



Local Partnerships is jointly owned by



# Liverpool City Region Waste Strategy and Policy Options

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## Foreword

MRWA have undertaken a review of best practice<sup>1</sup> and held discussions at Director and Senior Officer level, to consider the opportunities to maximising efficiencies from the Liverpool City Region (LCR) municipal waste management service through increased joint working. The report produced in 2015, which assessed current practice against a series of service change options aimed at improving efficiency, acknowledged that many of the options at individual Council level have been realised or do not necessarily present a significant opportunity for additional savings to be made; joint working and increased collaboration at LCR level were identified as the main route for efficiency gains to be realised in the future.

This strategy and policy paper builds and extends further on these findings, taking into consideration the direction of the modelling and the strategic drive of LCR, makes a series of recommendations for joint working.

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<sup>1</sup> MRWA (2015), Waste Services Best Practice Review



# 1. Review of government policy, circular economy and other regulatory and economic factors that might impact the waste sector

## 1.1 A future outside the EU

### Summary Statement

Whilst there is uncertainty of the potential impact that our departure from the EU will have on waste related policy and strategy, it is considered unlikely that there will be any fundamental changes in the short to medium term. More pressing issues linked to trade negotiations and agreements are expected to dominate in the coming years. Therefore, it is recommended that LCR adopt an approach that makes it possible to both maximise the value and exploit the opportunities that can arise from better resource management. This will ensure LCR is proactive and potentially influential in any policy discussions that take place in the coming years, and reflects the direction of travel already embarked upon as a Combined Authority specifically in terms of the regional policies.

Such has been the influence of European legislation over the past decades; the decision to leave the EU has left stakeholders at national and local level unclear as the implications for environmental policy and the future direction of travel. The UK Government's Balance of Competencies Review<sup>2</sup> found that many stakeholders considered our membership of the EU, and the requirement to implement environmental directives and regulations, has led to higher environmental standards and an improvement in environmental performance. Specifically, EU waste management legislation has significantly changed the UK's approach to waste management, and it is fair to say that with a focus on decreasing disposal and increasing recycling the legislation has served to increase the level of ambition within the sector and been a driver for change. Therefore, with most environmental guidelines and strategies set by the EU, there is inevitable concern about what impact leaving the EU will have on environmental issues such as waste and resource management.

In terms of relating the decision to leave the EU to a more local level, it has been estimated that around half of all regulations affecting local councils originate from the EU, and one area identified as vulnerable to change in the short to mid-term is waste management and treatment<sup>3</sup>. Many waste management projects procured by waste disposal authorities within the UK were designed to comply with European legislation, placing significant emphasis on the environmental benefits of landfill diversion rather than focusing upon low cost solutions. As budgetary constraints continue it may be that environmental concerns become side-lined or that different priorities or obligations are placed upon local authorities. However, it is fair to assume that any changes to collection or treatment will not happen overnight, but operating within an uncertain policy sphere as a future outside of the EU is negotiated is making it difficult to predict and plan for change.

Recognising that whilst statutes guiding recycling and waste management in England, Wales, Scotland and Northern Ireland would remain in place until they are superseded by new legislation, moving forward there are a number of potential scenarios, including:

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<sup>2</sup>HM Government (2014), Review of the Balance of Competences between the United Kingdom and the European Union: Environment and Climate Change.

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/284500/environment-climate-change-documents-final-report.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/284500/environment-climate-change-documents-final-report.pdf)

<sup>3</sup> Opinion piece by leading law firm DWP - The impact of Brexit on local government, July 2016, <https://www.dwf.law/news-events/legal-updates/2016/07/the-impact-of-brexit-on-local-government/>

- a commitment to continue to be bound to existing EU waste management legislation with a question mark over implementation of future legislation;
- retention of fundamental pieces of legislation, as a consequence of trading agreements we may secure; or,
- effectively rewriting the rule book and developing a new set of national policies and legislation.

The first or second options seem the most obvious in the short to medium term, and would result in little change for LCR in terms of decisions currently being taken. Many of the UK's environmental laws are based on international treaties and agreements, and as noted by the UK Environmental Law Association<sup>4</sup> compliance with such agreements impacts upon, and is fundamental to, the ability of the waste management sector to trade in what is increasingly an international market. In addition, if the UK chooses to remain part of the European Economic Area (EEA), it will be bound to uphold many European standards, which includes the vast majority of environmental and waste policy.

There may be some pressure to reconsider some policies and review the current direction of travel, taking the opportunity to implement changes to areas where the UK has been in contention with the EU, for example definition of waste. Although again, for any material moving out of national control and into the EU, existing definitions will have to apply. In addition, if decisions were made to readdress producer responsibility legislation nationally, this would need to be done with caution in terms of the potential impact on trade within the EU.

There is the potential, as we move away from EU control over waste and resources management practices that we may see an increase in more voluntary agreements rather than regulation. However, this is certainly not a given as it is broadly recognised that voluntary agreements have had varying success in the past.

New areas of policy making that were poised to come online prior to the decision to leave the EU include the circular economy package; this is not only about bringing in new legislation but also about reforming existing legislation related to waste and resource management. The circular economy is focused on maximising opportunities that securing a more resource efficient sector can bring, building on the potential to underpin sustainable economic growth, jobs and business competitiveness and protect the environment and contribute to the health and wellbeing of communities. Although the UK played an active role in the development of the circular policy agenda, without the EU driving its implementation in the UK decisions will need to be taken regarding the development of a national circular economy framework (noting that Scotland and Wales are driving this agenda forward to a certain extent); this is discussed further in section 1.2 .

In the medium to long term, local government, specifically LCR, could become more of a driving force for policy development and different delivery models may emerge. It may be more important to be an influencing authority within this uncertain policy landscape, and that can only happen when the local direction of travel is clear and is strategic.

## 1.2 Circular economy

### Summary Statement

LCR has already taken proactive steps within its strategic thinking in starting to incorporate the principles of the circular economy and recognises the potential role that a more circular approach can take to job creation, skills development and economic growth, particularly in the green tech sector. Opportunities exist in terms of targeting specific material streams (particularly growth streams such as electronics) and removing geographical boundaries to support the development

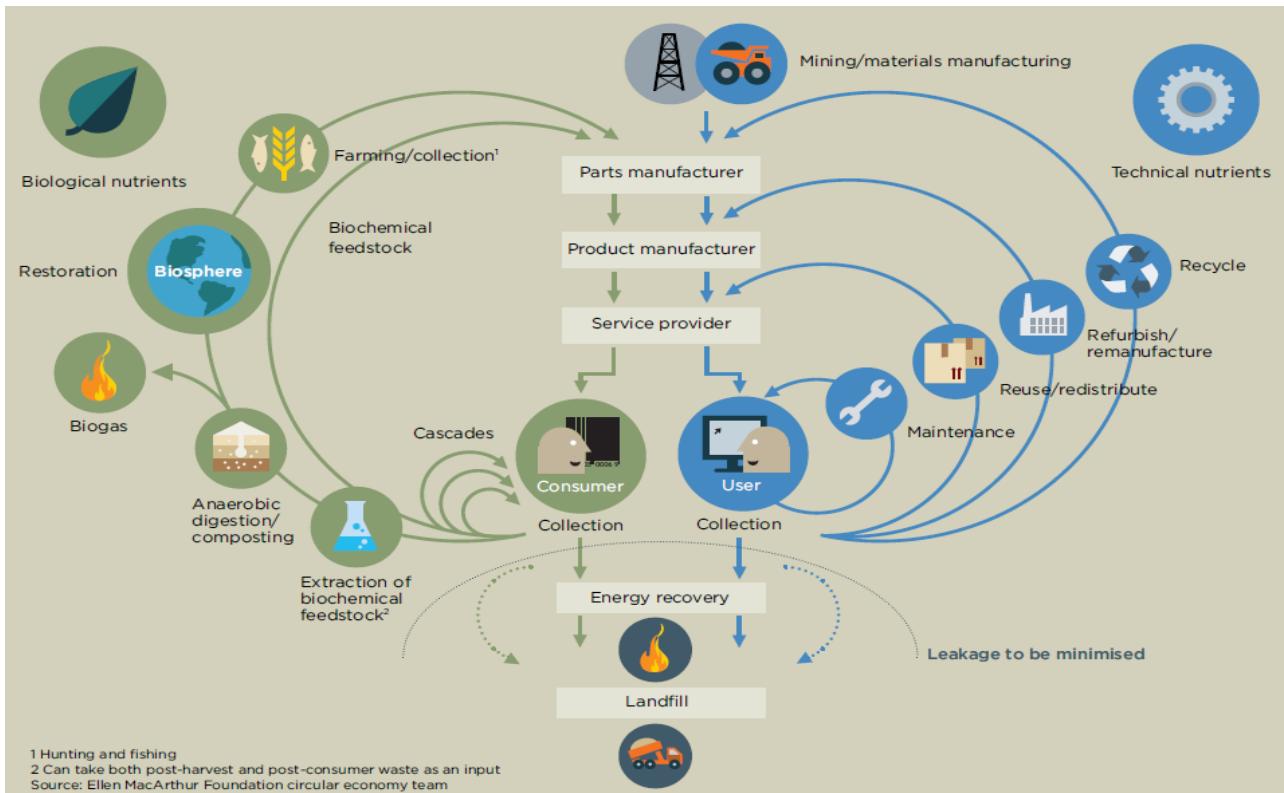
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<sup>4</sup> UKELA's Waste Working Party (2016), Brexit Implications of the UK leaving the European Union: Waste Management, <https://www.ukela.org/content/page/5861/Brexit%20Waste%20Management%20WP.pdf>

of dedicated infrastructure and business networks. The foundations are there upon which LCR can build and develop a more integrated approach towards waste and resource management.

A circular approach differs from the traditional linear model in that it uses restoration and recovery processes to increase the lifespan of products, components and materials. This goes much further than recycling, as reusing products, components and materials whether directly or indirectly as an input for a different process, retains their value and keeps them at their most useful; as a result waste is minimised (Figure 1).

**Figure 1: The Circular Economy Butterfly Diagram - value recovery for biological and technical materials<sup>5</sup>**



The EU Circular Economy Package<sup>6</sup>, whilst still subject to negotiation, contains an action plan and updates to six directives, namely: Waste Framework, Packaging, Landfill, WEEE, ELV and Batteries. Key proposals include:

- Funding: to provide over €650 million under Horizon 2020 and €5.5 billion from European structural funds for waste management.
- Bio-waste: to halve food waste by 2030 and revise regulations to increase the use of organic and waste-based fertilisers.
- Recycling: to set common targets of 65% of municipal waste and 75% of packaging waste by 2030.
- Terminology: to harmonise calculations and definitions relating to waste management across legislations and member states.

