

Agenda Item 11

Neighbourhoods Scrutiny Commission – Friday 16th October 2015

Policy, Strategy & Communications Team, Business Change

Scoping Plan

Subject: Updating the 2009 Waste and Streetscene Services Strategy

Date: Friday 16 October 2015

Contact: Kay Russell, Strategic Planning Manager, Policy, Strategy & Communications

1. **Aim**

To outline the scope of the work required to update the Waste and Streetscene Services Headline Strategy.

2. **Purpose**

There is a need to revisit and refresh the 2009 Strategy with a view to informing the future direction of travel for the Council's Waste and Streetscene services. There is also a need to re-evaluate the whole waste strategy in the light of wider changes taking place both nationally and locally. This includes any changes in EU/UK Waste legislation that have taken place since the last strategy, local demographic change and ongoing budget pressures faced by the Council. It will also need to incorporate any future expectations of national changes and government changes in measurement of waste and potential targets.

3. **Defining the Task**

Following an initial discussion at Neighbourhoods Scrutiny Commission in September 2015, it has been agreed that an operational level review of the Waste Strategy will be undertaken. This will enable a continued focus on the key themes set out in the 2009 Strategy as well as an emphasis on issues of importance that have been identified since e.g. at Inquiry Days.

Officers will:

- keep the same overall goals (waste minimisation and maximising recycling, repair and re-use) but
- take into account more recent developments, such as the establishment of the Bristol Waste Company and the Bristol Energy Company, the Council's status as Green Capital and the outcomes from the Neighbourhoods and Place Scrutiny Inquiry Days which are summarised below in Phase 1 of our approach.

4. **Strategy Refresh Process**

We will follow DEFRA guidance, and consider:

- Where are we today? (the current situation as regards waste management)
- Where do we want to get to and when? (the objectives for how waste will be managed more sustainably in the future)
- What do we need to do to get there? (the actions which are planned to achieve the objectives)

In addition, the strategy will provide:

- 'A route map' showing how objectives will be achieved; with
- Further detail, especially for the short term, in Action Plans.

In brief, reviewing and refreshing the existing Waste strategy can be broken down into three phases.

➤ **Phase 1 – Scoping/Information Gathering and Best Practice**

Factual data within the existing 2009 strategy is now being updated to reflect the current position. This includes looking at changes in demographic information and legislation. Officers are reflecting how the context has changed since the previous strategy through, for example, examining any changes in waste related legislation at EU and UK level.

In addition, this phase has started to look at current challenges and at the most promising ways to address them through reference to best practice from elsewhere in the UK. Our research and the development of our draft strategy will include looking at current practice and achievements in the Core Cities, our neighbouring local authorities and specific others where good practice is identified. The benefit of any new technologies or approaches used in other areas will inform the new strategy.

Two inquiry days on waste services have been held by the Neighbourhood Scrutiny Commission (26th November 2014) and Place Scrutiny Commission (18th March 2015). Feedback from these and from the last Neighbourhood Scrutiny Commission meeting (14th September 2015) produced the following **priorities**:

- **Greater emphasis on street scene services**, e.g. by ensuring that new landlords grant the Council permission to remove graffiti from their properties.
- **Encouraging reuse, repair and recycling** through (1) public communications highlighting cumulative effects of recycling; (2) learning from best practice in other local authorities. Officers will look at local examples of good practice e.g. Repair Cafes, the Furniture Re-use Network and the Waste Action Group and also at national examples such as re-use of donated items at recycling centres (Scotland, Devon). Information will be gathered on the impact of these approaches to determine both the effectiveness and cost benefits. The resulting impact on the waste available for recycling will also be considered as this may have implications for the cost of recycling contracts.
- **Improving and publicising enforcement** by (1) pursuing compliance by local businesses, landlords and residents, (2) increased data-sharing across the Council and (2) publicity campaigns which utilise effective channels such as social media and the Mayor and/or Green Capital. The Strategy will identify and outline the need for the proactive provision of advice and support to traders to enable good practice in respect of waste disposal e.g. local initiatives such as that undertaken by the Gloucester Road traders could be highlighted to others in the City; consideration will be given on whether the Waste Company can offer advice to small businesses. The Strategy will also look at the potential for improvements to be made to enforcement processes.
- **Strengthening corporate social responsibility** and encouraging traders/businesses to reduce e.g. food packaging. The Strategy will look at ways to require organisations and businesses to take responsibility for disposing of waste more responsibly. The Council's response to the Social Value Act could provide the ability to require specific targets in this respect in contracts with the Council.

