

Report to Sustainable development panel
25 July 2012
Report of Head of citywide services
Subject Enhanced support for recycling services

Item

7

Purpose

To seek approval to bid for government funding in order to expand and enhance the food waste collection service and continue the programme of doorstep recycling support.

Recommendation

To recommend to cabinet that it approves a bid in the region of £475.5k to the Department of Communities and Local Government (DCLG) Weekly Collection Support Scheme, in order to expand the food waste collection service and continue the current programme of doorstep recycling support into financial years 2013-14 and 2014-15.

Corporate and service priorities

The report helps to meet the corporate priority “A safe and clean city” and the Service Plan priority to deliver an efficient and effective waste service whilst increasing landfill diversion rates.

Financial implications

There will be financial implications arising from years four and five – 2015-16 and 2016-17 – and thereafter. This could amount to a maximum of £67k additional expenditure p.a. Officers believe that future improvements in recycling performance will mean that this increase will be contained within the waste management budget without any requirement to seek additional revenue funding.

Ward/s: All Wards

Cabinet member: Councillor Driver – Environment and neighbourhoods

Contact officers

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manager

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Background documents

None

Report

Background

1. During 2011 the Department for Communities and Local Government (DCLG) announced a new source of funding for local authorities – the Weekly Collection Support Scheme (WCSS). The WCSS is a challenge fund which will provide up to £250million to support local authorities in delivering weekly collections of household waste and recycling. The fund is open to English local authorities that wish to introduce, reinstate or retain weekly collections of household waste. The funding available is for a maximum of three years, with financial year 2012-13 being year one. Any local authority which uses WCSS funds to introduce or improve collection services must maintain these services for a minimum of five years from 2012-13.
2. Since 2007 this council has operated an alternate weekly collection (AWC) service for waste and recycling, a service which is now provided to the overwhelming majority of households in the city. AWC has contributed to raising the recycling rate from around 16% to around 43%. Since 2010 a new weekly food waste collection scheme has been added to the AWC service and this scheme is now diverting over 2,500 tonnes of food waste away from landfill every year.
3. It is a corporate objective of this council to reach a recycling rate of 50% as a stepping-stone toward the long-term aspirational target to reach a rate of 55% by 2014/15. In pursuance of this objective the council currently has a small project team engaged in a door-to-door campaign aimed at increasing participation in our recycling services. Initial feedback, as reported to the sustainable development panel in June of this year, demonstrates that face-to-face engagement is both helpful to residents and effective in increasing recycling participation.
4. Recycling attracts a payment from Norfolk County Council circa £50 per tonne as a 'reward' to this council and our residents for diverting waste away from landfill. Recycled food-waste currently attracts a premium payment of £76 per tonne.
5. Using information collected from participation surveys of around 4,000 properties during the early part of 2012, it appears that an average of 28% of households are using the food waste recycling service (all households do not put their food waste out at every collection so the actual participation is likely to be a little higher than the recorded figure). This participation figure is substantially below the averages achieved by other food waste collection services. A 2009 trial conducted by the Waste and Resources Action Programme (WRAP) found 10 out of 20 councils who trialled a food waste service had participation rates of 70% or above. A 70% participation rate is now the anticipated average assumed by councils when new food waste services are proposed. The extremely low participation figure achieved in Norwich clearly indicates a need for the continued promotion of our recycling services on the doorstep.