<sup>5</sup> Ellen MacArthur Foundation (2012) *Towards the Circular Economy – Report Vol. 1*

<http://www.ellenmacarthurfoundation.org/circular-economy/circular-economy/interactive-system-diagram>

<sup>6</sup> COM(2015) 614 final: Closing the loop - An EU action plan for the Circular Economy

- Landfill: to send no more than 10% of municipal waste into landfill by 2030 and to discourage landfill with economic incentives.
- Industry: Develop quality standards for secondary materials and promote initiatives within industry, including: industrial symbiosis; product reparability, durability and recyclability; and eco-design.
- Plastics: increase plastic recyclability and biodegradability. Also, reduce the presence of hazardous contaminants and marine litter.

In the UK, there is no formal strategy and Brexit brings with it uncertainty as to how far or how fast the circular economy will develop over the coming years. However, Defra appears to remain committed to this approach and the creation of the Department for Business, Energy and Industrial Strategy could provide new opportunities in the coming years. At present WRAP (Waste and Resources Action Programme) delivers much of England's circular economy initiatives, and as mentioned in Section 1.4 Scotland and Wales are embracing the circular economy agenda in terms of their current strategic direction.

When considering the potential 'value' of the circular economy, the Parliamentary Office of Science and Technology has recently published a fully referenced report into Designing a More Circular Economy<sup>7</sup>. Within this report they state that a move to a more circular UK economy could be worth £9- 29bn a year and create 10,000-175,000 jobs across skills levels by 2030, depending on the initiatives adopted.

According to research<sup>8</sup> undertaken by WRAP and Green Alliance, based on the current development path being taken nationally regarding the circular economy, there is the potential to create over 200,000 gross jobs and reduce unemployment by about 54,000 by 2030. It could also offset around seven per cent of the expected decline in skilled employment to the year 2022. But, a more rapid development of circular economy activity could create around half a million jobs (gross) and reduce unemployment by around 102,000. It may also offset up to 18% of the expected loss in skilled employment over the next decade.

Unemployment levels in LCR stood at 5.9%<sup>9</sup> (April 2015 to March 2016), compared to the national figure of 5.1%, and in terms of where the net job creation within a circular economy would be expected to occur, the North West has been identified as one of the areas for growth (refer to Figure 2).

In terms of where the job potential would mainly come from, opportunities exist in recovery, transport and reprocessing, which would all require the development of dedicated infrastructure and business networks and in some cases, innovative and novel solutions. This would include generating further capacity for source segregated waste streams or further processing steps to move materials management up the hierarchy and reduce environmental impacts and retain the use (and therefore value) or resources within LCR.

If more onus is placed on the producer through extended responsibility this may lead to increased recycled content and therefore the need to capture and process more materials, which again has the potential to stimulate business opportunities.

Securing essential 'feedstock' to maintain a constant supply would mean collaboration is essential; plastic and waste electronics<sup>10</sup> have been identified as key material streams where there would be a need for a number of local authorities to work more closely together to ensure medium to long term viability of any infrastructure put in place<sup>11</sup>. Collaboration for authorities in the

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<sup>7</sup> <http://researchbriefings.parliament.uk/ResearchBriefing/Summary/POST-PN-0536#fullreport>

<sup>8</sup> WRAP & Greenalliance (2015), Employment and the circular economy: Job creation in a more resource efficient Britain, <http://www.green-alliance.org.uk/resources/Employment%20and%20the%20circular%20economy.pdf>

<sup>9</sup> <https://www.nomisweb.co.uk/reports/lmp/lep/1925185554/report.aspx#tabempunemp>

<sup>10</sup> WEEE is an example of where there is plenty of capacity to shred material for recycling, however maximising reuse potential is where the largest value can be realised but at present there is limited ability to ensure quality collection and reprocessing to separate items which could be reused or repaired for reuse. A coordinated approach is required to address this.

<sup>11</sup> Green Alliance (2014), Wasted opportunities: Smarter systems for resource recovery - A report from the Circular Economy Task Force.

past has tended to be aimed at reducing administrative costs rather than improving the value of materials recovered<sup>12</sup>; LCR has a real opportunity to refocus and drive this moving forward, maximising the opportunities which may be present

Figure 2: Net job creation at current growth rate as a percentage of labour force<sup>13</sup>



In terms of existing systems and moving towards a more circular approach at the local Council level, it would be fair to say that for virtually all authorities, their current arrangements for collection have been built around the need to collect and transport material based on geography rather than based on material flows. Much material that has value is not always extracted in sufficient quality nor is the value necessarily retained post collection. There is therefore an opportunity for LCR to strategically plan for a future that incorporates a more circular economy by removing geographical boundaries and focusing on the potential to maximise material recovery dependent upon infrastructure development.

It is worth noting that LCR has been more proactive than others in starting to incorporate the circular economy at least within its strategic thinking. However, the absence of a clear resource strategy for the City Region means that a lot of current activity in this area is disjointed, un-coordinated, and lacks reach/influence. Furthermore, the work is often short term and time limited due to the cyclic nature of funding – with intellectual capital, momentum and branding often lost as different providers leave the marketplace. However, LCR is starting to set out the foundations upon which it can build and develop a more integrated approach, with the goal firmly focused on generation of jobs, maximising value of resources and retaining those resources within the LCR.

### 1.3 Resource focused and circular economy driven case studies

#### Summary Statement

Learning from other cities can be fraught with problems in terms of legislation, finances and cultural differences impacting upon the appropriateness of the comparison, but nevertheless there are always lessons to be learned and innovation to be found from looking at others.

<sup>12</sup> As above.

<sup>13</sup> WRAP & Green Alliance (2015), Employment and the circular economy - Job creation in a more resource efficient Britain

## Milan

Milan continues to be lauded for its success in implementing and delivering a city wide separate food waste collection. With a population of 1.5 million, equivalent to 700,000 households across 4 districts, Milan undertook a stepped introduction of separate food waste collection from all households, hotels, restaurants and catering facilities. Collections are twice a week from households, and up to 6 times a week from the relevant businesses included in the scheme. 86% of biowaste is collected separately, equating to 260,000 tonnes per year of food waste<sup>14</sup> and contamination levels are reportedly kept below 5%. Food waste is managed at two transfer stations and transported approximately 40Km to an anaerobic digestion (AD) plant<sup>15</sup> which has the capacity to treat 300,000 tonnes.

A publicly owned company, AMSA, is responsible for management of MSW in Milan, so coordinating the districts in terms of collection and management is simplified. In addition, the market for the end product from AD is stimulated through subsidy programmes across the region to promote the use of organic fertilisers rather than mineral and the power generated is used for a plastic reprocessing plant which shares the same site as the AD facility.

One of the key factors attributed to the success of the separate food waste collection scheme is that householders are allowed to use biodegradable plastic bags to put their food waste in; this is made easy by the fact that Italy has banned single use polyethylene bags and supermarkets only sell biodegradable bags.

In terms of stakeholder engagement and communications, a whole city approach is taken and multiple tools are used to engage with the householder including direct mailing, door-to-door contact, local media and TV coverage, multiple events across the city leading up to the changes, direct contact with schools and continued use of social media.

Alongside the introduction of the separate food waste collection service a transparent bag was introduced for residual waste to enable front line crew to spot misplaced recyclate with ease in order to maximise the diversion of targeted dry recyclate.

Participation in the separate collection services is compulsory and an incentive scheme operates across neighbourhoods, as does a penalty process, with fines operated for non-participation; as with some parts of LCR a proportion of households are in shared buildings and any fines imposed apply to the entire block.

Coordinated and wide ranging engagement has been crucial to securing participation, and the collaboration of the districts in working together and ensuring there is a guaranteed market for the outputs of the AD plant have all contributed to the success of this scheme.

## Tokyo

Japan has spent the last decade or so seeing how it can apply more circular practices in order to maximise resource utilisation and productivity. A plethora of material recovery and recycling legislation and policy and a legal requirement for manufacturers to operate disassembly plants has meant that systems are in place and much can be learned.

Tokyo, Japan's largest economic centre has not shied away from the challenges of more efficient resource management and has been driving forward the material management agenda. As a Super Eco-Town<sup>16</sup> Tokyo has committed to providing the infrastructure necessary to transform Tokyo into a recycling based society through the provision of locations for environmental industries on municipally owned land. Through the Super Eco-Town project significant recycling capacity has been generated and private investment for recycling businesses significant increased. This includes facilities for food waste recycling, recyclate reprocessing and energy generating facilities. This has had a two fold impact on Tokyo; firstly regenerating areas of the city and bringing investment and employment opportunities, and secondly coordinating the necessary infrastructure required to recycle, recover and treat a range of different waste materials.

<sup>14</sup> ref: Italian Composting and Biogas Association

<sup>15</sup> [www.organicstream.org/2014/02/10/zerowaste-italy-and-milan-case-study/](http://www.organicstream.org/2014/02/10/zerowaste-italy-and-milan-case-study/)

<sup>16</sup> [https://www.kankyo.metro.tokyo.jp/en/attachement/super\\_eco\\_town.pdf](https://www.kankyo.metro.tokyo.jp/en/attachement/super_eco_town.pdf)



However, the infrastructure alone has not been responsible for driving Tokyo towards a more resource focused city; extended producer responsibility is considered to be one of the most important concepts supporting the establishment of a sound material-cycle society. Nationally green innovation is being used to grow the economy and generate jobs and recycling policies have been developed within the context of securing critical materials for low carbon technologies. Within this setting it makes is easier for local level actions.

### *Oslo*

Oslo, with a population of 1.4 million people, has been driving forward its integrated waste management strategy over the last decade<sup>17</sup>. With a 50% recycling target in place for 2018, coupled with recycling and recovery focused strategies and polices (including a ban on biodegradable waste to landfill), there is an onus on the householder to play an active part in the management of their waste. There is a requirement to source separate paper, drinks cartons, plastic packaging and food waste at the household, in addition residents are required to take glass and metals to a plethora of bring sites.

The source separated food waste is currently processed in a biogas plant (that is based exclusively on food waste<sup>18</sup>) and biogas is generated to be used as fuel for public transport vehicles and bio fertilizer.

A major part of the integrated approach is to ensure no waste goes to landfill, and to convert material not recycled into energy for the city. This strategy is not without its challenges; Oslo has previously hit the headlines in relation to its focus on energy from waste, and in particular it's over capacity which requires waste to be imported<sup>19</sup>. As the facilities form an integral part of the energy provision for around half of the households and all schools in Oslo there is a need to ensure there is sufficient waste to burn. Capacity is therefore a key consideration within any approach, particularly if there is a reliance on waste material as an energy source, and how this marries up in the longer term with recycling and reuse initiatives. The challenge has been in reconciling Oslo's ambitions to become the world's leading sustainable city, running on 100% renewable energy by 2020, with its wider resource policies; avoiding unintended consequences of one policy against another is key.

