

AGENDA FOR

OVERVIEW AND SCRUTINY COMMITTEE

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To: All Members of Overview and Scrutiny Committee

Councillors : D Bailey, S Carter, D Cassidy,
A Cummings, J Daly, I Gartside (Chair), M James,
S Nuttall, O'Brien, J Smith and T Tariq

Dear Member/Colleague

Overview and Scrutiny Committee

You are invited to attend a meeting of the Overview and Scrutiny Committee which will be held as follows:-

Date:	Wednesday, 30 July 2014
Place:	Peel Room, Bury Town Hall
Time:	7.00 pm
Briefing Facilities:	If Opposition Members and Co-opted Members require briefing on any particular item on the Agenda, the appropriate Director/Senior Officer originating the related report should be contacted.
Notes:	

AGENDA

1 APOLOGIES

2 DECLARATIONS OF INTEREST

Members of the Overview and Scrutiny Committee are asked to consider whether they have an interest in any matters on the agenda and, if so, to formally declare that interest.

3 PUBLIC QUESTION TIME

A period of 30 minutes has been set aside for members of the public to ask questions on matters set out on the agenda for tonight's meeting.

4 CALL-IN OF CABINET DECISION - BURY COUNCIL - ZERO WASTE STRATEGY AND SUSTAINABLE WASTE COLLECTION SERVICE *(Pages 1 - 50)*

Following the receipt of a Notice of Call-in within the required deadline, from Councillor Gartside calling in the decision of the Cabinet set out in Minute CA.04 of the meeting held on 16 July 2014, a meeting of the Committee has been convened in order to consider the matter in accordance with the reasons set out on the Notice of Call-In.

In considering the matter, the options available to the Scrutiny Committee are as follows:

1. The Scrutiny Committee decides not to offer any comments on the Notice. In this situation the decision of the Cabinet will stand.
2. The Scrutiny Committee decides to offer comments or objections, which will be referred back to the Cabinet at the meeting arranged for 20 August 2014.
3. The Scrutiny Committee may refer the Notice, without comment, to the Council. The matter will then be considered by the Council on 10 September 2014 (a standard item appears on all Council summons to consider referrals from Scrutiny Committees). Any comments or objections from Council will be referred back to the Cabinet at the earliest opportunity, in accordance with the Council Constitution.

The Cabinet will be required to consider any objections and comments but will not be bound by them unless..."it is contrary to the Policy Framework or contrary to or not wholly consistent with the Budget" (Overview and Scrutiny Procedure Rules - Paragraph 16(g) of the Council Constitution)."

A copy of the original paperwork considered by Cabinet, along with the decision Minute and Call -in notice are attached.

5 URGENT BUSINESS

Any other business which by reason of special circumstances the Chair agrees may be considered as a matter of urgency.

To: CHIEF EXECUTIVE**For Urgent Delivery**

For the immediate attention of the Head of Democratic Services, Chief Executive's Department, Town Hall, Bury

From: COUNCILLOR IAIN GARTSIDE**NOTICE OF 'CALL-IN' OF A LEADER/CABINET MEMBER DECISION**

in accordance with the Overview and Scrutiny Procedure Rules in the Council Constitution

This notice shall require the Chief Executive to call a meeting of the appropriate Scrutiny Committee within 5 clear working days of the receipt of this Notice.

DECISION TO BE CALLED IN:

DECISION TAKER	Yes Or No		
		Meeting Date:	Minute No:
Leader/Cabinet Member Decision	Yes	16/7/2014	CA.04
Officer Key Decision	No		
Subject of Decision... To approve the proposed changes to the waste collection service - a reduction in collection frequency of the existing 240 litre residual waste grey bin to 3 weekly.			
Reason for 'Call-In'			
1) Although the report was listed as a "Key Decision" on the Forward Plan on 16/6/2014, the 3 weekly grey bin collection element was not published. As a result, this decision has PTO			

DECISION CALLED IN BY:

(Any 8 Members or the Chair or any 2 or more Members of the appropriate Scrutiny Committee)

Name of Councillor	Signature
1. Cllr Iain Gartside	J. Gartside
2.	
3.	
4.	
5.	
6.	
7.	
8.	

Note: This notice to be sent to the Chief Executive or the Head of Democratic Services or by fax on 0161 253 5041 only or by e-mail to c.shillitto@bury.gov.uk

Reason for 'Call-In' (continued)

been made without adequate consultation with the public or the Council's scrutiny process. The decision was taken less than a week from the Council's press office making it public.

2) The level of adverse reaction from thousands of Bury residents. A petition of over 3,000 signatures was handed in recently, within a week of the announcement.

3) Further consideration of the potential health hazards to residents from less frequent bin collections.

4) More thought needs to be given to how households will be able to manage over the Christmas and New Year.

Is the assumption that a lot of the extra waste generated will be recyclable correct?

5) More clarification needed over the criteria for additional grey bins being provided to families who are unable to cope with the new regime.

6) Assurances required over Bury MBC staff being ready and adequately resourced to deal with increased demand for more bins, home visits, waste audits and recycling awareness training.

7) Prior to the new regime being implemented, will all remaining households in the Borough be issued with blue, green and brown bins?

8) If implemented in October, there could be a "Phased Roll-Out" / Pilot Scheme as was introduced by Falkirk Council? As Bury would be the first Council in England to introduce this would this be a

Reason for 'Call-In' (continued)

more prudent approach?

9) In order to increase recycling rates and allow more waste items including certain types of plastics, food packaging and textiles to be recycled, can further negotiations take place with GWA and Viridor Laing (Greater Manchester)?

10) How much Government guidance has been sought in producing this policy against that of the European Union?

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Minutes of:	THE CABINET
Date of Meeting:	16 July 2014
Present:	Councillor M Connolly (in the Chair) Councillors G Campbell, J Lewis, R Shori and S Walmsley
Also present:	Councillor S Southworth (Deputy Cabinet Member – Sustainable Borough)
Apologies:	Councillor A Isherwood
Public attendance:	20 members of the public were in attendance

CA.01 DECLARATIONS OF INTEREST

Councillor Connolly declared a personal interest in any matters relating to the fact that his partner is employed by Adult Care Services. A prejudicial interest was also declared in respect of Minute Number CA.11 Future Services Options. Councillor Connolly left the meeting room during consideration of the report.

CA.02 PUBLIC QUESTION TIME

A period of thirty minutes was allocated for members of the public present at the meeting to ask questions about the work or performance of the Council or Council services.

Topic: Brown bins

Question: The Zero Waste Strategy refers to all households having 4 recycling bins. Residents in Nangreaves have never received a brown bin and won't receive the full service. Will the Council provide brown bins for Nangreaves?

Response: The Council will look into the issue of brown bins in Nangreaves.

Topic: Safe storage of used nappies in grey bins

Question: Under the proposed 3 weekly grey bin collection, what provision does the Council have to deal with the large numbers of nappies that will be accumulated by toddler groups each day? The nappies would be stored in the grey bins for up to 3 weeks before collection. The smell from the bin could become an issue.

Response: The Council advises that each nappy is wrapped and placed in a bag and tightly secured to prevent odours. A Recycling and Awareness Officer will arrange a visit to the toddler group to advise staff on options for storage or whether a commercial waste collection arrangement is more appropriate.

Topic: Disposal of packaging

Question: Packaging of goods used by food retailers and companies is excessive and it is difficult to dispose of. How can we deal with it?

Response: Try to avoid purchasing food items with excessive packing. Suppliers must be made aware that they are part of the problem of package disposal and consumers need to apply pressure on food retailers for the

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changes to be made to the way food/goods are packaged for consumers.

Topic: Request for an extra bin for nappies/incontinence pads

Question: Could the Council provide a separate bin for nappies/incontinence pads? There may not be enough space in the grey bins where there are large families with babies. Some people have said they would put the nappies in green bins in protest.

Response: The use of nappies is time limited (2/3 years). Residents can apply for an additional grey bin and this will be considered on individual circumstances.

Topic: Side waste collection arrangements

Question: Is the Council aware of the problem of residual side waste that is currently being left out even before the new strategy is introduced?

Response: The Council will not collect side residual waste. The change to 3 weekly green and blue bins (from 4 weekly) will much reduce recyclable side waste which would only be removed where it is safe to do so. Extra blue and green bins can be provided free of charge. Areas will be visited by Recycling Awareness Officers if residual side waste is frequently left out to provide help and advice to residents.

Topic: Accessing recycling sites

Question: How do people without transport access waste disposal sites to dispose of additional waste? I don't have a car and the local waste disposal sites are in Bury and Radcliffe. This strategy is about saving money not supporting green issues. More should be done to address the food retailers that use excessive packaging. I live in a house with 4 adults. We do the best we can to recycle and the grey bin is always filled. We need more bins. Can more be done to get people to recycle? This is a short term approach to one issue that will cost more elsewhere because of the fly tipping that will take place as a result. The Council is managing austerity for the Government and putting a gloss on it.

