scheduled basis.*
- *We aim to keep all streets free of weeds. A chemical treatment of weeds will be carried out at least twice a year where needed and the debris cleared as part of the normal street cleansing operation.*
- *We will remove any drug or sex litter found on open land.*

- *We will remove deposits of chewing gum from pavements.*
- *We will take action against those who drop litter*
- *We will require certain premises to keep the adjacent street clear of litter*
- *We will require that occupiers of land keep it clear of litter*
- *We will control the distribution of free literature*
- *Failure to comply with a Street Litter Control Notice or our requirements in regard to the unauthorised distribution of free printed matter will be enforced initially by using Fixed Penalty Notices.*
- *Leaf fall in the Autumn will be collected and used as a mulch where feasible.*
- *We will, wherever practicable, recycle street sweepings and litter.*
- *Strategies will be developed to deal with street washing, chewing gum removal, abandoned shopping trolleys, drug and sex related litter and dog fouling.*
- *We aim to make the five dirtiest wards in the City as clean as the five cleanest wards by the end of 2012.*
- *We aim to be the cleanest major city in the UK by December 2012.*
- *We will publish our performance against National Indicator NI 195 ie:*
  - Proportion of Land with Unacceptable Levels of Litter*
  - Proportion of Land with Unacceptable Levels of Detritus*
  - Proportion of Land with Unacceptable Levels of Graffiti*
  - Proportion of Land with Unacceptable Levels of Fly-posting*

## 9.16 Waste Enforcement

The Council has a wide range of interventions at its disposal to secure compliance with the law and to ensure a proportionate response to offences. Officers may offer individuals information, and advice, both face to face and in writing. This may include a warning that in the opinion of the officer, they are failing to comply with the law. Where appropriate, officers may also issue Fixed Penalty Notices, instigate a formal caution and they may prosecute. Formal cautions and prosecution are important ways to bring individuals to account for alleged breaches of the law. Investigating the circumstances encountered during inspections or following incidents or complaints is essential before taking any enforcement action. The Council will use discretion in deciding when to investigate or what enforcement action may be appropriate.

The Council believes in firm but fair enforcement of waste legislation. This should be informed by the principles of:

- *Proportionality* in applying the law and securing compliance;
- *Consistency* of approach;
- *Targeting* of enforcement action;
- *Transparency* about how the regulator operates and what those regulated may expect; and
- *Accountability* for the regulator's actions.

### ***Policy Statements on Waste Enforcement***

- *We will develop specific waste enforcement policies that are practicable and improve our re-use, recycling or composting performance.*
- *Our enforcement policies will apply to all.*
- *We will only take formal enforcement action as a last resort once we have made reasonable efforts to educate and support.*
- *We will make sure that all reasonable steps have been made to inform residents and to support them where appropriate. We will also publicise our approach to enforcement so that people are aware of the consequences of not complying.*
- *As part of our Waste on Land Project we will appoint a Crime Prevention Officer whose principal task will be to work with all appropriate agencies to design-out environmental crime from the street-scene.*
- *We will increase the establishment of Enforcement Officers as part of our work with the Safer Bristol Project and the Avon and Somerset Constabulary.*



## 9.17 Graffiti, Fly-posting and Fly-tipping

### Graffiti

The Council is responsible for removing graffiti from Council owned properties and has powers to deal with graffiti on other premises. Generally removal of graffiti from private and commercial properties is the responsibility of the individual owner, although the Council will exercise its discretion and provide a graffiti removal service for which a charge may be made. The Council works in partnership with many agencies, some of whom have dedicated teams, to tackle the problems associated with graffiti. These include the Avon and Somerset Constabulary, the British Transport Police and the Probation Service.

Many of the powers granted to the Council to deal with graffiti fall within the Town and Country Planning Acts.