### *Copenhagen*

Copenhagen has a clear overarching vision for 2050 based on a zero waste society where all material is reused or recovered for recycling/secondary raw materials/energy generation and where households lease services rather than consume products. One of the first steps in delivering this vision is the implementation of the *Resource and Waste Management Plan*, which aims to move waste management in Copenhagen as high up the waste hierarchy as possible. The Plan is described as a set of 'clear visions supported by multi-sectoral strategies, time bound action plans and strong political will'.<sup>20</sup> It focuses on four main topic areas (Less Waste; Better Separation; Efficient Collection; Better Treatment) each with targets, specific measures to achieve them, and a main flagship initiative linked to each topic area. For example, aside from landfill bans and recycling targets one of the more immediate initiatives to drive forward progress is the development of a flagship recycling centre. In addition to conventional recycling activities, it will be a centre for innovation, knowledge and green growth, testing new measures, creating jobs in the reuse sector, providing a second life for products through up-cycling and a home for trials and projects.

Incentivising waste separation through a fee structure, and extending deposit refund schemes at public events are also key initiatives within the Plan. And there is a focus on innovation in waste collection - using different fuels for vehicles to reduce noise and emissions for example, and looking at smart collection systems.

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<sup>17</sup> [http://www.c40.org/case\\_studies/waste-management-system](http://www.c40.org/case_studies/waste-management-system)

<sup>18</sup> <http://www.sustainablecities.eu/local-stories/oslo-waste-management/>

<sup>19</sup> [http://www.nytimes.com/2013/04/30/world/europe/oslo-copes-with-shortage-of-garbage-it-turns-into-energy.html?\\_r=0](http://www.nytimes.com/2013/04/30/world/europe/oslo-copes-with-shortage-of-garbage-it-turns-into-energy.html?_r=0)

<sup>20</sup> City of Copenhagen (2013) Resource and Waste Management Plan to 2018

There appears to be a wider acceptance of the positive socio-economic effects of adopting sustainable practices across the city, in terms of improved waste management and green technology energy providers amongst other sustainable practices.<sup>21</sup>

### Kalundborg

The city of Kalundborg provides an excellent example of industrial symbiosis; it represents an extensive resource and environmental network with in excess of 20 bilateral commercial agreements in place between 5 industries, which include 2 waste handling companies and the utilities department of the local Council<sup>22</sup>. The factors that supported this industrial symbiosis developing from the bottom up included: the potential opportunities for sharing energy, water and resources were evident; physical distances were limited; there was an economic incentive to progress the agreement; communications and relationships were sound; and, there were no legal barriers to the agreements being developed. “Systems make it possible, people make it happen”<sup>23</sup>.

The agreements have led to a significant reduction in emissions, a reduction in the consumption of virgin raw materials and a more efficient use of secondary raw materials.<sup>24</sup> Initial investment was required but payback time has been relatively short due to the savings being realised. Whilst the industrial symbiosis developed over time and action was initiated from the bottom up, support can be given by “stocking the industrial ecosystem with the types of companies to create a better balance, either by supporting start-ups or targeting specific sectors”<sup>25</sup>.

### Flanders

Flanders has been a noted exemplar for delivering high recycling and diversion from landfill for many years. Approaches taken to ensure delivery of a recycling rate of over 70% are varied and include Pay As You Throw (PAYT) for household waste collections and national Extended Producer Responsibility schemes for many products (including batteries, vehicles, print, tyres, electrical equipment, oils, lighting, animal fats, medicines) which direct funds from producers into municipal collection schemes. Alongside this though, their success can be attributed to a long-term approach, high political support for many years, and a very intensive approach to waste prevention messaging, public communications and enforcement that has helped to shape public behaviour.

## 1.4 Direction of travel of devolved administrations in Scotland and Wales

### Summary Statement

The examples of the devolved administrations are featured to illustrate the potential power and authority of devolution. The paths that the devolved administrations in Scotland and Wales have taken are very different to England; however, in both cases they have a clear direction of travel and have put in place appropriate support mechanisms to deliver their strategic priorities. This reinforces the need for LCR to be very clear what its priorities and intentions are and how this fits together with its own devolution agenda.

When considering the direction of travel in England (and therefore LCR) for the coming years and specifically when considering the devolution issue, it is useful to look at the progress being made within Scotland and Wales. It is very apparent that significant inroads have been made in terms of recognising the role that better resource management and a more circular approach can play in a financial, environmental and social context. In Scotland, a comprehensive strategy has been adopted<sup>26</sup> and Zero Waste Scotland is the main delivery and research body for its resource

<sup>21</sup> Green Growth Leaders. Copenhagen – Beyond Green, The Socio Economic Benefits of Being a Green City, <http://www.sustainia.me/resources/publications/mm/CPH%20Beyond%20Green.pdf>

<sup>22</sup> <http://www.hallbaravfallshantering.se/download/18.67f5ce4211a6c6ae31680004299/1350483375524/John+Kryger.pdf>

<sup>23</sup> <http://www.hallbaravfallshantering.se/download/18.67f5ce4211a6c6ae31680004299/1350483375524/John+Kryger.pdf>

<sup>24</sup> <http://www.iisbe.org/iisbe/gbpn/documents/policies/instruments/UNEP-green-ind-zones/UNEP-GIZ-ppt-kalundborg%20case.pdf>

<sup>25</sup> <http://www.iisbe.org/iisbe/gbpn/documents/policies/instruments/UNEP-green-ind-zones/UNEP-GIZ-ppt-kalundborg%20case.pdf>

<sup>26</sup> Scottish Government. 2016. Making Things Last: a circular economy strategy for Scotland



efficiency and circular economy policies and Zero Waste Plan. In recent times, its remit has expanded to include programmes on water and energy use and is now developing a broader remit for resource efficiency across the public and private sectors. It is a holistic programme, encompassing direct interventions such as finance for reprocessors and resource collections, business support, technical advice, training and competence development and communications support.

A Scottish Materials Brokerage Service for recycled materials has been put in place, sponsored by the Scottish Government and in partnership with Scottish local authorities, Zero Waste Scotland and Scottish Procurement. The aim of the brokerage service is to create the right conditions to grow the reprocessing sector and allow valuable materials to be retained in Scotland and provide the opportunity to create jobs. This will be achieved by matching up supply and demand for high value recycling, providing certainty of supply for those who wish to invest in Scottish reprocessing plants, and certainty of demand for local authorities.

In addition, a Scottish Institute of Remanufacture<sup>27</sup> has been set up to help drive forward a more circular economy in Scotland through product remanufacture, reconditioning, repair and reuse. Funded by the Scottish Funding Council and Zero Waste Scotland and hosted at the University of Strathclyde, it aims to: increase innovation by simulating and co-funding collaborative projects; increase activity and engagement from the academic community to build capacity; and, establish the Scottish remanufacturing community. Increased remanufacturing alone is being estimated to generate an extra £620m per year and 5,700 new jobs by 2020<sup>28</sup>.

Making Things Last<sup>29</sup>, produced in 2016, is the Scottish Governments strategy for a circular economy. It provides a clear vision for a more comprehensive approach to producer responsibility, with Scotland aiming to become Europe's first zero waste economy. Reuse, repair and remanufacture feature prominently.

Wales is also strategically striving forward, with a clear policy steer in place effectively from the day the National Assembly was established. Sustainability was written into The Government of Wales Act 1998 and their 2010 strategy, Towards Zero Waste, made a commitment to circularity in global supply chains. The Welsh Assembly passed the Well-being of Future Generations (Wales) Act in 2015, which builds on the sustainable development ethos and further embeds it across all policy areas.

Research undertaken by the Ellen MacArthur Foundation and WRAP<sup>30</sup> in 2013 suggested that material cost savings of up to £2bn a year could be achieved by transitioning to circular processes in an advanced scenario. This constitutes a business environment that has developed reverse technologies, infrastructure and other enabling conditions such as cross-sector collaboration and legal frameworks. This has the potential to reduce Wales's dependency on raw materials, and have a positive impact on the jobs market and increase the value and productivity of agricultural systems.

In March 2016, the Welsh Government issued a paper which reinforced its commitment to a more circular economy<sup>31</sup> and the establishment of a task force to raise awareness of the benefits of the circular economy throughout the Welsh supply chain was identified. The paper called for a 'strong, integrated, joined up approach' from manufacturers, retailers, consumers and collectors to bring about change. Other research carried out in Wales by WRAP, the Green Alliance and the Ellen MacArthur Foundation was recognised in demonstrating that 30,000 jobs could be created.

On a local level policy is in place to ensure LAs can develop services to meet targets and expectations of the national waste strategy 'Towards Zero Waste' and the waste sector plans. In their drive to achieve targets legislation has been put in place which enables bans and financial penalties to be imposed for failure to achieve the reuse, recycling and composting targets. There

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<sup>27</sup> <http://www.scot-reman.ac.uk/>

<sup>28</sup> Zero Waste Scotland (2015), Circular Economy Evidence Building Programme, <http://www.zerowastescotland.org.uk/remanufacturingreport>

<sup>29</sup> <http://www.gov.scot/Resource/0049/00494471.pdf> Scottish Government (2016), Making things last: A Circular Economy Strategy for Scotland

<sup>30</sup> [http://www.wrap.org.uk/sites/files/wrap/Wales\\_and\\_the\\_Circular\\_Economy\\_Final\\_Report.pdf](http://www.wrap.org.uk/sites/files/wrap/Wales_and_the_Circular_Economy_Final_Report.pdf) Ellen MacArthur Foundation/WRAP. 2013. Wales and the Circular Economy: Favourable system conditions and economic opportunities

<sup>31</sup> Achieving a more circular economy for Wales , 4 March 2016, Carl Sargeant AM, Minister for Natural Resources



is also a fine imposable for exceeding the amount of BMW sent to landfill. Local authorities have been supported through significant funding, allowing them to make investments in services and schemes.

It is clear that Scotland and Wales have taken a different path to England (and the UK Government), which demonstrates to an extent the power and authority of devolution and the potential for LCR should the local government devolution agenda continue to develop.

## 1.5 Devolution of powers to local authorities

### Summary Statement

Assuming that the EU structural funds are honoured in the wake of our departure from the EU and that nationally the devolution agenda continues to be supported, LCR has a unique opportunity to play a leading role in developing the next stage of devolution. Effectively broadening its remit from simply focusing on the economic growth agenda, and bringing wider social and environmental benefits for LCR. Much of the focus of regional policies recognises the value of taking a coordinated approach and there may be a chance to influence future direction terms of devolution of responsibilities.

As of March 2016, devolution deals with the following twelve areas have been agreed<sup>32</sup>:

- Greater Manchester
- Sheffield City Region
- West Yorkshire
- Cornwall
- North-East
- Tees Valley
- West Midlands
- **Liverpool City Region**
- Cambridgeshire
- Norfolk / Suffolk
- West of England
- Greater Lincolnshire

At present, there is no hard information available about the likely effect on the local devolution agenda of leaving the EU, although EU structural funds have formed a major element of many devolution deals. It is not yet clear if and when structural funds will cease to be paid to UK localities. A number of sector representatives have argued that, if the funds are withdrawn, Government should make good the deficit for the 2014-20 programming period. Some sector representatives have also argued for a “radically expanded role for local government” in the wake of leaving the EU<sup>33</sup>.