Response: The Council is managing budget cuts and has suffered along with other northern councils. The Council is committed to green issues and to a Zero Waste Strategy. Following the Council's move to a 2 week bin collection there was little change in the incidence of fly tipping. The Council has excellent Area Teams that work efficiently to clear fly tipping. If you see fly tipping report it. The Council is committed to keeping the Borough 'green'. We are aware that a lot of people don't have their own transport and the Council provides a bulky waste collection service. Additional recycling green and blue bins can be provided. We are aware that 75% of household waste can be recycled. Recycling and Awareness Officers can provide help and advice to residents on ways to store waste items more efficiently in bins. We can also hold waste audits for homes. The savings being made are to the costs of placing waste into landfill. It costs Bury £28,000 per day to dispose of waste. Up to £7.3 million annually is being spent on waste treatment and disposal costs that could be avoided. There have been a lot of protesters against the Zero Waste Policy but there has been a lot more residents in favour who already recycle and use their grey bin only once each month. All the Council ask is that residents accept that recycling waste rates need to increase.

Topic: Provision of brown bins and biodegradable bags

Question: Could more brown bins be provided to homes with large gardens and could the Council provide more biodegradable bags and larger bags for pedal bins?

Response: Additional brown bins will not be provided. The Council is not reimbursed for brown bin waste and instead has to pay for composting this waste. The Council will provide small black kitchen caddies to help with food waste. Larger biodegradable bags can be purchased from supermarkets. If the Zero Waste Strategy is approved information leaflets will be circulated to homes during August and early September and an information pack will be circulated in mid September. The Zero Waste Strategy proposed start date would take place on Monday 6 October 2014.

Topic: Applying for 240 litre bins

Question: Can residents that have a 140 litre bins swap it for a 240 litre bin? Also will a bin be provided to new properties and to properties where occupants have moved that may not have bins?

Response: Residents can apply to have their 140 litre bins replaced for a 240 litre bin but we would ask residents to try the new system first as many of the 140 litre bins are used by 1 and 2 person households and should be able to manage. The 140 litre bins taken as part of a swap will be stored and reused for households applying for an additional bin. Bins are provided to new properties and for occupants who have moved to a new property without bins. There is a £30 charge for Grey 240 litre bins.

Topic: Assisted bin collection

Question: Will the assisted bin collection still be available to disabled residents under the new Zero Waste Strategy?

Response: The assisted bin collection service will continue. To receive this service the resident will be required to register with the Council if they have not done so already.

Topic: Zero Waste Strategy – impact on waste collection at flats

Question: Will there be any change to waste collection a flats in the Borough under the Zero Waste Strategy?

Response: There will be no change to the waste collection regime for flats.

CA.03 MINUTES

Delegated decision:

That the minutes of the meeting held on 11 June 2014 be approved and signed by the Chair as a correct record.

CA.04 BURY COUNCIL ZERO WASTE STRATEGY AND SUSTAINABLE WASTE COLLECTION SERVICE

The Cabinet Member (Environment) submitted a report proposing a Zero Waste Strategy for Bury. The Strategy has been developed to compliment the Greater Manchester Waste Disposal Authority's (GMWDA) Waste Management Strategy designed to protect the environment, cut back on the amount of waste generated and sharply increase recycling rates.

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The Council has to consider all options to increase the level of recycling in the Borough and has focussed on three of the ten strategic objectives, these are:

- Waste prevention;
- Following the waste hierarchy;
- Education and awareness.

The report set out the options for a new waste collection system which is set for implementation in October 2014. This system would involve making operational changes to support Bury residents with maximising recycling and minimising the amount of waste requiring treatment and disposal.

Delegated decisions:

1. That approval be given to adopt Bury Council's Zero Waste Strategy, including the 10 Strategic Objectives as detailed in the report submitted.
2. That approval be given to the proposed changes to the waste collection service.
3. That approval be given to an 'invest to save' initiative to include a capital spend of up to £213,400 and one-off implementation costs of £189,700 to introduce the changes. These costs will ultimately be self-financing, but initially are to be funded from loan and reserves as detailed in Section 4 of the report submitted.

Reason for the decision:

This recommendation provides a sustainable solution to increasing recycling, cutting back on waste and improving education and awareness.

Other option considered and rejected:

Do nothing. The Council would not achieve recycling targets, efficiency savings or other strategic objectives and costs associated with treatment and disposal of waste would continue to rise.

CA.05 CAPITAL OUTTURN 2013/2014

The Leader submitted a report providing details of:

- the Capital Outturn figures in respect of the last financial year 2013/14;
- Major variances between the revised Estimate and the Outturn;
- The financing of the Capital Programme in 2013/14;
- Re-profile of budgets/allocations and funding into 2014/15;
- Details of the capital receipts realised during the year.

Delegated decisions:

1. That the final Capital Outturn for 2013/2014 and explanations for major variances (Appendix A and report) be noted.
2. That the financing of the Capital Programme in 2013/2014 (Paragraph 3.5 of the report submitted) be noted.
3. That approval be given to the re-profiled slippage requests and associated funding into 2014/2015 (Appendix B)
4. That the level of Capital Receipts realised in year be noted.

Reason for the decision:

The Council is required as part of the Financial Regulations to present an annual report on the Capital Outturn.

Other options considered and rejected:

To amend or reject the recommendations.

CA.06 REVENUE AND HRA OUTTURN 2013/2014

The Leader of the Council submitted a report providing details of:

- The Revenue Outturn figures in respect of the last financial year, 2013/2014, detailing specific carry-forward requests and the proposed application of the carry-forward rules;
- Major variances between the revised estimate and the outturn;
- The level of school balances;
- HRA outturn for the year;
- The minimum level of balances in the light of risk assessments.

The figures in the report are consistent with the figures included within the Statement of Accounts which were approved by the Responsible Finance Officer on 5 June 2014 and approved by the Audit Committee on 15 July 2014. The figures in this report mirror the figures in the Accounts but are in a format consistent with the Revenue Budget approved by Council on 20 February 2013.

Delegated decisions:

That in view of the Council's financial situation and the budget pressures faced in 2014/2015 and future years, it is recommended that the normal cash ceiling rules governing the carry forward of over and underspendings should be suspended and that:

- The final Revenue Outturn and HRA Outturn for 2013/2014 be noted along with explanations for major variances.
- Overspendings of the Children's Services, Adult Care Services and Chief Executive's departments be not carried forward.
- That the level of the General Fund balance be noted.
- That the minimum level of the General Fund balance be retained at £4.5million subject to regular review as part of the budget monitoring process.

Reason for the decision:

The presentation of an annual report on the Revenue and HRA Outturn is a requirement of the Council's Financial Regulations.

Other options considered and rejected:

To amend or reject the recommendations.

CA.07 2013/2014 TREASURY MANAGEMENT ANNUAL REPORT

The Leader submitted a report providing a review of Treasury Management activities during 2013/2014.

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The Council undertakes Treasury Management Activities in accordance with the Chartered Institute of public Finance and Accountancy (CIPFA) Code of Practice on Treasury Management, which requires that the Council receives an annual strategy report by 31 March for the year ahead and an annual review report of the previous year by 30 September.

Delegated decision:

That the Treasury Management Annual Report 2013/2014 be noted.

Reason for the decision:

The Council is required to produce an annual review report in accordance with the CIPFA Code of Practice.

Other option considered and rejected:

To reject the recommendation.

CA.08 RISK MANAGEMENT ANNUAL REPORT 2013/2014

The Leader submitted a report providing details of risk management activity that has taken place during the last 12 months. The report outlined risk management policies and practices now in place and the key issues that will be addressed during the coming financial year.

Recommendation to Council:

1. That the progress made throughout 2013/2014 and actions taken during the current financial year be noted.
2. That support for the Council's approach to Risk Management be re-affirmed.

Reason for the decision:

Risk Management is an integral part of the Council's Governance and service and financial planning and is essential that robust risk management practices are put in place to safeguard the Council's assets and reputation.

Other options considered and rejected:

To reject the recommendation.

CA.09 CORPORATE PLAN PROGRESS REPORT- QUARTER 4 2013/2014

The Leader submitted a report providing an update on the progress made on corporate performance indicators within the Council's Corporate Plan up to Quarter Four 2013/2014.

Delegated decision:

That the report submitted be noted.

Reason for the decision:

The report provides an indicator of how the Council performance is progressing against the Corporate Plan.

Other option considered and rejected:

To reject the recommendation.

CA.10 EXCLUSION OF PRESS AND PUBLIC

That in accordance with Section 100(A)(4) of the Local Government Act 1972, the press and public be excluded from the meeting during consideration of the following items of business as they involve the likely disclosure of information as detailed in the conditions of category 3.