### ***Policy Statements on Graffiti***

- *The Council is committed to reducing the amount of graffiti in the City and will remove graffiti where it has duties and powers to do so.*
- *We will remove graffiti from privately owned or commercial property following a request from the owner. Offensive or racist graffiti will be removed within 2 working days, otherwise within 5 working days; a charge may be made.*
- *We will issue Graffiti Removal Notices under Section 48 of the Anti-social Behaviour Act 2003. Where such a notice is not complied with the Council will seek to enter the land/premise to remedy the defacement and may recover expenditure incurred.*
- *We will initiate prosecution proceedings when and where an offence of criminal damage/graffiti has been committed.*
- *We will produce a new street art policy which will seek to define and support the display of Public Art. Where murals or artworks are deemed to make a positive contribution to the local environment and where the property owner has raised no objection, we will be considerate to these circumstances and may not exercise our discretionary enforcement powers and/or powers of removal.*
- *We will work closely with the police to identify tags and taggers, collect evidence and pursue court action where it is appropriate to do so.*
- *We will work with the Council's Youth Offending Team to engage with young offenders and probationers who have been convicted of graffiti vandalism by involving them in diversionary projects and workshops, and in graffiti removal.*

- *We propose to set up a Neighbourhood Arts Review Panel to review applications for Street Art using the Bristol Clean and Green Board Meeting as a forum for decision making on what is acceptable.*
- *We plan to establish a data-base and map to define those murals and items of Street Art which have been commissioned by local community groups and approved by the Council. This will be published on the Council's web site.*

## **Fly-posting**

Fly-posting is defined as any printed material and associated remains informally or illegally affixed to any structure. It excludes any formally managed and approved advertising hoardings and valid, legally placed signs and notices (unless they are out of date). It includes any size of material from small, self-adhesive stickers up to large posters – often advertising popular music recordings, concerts and other events. In dealing with the problems of fly-posting the Council has adopted a range of initiatives to address both large posters ie: those that are often 'pasted' on structures; and smaller scale posters ie: those which are 'tacked' to structures.

The Council works in partnership with the Avon and Somerset Constabulary and their Police and Community Service Officers to gather information and intelligence on instances of fly-posting.

Many of the powers given to the Council to deal with fly-posting fall within the Highways Act 1980 and the Town and Country Planning Act 1990.

### ***Policy Statements on Fly-posting***

- *We will serve notice by letter on owners of premises to remove fly-posting within 48 hours. Failure to do so will result a formal notice being issued under section 225 of the Town and Country Planning Act 1990. The Council has the power to undertake the work and recover costs in default.*
- *We will issue Fixed Penalty Notices to those caught in the act of fly-posting under section 132 of the Highways Act 1980.*
- *We will undertake proactive surveillance and carry out patrols across the City as part of our responsibilities to maintain the street-scene.*
- *We will serve injunctions on venue promoters and club owners where persistent offences occur.*

- *We will liaise with the Council's Licensing Teams should fly-posting of particular premises become a public nuisance, and will where appropriate, seek to revise the terms of any licence.*
- *We plan to review the benefits or otherwise of creating legal sites at which the authorised posting of notices could be granted.*

## **Fly-tipping**

Fly-tipping is the unauthorised deposit of waste on land. Although of high public concern, it is likely that the increasing cost and tightening of regulatory requirements on the handling of waste will inevitably increase the risk of materials being fly-tipped, particularly the more hazardous types of wastes.

Over the past decade, the law has been considerably strengthened to allow Local Authorities to manage and improve the local environment. The Environmental Protection Act 1990, the Crime and Disorder Act 1998, the Anti-social Behaviour Act 2003, and the Clean Neighbourhoods and Environment Act 2005, now provide enhanced powers and penalties.

Despite this legislation, fly-tipping remains a continuing problem and must be considered as anti-social behaviour, an environmental crime and at its worst can lead to serious pollution of the environment and harm to human health. It can impose significant costs on Local Authorities, which must then be recovered through the Council Tax.

The Council works proactively in partnership with the Environment Agency, the Avon and Somerset Constabulary and other Government agencies such as the Inland Revenue to gather information and intelligence on instances of fly-tipping.

Many of the powers granted to the Council to deal with fly-tipping fall within the Environmental Protection Act 1990.

As a result of the Council's Waste on Land Project, all fly tipped waste is removed by a single contractor and searched for evidence.

Prevention of fly-tipping is the main focus of the Street-scene Enforcement Team supported by a telephone hot-line on which residents can report incidences of fly-tipping, details of which are available on the Council's Website (or via Crime Stoppers).