In addition, whilst we have seen some speculation on the continuation of the regional devolution agenda following the change in Prime Minister, the position coming from the Department for

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<sup>32</sup> House of Commons Briefing Paper, July 2016, Devolution to Local Government in England

<sup>33</sup> As above

Communities and Local Government is that it is expected that devolution deals will continue to progress.

In terms of LCR, a second devolution was announced alongside the March 2016 budget, where the city region will take on the following additional responsibilities:

- Beginning to plan for integration of health and social care;
- A review of the delivery of children's services;
- The Apprenticeship Grant for Employers, accompanied by discussions on the use of funding from the apprenticeship levy;
- Additional, unspecified transport and highway powers to accompany the city region's Key Local Roads Network; and,
- Work on developing a Clean Air Zone.

Liverpool will also pilot 100% retention of business rates revenue as of 1 April 2017, in advance of all English local government retaining 100% of business rates revenue from 2020.

Devolution agreements made to date have been criticised for not prioritising the improvement of quality of life and the environment, alongside driving economic growth<sup>34</sup>. Devolution, particularly in relation to infrastructure, provides a significant opportunity to not only rebalance the economy and increase growth within LCR, but also ensure future developments realise social and environmental benefits.

Looking forward, LGA has published a discussion paper<sup>35</sup> discussing what's next in terms of the devolution agenda, how can it be further developed and what is needed to drive it forward. It recognises that early deals have rightly been focused on growth and economic policy, but now is the time to build on this work by looking at a wider agenda for devolution and public service reform. One particular area of concern is that powers for issues such as waste and resource management are not simply transferred from Brussels to Westminster following our vote to leave the EU. There is a strong feeling that if services are delivered locally, then the power over how to run them in their entirety should rest locally. This could potentially see a further expansion of responsibilities for LCR moving forward.

## 1.6 Local authority powers

### Summary Statement

LCR should consider the full range of powers available in delivering and enforcing implementation of the service and any changes proposed, particularly in relation to behaviour change. Although there are limitations and restrictions at present, with discussions centring on the role of local government, it is recommended that LCR maintain a watching brief on policy developments, particularly in relation to charging and enforcement powers.

#### 1.6.1 Enforcement

Powers for local authorities, in terms of enforcement, have been depleted to a certain extent over the past 5 years, due to deregulation making it a lengthier process to issue a fixed penalty notice

<sup>34</sup> Institute of Civil Engineers (2016), State of the Nation: Devolution. <https://www.ice.org.uk/getattachment/media-and-policy/policy/state-of-the-nation-2016-devolution/state-of-the-nation-2016-devolution.pdf.aspx>

<sup>35</sup> <http://www.local.gov.uk/documents/10180/7632544/3.5+What+next+for+devolution+-+final+WEB.pdf/77125fcf-4035-443c-b98c-2da62c644548> What Next for Devolution: A discussion Paper, July 2015, LGA.

(FPN) in relation to some offences and limiting the value of the fines. However there remains a raft of waste related policies<sup>36</sup> in place that allow local authorities to issue fines in relation to:

- Littering;
- fly-tipping;
- waste receptacle offences;
- abandoned vehicles;
- failing to provide a waste carrier licence (for businesses transporting their own waste); and,
- failing to provide a waste transfer note when moving non-hazardous waste.

In addition, as waste crime continues to escalate, fly tipping has come under the spotlight and new powers in terms of issuing of penalties have been awarded to local authorities<sup>37</sup>. In 2014/15, the estimated cost of clearance of fly-tipping to local authorities in England was nearly £50 million; 66% of incidents were household waste. Local authorities are responsible for investigating and clearing small scale fly-tipping on public land (including public roads and highways within their responsibility), and in May 2016 a fixed penalty notice of between £150 to £400 was introduced for small scale fly-tipping offences<sup>38</sup>.

In terms of the fines, for highly rated authorities there is no specific requirement as to what the funds generated from the FPNs are to be used for. For other authorities, with the exception of the offence of fly-tipping (which has no predetermined use of the money), FPNs are to be used in relation to the environmental crime, but again the specific way in which the funds are to be used is not prescribed.

LCR should use the full suite of enforcement tools available to them to change behaviour, alongside other behaviour changing strategies in terms of communications and engagement. This is explored further as a potential opportunity for LCR in Section 3.

### 1.6.2 Charging

Local authorities have a duty to collect household waste; they can prescribe how and when they are going to collect it and receptacles to be used can be specified by the Council. A charge can be issued for replacement containers (unless the fault for the loss lies with the Council i.e. damaged during collection).

Authorities can make a direct charge for discretionary services such as the collection of garden waste and bulky waste, and a charge for the collection of clinical waste from the kerbside can also be applied.

Until recently only collection charges could be made for services to charities, schools, hospitals, prisons (schedule 2 waste), however this policy has been amended and a disposal charge can now also be applied.

At HWRCs a charge can be imposed for vans and trailers using the site (normally this is via a permit system), and for commercial and construction materials. Some local authorities have started to explore the possibility of charging residents to use HWRCs, however the Local Authorities (Prohibition of Charging Residents to Deposit Household Waste) Order 2015 came

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<sup>36</sup> Section 87 of the EPA, under powers provided by section 88 to include dropping of litter, chewing gum, cigarette butts; Section 34 and section 46 of the EPA; Sections 55 to 67 of the Clean Neighbourhoods and Environment Act 2005; Sections 52 may issue a fixed penalty notice to anyone failing to comply with a community protection notice) and 68 of the Anti-Social Behaviour, Crime and Policing Act 2014 in relation to Community Protection Notices and Public Spaces Protection Orders

<sup>37</sup> House of Commons Briefing Paper, May 2016, Fly-tipping - the illegal dumping of waste

<sup>38</sup> Deposit of Waste (Fixed Penalties) Regulations 2016.



into force in April 2016. This prevents authorities<sup>39</sup> from charging residents at the point of entry, exit or disposal for the use of HWRCs. There is some contention at present whether a charge can be applied for DIY materials; some authorities are limiting the quantity of DIY material they will accept and others are imposing a charge based on the view that it does not constitute household waste. This is an area that requires further government clarification and guidance.

Overall, innovative charging schemes for household waste collection, such as direct charging models, cannot currently be utilised outside of discretionary services. This may change in the future but at present it is not a policy option.

## 1.7 Changes to waste composition

### Summary Statement

Reductions in paper and glass, increases in cardboard, growth in WEEE and a broader range of plastics, particularly flexible and composites are the trends predicted in the coming years. Being prepared to respond to changes in waste presented for collection is essential in order to maximise potential opportunities that may arise from the processing or management of these waste streams. This will include linking in with wider regional strategies focused on advanced manufacturing and addressing resource use, and utilising the knowledge hub that exists within LCR.

When considering future policy and strategic direction in resource management, changes and trends in waste composition cannot be ignored. Although it's a difficult science and relies on assumptions being made, it is possible to consider the many factors that affect the resource chain and predict potential implications on waste requiring collection and management within LCR. Influencing factors include: consumer trends; product design and marketing; the balance between exported and imported materials and products; the likely scarcity of valuable resources (especially precious metals); economic factors; environmental drivers including the low carbon agenda; and developments in logistics and sophistication of collection systems<sup>40</sup>.

It is expected that trends, which have been developing in recent years, such as material substitution, will continue. For example, electronic media continuing to take a market share over newsprint, and plastics increasingly replacing heavier alternatives such as glass for a wide range of products<sup>41</sup>. Lightweighting of plastic packaging and the increased prominence of plastic films is expected to continue, with flexible and laminated packaging taking a market share<sup>42</sup>; this is reflected very much in the continual increase in the ready meal and convenience food market and demand for portion sizing in a wide range of products. Stand-up pouches are expected to continue to grow in popularity amongst the packers and fillers, however it is considered that the innovative brands are now looking to the next generation of rigid/flexible hybrids<sup>43</sup>.

Composite materials containing paper, foil and plastic mixes, will continue to increase with packaging innovation and we can expect to see more intelligent packaging making its way into the mainstream markets. This can bring with it real benefits, for example packaging that changes colour as the food degrades may minimise food wastage but at the same time may introduce a challenge in terms of its management.

Bioplastics<sup>44</sup> are expected to generate increased interest from manufacturers, as they aim to challenge the dominance of oil-based polymers with their environmental credentials. Derived from renewable biomass sources they are suitable for both short-life and disposable products, as well as long-life applications and they biodegrade at the end of their useful product life<sup>45</sup>. This can be a challenge for recycling systems.

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<sup>39</sup> For local authorities where residents are already being charged for the service, the law does not apply until April 1 2020  
<sup>40</sup> Beasley Associates & RGR (2010), Made Today Gone Tomorrow, MRWA

<sup>41</sup> <http://www.packagingdigest.com/packaging-design/5-persistent-food-and-beverage-packaging-trends-2016-05-19/page/0/2>

<sup>42</sup> <http://www.smitherspira.com/news/2015/september/insight-four-key-trends-driving-flexible-packaging>

<sup>43</sup> <http://www.packworld.com/trends-and-issues/global/six-packaging-trends-2016>

<sup>44</sup> <http://www.creativeblog.com/packaging/design-trends-2016-31619456>

<sup>45</sup> <http://biomebioplastics.com/>



It is expected that waste paper volumes will continue to decrease, as more use is made of online media, and cardboard will continue to increase due to the prevalence of online shopping and home deliveries.

Constant demand for electric and electronic products continues to fuel a rise in WEEE. In the UK, it was estimated in 2013 that ten million tonnes of electronic products would be brought over the following six years which would include 20 tonnes of gold, 400 tonnes of silver and seven tonnes of platinum; worth in the region of £1.5bn<sup>46</sup>. There continues to be an increase in CRTs coming into the waste stream as older products are replaced. New products are getting smaller and more complex, which can prove a challenge in terms of retaining the resources through repair, recycling or recovery<sup>47</sup>. It is possible that materials scarcity (and security of supply), particularly precious metals and rare earth elements (REEs) will contribute to the appeal of recovery of some products over others; there may be a competitive element in the market in terms of businesses seeking to recover this material themselves.

In terms of the opportunities that the future waste stream could provide for LCR, there are a number that can be exploited in the small, medium and long term. Clearly it is anticipated that there will be an increase in not only the type of plastic but also the complexity of plastic being used for packaging. Developments in technologies to process the ever changing plastic market in a cost effective and efficient manner will be developed as variations in packaging materials continue to dominate the market. There may also be potential for collaboration between locally based leading brands and manufacturers, designers and universities on product design development, which may bring investment into the local area and potential longer term business opportunities. In addition, WEEE will continue to be generated, requiring effective management systems not to reprocess but to maximise reuse, repair and recycling. It is possible that there will be a growth in localised specialist collection services and recycling/reassembly for valuable electronics products.