6. One reason that residents have given for not participating in the scheme is that the council does not provide a free supply of compostable caddy liners. Research by WRAP suggests that providing residents with liners improves the performance of food waste schemes because they make them cleaner and easier to use. A 2009 attitudinal survey of food waste schemes which used liners found 97.9% of respondents saying that this provision was helpful. Evidence from other local authorities supports the view that the provision of liners increases participation.
7. Whilst there have been significant advances in the provision of recycling services to Norwich residents it is still the case that some areas of the city have either limited or no access to general recycling services, particularly food waste. This is a particularly true of areas of flatted accommodation, tower blocks and areas where access and space are restricted. These are the areas often referred to as 'hard-to-reach'.
8. Given the need to increase participation, the feedback about caddy liners and the desire to provide recycling facilities to as many properties as possible, officers believe there would be tangible benefits from bidding for funds from the WCSS. In pursuance of this there has been contact with our nearest neighbouring waste collection authorities (WCA) South Norfolk Council and Broadland District Council as well as the waste disposal authority (WDA) Norfolk County Council. As a result of these discussions, the WCA's and the WDA have formed a consortium to explore the opportunities provided by the WCSS.
9. The consortium nominated Norwich to lead any joint bid for funding and the council has led a formal process of expressing interest in the fund (March 2012) and making an outline bid (May 2012). A decision is now required as to whether the council should continue this process and submit a final bid for WCSS funding. This would need to be lodged with the DCLG no later than 17 August.

Bid Details

10. The WCAs and the WDA are now refining the content of their outline bids in the light of feedback received from the DCLG.
11. For Norwich, it is proposed to apply for sufficient funding to –
 - Facilitate the purchase and distribution of compostable caddy liners to all households participating in the food waste service
 - Purchase an additional supply of kerbside and kitchen caddies and provide these to new entrants on the scheme and to those households where caddies have been lost or damaged
 - Extend the temporary contracts of the two door-knocking staff for 2013-14 and 2014-15
 - Extend the food waste and general recycling services to ensure that every household has access to recycling service

All of this would require total net expenditure of a maximum £475.5k over the three years of WCSS funding. Table 1 (below) provides the detail of costs and income over the five years covered by the scheme.

Table 1 – Norwich City Council WCSS costs and income (assuming a successful bid)

Year 1 – 2012/13	Year 2 – 2013/14	Year 3 – 2014/15	Year 4 – 2015/16	Year 5 – 2016/17
Extend temporary staff to year-end - £5k	Staff (including all on-costs and vehicle costs) - £66k	Staff (including all on-costs and vehicle costs) - £66k		
Stock of new and replacement kerbside and kitchen caddies including distribution - £105k	Additional communications costs - £10k	Additional communications costs - £10k		
Provision of compostable caddy liners (half-year supply) including distribution costs - £52.5k	Provision of compostable caddy liners including distribution costs - £105k	Provision of compostable caddy liners including distribution costs - £105k	Provision of compostable caddy liners including distribution costs - £105k	Provision of compostable caddy liners including distribution costs - £105k
Additional recycling processing costs - £7k (Dry recycling £2k, food waste £5k)	Additional recycling processing costs - £24k (Dry £4k, food £20k)	Additional recycling processing costs - £41k (Dry £6k, food £35k)	Additional recycling processing costs - £58k (Dry £8k, food £50k)	Additional recycling processing costs - £58k (Dry £8k, food £50k)
Additional Recycling Income - £13k (Dry £4k, Food £8k)	Additional Recycling Income - £40k (Dry £10k, Food £30k)	Additional Recycling Income - £68k (Dry £15k, Food £53k)	Additional Recycling Income - £96k (Dry £20k, Food £76k)	Additional Recycling Income - £96k (Dry £20k, Food £76k)
Net Expenditure - £156.5k funded by the WCSS	Net Expenditure - £165k funded by the WCSS	Net Expenditure - £154k funded by the WCSS	Net Expenditure - £67k	Net Expenditure - £67k

12. The costs for the provision of caddy liners assume that all participants in the scheme receive a delivery of liners twice per year and that participation in the scheme is in excess of 70% of households. It has also been assumed that Norwich will source and purchase liners independently. In reality, participation rates will be lower in at the outset and other, less expensive, methods of distribution may be used. It is also the intention of the consortium to seek economies of scale through the joint purchasing of supplies (this approach will score highly with the DCLG). For these reasons it is anticipated that actual spend will be lower than the totals indicated in Table 1.
13. South Norfolk Council is proposing to introduce new food waste collection services to around 17,000 households in Costessey, Cringleford, Hethersett, Wymondham and Easton. They are seeking around £540k of funding from the WCSS over the three years.