## ***Policy Statements on Fly-tipping***

- *We will work with the Environment Agency under an existing Memorandum of Understanding to deal with instances of fly-tipping.*

- *The council and the Environment Agency will investigate and prosecute offenders who can be fined an unlimited amount in court.*
- *We will ensure that adequate and effective collection arrangements for household waste are in place including well-publicised arrangements for collecting bulky items and that information relating to the disposal of commercial and industrial waste is also published, to reduce the opportunities for fly-tipping.*
- *We will aim to remove fly-tipped waste as quickly as possible to maintain the cleanliness of the City, discourage further fly-tipping at the same location and prevent wastes causing harm to health.*
- *We will take action against those who fly-tip waste and will 'name and shame' where appropriate.*
- *We will require businesses to account for the disposal of their waste by visiting premises, carrying out Duty of Care enquiries and issuing notices wherever necessary.*
- *We will inform businesses how to look after their waste.*
- *We will inform householders how to look after their waste including how to present their waste for collection. Failure to comply can result in a Fixed Penalty Notice.*
- *We will intervene in the chain of events leading to the dumping of waste by:*
  - *Asking for waste transfer notes in every business;*
  - *Checking that waste carriers have a licence;*
  - *Requiring businesses to store their waste correctly;*
  - *Requiring all construction waste to be placed in a proper skip.*
- *Non-compliance with our requirements will be enforced by using proportionate action eg: warnings, cautions, fixed penalty notices, prosecutions.*
- *Where we take action to remove fly-tipped materials we will seek to recover our costs from the landowner and/or the perpetrator.*
- *We will initiate prosecution proceedings where considered appropriate in conformity with Crown Prosecution Guidance and the Government's Enforcement Concordat.*
- *We will act as 'One Council' and remove fly-tipped waste from any Council occupied land on behalf of other Directorates.*
- *We will work in liaison with the established Neighbourhood Partnerships.*

- *We will carryout both covert and overt surveillance operations at fly-tipping 'hot-spots'.*
- *Where appropriate we will seek to introduce Traffic Regulation Orders to control instances of fly-tipping.*
- *We will be proactive in working with our waste collection contractor in gathering information from fly-tipped sites. This will include spot-checks of suspects and vehicles where incidents of fly-tipping are prevalent.*
- *We will use the powers vested in the Town and Country Planning Act 1990 Section 215 to take action requiring land to be cleaned up when its condition adversely affects the amenity of the area.*
- *We will publish our performance against National Indicator NI 196 ie:  
Proportion of Land with Unacceptable Levels of Fly-tipping*

## **9.18 Abandoned Vehicles**

Abandoned vehicles are a source of nuisance, potential environmental pollution and danger to the community, in particular children.

The EU End of Life Vehicle Directive has been translated into UK legislation through the End-of-life Vehicles Regulations 2003 and the End-of-life Vehicles (Storage and Treatment) Regulations 2003. The aims of the Directive are to reduce the amount of waste from end of life vehicles and therefore reduce the overall environmental impact and resource use in vehicle manufacture. This includes the impact of disposal through greater reuse and recycling and stricter regulation of any storage and treatment facilities. The Directive also requires that free take-back of vehicles by manufacturers must be in place by 2007.

### ***Policy Statements on Abandoned Vehicles***

- *We will investigate vehicles reported to us within 24 hours of receiving a request.*
- *The Council will work with the DVLA, Police, Fire Service and Community Watch Groups to ensure information is passed effectively so that the efficient collection of abandoned and “nuisance parked” vehicles takes place.*
- *In liaison with our partners we will pursue the prosecution of offenders and issue Fixed Penalty Notices when and where appropriate.*
- *Once a vehicle has been legally deemed to be abandoned, we will remove the vehicle within 24 hours.*

## **9.19 A- boards**

The Council has a duty to assert and protect the rights of the public to the use and enjoyment of the highway (which includes footpaths, paved areas, grass verges, landscaped areas and pavements) and to allow the public to use the highway safely and without obstruction. The effective and proper enforcement of the laws relating to highways is essential to protect the local environment and to protect residents and visitors from harm.