There may be potential opportunity for market development of repair centres at the sub regional level with a possible revival of SMEs interested in exploiting repair and refurbishment, rather than this being confined to social enterprises and reuse organisations. This may become more appealing if the market share of products with built in longevity increases.

Despite much work being done to change behaviour, and even with food security being a significant issue internationally, it is expected that food waste will continue to feature within waste requiring collection. However, it is expected that opportunities to capture this tonnage will continue to be exploited and biogas, methane and electricity will be recovered as a viable renewable energy source.

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<sup>46</sup> <http://www.independent.co.uk/news/uk/home-news/grim-forecast-for-e-waste-as-technology-trash-to-top-65m-tonnes-by-2017-9005446.html>

<sup>47</sup> <http://www.waste360.com/e-waste/industry-experts-discuss-e-waste-recycling-trends-and-obstacles>

## 2 Review of wider economic, environmental, transport and energy policies for the Region

### Summary Statement

During the workshop sessions and through feedback from the individual Councils, there were a range of different examples reported of activities that 'fit' within the priorities and expectations of the LCR and its wider goals set out within the various regional policies. However, it was acknowledged that at present they are not joined up or strategically coordinated to form a common direction of travel. Nor are they generally being recognised within a broader strategic context.

Linkages with waste and resource management, either directly or indirectly, are numerous in terms of the potential to generate a viable alternative energy/fuel source within a low carbon economy, and its contribution to job creation and economic growth. There is synergy in terms of the waste agenda maximising the opportunities that are evident from retaining the value of resources. In addition, the strong knowledge base and commitment to R&D and scientific exploration, as recognised in the various regional strategies and policies, is essential in supporting the process.

However, whilst there are clearly a number of detailed strategies and plans targeting specific issues and challenges within LCR, it is not always very clear, in a delivery sense, as to how these all fit together, i.e. where there is overlap, where issues are complementary, where there is synergy etc. Introducing another strategy that is focused on waste and resource without any formal linkages with existing regional strategies and plans would potentially add to that confusion. Therefore, how a waste and resource strategy may support delivery of the wider issues such as employment, skills, training, low carbon etc. should be a key factor in the direction of travel being proposed and integrated within the LCR strategic and policy framework.

### 2.1 Wider picture

**Liverpool City Region Sustainable Urban Development Strategy**, revised June 2016, is focused on supporting local economic growth, enhancing access to opportunities (employment, education and training) for residents of LCR, and supporting the transition to a local carbon economy (including green infrastructure). Specifics relevant to this project include the drive towards low emission vehicles and alternative fuels (identified as a priority). Clearly there is an overlap with potential opportunity that could arise from using waste resources generated within LCR, such as food waste (as identified in the strategy), and collecting and treating this waste separately to generate an energy source via an AD facility. As stated in the strategy the use of food waste is under active consideration as a potential source of energy for public transport.

In addition, the strong network of knowledge assets is recognised within the strategy and opportunities to accelerate and scale up innovation excellence, the commercialisation of R&D and innovation driven business and job growth are considered. Specifically, it is recognised that the Liverpool Knowledge Quarter and science parks provide a strong asset base of science, technology and innovation and this is a growth area, particularly in advanced manufacturing and low carbon sectors. For waste and resources to sit within a more circular economy innovation in material management and maximising the opportunities that retaining the value of resources can bring, a strong knowledge base and commitment to R&D and scientific exploration are essential in supporting the process.

**Liverpool City Region Combined Authority: A Transport Plan for Growth** provides the strategic direction for transport focusing on supporting growth, regeneration and carbon reduction. A key priority is securing a clean, low emission and sustainable transport network. In terms of the proposals for waste and resource management, optimising collection across the LCR, rather than operating within the district boundaries, complements the aims of the strategy in terms efficient



traffic movement. In addition, the potential to collect waste streams for the purpose of treatment to generate alternative energy and fuel complements the low carbon aim.

**Liverpool City Region Innovation Plan**, sets out the approach to driving innovation and maximising the development of ideas to market. In terms of the waste and resources agenda, the plan recognises the significant value of the Liverpool Knowledge Quarter<sup>48</sup> and has as one of its priority areas Advanced Manufacturing which includes the development of a Materials Innovation Factory. This aims to bring together expertise, equipment, facilities and knowledge to develop innovation in the creation and generation of new products. The opportunities to tie in with resource retention and material management and create systems which can effectively and efficiently retain the value of resource through reprocessing and reuse are evident.

**EU Structural and Investment Funds Strategy 2014-2020: Liverpool City Region Local Enterprise Partnership**, sets out the priorities in terms of how LCR will grow business and support more people into employment. In terms of the strategic approach for waste management, developing a more efficient service that will maximise recycling, optimise reuse and support skills development and financial and employment opportunities in terms of a more circular economy complements these priorities. Specifically, in relation to the development of the blue/green economy, exploiting commercial opportunities from the low carbon agenda – this is supported by funding to value of £28m. In addition, it complements the business economy agenda, focused on entrepreneurship and growth (with funding value of £40.8M), and innovative economy, exploiting opportunities for growth and employment manufacturing and technology development (with funding value of £31.5M). In addition, if more focus is applied to the social values that can be extracted from better resource management then this complements the strategy focus on inclusive economy, using innovative approaches to local employment (with funding value of £64.7M); the reuse sector generates proportionally far more employment opportunities than any other mechanisms to manage waste and resources.

**Building Our Future: Liverpool City Region Growth Strategy 2016**, provides a strategic approach to how the economic future for LCR can be secured, primarily centred around 3 pillars: productivity, people and place. It is focused on addressing the challenges to growth, specifically in terms of skills gap, poverty, health and targets including a reduction in unemployment, in addition to advancements in productivity, particularly increases in export business and commercialisation in research and development. Clearly there is synergy between job creation, training opportunities and retaining the value of resources through innovation in remanufacture and design which could be realised by maximising the opportunities in waste and resource management and adopting a more circular approach.

**Making it: Advanced Manufacturing in LCR to 2020**, is focused on bringing LCR's manufacturing community together in order to maximise the opportunities and work collectively to generate a high value return both within LCR and beyond. Relevant areas that have been targeted and where there is overlap in terms of waste and resources include: the development of intelligent systems & embedded electronics; smart, hybrid & multiple materials; energy generation management; managing fragmented value chains. LCR has identified opportunities that align with national strategic requirements

**Liverpool City Region Sustainable Energy Action Plan (SEAP)**, sets out its ambition to transform itself into a low carbon economy, driving growth and delivering employment in decentralised energy generation and supply using renewable and low carbon fuels. MRWA have been identified within the plan as one of the significant players in developing the City Region's energy sector and having an important role in SEAP project delivery.

The synergy between maximising the opportunities from waste and existing LCR strategies and policies is illustrated in Table 1.

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<sup>48</sup> Liverpool Knowledge Quarter is one of the UK's most concentrated sites for research/innovation in the country. Home to four universities, multiple research centres of excellence, and various NHS assets. Research and innovation strengths are wide ranging and include Advanced Materials and Materials Chemistry; Engineering; Accelerator Science & Digital; Energy Research; Aerospace; and Built Environment



Table 1: Synergy between maximising the opportunities from waste and LCR strategies

Opportunities from waste	Sustainable Urban Development Strategy	A Transport Plan for Growth	Innovation Plan	EU Structural and Investment Funds Strategy	Building our Future	Making it: Advanced Manufacturing	Sustainable Energy Action Plan
<b>Optimised collection across LCR</b>		✓					
<b>Retaining value of resources across waste stream</b>			✓	✓		✓	✓
<b>Employment opportunities</b>	✓			✓	✓	✓	✓
<b>Training opportunities</b>	✓			✓	✓	✓	
<b>R&amp;D: Innovative processing solutions</b>	✓		✓		✓	✓	
<b>Generating alternative fuel/energy sources</b>	✓	✓				✓	✓

### 3 Joint Working Opportunities

#### Summary statement

The purpose of the strategic and operations review is to support the development of a long-term strategic approach for the Liverpool City Region which maximises the opportunities available for joint working and realises significant efficiency savings without impacting upon performance and future direction. We have outlined that there is much uncertainty on national policy and the potential impact of the Circular Economy, however, if the LCR builds on its keys strengths – good collection operations, robust interim operations and a long-term efficient disposal contract – it can be a standard bearer for good practice and innovation nationally.

We have made several recommendations on how to combine many waste services to deliver even greater savings, while also attracting addition revenue, improving waste and recycling collections and being pro-active in identifying opportunities for innovation. We also explored how waste can play an active role on the wider LCR agenda, for example the development of a joint procurement hub that could for example, procure cleaner emission vehicles, not just waste collection vehicles, across all the authorities. We have suggested how a more strategic joint approach can improve the Councils income potential through attraction of sponsorship, raise the intrinsic value of recycling material collected, increase revenues through the sale of spare capacity at the new waste treatment facility, develop resource and reuse opportunities that will develop new businesses and the creation of new skilled employment opportunities, and improve the overall general health of those who live and work in the LCR.

We have expressed potential savings where we have been provided with budgets for that specific area. However, we have also had to make some assumptions on efficiencies delivered through the Councils working collectively; in this case we have used a figure of 10% reduction in associated budgets, based on our experience of working on other joint working authority initiatives across the country. Savings are subject to external markets, current practices, flexibility in labour practices and the deliver models adopted by the Authorities to deliver their services.

#### 3.1 Joint strategic and policy proposals

Accepting the broader issues discussed in Sections 1 and 2, which impact upon waste and resource management and provide context when considering the future direction of travel, and taking into consideration advice and direction given by LCR authorities during the workshop sessions, it is proposed that all authorities agree to a **single joint collection policy**. This will essentially form an **enabling policy**, supporting and facilitating a range of other initiatives to be **delivered jointly, standardising processes, increasing performance and ensuring systems in place are used effectively** (refer to Figure 3).

A single joint collections policy will enable an efficient and cost effective collection system to operate that can respond to new national and regional policies and adapt effectively to new priorities. This approach should facilitate the realisation of more opportunities through collective working and a more streamlined approach in response to potential changes in policy, markets, composition and priorities over the coming years.

**Figure 3: Joint Strategic and Policy Options**



The intention is that, although there may be some short term costs attached to implementing a joint collection policy, and the associated joint initiatives made possible by this enabling policy, this will ultimately lead to longer term savings, whether this is through more efficient processes and sharing of resources or through income generation from maximising diversion and using spare treatment capacity as effectively as possible.