14. Broadland District Council is proposing to expand their current food waste trial to an additional 7,500 households on the urban fringe of Norwich. They are seeking around £464k of support from the WCSS over the three years.
15. Norfolk County Council is proposing an overarching recycling awareness campaign to aid the increased uptake of food waste collections in the three WCAs and to promote waste minimisation through an expansion of the 'Love Food Hate Waste' campaign. The precise value of their element of the bid has not yet been determined. Norfolk County Council has also agreed, in principle, to continue to pay the enhanced food waste recycling credit for the next five years.
16. From the feedback received, it is clear that the DCLG recognise the 'additionality' that is provided in a joint bid including neighbouring district councils working together with the county council. It has been indicated that this consortium approach will score well when the final bid is assessed. There is, however, no formal indication as to the chances of a joint bid being successful. Whilst the DCLG has not provided specific feedback about the totality of bids, a Freedom of Information request from a trade journal has indicated that bids total around £430 million. Only one council, Stoke-on-Trent, has proposed ending AWC services in order to return to weekly collections. Thirteen other councils have submitted bids for funds to retain weekly collections which they had planned to phase-out in the coming years. The majority of bids are similar to the Norfolk joint bid and seek to 'bolt-on' additional weekly recycling services to existing AWC systems. Predominantly these are food waste collections, although some bids propose new garden waste services and in a few instances dedicated weekly nappy collections.
17. Throughout the process to date, councils have made clear to the DCLG that they have insufficient resources to part-fund any new services. As a result, the feedback from the DCLG clearly indicates that a straightforward choice will be made and successful bids will receive all the financial support they request, or else they will receive all the financial support to implement specific elements of their bid. There is no intention on behalf of the DCLG to provide a percentage of the costs and therefore no likelihood of the council being required to subsidise elements of the bid during the first three years.
18. A joint bid would be 'led' by Norwich City Council, placing requirements on citywide services to coordinate the four authority bid and the ongoing requirement for the administrative and financial management of the scheme should funding be awarded. Officers have considered these implications and believe that existing resources are sufficient to successfully manage these issues.
19. In view of the benefits that this funding could achieve, in particular the diversion of more waste from landfill and the significant progress towards the aspirational recycling target, officers recommend that a bid for WCSS funds should be compiled and submitted.
20. The sustainable development panel will consider this report at its meeting on 25 July 2012 and any comments from that meeting will be reported verbally to cabinet.

Integrated impact assessment



NORWICH
City Council

The IIA should assess **the impact of the recommendation** being made by the report

Detailed guidance to help with completing the assessment can be found [here](#). Delete this row after completion

Report author to complete

Committee: Cabinet

Committee date: 25/07/2012

Head of service: Adrian Akester

Report subject: Enhanced Support for Recycling Services

Date assessed: 16/07/2012

Description:

	Impact			
Economic (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Finance (value for money)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Other departments and services e.g. office facilities, customer contact	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
ICT services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Economic development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Financial inclusion	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Social (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Safeguarding children and adults	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<u>S17 crime and disorder act 1998</u>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Human Rights Act 1998	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Health and well being	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Equality and diversity (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Relations between groups (cohesion)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

	Impact			
Eliminating discrimination & harassment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Advancing equality of opportunity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Environmental (please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Transportation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Natural and built environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Waste minimisation & resource use	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Pollution	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Sustainable procurement	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Energy and climate change	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
(Please add an 'x' as appropriate)	Neutral	Positive	Negative	Comments
Risk management	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Recommendations from impact assessment	
Positive	
Negative	
Neutral	
Issues	