- **Opportunities provided by Energy Company.** Provide information about current waste to energy projects and future options.
- **Keep headlines from the 2009 waste strategy.** The above points should be added rather than replace the previous strategy.

For more detail on the outputs from the two Inquiry Days, Appendix A summarises the findings. Following discussion with Scrutiny Commission in September 2015, officers will also give due consideration to the following areas when developing the draft Strategy:

- **Integrated approaches:** consideration will be given to the potential for a more integrated approach so that other Council services support the Waste Strategy.
- **Models of provision:** as part of the work to develop the Strategy, research will be undertaken into the potential for setting up social enterprises to deliver aspects of the service.
- **Citizens:** concern over the increase in fly tipping and inappropriate disposal of waste around temporary/student accommodation necessitate a fresh look at these areas in the new Strategy. The problems will be mapped across the city and appropriate actions identified including working with landlords, universities and citizens to raise awareness of the negative impact on the environment and living conditions and to significantly reduce the amount of items disposed of inappropriately outside properties at the end of tenancies. An education campaign for citizens will be outlined to reduce fly tipping across the city including around recycling points and centres.
- **Green Capital:** the Strategy will reflect on the beneficial impact of the Council's year as Green Capital and outline what else will be done to support the Waste Strategy.
- **Devolution:** officers will be mindful of any potential opportunities or risks as a result of discussions with central government on devolution.
- **Financial modelling:** Consideration will be given to the financial implications for the potential options in the Strategy by looking at what the potential risks are as well as looking at what measures can be used to monitor future performance. This will include a consideration of the costs of reactive versus proactive work around waste and how the Council might change the emphasis e.g. by investing in prevention of flytipping instead of paying to pick waste up after it has been illegally dumped.

This phase will also consider and ensure greater integration between the Waste Strategy and other work streams being undertaken by the Council, in particular Global Green Capital, but also, for example, the work being undertaken around building community resilience and highlighting potential links with the public health agenda.

At the October Scrutiny planning meeting, it was suggested that a broader focus be adopted for the overarching strategy – ie. making it a Resources/Resource Management strategy, putting greater emphasis on the importance of waste as a resource and the efficient management of materials as a key component of a circular economy. A circular economy, in which we keep resources in use for as long as possible, extract the maximum value from them whilst in use, then recover and regenerate products and materials from them to minimise the

use of new resources, has been moving up the European political agenda for a number of years.

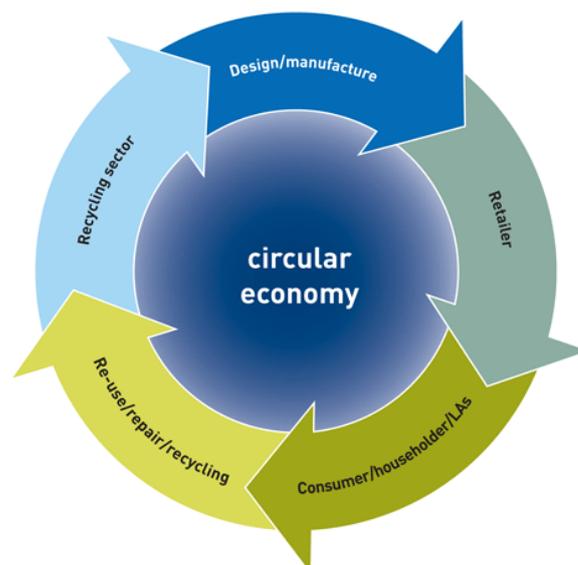


Diagram Source: Waste and Resources Action Programme (WRAP)

It is anticipated that this broader approach to the revised strategy is likely to foster a more integrated approach so that other Council services can support the Waste Strategy.