(Note: After declaring a prejudicial interest Councillor Connolly left the meeting room at this point and took no part in consideration of the next item. Councillor Shori took the Chair for the remainder of the meeting.)

CA.11 FUTURE SERVICES OPTIONS

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The Deputy Leader and Cabinet Member (Health and Wellbeing) submitted a report detailing the findings from initial business case analysis of a range of potential future service delivery options for adult social care related services.

Delegated decision:

That approval be given to seek the views of customers, staff, trade unions and stakeholders on their preferred way forward of achieving the sustainable provision of adult social care services.

Reason for the decision:

Seeking the views and support of stakeholders is critical to the success of any of the options.

Other options considered and rejected:

To amend or reject the recommendation.

(The Chair allowed consideration of this item under Urgent Business in order to commence immediate consultation with customers, staff and stakeholders as to the preferred way forward.)

COUNCILLOR M CONNOLLY
Chair

(Note: The meeting started at 6.00 pm and ended at 7:05 pm)

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REPORT FOR DECISION



DECISION OF:	CABINET
DATE:	16 JULY 2014
SUBJECT:	BURY COUNCIL – ZERO WASTE STRATEGY AND SUSTAINABLE WASTE COLLECTION SERVICE
REPORT FROM:	COUNCILLOR T. ISHERWOOD CABINET MEMBER – ENVIRONMENT
CONTACT OFFICERS:	NEIL S LONG – ASSISTANT DIRECTOR (OPERATIONS) GLENN STUART – HEAD OF WASTE MANAGEMENT
TYPE OF DECISION:	Cabinet (KEY DECISION)
FREEDOM OF INFORMATION/STATUS:	This paper is within the public domain
SUMMARY:	<p>This report proposes a Zero Waste Strategy. This has been developed to complement the Greater Manchester Waste Disposal Authority's (GMWDA) Waste Management Strategy, protect the environment, cut back on the amount of waste generated and sharply increase recycling rates. The Strategy details the current position in Bury, the options available for the future and 10 strategic objectives to support the delivery of Bury Council's recycling targets.</p> <p>The Council has to consider all options to increase recycling and the proposals in this report focus on 3 of the 10 strategic objectives:</p> <ul style="list-style-type: none"> • waste prevention; • following the Waste Hierarchy; and • education and awareness. <p>This report also sets out options for a new waste collection system for implementation from October 2014. The focus of the new collection system would be to make the necessary operational changes to support residents with maximising recycling and minimising the amount of waste requiring treatment and disposal.</p>

OPTIONS & RECOMMENDED OPTION	<p>Option 1 To approve and adopt Bury Council's – Zero Waste Strategy, including the 10 strategic objectives.</p> <p>To approve the proposed changes to the waste collection service.</p> <p>To approve an invest to save initiative to include a capital spend of up to £213,400 and one-off implementation costs of £189,700 to introduce the changes. These costs, ultimately will be self-financing, but initially are to be funded from loan and reserves as detailed in section 4 of the report.</p> <p>Option 2 Do nothing. In doing nothing, the Council would not achieve recycling targets, efficiency savings or other strategic objectives and costs associated with treatment and disposal of waste will continue to rise.</p> <p>Recommended Option Option 1 is recommended to provide a sustainable solution to increasing recycling, cutting back on waste and improving education and awareness.</p>
IMPLICATIONS:	
Corporate Aims/Policy Framework:	Do the proposals accord with the Policy Framework? Yes
Statement by the S151 Officer: Financial Implications and Risk Considerations:	<p>Risks associated with the proposals are outlined in section 7 of the report. A comprehensive risk register will be developed and maintained throughout the planning and implementation phases of the changes.</p> <p>Recycling rates will continue to be closely monitored and considered when budgets are set for future years.</p>
Health and Safety Implications	<p>New waste collection rounds will be designed based on experience and knowledge of the Borough, taking on board health and safety requirements of the service.</p> <p>Issues such as people with medical conditions, families using disposable nappies, and larger families will be included in the risk register and households with special circumstances may be able to apply for additional residual capacity.</p>
Statement by Executive Director of Resources (including Health and Safety Implications)	The proposed changes to the waste management system could see recycling increase from 47.6% to at least 56% and realise significant savings towards overall budget cuts estimated to be £32m over the next 2 years.
Equality/Diversity	No – No specific group will be disadvantaged

implications:	from this proposal – See section 8.0 below
Considered by Monitoring Officer:	The preferred option would ensure compliance with the European Waste Framework Directive recycling targets. It is important that the Strategy and options are considered with due regard to the Council's equalities duty. A full impact assessment has been undertaken to accompany this report.
Wards Affected:	All
Scrutiny Interest:	Internal Scrutiny

TRACKING/PROCESS**DIRECTOR: Executive Directors DCN/DCW**

Chief Executive/ Strategic Leadership Team	Cabinet Member/Chair	Ward Members	Specific User Groups
Briefing and consider Strategy/Business Case	Briefing and consider Strategy/Business Case	Briefing/Distribute information	Briefings July/August
Workforce	Internal Scrutiny	Cabinet	Council
09.07.14		16.07.14	

1.0 BACKGROUND

- 1.1 The Greater Manchester Waste Disposal Authority and its nine partners, including the Council, have formulated a Municipal Waste Management Strategy based on joint working that identifies the need for a waste management system driven by waste minimisation and a commitment to maximising the recycling and composting of waste.

The recycling rate for waste collected from households is approximately 47% for 2013/14. The largest increase in recycling came with the launch of the managed weekly collection service launched in October 2011. The recycling rate went up from **29.4%** to **47.6%**. This is now the third highest rate in Greater Manchester. However we recognise that we can, and must do better. Recycling is good for the environment as less waste requires treatment and disposal. It also makes sound financial sense and has already saved the Council **£2.54 million** over the last 3 years.

Introducing the managed weekly collection service increased the scope of materials to be collected to include food waste and at the same time an improved container in the form of a green wheeled bin for paper and card collections was provided. This meant that households now had 4 different coloured bins to allow more recyclables to be stored over a longer period (4 weeks).

As a result, households now have all the recycling bins that they require, in line with the 4 waste streams required by the 25 year GMWDA PFI contract. The challenge now is to encourage more residents to recycle and educate all residents to recycle more effectively

- 1.2 The Council currently spends **£10.2 million** annually on the treatment and disposal of residual waste, out of a total waste levy of £13.3m. Data shows, however, that approximately **75%** of household waste could be recycled. The Council's aim in introducing this Strategy is to increase recycling to 60% or more by March 2016. Every 1% rise in recycling rates for waste collected from households saves the Council up to **£130,000**.

2.0 Bury Council - Zero Waste Strategy

- 2.1 The European, National and Sub-Regional policy focus has moved away from simply sending waste that isn't recycled to landfill, to a more ambitious aim of managing waste as a resource to enable a move to a zero waste, resource efficient society. These are also very challenging times for the whole economy, including Councils who have faced significant financial cuts. The aim of this Strategy is to find new and innovative ways to cut back on waste, putting it to better use, without increasing overall costs. There is a significant cost of doing nothing as treatment and disposal costs continue to rise, and there is therefore a need to treat waste as a resource rather than a problem. This approach is widely recognised as good practice within the waste industry.

The most effective way to drive increased recycling is through behaviour change. To support this the proposed Strategy is based on providing information and guidance, ongoing education of householders on how to recycle more efficiently and on restricting capacity for waste that can't be recycled.

The Bury Council Zero Waste Strategy has been developed to sharply increase recycling rates. It sets out the current position in Bury and details of the options available for the future. The Strategy also supports the aims and objectives of the Greater Manchester Waste Disposal Authority (GMWDA) Waste Management Strategy, jointly agreed by the nine Waste Collection Authorities of Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside and Trafford.

The aim of the Bury Strategy is to:

- Recycle **55-60%** by March 2015;
- Recycle **60%+** by March 2016;
- Reduce disposal costs by cutting the amount of waste going to landfill;
- Support the Greater Manchester Strategy on reducing carbon emissions.

To support the delivery of these aims, ten strategic objectives have been developed: (See attached Strategy for further detail)

1. Follow the Waste Hierarchy
2. Preventing waste
3. Recycling on the go
4. Education and awareness
5. Enforcement
6. Best Value
7. Partnership working in Greater Manchester
8. Climate change
9. Empowering local communities
10. Review

2.2 To increase recycling and save money, we want to...

- Reuse, recycle and recover waste to convert into high value products. To do this more waste must be diverted from going into landfill.
- Cut back on treatment and disposal of waste as all residents have access to our full recycling service and as a result only a relatively small amount of waste (around **25%**) needs to go in grey bins.
- Increase the recycling rate to **60%** or more, strive to be the best recycler in Greater Manchester and consistently be above national recycling targets, progressively and systematically.
- Reduce the cost of waste treatment and disposal.
- Increase education/information so that residents can take steps to prevent waste.
- Reduce the carbon footprint in Bury.