In summary, the joint strategic and policy proposals are as follows:

- **A single joint collection policy for all authorities.** This would include a common position regarding:
  - Arrangements for collection from ‘standard properties’ in terms of placement of containers, time of placement, duty on householders, requirement of the crew;
  - Arrangements for collection from challenging properties, including communal, terraced and hard to reach (tailored policy positions applicable across LCR);
  - Arrangement for assisted collections in terms of the application process, supporting documentation required and review period;
  - Single charging structure for replacement bins, providing a unified policy and pricing structure on replacement containers<sup>49</sup>;
  - A common closed lid/no side waste policy;
  - A single reporting system and response to missed collections; and,
  - A shared approach to enforcement (system of warnings and final issuing of FPN).
- **Centrally coordinated and jointly delivered enforcement team.** This would enable:
  - Single team to provide targeted campaigns/respond to issues as required across LCR;

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<sup>49</sup> Note: despite the use of ‘standard approach to service delivery and charging, the Authorities may wish to jointly adopt a disaggregated approach to charging, with a lower or nil rate offered to those on low-incomes or on disability benefit.

- Officers to operate out of satellite depots to provide coverage across LCR or in relation to hotspots or challenging area; and,
  - Single standardised application of enforcement tools for all authorities.
- **Joint Customer services delivery.** As a minimum, this would ensure:
  - Single point of contact for all authorities (made viable through generic collection policy);
  - Increased automation of waste related services in terms of requests, applications and payment;
  - Standardised response to all telephone and online queries;
  - Provision of all service delivery information; and,
  - Provide a single focal point for data and information to be processed from in-cab technology.
- **Joint approach to the collection and management of bulky waste across LCR (with phased involvement from Wirral and Liverpool).** This will include:
  - Procurement of third sector in delivering a reuse orientated service;
  - Unified charging system across the authorities; and,
  - Standardised application process and duty on householders in terms of the collection.
- **Joint clinical waste strategy.** This will include:
  - Establishing a clear referral system coordinated with public health bodies covering clinical waste collection; and,
  - Address issues amongst those working in the community, in order to be clear about the advice health professionals are giving out.
- **Joint Procurement Hub.** This will provide:
  - Single coordinated procurement service for all authorities;
  - Potential to maximise economies of scale that can be realised; and,
  - Coordinated purchasing of items such as bins, fuel, vehicles, agency staff etc.
- **Centralised communications for service delivery.** This will ensure:
  - Single, high impact messages linked with coordinated joint collection policy; and,
  - Targeted support as required for challenging properties/areas and in relation to service changes or changes in performance.

### 3.2 Context and Supporting Information and Data

#### 3.2.1 A Single Joint Collection Policy

##### Summary Statement

A single joint collection policy is entirely feasible and deliverable in the medium to long term. There are some differences that exist across the Councils and these would require resolution in the first instance, specifically the issue of closed lid/no side waste/excess waste presentation, general enforcement policy, and charges imposed for replacement bins. Some minor variations exist in other areas but nothing fundamental that would appear to prohibit implementation of a

This enabling policy would allow other joint initiatives to be put into place in relation to communications, customer services, enforcement delivery, procurement etc. It would also provide clarity for the householder in terms of a standardised approach. In addition, it has the potential to ease the way for further channel shifting to take place which can realise considerable savings over time; online contact is around 15-20 times cheaper than telephone contact and around 45-50 times cheaper than face-to-face.



**Savings would be realised through better use of the service, which would be reflected in increased recycling rates, reduced disposal, and additional capacity for sale of third party treatment. In addition, savings would be realised through a potentially reduced kerbside clinical waste service, coordinated enforcement to change behaviour, and the ability to jointly procure (whether this is staff, equipment, vehicles etc.). Also, a single collection policy would see staff reduced from across all Councils, to a central team of around 6.**

### Context

Collection policies on initial viewing are broadly the same which makes adoption of a joint approach appear straightforward, however there are some variations that need to be taken into consideration, for example:

- collection from ‘non-standard’ properties (and the challenges in terms of performance that are being experienced);
- approaches to closed lid/no side waste/excess waste presentation and general enforcement procedures;
- timeframes when reporting a missed collection and responding to LA;
- variations in the recording system used by crews as evidence as to whether reported missed collection is genuine; and,
- variations in charges for replacement bins.

Developing a joint collection policy for all LCR authorities would ease the way for other joint initiatives to be put into place such as communications, customer services, enforcement delivery, procurement etc. It would also provide clarity for the householder in terms of a standardised approach for all collection services in principle (although there would be a need to account for any contractual issues with regard to Wirral and its outsourced service).

A single collection policy will also mean that collectively authorities can respond to shifts and changes over the medium to longer term in a coordinated manner, whether this is in response to changes in policy, waste composition, or markets for example, and will help to ensure all opportunities are fully realised.

### Current arrangements

- General arrangements for the collection of recycling and residual: including place and time to present containers and general duty on householders, requirements on crew etc. are all the broadly the same.
  - There is minimal difference across the authorities in terms of times determined for setting out containers and responsibilities of the crew and householder
- Assisted collections: some variation exists in terms of the application process itself, the degree of rigor applied when evaluating the individual applications, whether there is an onus to provide proof, and frequency of review.
  - Wirral: online or telephone application process, Officer assessment, proof may be required, reviews not regularly scheduled.
  - Liverpool: telephone application process (contact centre), no evidence required, Officer approval, reviews not regularly scheduled.
  - Halton: email or telephone application process (contact centre), reviews not regularly scheduled.



- St Helens: telephone or online application process to request a form which is posted out (contact centre), no evidence required, Officer assessment, annually reviewed.
  - Knowsley: online application process, proof required, Officer assessment of paperwork, 3 yearly review.
  - Sefton: telephone application process, Officer visit resident to check validity, 2 yearly review.
- Hard to reach properties: all provide a dedicated modified service, some variation in vehicle type and collection receptacle used.
  - Wirral: Dedicated narrow access crew with smaller RCV for narrow streets, plus bag and box collection by a smaller, transit-style vehicle for those harder to reach.
  - Liverpool: 1 cage vehicle used once per week to collect from properties inaccessible to an RCV. For narrow access collections, and 9ft alley collections, wheelie bins used for all services, 4ft alley collections (bag collections for residual, bag/box collection for recycling).
  - Halton: smaller waste collection vehicles are used, frequency of collections will be dependent upon the size and type of receptacles at each property.
  - St Helens: Rural properties receive their own dedicated collection via smaller (3.5 - 12 tonne) vehicles.
  - Knowsley: A dedicated waste collection team using a 7.5tonne RCV provides waste and recycling services to properties identified as being hard to access.
  - Sefton: Smaller refuse vehicles are used (2 crews) for these operations.
- Communal services: broadly the same approach is taken with 1100l and 240l bins used. Differences apply in terms of whether the same standard service (in relation to recyclate collection) is applied, frequency of collection and use of a dedicated vehicle and crew.
  - Wirral: wheeled bins and 1100l Eurobins for residual and recycling collections, with residual emptied on a weekly or fortnightly basis and recycling collected fortnightly. With 240l wheelie bins these are presented on the same alternate weekly collection schedule as individual properties. There are two separate Bulk residual waste crews and one recycling crew dedicated to multi-occupancies, schools and offices. Those multi-occupancies presenting wheelie bins will be collected by the same vehicles as the individual properties.
  - Liverpool: wheeled bins and 1,100l Eurobins. Student accommodation is allowed weekly recycling and the equivalent of 180ltrs per week and additional collections are charged to the landlord. All city centre communal properties receive a weekly residual collection and a fortnightly recycling collection but currently trialling weekly recycling collections for some city centre properties. Out of city centre communal properties receive a fortnightly recycling collection and either a weekly or fortnightly residual collection. There is a dedicated vehicle for city centre residual multi-occupancy properties and some out of city centre multi-occupancy properties. All other collections from multi-occupancies are collected by crews that also collect from other property types
  - Halton: 1100l euro containers. Collections are either weekly or fortnightly. The frequency will be determined by the number of bins provided at each individual location. Currently offer the same as the standard service (residual and recyclate bins).



- St Helens: 1100l euro bins and 240l bins. Currently the communal service does not reflect the standard service in terms of what is collected and how frequently as 70% of flats do not have recycling facilities. These properties are collected on a weekly basis. The roll-out of recycling services to all flats is planned before the end of this year. In terms of whether there is a dedicated crew it alternatives. Week 1 will be the vehicle collecting in this area (brown waste crew), week 2 will be a dedicated crew. Where recycling takes place all sites have separate bins (240l/1100l) to segregate materials; this is picked up weekly with residual on 2-weekly collection by a vehicle collecting in area.
- Knowsley 240l or 1100l bins depending on the type and size of the property. They are serviced by the household waste collection teams. The co-mingled recycling service is collected on a fortnightly basis.
- Sefton: 1100l bins are used. A dedicated crew is utilised and this mirrors the AWC service.
- Closed lid/no side waste: all except Liverpool have a closed lid/no side waste policy in place for residual.
  - Wirral: for all residual services.
  - Liverpool: no policy in place.
  - Halton: for residual; there is more leniency applied to garden waste and recyclate.
  - St Helens: policy is currently being revised and will include closed lid/no side waste.
  - Knowsley: for residual waste collections only.
  - Sefton: policy introduced with the AWC scheme.
- Excess waste: varied response for example, Liverpool will collect excess waste that is presented. Halton will remove on first occasion only, and Knowsley have the shortest pathway to a Fixed Penalty Notice.
  - Wirral: excess waste will not be collected and is left. The crew records the address on the PDA as having presented excess waste. If residents make contact they are advised that they cannot present side waste.
  - Liverpool: excess side waste is collected; do not currently sticker bins therefore no further action is taken and no enforcement process.
  - Halton: first occasion waste will be removed; crew will place a yellow sticker on the bin and log details. Second occasion waste will not be taken; crew will place a red sticker on the bin advising why it has not been taken and details will be recorded. Third occasion waste will not be taken and details will be recorded forwarded to an officer who will make a visit to the property. Fourth occasion waste will not be taken and details will be recorded and passed to the enforcement team for investigation.
  - St Helens: currently crews are removing this waste. Revised policy to include no side waste, bin sticker procedure to follow.
  - Knowsley: first occasion advisory sticker(s) placed on the side waste and crew will record the instance; second occasion second advisory sticker(s) placed on the side waste and crew will record the instance and a letter from the Council's Environmental Health and Public Protection Service will be posted to the