➤ **Phase 2 – Stakeholder Engagement and Options Appraisal**

In Phase 2, the work will be to consider what options the council will (and will not) pursue along with the strengths and weaknesses of different options. We will engage with partner organisations and determine what best can be done to win ‘hearts and minds’ to facilitate business and domestic waste reduction and an increase in re-use, repair and recycling.

This phase will consider in more depth the financial implications for potential options, what the potential risks are as well as looking at what measures can be used to monitor future performance, particularly with respect to ensuring that waste contractors are fulfilling their contractual obligations. Issues relating to enforcement will be considered so that everything possible is being done to ensure that organisations and individuals dispose of waste properly.

The two Scrutiny Inquiry Days (26th November 2014 and 18th March 2015) have already contributed a significant direction for the work in the second phase (see areas listed in Phase 1 above). Officers are ensuring that the outputs from those Inquiry Days inform the development of the Strategy. Neighbourhoods and Place Scrutiny Commissions will be kept informed on the development of the Strategy and future options. It is suggested that further scrutiny involvement takes place once some initial research on best practice has been undertaken. Scrutiny input would also be welcome during this phase looking at future performance measures, to support their key role in monitoring performance once the revised strategy is implemented.

Once prepared, a draft Waste Strategy will be put out for consultation. DEFRA guidance states that, in addition to key internal stakeholders, ‘authorities should also engage the local community and other external partners’. Officers will undertake stakeholder mapping exercise to ensure that all possible stakeholders are identified ahead of engagement and consultation. Initial work on this phase has identified the following stakeholders:

Internal	Elected Members Extended Leadership Team All staff in the Council to be made aware					
External	Neighbourhood Partnerships All citizens and to include students	Traders	All Sector Providers	Landlords	Other e.g. Waste Co Energy Co Green Capital	Partner orgs e.g. NHS, Universities

Consultation will include taking the draft Strategy to Neighbourhood Partnerships and advice will be taken from them on the suitability of taking consultation to the Neighbourhood Forums. In this way, consultation will be undertaken on a local area basis to enable the full range of stakeholders to participate and discuss the Strategy together bearing in mind local needs and priorities. Further consultation workshops will be set up for other key stakeholder groups as set out above. The strategy will also be publicised on the Council's Consultation Finder service with an online questionnaire in relation to the Strategy and Policy Proposals contained within it. As this is a refresh of an existing strategy rather than a completely new strategy, the timescale for consultation will be 8 weeks.

➤ **Phase 3 – Strategy Approval and Development of Action Plan**

Drafts of the revised Strategy will be made throughout Phase 2 in order to reflect input from stakeholders. A draft which incorporates comments and suggestions from stakeholders will then go through the formal decision making process of the Council for final approval.

As with the previous strategy, it is anticipated that the revised Waste Strategy and complementary policy statements will subsequently form the basis of future waste contract specifications.

5. **Timescale**

Below is a tentative timetable. The Scrutiny Inquiry Days are viewed as contributing substantially to both the scoping and option appraisal/stakeholder engagement phases. The work being undertaken with Neighbourhood Partnerships can also be seen as contributing to stakeholder engagement.