2.3 To achieve the GMWDA's Waste Management Strategy's ambition of zero production of waste and Bury Council's own 'green' ambitions a further review of collections/recycling arrangements is necessary. The proposed new collection service detailed in section 3 below focuses on three of the ten strategic objectives. These are:

- **Follow the Waste Hierarchy**

By making opportunities available, designing appropriate collection systems and raising awareness so that everyone in our communities can play an active role in ensuring that the amount of waste is reduced before it enters the waste stream.

The hierarchy prioritises prevention followed by reuse, recycling and composting. The recovery of energy is the next preference followed by disposal as the last resort. The aim is to prevent waste from being produced in the first place and where waste is produced, treat it as a resource to maximise its potential value.

- **Preventing waste**

One of the biggest challenges we face in our daily lives is reducing the amount of waste we produce. Experience from other councils across the country suggests that if recycling levels of 60%+ are to be achieved then capacity for residual (non recyclable) waste must be restricted. In Bury, we currently recycle **47.6%** and our aim is to increase this to **60%** or more by March 2016. To do this, residents need to have the correct information and knowledge to allow them make informed decisions to help prevent waste. We have become used to purchasing items too easily and then throwing them away when they need replacing.

Waste prevention is about making different decisions and choices about the things we buy and use e.g. by buying items with less packaging, planning meals and food purchases, buying items in refillable containers and composting at home.

- **Education and awareness**

A cornerstone of the Council's Strategy would be to raise awareness and increase support to the public as strategic and operational changes are

implemented. Strong education and effective communication will need to be sustained in order to achieve these challenging targets.

A range of methods would be used to communicate with residents, businesses and schools. Various media formats recognising the diverse society across Bury would provide targeted educational messages. Education would be supported by the provision of advice and guidance backed up as required with enforcement for those in the community who repeatedly and persistently do not take full responsibility for their own waste such as deliberately contaminating recycling bins. The Council would be committed to seeing that such measures are applied in an open, reasonable, consistent and proportionate way.

- 2.4 It is proposed that the Zero Waste Strategy would be implemented over the next 3 to 5 years through delivery plans, promotion and awareness campaigns, community events, partnership working and monitoring the impact of recycling initiatives.

3.0 Proposed Changes to Waste Collection Services

3.1 Existing Service

Bury residents have access to all the containers that they require to effectively separate their waste into 4 different waste streams, in line with the Greater Manchester Waste Disposal Authority (GMWDA) PFI contract requirements. All residents now have access to the following.

- **Grey bin collection** (for waste that can't be recycled) once every 2 weeks.
- **Brown bin or food caddy collection** (for garden waste and/or food waste) once every 2 weeks.
- **Green bin collection** (for paper and cardboard) once every 4 weeks.
- **Blue bin collection** (for glass bottles/jars, plastic bottles, food and drink cans, empty aerosol cans, clean aluminium foil) once every 4 weeks.

There are around 82,000 households in the Borough. Of these, around 8,500 households use communal bins. Based on varying frequencies, annually we empty up to:

- 1.91 million grey residual waste bins.
- 0.96 million blue co-mingled recycling bins.
- 0.96 million paper/card recycling bins.
- 1.69 million brown garden and food waste bins.

The weight (tonnes) of material collected from households in the four main bin types (2010-2014) is shown below. This illustrates the overall progress made in reducing waste that can't be recycled, whilst increasing recycling tonnages.

Year	Grey - Residual	Blue - Bottles/cans /plastics	Green – Paper/card	Brown - garden/ food
2010/11	48,689	6,417	5,279	8,542
2011/12	39,990	7,109	6,783	11,233
2012/13	33,194	7,753	8,269	12,998
2013/14	32,346	7,861	7,921	13,623

Whilst the figures above relate to household collected bin waste only, the Council will seek to increase all forms of recycling including waste from street cleaning and commercial collections.

3.2 Why the need for change?

- Waste prevention and management is one of the top priorities of the EU Waste Directive.
- The GMWDA is aiming to achieve a recycling rate of **50%** and diversion of at least **75%** of waste away from landfill by 2015, as required by its 25 year PFI contract, with stretch targets of 60% recycling and 90% diversion from landfill.
- If the GMWDA fails to meet its landfill diversion and recycling targets the levy paid by each Waste Collection Authority (WCA) will increase and so Bury will also see an increase in costs.
- Bury has to make budget savings and up to **£7.3 million** annually is being spent on waste treatment and disposal costs that could be avoided. This is an opportunity to reduce waste management costs.
- In 2014/15 it will cost the Council **£283.72** to treat and dispose of one tonne of residual waste. In comparison, brown bin waste costs **£61.35** per tonne to process, whilst the Council receives an **income** of **£25** per tonne for all materials collected in blue and green bins.
- The Council spends around **£28,000** per day to treat and dispose of residual waste.
- The cost of doing nothing is expensive. Waste disposal costs for Bury at current levels are expected to have ongoing price increases between 2014/15 and 2016/17.

3.3 Options Appraisal and Financial Case

6 collection options were modelled to achieve a recycling rate in excess of 50%, which are outlined in **Table 1** below.

Table 1

Option	Grey residual waste	Brown garden/ food Up to 240 litre bin	Green paper and card Up to 240 litre bin	Blue Glass, cans and plastic 240 litre bin	Net ongoing saving	Net cost/ saving 2014/15 (6 months wef Oct 2014)
Existing service	240litre bin 2 Weekly	2 Weekly	4 Weekly	4 Weekly		
Option 1	140litre bin 2 Weekly	2 Weekly	4 Weekly	4 Weekly	-£720,281	£232,623
Option 2	140litre bin 2 Weekly	Weekly	4 Weekly	4 Weekly	-£380,742	£720,927
Option 3	240litre bin 3 Weekly	Weekly	4 Weekly	4 Weekly	-£987,899	£271,593

Option 4	240litre bin 3 Weekly	2 Weekly	4 Weekly	4 Weekly	-£1,033,498	-£67,641
Option 5	240litre bin 3 Weekly	Weekly	3 weekly	3 weekly	-£664,279	£434,803
Option 6	240litre bin 3 Weekly	2 Weekly	3 weekly	3 weekly	-£862,078	£100,668

Notes:

- Option 1 and 2 require an investment of **£1.1m** to buy new 140 litre grey bins
- Options 5 and 6 provide improved service for blue and green bin recycling
- Options 2, 3 and 5 (weekly biowaste collection) have an additional operational cost of **£960k**. This could be offset with a **£630k** biowaste recycling saving. However a weekly biowaste collection could increase the amount of garden waste entering the system.
- All the above options would incur one off costs for marketing and communications and the purchase and delivery of additional bins.
- Options 1, 4 & 6 assume a diversion of 4000t of residual waste and levy savings of £890k.
- Options 2,3 & 5 assume diversion of 6700t and savings of £1520k, but with a higher risk of non achievement.

Option 6 is the preferred option and in summary, this option proposes:

- a reduction in collection frequency of the existing 240 litre residual waste grey bin to **3 weekly**.
- an increase in the collection frequency of the blue and green recycling bins **from 4 weekly to 3 weekly**.
- that **2 weekly** brown bin collections remain unaltered.
- that properties such as flats that have communal bins would, generally speaking, remain on **2 weekly** collections of non recyclable waste because it would be impractical to extend collections to 3 weekly.

The advantages of option 6 include:

- it offers the same overall weekly bin capacity of **360 litres** as now, but with a shift in capacity in favour of recycling. It should be remembered that prior to the introduction of kerbside recycling in 2000, households had a single 240 litre grey bin emptied weekly in which to contain all their waste.
- it avoids capital outlay of approximately **£1.1m** and annual capital repayment costs of £135,000 associated with the purchase of approximately **70,000** 140 litre grey bins, a procurement exercise to purchase the 140 litre bins and a huge logistical exercise of exchanging old for new bins.

Document Pack Page 21

- it is predicted to achieve an estimated recycling rate of around **56%** and ongoing net savings of approximately **£862,000** per annum from 2015/16 in avoided treatment and disposal costs.
- There is no increase in operational costs and no job losses.
- it enables grey, blue and green bin rounds to mirror each other. This enables the same collection crew to service grey, blue and green bins on the one round. This would improve familiarity and hence service quality, with an anticipated reduction in complaints regarding missed collections, etc.
- it provides maximum flexibility for the future. Does not preclude the introduction of 140 litre grey bins, weekly food waste collections or a return to 4 weekly dry recycling collections in future years.
- there is no increase in disruption to collections over Christmas and New Year. Any collections scheduled for Bank Holiday Mondays or Good Friday would take place as usual.