- householder; third occasion side waste is stickered and a Council enforcement officer will serve a fixed penalty notice of £75.
- Sefton: excess waste is stickered and not collected, plus Officer visits property to question occupants on excess waste. In terms of enforcement action, it largely depends on the resident and what they do next in terms of the waste that has been left. An investigation may follow by Officers.
  - Contamination: common approach to contaminated containers with Knowsley adopting the clearest approach towards enforcement and implementation of FPNs.
    - Wirral: contaminated containers are not collected, but are stickered accordingly and reported via in cab PDA. Contamination must be removed by the resident prior to the next collection. This is the same process for individual and communal bins.
    - Liverpool: contaminated bins are not collected and a note made on the crew sheets.
    - Halton: if a container is contaminated, the crew place a sticker on the bin advising that the resident needs to remove the contaminating items ahead of the next collection day. For communal areas, residents in the relevant dwellings would be written to and reminded of the items that should be placed into each bin. (We continue to have problems with contamination, despite our regular efforts to encourage proper use. We have written to residents served by the bins, we place signs in the communal areas and we give residents caddies to help them store recyclable in their apartment. Despite this, we quite often find ourselves emptying recycling bins into the residual waste vehicles due to the level of contamination).
    - St Helens: kerbside recycling will receive a contamination card and any waste that can be recycled will be collected. Garden waste will be rejected and noted to office. Residual will be rejected if contamination is identified. In terms of communal bins, residual contamination is not a problem, but of the 30% where recycling is available, if there is contamination (i.e. residual waste in the recycling bin), it will not be emptied by that crew and we would potentially send a residual vehicle out to empty any contaminated bins.
    - Knowsley: if the waste collection crew identifies a recycling bin (either grey or blue) as contaminated, the first incident will result in the bin not being emptied; the waste collection crew will make a record and sticker the bin. The resident needs to return the bin to their property, remove the prohibited material prior to their next scheduled collection day when they should re-present the uncontaminated bin for emptying. On the second occasion, the bin will be stickered and a letter from the Council's Environmental Health and Public Protection Service will be posted to the householder's address. On the third instance, the bin will be stickered, and a fixed penalty notice will be issued.
    - Sefton: Depending upon the extent and type of contamination the bin is emptied and stickered with advice, however if repeat happens the bins are not emptied and an officer will visit; the same method applies to communal collections property. Ultimately enforcement proceedings will follow. It is the intention to reintroduce clear sacks from next April as a mean to address contamination.
  - Containers not presented properly: all adopt the same approach when failing to present containers correctly, with the exception of Halton who in practice take a more lenient approach.
    - Wirral: bins are not collected and are reported on in cab PDA.

- Liverpool: bins are not collected and crews complete 'non-presentation of bins' on their round sheets.
  - Halton: if it appears that a householder has genuinely forgot to present their bin for collection, crews are encouraged to collect it if it is accessible and within a reasonable distance. If a householder regularly fails to present their bin in accordance with the Council's Policy it will not be emptied and an Officer may visit the premises.
  - St Helens: bins are not collected if presented at incorrect locations.
  - Knowsley: bins are not collection and crews will not go back to empty containers that have not been presented correctly.
  - Sefton: bins not presented are reported and therefore not collected.
- Missed collections: timeframes differ of when a householder can report a missed collection, as do timescales by which the Council must return and empty a genuine missed collection. Variations also exist in the recording system used by crews as evidence as to whether reported missed collection is genuine.
    - Wirral: justified missed collections must be reported within 3 working days of the scheduled collection. A collection reported before 12pm will be collected by 5pm. If reported after 12pm, the collection will be before 5pm on the following day. Missed collections are assigned remotely via the in-cab PDA to either a crew already operating in the area (collecting that colour bin), or by a crew that has completed their scheduled work early and is able to mop up all missed bins reported that day.
    - Liverpool: complaints of missed collections are not accepted and logged by the call centre until 4pm on collection. Crews record the non presentation of bins on their round sheets. These are used to determine if a complaint of a missed collection is justified or not. The crew will return within 48hrs.
    - Halton: residents are required to report missed collections within 24 hours of the scheduled collection. Where the Council has no information to suggest why the bin has been missed the details are passed to the crew responsible for the original collection who will return to empty it. Crews are encouraged to report all bins that have not been emptied as soon as possible and the reasons why. This information is passed to Customer Services Advisors who record the details. The Council will return to empty missed bins within 24 hours of notification.
    - St Helens: any missed collections due to issues such as road works, double parked cars, breakdowns, will be reported to the customer contact centre and will be collected the following day if access is available. Single/small numbers of missed bins i.e. missed assists will be collected by a 7.5 tonne vehicle with side lifter the same or next working day. 360 degree video recording system used where necessary.
    - Knowsley: residents may only report a missed collection after 3pm on the day of their collection or up to 2 days after this date. The service endeavours to collect missed bins within 24hrs or on the Monday of the following week if reported on Friday.
    - Sefton: any missed collections are responded to within 48 hours, usually by a 'spare' crew, but if possible by the normal crew. C Track satellite GPS system is used to track refuse fleet. The crews do not report non presentation.

- Charging for replacement containers: variation of charges with costs ranging from £18.45 to £35 for 240l residual bin, and £35 to £37 for 240l garden waste bin. Presently recycling containers are issued free of charge. Separate delivery teams are used.
  - Wirral: green residual bins are £24, brown garden waste bins are £37, grey recycling bins are free. Separate delivery crew is used (please note wheeled bins are procured and distributed to households by Biffa, costs are then recharged back to the council).
  - Liverpool: £20 charge for a replacement residual waste bin. There is a current proposal to introduce a £30 charge for all replacement bins with concessions for those on benefits; the service replaces 11,000 bins per year and utilises 1.5 vehicles and 2.75 FTE to do this.
  - Halton: current policy is to charge for all three bins, but in practice, there is currently a charge just for residual of £27. It is likely that the charge will be applied to recycling and green bins sometime this year. Bins are delivered to householders via a separate crew using a Box Van.
  - St Helens: £18.45 charge is made for replacement residual and garden bins on an appointment based system, delivered via 3.5 tonne flatback vehicle. All kerbside recycling containers free of charge.
  - Knowsley: there is a charge for residual bins only; 360 litre wheeled maroon bins are £45, 240 litre wheeled maroon bins are £23. There is no charge for a new or replacement grey or blue bin. Bin deliveries are conducted by the waste management service.
  - Sefton: Separate delivery team for bin delivery and maintenance. Charges are £35.00 for green and grey bins, whilst brown recycling are still free

A summary of benefits, risks, savings and costs of a Single Joint Collection Policy can be seen in Table 2.

**Table 2: Summary of Benefits, risks, savings and costs of a Single Joint Collection Policy**

Single Joint Collection Policy for LCR				
Benefits	Risks	Savings	Cost	Overall saving/cost anticipated
<ul style="list-style-type: none"> <li>• Same policy for all residents of LCR and therefore clarity for householder.</li> <li>• Common position for challenging properties which represent an issue in terms of both performance and cost. This allows for targeted support.</li> <li>• Marries well to joint communications strategy and jointly delivered enforcement which will support measures to improve recycling and reduce disposal costs.</li> <li>• Potentially makes some aspects of collection policy, such as clear and jointly implemented enforcement process, more politically palatable rather than Authorities being ‘played-off’ against each other.</li> <li>• Potential to attract major sponsorship as collection vehicles can be mobilised across the entire LCR.</li> </ul>	<ul style="list-style-type: none"> <li>• Potential increase in flytipping &amp; associated costs of clean up from some aspects of the policy.</li> <li>• Local political opposition to some elements where differences currently exist.</li> <li>• Potential challenge in terms of outsourced provision in Wirral (although not considered to be a significant barrier and at worst will lead to phased implementation)</li> <li>• May prohibit local businesses from advertising.</li> </ul>	<ul style="list-style-type: none"> <li>• Increase in income from sale of recyclate through improvements in service use and reduction in contamination rates.</li> <li>• Reduced disposal costs as a result of increased diversion.</li> <li>• Third party sale of treatment capacity generating additional income</li> <li>• Costs covered for replacement receptacles and reduced transport costs due to shared resource</li> </ul>	<ul style="list-style-type: none"> <li>• Increased communications and engagement – in short to medium term linked to engaging public in policy changes.</li> <li>• Costs associated with flytipping clean up once policies are enforced (such as no excess waste and closed lid policy)</li> </ul>	<p>Increased recycling tonnage, decreased disposal costs, third party sale of treatment capacity, plus rationalisation of resources will offset any short to medium costs associated with the delivery of the policy.</p> <p><b>We believe this would lead to a minimum of 10% but possibly 15% saving in waste budgets allocated to these activities.</b></p>

### 3.2.2 Joint approach to the collection and management of bulky waste across LCR

#### Summary Statement

Incorporating the reuse sector/charities/third sector into bulky waste collection will provide financial savings for Councils in terms of collection and will maximise reuse, diverting tonnage from disposal and creating capacity for third party sale. The wider benefits of reuse can also be realised in terms of job creation, skills development, and meeting a social need for the more vulnerable members of the local community. In addition, standard charges would be applied for all residents and standard communications in terms of the expectations on the householder in supplying goods for reuse.

#### Context

MRWA review in 2015 recognised that more could be done in terms of reuse across LCR. A growing number of local authorities have enhanced reuse activities through the letting of their bulky waste service in whole or part to a third-sector organisation. A good example of this includes

Guildford Borough Council working with the Surrey Re-use Network (SRN), where the bulky waste service is delivered in its entirety (booking, collection and management) by SRN under a service level agreement<sup>50</sup>.

In general, a Council can adopt one of the following approaches to enhance reuse provision as part of the bulky waste collection:

- Set aside – generally no selection criteria are put in place, potential products are pulled out from the collection by whoever is responsible for undertaking the bulky waste collection service, and the charity or reuse organisation is expected to accept the products. This tends to generate a low level of reuse from the bulky waste stream.
- Target stream – charity or reuse organisation agrees to be an agent for a particular product stream (for example WEEE) and is responsible for the collection of those items. Reliance on accurate recording and categorisation of what needs to be collected and for notification to be passed on is essential. A fee is paid for each pick up. Levels of reuse is dependent on how well the service is managed, but is for the target stream only.
- ‘Inside only’ goods and products – charity or reuse organisation collects the items that are bulky household from internal use only. The outside goods, which are less reusable, are collected separately by in-house service or contractor. A fee is paid for each pick up. Again, levels of reuse depend on how effectively the service is managed, including communications with the householder.
- Delivery of complete bulky service - a SLA or contract is put in place and the charity or reuse organisation delivers the service in its entirety (booking collections, picking up the material, maximising reuse and recycling of the goods). Generally, there will be no cost to the Council and the charity or reuse organisations receives a fee for each collection. An agreement may be sought for free access to transfer stations/HWRCS for disposal of items that cannot be reused or recycled.

For reuse to be maximised it is crucial that the value of the product is retained; this requires effective communication with householders in terms of storage and presentation for collection to secure the input material. Adopting a joint approach to the collection and management of bulky waste across LCR would enable quality to be maximised, and benefits (both financial and social) to be fully realised.