Key Actions	Estimated Timescale
Phase 1: Scoping/Information Gathering and Best Practice	
<ul style="list-style-type: none"> Review of structure of existing strategy – is it fit for purpose, what should be kept, what needs to change, revisit vision, strategic aims etc, consider examples from other cities Updating any key factual information required ie. updating the strategic context – national and EU legislation, data on waste collection and recycling, local demographic and economic data. Update city council context – budget pressures, mayoral priorities etc 	To be undertaken between September 2015 and early November 2015

Key Actions	Estimated Timescale
<ul style="list-style-type: none"> Refresh/identify linkages between Waste Strategy and other local strategies/initiatives – ie links to Joint Waste Strategy, Corporate Plan, Green Capital activity, Energy, links with Public Health etc 	
<ul style="list-style-type: none"> Examine evidence relating to new and different technologies and processes surrounding waste and its disposal. Consider current challenges and identify best practice from other local authorities. Input will be sought at this stage from a range of potential partners and contributors in order to bring in a range of ideas and expertise at an early stage of the process. 	
<ul style="list-style-type: none"> Identify existing customer information/opinions relating to waste and recycling services via existing resources – ie. Quality of Life survey data. 	
Phase 2: Stakeholder Engagement and Options Appraisal	
<ul style="list-style-type: none"> Identify options for current waste technologies and processes, what are the strengths and weaknesses of different options? What is the potential of new opportunities ie. potential role of the Energy Company in waste disposal 	The most time and resource intensive phase of the process – from early November 2015 to early January 2016
<ul style="list-style-type: none"> Consider options for better working with major partners (e.g. the NHS and Universities) and with local businesses, large and small - what best can be done to win ‘hearts and minds’ to facilitate business and domestic waste reduction and an increase in re-use and recycling. 	
<ul style="list-style-type: none"> Consider financial implications for potential options, what the potential risks are as well as looking at what measures can be used to monitor future performance. This will include a consideration of the costs of reactive versus proactive work around waste and how the Council might change the emphasis e.g. by investing in prevention of flytipping instead of paying to pick it up 	
<ul style="list-style-type: none"> Stakeholder engagement (internal and external) to consider potential options. Also need to consider input from the public on options/early draft of strategy via website, workshops etc. 	
<ul style="list-style-type: none"> Appraisal of options and feedback from stakeholders. 	
Phase 3: Strategy Approval and Development of Action Plan	
<p>Initial drafts will be written during Phase 2 but a final draft will be finalised, taking on board comments and feedback from stakeholder engagement.</p> <p>The Strategy will include an Action Plan with targets for delivery.</p>	Undertaken in January 2016 for completion by February 2016

Headline needs highlighted by waste management Inquiry Days held by the Neighbourhood Scrutiny Commission (26th November 2014) and Place Scrutiny Commission (18th March 2015).

1. Winning hearts and minds

- a. Marketing campaign on benefits of recycling
 - i. Use Green Capital
 - ii. Make available in different languages
 - iii. Link to public health agenda e.g. more homecooking
- b. Tackle inappropriate food packaging
- c. Changes to collection
 - i. Sorting waste post collection where recycling rates are poor
 - ii. Collect broken items
- d. Provide financial incentives for recycling
- e. Partnership working e.g. NHS and universities

2. Taking action when needed

- a. Take action against landlords; staff training and evidence gathering
- b. Research on impact of prosecutions on changing behaviour
- c. Communication Strategy to report enforcement
- d. Indemnity form for landlords
- e. Customer satisfaction on waste collection performance should be reported
- f. Neighbourhood Partnerships to agree Neighbourhood Plans including waste operations
- g. Waste contractors to educate local residents

3. Waste disposal

- a. Exporting waste is preferable to landfill but still undesirable
- b. Preferred methods are MBT/Anaerobic Digestion and pyrolysis/gasification → resilience could be improved if different methods were used
- c. All black bags should be sifted for recyclable waste
- d. Build evidence base on waste disposal solutions
- e. Debate relationship between waste disposal and energy

4. Household Waste Recycling Centres (HWRCs)

- a. Explore option of future HWRCs being commercial ventures or social enterprises
- b. Explore HWRCs as repair/re-use facility → enable residents to take items as well as drop off

5. Energy Company and Development Control/Licensing Issues

- a. Consider crossover with planning/development when considering heating/combined heat and power from waste

- b. District Heating Systems supported but concerns raised over maintenance cost and durability of individual DHS
- c. Council should remove barriers to enable more repair/reuse/exchange facilities to be set up across the city