4.0 Financial Implications

Capital costs of **£213,355** would be incurred to buy extra recycling bins needed to support the scheme. These costs would be funded from loan and/or reserves.

There would be extra one-off revenue costs estimated at **£189,643** for promotion, distribution of bins, and additional support during the implementation period. These costs would be offset by estimated reductions in waste disposal charges through the levy, producing longer term savings. The extra costs and savings for each option are shown in the report, along with the estimated net impact on budgets in 2014/15 and 2015/16. The figures shown assume implementation of the options from October 2014.

As the Council has already committed to tonnages for 2014/15 the refund for reduced residual tonnages will only be at a marginal rate in 2014/15. The full impact of levy reductions will be received with effect from 2015/16. To achieve the saving the Council will need to commit to reduced tonnage levels by early December 2014.

One-off costs in 2014/15 in excess of in-year levy savings would be funded from the transformation reserve. If recycling performance exceeds the assumed levels and levy savings exceeded costs it is proposed to set these aside in the levy equalisation reserve to offset future years costs.

The levy reductions are dependant on achieving the estimated reductions in residual waste tonnages and increases in recycling tonnages beyond those committed to when the extra regulatory officers were approved in September 2013.

There remains a risk that the recycling targets and associated savings would not be achieved. This risk needs to be considered when budgets are set for future years.

The availability of finance through the Government's Weekly Collection Support Scheme was considered but this was deemed not a viable option for Bury in achieving recycling targets.

5.0 Communications

- 5.1 If the proposed option is agreed, a detailed implementation plan would be completed with communications being vital to market the new service and to promote behavioural change amongst residents. The success of implementing the change would be dependent on ensuring clear, simple and consistent communication and information, in respect of the new service and how to recycle effectively.

Key elements of this include:

- Compilation of a media pack.
- A list of Q & A's on the website.
- A series of neighbourhood road-shows across the Borough at which residents can speak directly to Waste Management Officers to address both general and individual concerns.
- In August/early September, delivery of a pre-leaflet to every household outlining the impending service changes.
- In mid to late September, delivery to every household of a comprehensive information pack, including a calendar of collection dates.

6.0 Timetable

It is proposed that the changes to the collection service are implemented from the week commencing Monday 6 October 2014. The changes would be implemented across the entire Borough at the same time.

Subject to cabinet approval, a pre-leaflet would be distributed to all households in late August/early September and a comprehensive information pack to all households including calendar of collection dates in mid to late September.

Presentations to Township Forums could be timed during September and October 2014

An additional missed bin vehicle could be provided between October 2014 and March 2015 to respond to residents' reports of missed bins and to support a smooth transition of service.

7.0 Risk Management

Given the extent and nature of the service changes proposed a Risk Register has been developed, which would be maintained through the planning and implementation phases.

One of the main risks in introducing a new collection arrangement relates to creating confusion and uncertainty amongst residents. It is therefore essential that there is effective communication and clear instructions given in the lead up to and during the implementation of the new scheme. In addition, it would be necessary to have contingency arrangements in place during the first few weeks in order to deal with reports from residents of 'missed collections' and until households become accustomed to the new arrangements.

One of the main concerns likely to be expressed by residents is in relation to odours, attraction of vermin and insects. This is of particular concern to those having to store disposable nappies in their grey bin for 3 weeks. There is an obvious need to encourage residents to make better use of the 2 weekly food waste collection service, whilst providing practical guidance on how to hygienically dispose of nappies in the grey bin and keeping the grey bin clean and to monitor this. We will work with residents and other groups to identify appropriate ways of dealing with issues that arise.

There is a risk that sufficient tonnage of recyclables is not diverted from the grey residual waste bin into the recycling bins and not achieving the required savings. For this reason recycling targets are conservative and once the service change is implemented we will monitor tonnages diverted closely on a month to month basis and budget accordingly.

Arrangements may not be suitable or effective in cases of larger families, those with babies using disposable nappies or those with a medical condition that generates medical waste. Therefore larger families and others with special circumstances would be able to apply for an additional bin. This would be subject to demonstrating that recycling is being maximised and may be subject to a waste audit.

We are however increasing recycling collections from 4 weekly to 3 weekly. The proposed changes are part of a wider strategy that includes education and awareness, effective communication, partnership working and preventing waste.

8.0 Equality and Diversity

The waste collection service is delivered to every single household in the Borough, regardless of its individual characteristics and Equality Analysis has shown there is a neutral impact in terms of equality-

Plans are in place to ensure that appropriate and accessible formats will be used to communicate information about the proposed change and provide support as necessary. Arrangements are already in place to help those who have difficulty in presenting bins for collection.

Households that may generate excess residual waste due to family size or having babies using disposable nappies or that contain somebody with a medical condition would be able to apply for additional grey bin capacity if they feel they have a need.

Home visits would be made by Waste Management Officers to households struggling to comply with collection service requirements, offering advice and guidance. Waste audits are also provided.

9.0 Conclusion

In the last 3 years, following major changes to the waste collection system in October 2011, Bury Council and the residents of Bury have successfully increased recycling performance from **29.4%** to **47.6%** and as a result saved **£2.54 million**. At **47.6%** our recycling rate is the third best rate in Greater Manchester but we know we can, and must do better.

The management, collection and handling of waste is becoming increasingly challenging in a society that continues to recognise the need to be more sustainable. To take recycling and waste management forward, a comprehensive strategy has been developed that captures all of the elements required for successfully achieving targets and reducing the cost of waste collection to Bury Council Tax payers. This is not just about restricting capacity in the grey bin for waste that can't be recycled but includes improving the recycling frequency, providing residents with help and support to maximise recycling as well as actions for education and awareness; waste prevention and enforcement where necessary.

List of Background Papers:-

- Bury Council – Zero Waste Strategy
- GMWDA – Waste Management Strategy
- Changes to Waste Collection Service Business Case
- Communications Plan
- Equality Analysis Form

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Bury Council - Zero Waste Strategy

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EXECUTIVE SUMMARY

Waste carries with it a significant cost to society and everyone has a collective responsibility to create less and recycle more. Bury's ambition is to reduce the amount of waste sent for treatment and disposal and to maximise recycling through ongoing education and awareness raising.

Recycling rates for collected bin waste in Bury have increased from 29.4% in 2010/11 to 47.6% in 2013/14. This is now the third highest rate in Greater Manchester. However we recognise that we can, and must, do better. Increased recycling is good for the environment as less waste requires treatment and disposal. It also makes sound financial sense and has saved the Council **£2.54 million** since 2011/12. The challenge now is to encourage more residents to recycle more effectively. Nationally, recycling levels of 60% plus is being achieved.

The Council currently spends **£10.2 million** annually on the treatment and disposal of residual waste. Data shows, however, that **75%** of household waste could be recycled. If this was fully achieved the Council would have avoided costs in the region of **£7 million** for 2014/15 for waste treatment and disposal based on total levy costs. The Council's aim in introducing this Strategy to increase recycling to 60% or more by March 2016 is perhaps more modest but considerably more realistic in the short term and still produces dividends. Every 1% rise in recycling rates for waste collected from households saves the Council up to **£130,000**.

The most effective way to drive increased recycling is through behaviour change. To support this our Strategy is based on providing information and guidance, ongoing education of householders on how to recycle more efficiently and on restricting capacity for waste that cannot be recycled. Bury's residents currently have a weekly bin collection with a capacity of 360 litres, including recycling bins. Plans will be put in place to shift capacity away from residual waste towards the recycling bins and making whatever operational changes to the collection schedules as may be necessary to support residents in this task.

Research and work in Bury to date has shown that with the right support changes in behaviour can be made. Best practice generally has three elements: capacity, inducement (save money and the environment) and targeted enforcement.



Councillor Tony Isherwood
Cabinet Member Environment

INTRODUCTION

Management of waste is one of the most important and challenging environmental issues faced today. The change to more sustainable waste management systems and long term global environmental protection is backed by substantial legislation and guided by policies at European and National level.

These are very challenging times for the whole economy, including Councils who have faced significant financial cuts. The aim of this strategy is to find new and innovative ways cut back on waste, putting it to better use, without increasing overall costs. There is a significant cost of doing nothing as treatment and disposal costs continue to rise, and there is therefore a need to treat waste as a resource rather than a problem.

Following the Service Improvement Review in 2010 and the launch of the Managed Weekly Collection Service in 2011, residents are now able to fully recycle three waste streams, including food and garden waste; glass containers, plastic bottles and metal cans; and paper and card from the kerbside. As a result, recycling rates for collected bin waste have improved to 47.6% for 2013/14, an increase from 29.4% three years ago

The Bury Council Zero Waste Strategy has been developed to provide a framework to sharply increase recycling rates further and manage waste to achieve a more resource efficient society. This Strategy also supports the aims and objectives of the Greater Manchester Waste Disposal Authority (GMWDA) Waste Management Strategy, jointly agreed by the nine Waste Collection Authorities (WCA) of Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside and Trafford.