To assist in enforcing aspects of the highway, many Authorities have policies in place with respect to A-boards. A-boards are often described as advertising boards and shop displays that can encroach upon the highway and its environs.

Whilst the Council understands that businesses need to attract customers and appreciates that this may include the provision of A-boards and the display of goods outside of their premises, a clear policy on their existence can assist in applying a fair and consistent approach to their enforcement. eg: placing A-boards in sensitive areas can be unacceptable because of the adverse impact that the proliferation of such displays can have on visual amenity. In crowded streets the placement of A-boards can cause obstruction for the disabled, the visually impaired, and for people with prams and those with young children. They can also be a traffic hazard if placed or sited incorrectly.

### ***Policy Statements on A-boards***

- *We will ensure that the powers already available to the Council to restrict the proliferation or inappropriate placement of A-boards are applied fairly and consistently, and in the best interests of public safety.*

## **9.20 Public Conveniences**

Although there is no duty on a Local Authority to provide public toilets, Bristol along with many other Authorities do provide facilities in parks and other public places. In recent years the Council has rationalised the number of Council owned facilities by closing those which have been under-used or abused. Where appropriate, such savings have been used together with additional capital funding to improve and upgrade others.

### ***Policy Statements on Public Conveniences***

- *All facilities provided by the Neighbourhoods Directorate will be cleaned in accordance with the standards imposed by the British Institute of Cleaning. All minor vandalism will be repaired within 2 working days. In the interests of public safety Site Attendants will be provided when and where circumstances dictate.*
- *The Council will encourage other organisations and businesses to have their facilities open and available for use by the general public.*
- *The Council will publish and keep up to date a Guide to the Provision of Public Conveniences in the City.*
- *A review of the weekend provision of portable city centre urinals will be undertaken.*



## **9.21 Winter Maintenance**

The City Council as the Highway Authority is responsible for all public highways within the City boundary except for motorways and trunk roads. Motorways and trunk roads are the responsibility of the Highway Agency. Adopted public highways are managed by the City Council under duties and powers vested in it by the Highways Act 1980 and the Railways and Transport Safety Act 2003.

Under the above Acts a statutory duty and a moral obligation is placed on a Highway Authority to maintain the adopted public highway in a safe condition, including winter gritting for ice and the removal of snow as far as reasonably practicable.

The actual operation of winter gritting and snow clearance forms part of the Council's wider Street Cleansing Contract currently undertaken by SITA (UK) Ltd. Drivers normally employed on refuse collection and street cleansing duties are deployed when necessary to drive winter gritting vehicles and ancillary equipment.

Currently the Council's policy is to grit all 'A' roads, bus routes and routes around Health Centres as a priority when conditions require. The Council is not able to grit all roads and pavements in the City as the physical and financial resources are simply not available for such an exercise. It does however exercise discretion and will determine its day-to-day priorities on gritting etc on the basis of the conditions prevailing at the time eg: within the major inner-city shopping areas. Residents safety will always be paramount. However it does not routinely grit footways, footpaths and pavements unless conditions deteriorate and not before all other priorities have been satisfied.

The overall aim of the Council's Winter Maintenance Plan is to maintain to a reasonable standard those highways that are maintainable at the Council's expense within the available resources and to prioritise the work to achieve the overall objectives of public safety, taking account of the conditions prevailing at the time.

### ***Policy Statements on Winter Maintenance***

- The Council will continue to incorporate winter gritting within its street cleansing contract.
- The Council will determine its priorities for winter gritting based upon the need to keep 'A' roads and bus routes free of ice and snow.
- The Council's Highways Maintenance Division will consult with partners and agencies in order to identify the priorities for winter gritting.
- The Council will prioritise its precautionary pre-salting in advance of frost and light snow and its gritting/snow clearance to the following areas:

principal roads; major routes connecting centres of population; commuter routes; bus routes; and roads around hospitals and emergency services.

- Minor distributor roads will not have precautionary pre-salting nor will they be subject to snow clearance.
- Grit bins will be strategically located around the City on minor routes and hills so that local residents may undertake any gritting they feel is needed.
- The Council's contractor will apply sand or grit by hand to hills, footways, elderly persons dwellings and shopping centres as and when resources allow.