The aim of this strategy is to:

- recycle **55-60%** by March 2015;
- recycle **60%+** by March 2016;
- reduce disposal costs by cutting the amount of waste going to landfill;
- support the Greater Manchester strategy on reducing carbon emissions.

To support the delivery of these aims ten strategic objectives have been developed:

1. Follow the Waste Hierarchy (see pictorial representation on page 14)
2. Preventing waste
3. Recycling on the go
4. Education and awareness
5. Enforcement
6. Best Value
7. Partnership working in Greater Manchester
8. Climate change
9. Empowering local communities
10. Review

The residents of Bury are key to improving recycling figures and the Council is committed to providing further support to meet the aims and objectives of this Strategy.

EUROPEAN, NATIONAL AND SUB-REGIONAL CONTEXT

The policy focus has moved away from addressing municipal waste simply through avoiding its landfill, to the more ambitious aim of managing recyclable waste as a resource. The European Union's (EU) Waste Framework Directive Seventh Environment Action Programme identifies waste prevention and management as one of four top priorities. The EU is aiming for a significant cut in the amount of rubbish generated, through new waste prevention initiatives, better use of resources, and encouraging a shift to more sustainable consumption patterns.

The EU's approach to waste management is based on three principles¹:

1. **Waste prevention** - Reducing the amount of waste generated in the first place. Waste prevention is closely linked with improving manufacturing

¹ <http://ec.europa.eu/environment/waste/index.htm>

methods and influencing consumers to demand greener products and less packaging.

2. **Recycling and reuse** – If waste cannot be prevented, as many of the materials as possible should also be recovered, preferably by recycling. The European Commission has defined several specific 'waste streams' for priority attention, the aim being to reduce their overall environmental impact. For example, several EU countries are already managing to recycle over 50% of packaging waste.
3. **Improving final disposal and monitoring** - Waste that cannot be recycled or reused should be safely incinerated, with landfill only used as a last resort. Both of these methods need close monitoring because of their potential for causing severe environmental damage.

The European Commission looks set to press ahead with plans to lay a 70% recycling target by 2030. Furthermore, a landfill ban on recyclable waste – which includes plastics, metals, glass, paper, cardboard and biodegradable waste – is also planned for 2025 and is likely to be extended to include all recoverable municipal waste by 2030.

In England alone, we generate 177 million tonnes of waste every year². The UK Government's Department for Environment, Food and Rural Affairs (DEFRA) now wants to move towards a 'zero waste economy'. This is a society where resources are fully valued, financially and environmentally, by reducing, reusing and recycling.

Regionally, the GMWDA (Greater Manchester Waste Disposal Authority) is responsible for dealing with 1.1 million tonnes of waste produced each year³. At a Greater Manchester level, Bury works in partnership with the GMWDA. GMWDA has a 25 year Private Finance Initiative (PFI) Waste Management Services contract with Viridor Laing (Greater Manchester) to treat and recycle waste. The basis of this contract is to maximise recycling, and then to make sure that what

² <https://www.gov.uk/government/policies/reducing-and-managing-waste>

³ <http://www.gmwda.gov.uk/about-us>

cannot be recycled is not wasted by sending to landfill but instead is used to generate green energy.

The aim of its PFI contract is to reach a 50% recycling target by 2015, stretching to 60% by 2025. The target for residual waste to be diverted from landfill is 90% by 2015.

DEFRA are working with local Councils to increase the frequency and quality of rubbish collections and to make it easier to recycle. Funding has been made available to councils through the Weekly Collection Support Scheme to find ways to improve weekly collections, increase environmental benefits and encourage use of innovative ideas or technology that help residents to recycle more.

Centrally imposed recycling targets have been removed to allow Councils to act on their own local priorities and improve recycling rates in line with local autonomy (the Localism Act 2011). The Council has, since 2011, optimised its resources and created capacity as much as it can by adapting existing collection systems; working in partnership with the GMWDA.

Discussions have taken place between the GMWDA and nine constituent Waste Collection Authorities about the different options available to the latter to increase recycling levels. It seems clear that a more radical change in collection practice will need to be adopted. Options to be considered include smaller residual waste bins, reduced collection frequencies for residual waste, a more proactive approach to locally targeted education and awareness, a proactive approach to enforcement and changes to collection regimes.

To achieve the budget diversion rates, Greater Manchester districts need to achieve an average of 50% recycling in 2015/16. It should also be noted that the 50% recycling rate (the UK national target) was built into the GMWDA PFI contract, and is therefore linked to the award of the grant.

CURRENT SERVICE

Since 2011, Bury has improved its recycling rates in Greater Manchester, with only Trafford and Stockport now recycling more – with over 60%.

Following the launch of the Managed Weekly Collection Service in October 2011, the recycling rate for collected bin waste has increased from 29.4% to 47.6% for 2013/14. This was achieved by reducing the frequency of grey bin collections to fortnightly and improving and extending kerbside recycling to all households. As a result, residents now have the recycling bins for the four waste streams required by the 25 year GMWDA PFI contract.

In recent years the service has broadened out the scope of what is to be collected, introducing different coloured and sized containers to residents to allow more recyclable materials to be stored over a longer period.

The service has always been committed to increasing recycling. This strategy sets ambitious new targets for diverting waste from landfill including improved education and ownership by residents, helping to reduce the carbon footprint i.e. put the 'Right Stuff in the Right Bin' and reduce the tax burden on residents and local businesses.

Facts and Figures

• Waste collected and recycled in Bury

There are approximately 82,000 households in the Borough and, on average, 447 kilogrammes of waste is collected annually per household. Of these, around 8,500 households use communal bins. Based on varying frequencies, annually we empty up to:

- 1.91 million grey residual waste bins.
- 0.96 million blue co-mingled recycling bins.
- 0.96 million green paper/card recycling bins.
- 1.69 million brown garden and food waste bins.

The weight (tonnes) of material collected from households in the four main bin types (2010-2014) is shown below. This illustrates the overall progress made in reducing waste that cannot be recycled, whilst increasing recycling tonnages.

Year	Grey - Residual	Blue - Bottles/cans /plastics	Green – Paper/card	Brown - garden/ food
2010/11	48,689	6,417	5,279	8,542
2011/12	39,990	7,109	6,783	11,233
2012/13	33,194	7,753	8,269	12,998
2013/14	32,346	7,861	7,921	13,623

Whilst the figures above relate to household collected bin waste only, the Council will seek to increase all forms of recycling including waste from street cleaning and commercial collections.

Bin capacities

Over the past 14 years, the amount of weekly bin capacity (litres) we provide to residents has changed considerably. The table below shows how available weekly bin capacity has increased with the introduction of kerbside recycling collections.

Year	Grey - residual waste	Blue - glass/cans /plastics	Green paper/ card	Brown garden/ food	Max weekly capacity (litres)
Pre 2000	240	0	0	0	240
2014	120	60	60	Up to 120	360

Recycling Potential

Data from the GMWDA Waste Compositional Analysis and Survey (2011) suggests that a typical household in Bury can actually recycle up to **75%** of their waste in their brown, green and blue bins:

- 34.2% - food and garden waste.
- 21.8% - paper and cardboard.
- 19% - glass, cans, plastic bottles, foil.
- 25% - cannot be recycled.

The table below shows the potential for improving recycling performance from collected bin waste.

Row 1: Tonnages of each material actually collected in the respective bins in 2013/14.

Row 2: Material that is theoretically available to recycle in each bin and the theoretical maximum that should be placed in the grey bin.

Row 3: Material that could potentially be diverted i.e. material currently going in the wrong bin.

	Total collected bin waste (t) (2013/14)	Brown – garden /food (t)	Green – Paper/ card (t)	Blue –Plastic bottles/ cans (t)	Grey - Residual waste (t)
1	61,751	13,623	7,921	7,861	32,346
2	61,751	21,119	13,462	11,733	15,438
3	-	7,496	5,541	3,872	-16,908

Diverting 1,000 tonnes of residual (grey) bin waste to recycling bins would represent an increase of around 1.5% on the household recycling rate and save the Council about **£195,000**. This is because every 1% increase in recycling avoids around **£130,000** in treatment and disposal costs.

A 1.5% shift to recycling is the equivalent to residents diverting around 100,000 bins full of recyclable material from their grey bins to a recycling bin. To achieve this, it is recognised that the most effective way to drive recycling behavioural change is to provide information, continue to educate householders and restrict residual waste capacity further.

Recycling Awareness in Bury

In Bury, the Waste Management Service has the following headline message and strap lines to raise awareness about the importance of recycling:

Recycle for Bury

- **Every household counts!**
- **Make it part of your life!**
- **Every item counts!**
- **Our aim is zero waste to landfill!**
- **Right stuff, right bin...simple as.**

WHY THE NEED FOR CHANGE?

Environmental Case

- Waste prevention and management is one of the top priorities of the EU Waste Directive.
- The GMWDA is aiming to achieve a recycling rate of **50%** and diversion of at least **75%** of waste away from landfill by 2015, as required by its 25 year PFI contract, with stretch targets of 60% recycling and 90% diversion from landfill.

Financial Case

- If the GMWDA fails to meet its landfill diversion and recycling targets the levy paid by each WCA will increase and so Bury will also see an increase in costs.
- Bury has to make budget savings and up to **£7.3 million** annually is being spent on waste treatment and disposal costs that could be avoided. This is an opportunity to reduce waste management costs.
- In 2014/15 it will cost the Council **£283.72** to treat and dispose of one tonne of residual waste. In comparison, brown bin waste costs **£61.35** per tonne to process, whilst the Council receives an **income** of **£25** per tonne for all materials collected in blue and green bins.
- The Council spends around **£28,000** per day to treat and dispose of residual waste.
- The cost of doing nothing is expensive. Waste disposal costs for Bury at current levels are expected to increase between 2014/15 and 2016/17.

TO INCREASE RECYCLING AND SAVE MONEY, WE WANT TO...

- Reuse, recycle and recover waste to convert into high value products. To do this more waste must be diverted from going into landfill.
- Cut back on the treatment and disposal of waste as all residents have access to our full recycling service and as a result only a relatively small amount of waste (around 25%) needs to go in grey bins.
- Increase the recycling rate to 60% or more, strive to be the best recycling Council in Greater Manchester and consistently be above national recycling targets, progressively and systematically.
- Reduce the cost of waste disposal.
- Achieve the GMWDA Waste Management Strategy's ambition of zero production of waste and Bury Council's own 'green' ambitions.
- Further review of collections/recycling arrangements is necessary.
- Improve education/information that residents can use to prevent waste.
- Reduce the carbon footprint in Bury.

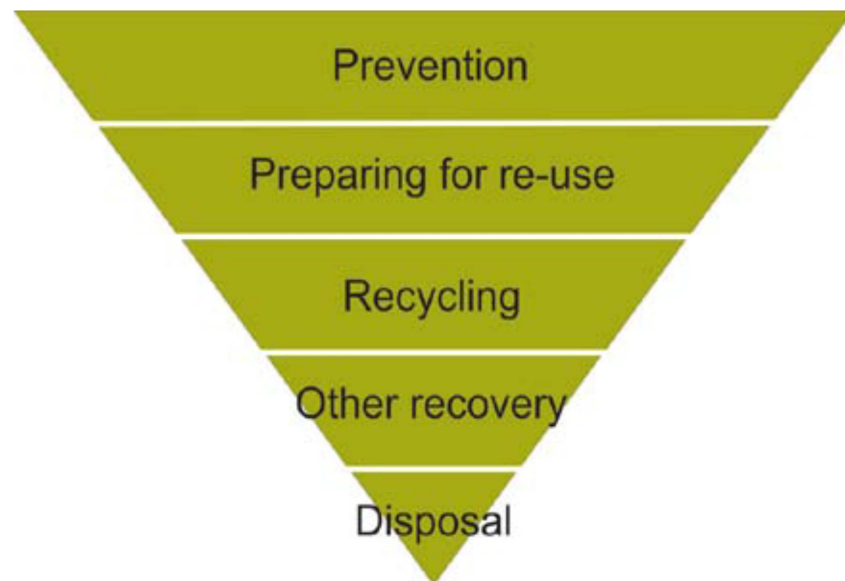
HOW DO WE GET THERE? – TEN STRATEGIC OBJECTIVES

Follow the Waste Hierarchy

The main changes to waste management priorities in the United Kingdom come from the transposition and implementation of a five step waste hierarchy.

By making opportunities available, designing appropriate collection systems and raising awareness everyone in our communities can play an active role in ensuring that the amount of waste is reduced before it enters the waste stream.

Bury Council will continue to promote waste prevention through a variety of campaigns and initiatives that will be reviewed to ensure that the most effective campaigns, targeting key waste streams such as food waste, are implemented. The waste hierarchy is intended to act as a priority order in waste prevention legislation and policy. This is as follows:



The hierarchy prioritises prevention followed by reuse, recycling and composting. The recovery of energy is the next preference followed by disposal as the last resort. The aim is to prevent waste from being produced in the first place and where waste is produced, treat it as a resource to maximise its potential value.

Preventing waste

One of the biggest challenges we face in our daily lives is reducing the amount of waste we produce. In Bury, we currently recycle 47.6% of collected bin waste and our aim is to increase this to 60% or more by March 2016. To do this, residents need to have the correct information and knowledge to allow them to make informed decisions to help prevent waste. We have become used to purchasing items easily and then throwing them away when they need replacing. Waste prevention is about making different decisions and choices about the things we buy and use e.g. by buying items with less packaging, planning meals and food purchases, buying items in refillable containers and composting at home.

Recycling on the go

Recycling facilities have been introduced on the streets, in public Council buildings and workplaces, allowing recycling of the same waste streams as in our homes. These facilities help people to think about what they are throwing away, not only at home, but also when they are out and about.

Education and awareness

A cornerstone of the Council's Strategy will be to raise awareness and increase support to the public as strategic and operational changes are implemented. Strong education and effective communication will need to be sustained in order to achieve these challenging targets.

A range of methods will be used to communicate with residents, businesses and schools. Various media formats recognising the diverse society across Bury will provide targeted educational messages. Education will be supported by the provision of advice and guidance backed up as required with strong enforcement for those in the community who do not take full responsibility for their own waste.

Enforcement

The Council recognises that its waste collection service requirements can take time to be fully communicated and understood. Consequently the Council will adopt an approach that will offer advice, support and guidance as the first and preferred way to establish the Waste Management Regulatory and Enforcement Policy.

However, the Council is fully aware that resorting to the use of formal powers will be necessary in some circumstances and is committed to seeing such measures applied in an open, reasonable and proportionate way.

Best Value

The Council has an obligation to secure better value, by pursuing revised recycling arrangements. To achieve this we will work to deliver the Zero Waste Strategy in the most effective, efficient and economic way. With the cost of waste disposal forecast to increase, it is vital for residents, businesses and schools to utilise all of the waste recycling systems available to them.

This Strategy reinforces this important message and at the same time encourages efficient waste collection and disposal methods to ensure they provide best value and a cost benefit to Bury's residents. The Council has a duty to its Council Tax payers to provide a cost effective waste collection service.

Partnership working in Greater Manchester

Bury Council will ensure knowledge, best practice and experience is shared and will work together with other Greater Manchester authorities during the development and implementation of this Strategy. We will aim to adopt a common approach across the districts in areas of waste policy in accordance with the GMWDA Waste Management Strategy. The partnership cannot carry out the Strategy alone. We will actively develop partnerships with all sectors.

Climate change

What we do with our waste has a significant impact on our environment. Cutting down on the amount of waste produced, reducing our use of natural resources and recycling materials is a vital part of moving us towards more sustainable living.

The Council views waste as a resource and seeks to maximise the resource potential of waste. We will understand the environmental impacts of any decisions and aim to ensure policies, collection and treatment methods reduce the impact of resource depletion and carbon emissions.

Empowering local communities

This objective is intended to ensure that communities are involved in the development and implementation of this strategy. Without the support of Bury's residents, this Strategy will not achieve its vision, and it cannot deliver on its other nine objectives.

The Council is committed to meeting our duties under equalities legislation and will strive to make our services accessible and responsive to all. Promotional activities will seek to ensure that communities manage their waste in the most appropriate manner. By engaging with our local communities and taking their views into account when determining and implementing initiatives for the management of waste, they are more likely to understand and take responsibility for their role in managing their waste.

Review

Bury Council will continue to review the implementation of the waste management systems that are needed to deliver this Strategy. The service will maintain an understanding of the materials being collected and the impact of the services being provided.

This Strategy will be reviewed regularly to determine progress and update it in the light of new legislation, new technology or other significant developments. Regular communication with stakeholders and, in particular, residents will take place to ensure awareness of progress and involvement in any changes made.

GLOSSARY

Key word	What does it mean?
Department for Environment, Food and Rural Affairs (DEFRA)	The UK government department responsible for policy and regulations on environmental, food and rural issues.
European Commission	The EU's executive body which represents the interests of Europe as a whole, as opposed to the interests of individual countries.
European Union (EU)	An economic and political union of 28 member states that are primarily located in Europe.
European Union's Seventh Environment Action Programme	Provides details of a broad range of environmental EU legislation.
European Union Waste Framework Directive	Provides the legislative framework for the collection, transport, recovery and disposal of waste.
Greater Manchester Waste Collection Authorities (GMWCA)	Nine authorities working jointly within the GMWDA in Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside and Trafford.
Greater Manchester Waste Disposal Authority (GMWDA)	Responsible for waste treatment and disposal of the nine Waste Collection Authorities.
Private Finance Initiative (PFI) contract	A Private Finance Initiative (PFI) is a contract between a public body and a private company and involves the private sector making capital investment in the assets required to deliver improved services. The successful PFI may attract revenue support from the Government in the form of a grant.
Viridor Laing (Greater Manchester)	VLGM is the PFI contractor which provides GMWDA with facilities and services to manage household waste across nine districts of Greater Manchester, in an environmentally and economically sustainable manner.



Equality Analysis Form

The following questions will document the effect of your service or proposed policy, procedure, working practice, strategy or decision (hereafter referred to as 'policy') on equality, and demonstrate that you have paid due regard to the Public Sector Equality Duty.

1. RESPONSIBILITY

Department	Communities and Wellbeing	
Service	Waste Management	
Proposed policy	Zero Waste Strategy and reconfiguration of the waste collection service to increase recycling rates	
Date	16 July 2014	
Officer responsible for the 'policy' and for completing the equality analysis	Name	Glenn Stuart
	Post Title	Head of Waste Management
	Contact Number	0161 253 6621
	Signature	
	Date	2 nd July 2014
Equality officer consulted	Name	Mary Wood
	Post Title	Principal Officer - Equalities
	Contact Number	0161 253 6795
	Signature	 17/2014
	Date	2 nd July 2014

2. AIMS

What is the purpose of the policy/service and what is it intended to achieve?	<p>The Zero Waste Strategy sets out the Council's plan in respect of waste collection and disposal over the next few years. It outlines the European, National and Greater Manchester context within which the Council is operating and aims to increase recycling rates to 55-60% by March 2015 and 60% + by March 2016, reduce disposal costs by cutting the amount of waste going to landfill and support the Greater Manchester Strategy on carbon emissions. This will be achieved through ten strategic objectives.</p> <p>The most effective way to increase recycling is through behavioural change and there are plans to address this in a number of ways through information and education about recycling and restricting residual waste capacity.</p> <p>It is planned to reconfigure the waste collection service to increase the household waste recycling rate to 55-60%, by restricting residual waste capacity for householders, whilst increasing recycling capacity. It is proposed that the grey</p>
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	<p>residual (non recyclable) waste bin is collected less frequently i.e. 3 weekly instead of 2 weekly as at present. At the same time however the blue and green recycling bins will be emptied 3 weekly, instead of the current 4. Overall available weekly bin capacity will remain at 360 litres per household.</p> <p>It is hoped that this reconfiguration of the service will prompt further recycling behavioural change amongst residents that results in more waste being diverted from the grey bins to the blue, green and brown recycling bins.</p> <p>The above will be aided by increased education and awareness raising activity and, as a last resort, enforcement. This will be achieved by direct engagement with householders, ensuring that they understand exactly how the 4 wheeled bin system works, what types of waste should be placed in each bin and also the economic and environmental benefits of recycling.</p> <p>This will help achieve the objectives of the Council's Waste Strategy, reducing the environmental impact of the service and achieving significant budget savings, through avoided disposal costs.</p>
Who are the main stakeholders?	<p>Every householder across the borough</p> <p>Waste Management staff</p> <p>RSLs including STH</p> <p>Private landlords</p>

3. ESTABLISHING RELEVANCE TO EQUALITY

3a. Using the drop down lists below, please advise whether the policy/service has either a positive or negative effect on any groups of people with protected equality characteristics.
If you answer yes to any question, please also explain why and how that group of people will be affected.

Protected equality characteristic	Positive effect (Yes/No)	Negative effect (Yes/No)	Explanation
Race	No	No	Any potential language barriers in communicating information about the planned change in areas with a BME population will be overcome by direct engagement with community leaders and elected Members in those Wards.
Disability	No	No	Assistance is provided to those

			households where typically, due to age or infirmity, they find difficulty in presenting their wheeled bins for collection. In such cases their bins are retrieved from and returned to their property after emptying by collection crews. It is intended to consult Baddac/Bury Coalition for Independent Living about the proposed service changes.
Gender	No	No	
Gender reassignment	No	No	
Age	No	No	see Disability above
Sexual orientation	No	No	
Religion or belief	No	No	
Caring responsibilities	No	No	Households containing a member with a medical condition that generates excess residual waste may apply for additional bin capacity.
Pregnancy or maternity	No	No	Families with a child/children using disposable nappies may apply for additional residual bin capacity.
Marriage or civil partnership	No	No	

3b. Using the drop down lists below, please advise whether or not our policy/service has relevance to the Public Sector Equality Duty. If you answer yes to any question, please explain why.

General Public Sector Equality Duties	Relevance (Yes/No)	Reason for the relevance
Need to eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010	Yes	Suitable provision will be put in place to ensure information about the change is communicated where people may be disadvantaged by the proposed service changes to ensure that they are not discriminated against.
Need to advance equality of opportunity between people who share a protected characteristic and those who do not (eg. by removing or minimising disadvantages or meeting needs)	Yes	Appropriate provision will be made to ensure that all residents are aware of and understand the change, with support available for those who may have difficulty in complying. Arrangements are already in place for those who are unable to present their bins for collection.
Need to foster good relations between people who share a protected characteristic and those who do not (eg. by tackling prejudice or promoting understanding)	No	

If you answered 'YES' to any of the questions in 3a and 3b

Go straight to Question 4

If you answered 'NO' to all of the questions in 3a and 3b

Go to Question 3c and do not answer questions 4-6

3c. If you have answered 'No' to all the questions in 3a and 3b please explain why you feel that your policy/service has no relevance to equality.

The waste collection service is delivered to every single household in the borough, regardless of its individual characteristics.

Larger households of 5 or more that may generate excess residual waste will be able to apply for additional grey bin capacity if they feel they have a need.

At premises such as flats, where residents share communal residual waste bins, collections are likely to remain 2 weekly.

Home visits will be made by Waste Management Officers to households struggling to comply with collection service requirements, offering advice and guidance. Waste audits are also provided.

4. EQUALITY INFORMATION AND ENGAGEMENT

4a. For a service plan, please list what equality information you currently have available, **OR** for a new/changed policy or practice please list what equality information you considered and engagement you have carried out in relation to it.

Please provide a link if the information is published on the web and advise when it was last updated?

(NB. Equality information can be both qualitative and quantitative. It includes knowledge of service users, satisfaction rates, compliments and complaints, the results of surveys or other engagement activities and should be broken down by equality characteristics where relevant.)

Details of the equality information or engagement	Internet link if published	Date last updated
GMWDA Waste Strategy		
Bury Council Zero Waste Strategy		
Business Case for reconfiguring the waste collection service		
Waste tonnage data from GMWDA		
Waste Management Communications Plan		

4b. Are there any information gaps, and if so how do you plan to tackle them?

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5. CONCLUSIONS OF THE EQUALITY ANALYSIS

What will the likely overall effect of your policy/service plan be on equality?	The overall effect on equality will be neutral. Plans are in place to ensure that appropriate and accessible formats will be used to communicate information about the proposed change and provide support as necessary. Arrangements are already in place to help those who have difficulty in presenting bins for collection.
If you identified any negative effects (see questions 3a) or discrimination what measures have you put in place to remove or mitigate them?	See section 3a for mitigation of any potential negative impact.
Have you identified any further ways that you can advance equality of opportunity and/or foster good relations? If so, please give details.	
What steps do you intend to take now in respect of the implementation of your policy/service plan?	The Zero Waste Strategy, the Business Case and the accompanying report will go before Cabinet on 16 July for approval. A Project Plan has been produced to aid with planning and preparation. The service changes are due to commence on 06 October 2014. The impact of the service changes will be monitored closely.

6. MONITORING AND REVIEW

If you intend to proceed with your policy/service plan, please detail what monitoring arrangements (if appropriate) you will put in place to monitor the ongoing effects. Please also state when the policy/service plan will be reviewed.

Following implementation of the proposed service changes in October 2014 we will monitor the impact closely in respect of recycling performance and tonnages of the different waste streams collected. We will also monitor and respond to complaints and queries about the service from residents. Waste Management Officers will be available to visit individual households to offer advice and guidance, in an effort to resolve any difficulties.

COPIES OF THIS EQUALITY ANALYSIS FORM SHOULD BE ATTACHED TO ANY REPORTS/SERVICE PLANS AND ALSO SENT TO THE EQUALITY INBOX (equality@bury.gov.uk) FOR PUBLICATION.

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