Jointly approaching the collection and management of bulky waste also allows rationalisation of space and land requirements for storage and provides access to stock for resale across the LCR; it also includes the potential to incorporate the space at two of the HWRCS currently set up to operate as a Reuse Shops. In addition, a single campaign in terms of one message can be communicated to all households in the LCR; this would bring an end to variations in terms of the duty on householders.

Extension of reuse activities presents opportunities for jobs, training and skills development and enables significant personal benefits to be realised from volunteering opportunities<sup>51</sup>. For example, a mapping exercise by Zero Waste Scotland, where there has been a significant focus on reuse (including a single Reuse Line) estimated that over 6,000 (full time equivalent) people were employed in reuse, with an additional 3,000 full time equivalent volunteering positions, and a total of over 13,000 people involved in volunteering in some capacity<sup>52</sup>.

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<sup>50</sup> For more information on how the Surrey Reuse Network has established relationships with the authorities in Surrey, and different models of working which could be transferable and applicable to LCR, it is recommended that contact is made with Alex Green of the Social Purpose Group who has worked extensively in this area.

<sup>51</sup> According to the CRA, over 218,000 people volunteer in charity stores nationwide; this is the largest single group of volunteers in the country<sup>51</sup>. CRA have found that 61% of charity shop volunteers believe that volunteering has a positive impact on their physical and mental health and over 80% think it improves their self-esteem and confidence. In addition, 80% of charity shop volunteers believe that volunteering has helped them to learn new skills.

<sup>52</sup> <http://www.zerowastescotland.org.uk/content/scottish-re-use-mapping-and-sector-analysis-report-0>



According to RREUSE, providing opportunities for products to be refurbished and reused can generate a significant number of jobs compared to more conventional waste management methods<sup>53</sup>. Traditional re-use centres dealing with multi-materials on average can create around 70-80 jobs per 1,000 tonnes of material collected and re-used. WEEE refurbishment can create 15-110 jobs and training opportunities per 1,000 tonnes of WEEE collected and refurbished (some research estimates much higher figures). In addition, textiles reuse and recycling can create the equivalent of 20 jobs per 1,000 tonnes of used clothes and shoes collected and sorted.

The sector is well placed to provide jobs and training opportunities for a range of people of all skill levels. Amongst others, opportunities exist in upholstery, electronics repair, tailoring, warehouse logistics, professional vehicle operation, painters, removal and hospitality services. All these types of jobs require a range of skill levels, from manual to professional.

Financial benefits can be extensive in terms of retaining the value of goods through their reuse. In 2013, the Local Government Association estimated that reusing an additional 660,000 tonnes of goods could realise an economic value of around £375 million and generate savings through avoided treatment and disposal costs<sup>54</sup>. In addition, there is the saving to the consumer when buying reused goods instead of new; often these consumers are amongst the most vulnerable.

Maximising reuse opportunities enables relationships to be developed with social housing providers and arrangements set in place to provide furnishing packs. This has been shown to increase retention and reduce void space within social housing.

At present, only one formal relationship with a reuse organisation exists; this is on a contract basis at a cost of £450,000 to Liverpool City Council. All Council's bar one charge householders for the collection service, but these costs vary and none of the services are cost neutral at present. The focus is on removal and disposal (with some limited recycling) for all authorities except Liverpool, although Halton has an informal relationship with the same reuse organisation that Liverpool is contracted to, supporting some level of reuse and recycling.

Part of our report explores the efficiencies that can be delivered through better asset management and freeing up existing land. There is the potential to utilise a site as a hub for reuse/recycling operations by the LCR or opening this to competition within the third party sector as a 'resource hub'.

### Current Arrangements

- Bulky waste collection: only Liverpool have a contract with reuse provider, four are in-house and one has a contracted service.
  - Wirral: Biffa collect, as provisional item to their collection contract
  - Liverpool: Contract established in November 2009 (6 year contact with the option of a 7 year extension) with Bulky Bobs, a local social enterprise business.
  - Halton: In-house
  - St Helens: In-house
  - Knowsley: In-house
  - Sefton: In-house

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<sup>53</sup> <http://www.rreuse.org/wp-content/uploads/Final-briefing-on-reuse-jobs-website-2.pdf>

<sup>54</sup> Local Government Association (2013) Routes to reuse – maximising value from reused materials - data estimates based on various WRAP reports



- Process for householders to request a collection: only two authorities do not operate an online service for bulky waste collection (Wirral and Knowsley)
  - Wirral: Telephone only, no online facility.
  - Liverpool: Online and telephone.
  - Halton: On-line and by telephone and One Stop shops.
  - St Helens: On-line and telephone.
  - Knowsley: Telephone or One Stop Shop.
  - Sefton: On-line and telephone.
- Charges for the service: costs vary from £10 to £22 for up to 3 items, £15 for 5 items, and £26.50 for up to 6 items. Only Liverpool provide a free service.
  - Wirral: £26.50 for up to 6 items.
  - Liverpool: Free for household items.
  - Halton: £22 for up to 3 items, £5.70 per additional item, maximum of 10 items per collection. There are no concessions.
  - St Helens: Standard items £15.39 for three items, White goods £10.25 for one item, Specials £26.65 max three items.
  - Knowsley: £15 to have up to five items collected and £30 for between six and 10 items.
  - Sefton: £10.00 per collection of 3 maximum items, no concessions.
- Cost to deliver the service: costs are varied as is income.
  - Wirral: Biffa charge Wirral £21.40 per collection and Wirral charge residents per collection which they state covers the cost of the service. There is no income from material sales.
  - Liverpool: the service costs £450,000 per annum. There is no income and charges do not currently apply.
  - Halton: operating costs are stated to be £26,166 (excluding central establishment costs) and disposal costs are stated to be £12,862. Through the charges the services generates an income of £36,174, therefore the service overall is running at a cost.
  - St Helens: service delivery costs are stated to be £175k and income generated through charges is reported to be £91k, therefore the service is running at a cost.
  - Knowsley: actual expenditure in 2015/16 was reported to be £72,850, whereas actual income through charges in 2015/16 was £57,673, therefore the service is running at a cost.
  - Sefton: service currently costs around £100,000 to operate, and income via charges is reported to be £80,000, therefore the service is running at a cost.

- Duty on the householder: the focus is on ‘collection for disposal’ in most cases.
  - Wirral: items to be placed outside on scheduled collection day, by 7am.
  - Liverpool: items to be placed on the ground floor of the property so that they are accessible on the day of collection.
  - Halton: items must be available for collection from 8.00am, and accessible and visible to the crew. Mattresses and settees must be covered up when left outside to avoid them becoming wet.
  - St Helens: items must only be placed out at a pickup point the night before collection.
  - Knowsley: items will be collected between 7am and 4.00pm on the agreed day. The householder is required to take apart larger items as much as they can, ensure that mattresses, sofas and similar items are protected from the rain - if these items become saturated they maybe too heavy to remove, and leave the items in front of property before 7am on collection day.
  - Sefton: items must be placed on the highway side of the property on the day of collection between 7.30am and 4pm, and kept dry.
- Overall service use and costs: data is sparse in terms of tonnage, as in most cases it is taken to the transfer station and not separately accounted for. The data collated can be seen in Table 3.

**Table 3: Tonnage Data for Bulky Waste Collections**

2014/15 data	Wirral	Liverpool	Halton	St Helens	Knowsley	Sefton
Tonnage collected	443.91		146.16	200	354	
Recycled	165.13		67.15	26% ~ 52		30%
Disposal	278.78		79.01	74% ~ 148		
Contribution to LAs recycling rate	0.09%	2%				
Reused						

A summary of benefits, risks, savings and costs of a joint approach to the collection and management of bulky waste can be seen in table 4.

**Table 4: Summary of benefits, risks, savings and costs of a joint approach to the collection and management of bulky baste**

Joint approach to the collection and management of bulky waste across LCR				
Benefits	Risks	Savings	Cost	Overall saving/cost anticipated
<ul style="list-style-type: none"> <li>• Maximise the potential for reuse</li> <li>• Maximise the involvement of the third sector/reuse organisations</li> <li>• Generation of jobs and training opportunities</li> <li>• Potential to generate a break even service; even greater potential to generate income if the remit of the contract can be broadened.</li> <li>• Standardised service is promoted that maximises quality retention.</li> <li>• The needs of the most vulnerable can be met with increasing access to reusable items for sale as a result of improved service.</li> </ul>	<ul style="list-style-type: none"> <li>• Requires a degree of 'spend to save' investment in supporting the development of the joint arrangements</li> <li>• Failure of the third sector/reuse organisations to deliver</li> <li>• Acceptance within Liverpool of a charging collection service</li> <li>• Potential increase in flytipping in some areas particularly where previously there was no charge for collection.</li> <li>• Potential increase in items at HWRC</li> </ul>	<ul style="list-style-type: none"> <li>• Delivery of a bulky waste service at no cost to LA</li> <li>• Tendering process to generate an income for the LA if contract attractive enough</li> <li>• Increased diversion of material would free up space at the treatment facility meaning more third party use (e.g. making space for commercial collections).</li> <li>• Disposal costs would be saved</li> </ul>	<ul style="list-style-type: none"> <li>• Initial investment to support third sector engagement</li> <li>• Provision of storage space across the LA areas</li> <li>• Tipping access to transfer stations/HWRCS (cost shunting must be avoided)</li> <li>• Communications and PR to promote the service</li> </ul>	<p><b>Savings of £122,031 - £572,031 from current collection costs.</b> The high figure includes Liverpool</p> <p><b>Anticipated costs from clean up of potential increase in fly tipping where charge introduced for first time.</b></p> <p><b>Reduction in disposal costs from increase in reuse.</b></p> <p><b>Support costs to set up service.</b></p> <p><b>Relationship with social housing providers to provide access to basic furnishing which leads to better retention and a reduction in void space</b></p>

### 3.2.3 Joint Customer Services

#### Summary Statement

A joint customer services approach would enable systems to be streamlined, linking IT in terms of data generated at crew level to a centralised point facilitating and extending data sharing, enabling greater use of technology to reduce or replace any 'on the ground' monitoring.

In addition, adopting a single joint customer services team will streamline the initial point of contact for residents, reducing staffing levels, and providing a standardised service. It would provide the opportunity for further channel shifting, allowing a faster response to resident communications. Maximising the role that online and automated services play in communication

routes into the Council has the potential to make significant savings. For example, online contact is estimated to cost 15 to 20 times cheaper than telephone contact, and up to 50 times cheaper than face-to-face contact. There would be a degree of investment required but in the medium to long term savings could be realised and the service would operate more efficiently.

### Context

The Call Centre plays a significant role for householders communicating with councils; each Council has a centralised customer service centre that residents can contact for a wide range of council services. Online services generally play a lesser (but still significant) role. The degree of automation is limited and can result in the requirement for follow-up calls from customer services, or for applications to be posted, generating additional costs and duties.

Within the MRWA review of best practice in 2015<sup>55</sup>, further technical development was called for to allow services to be more responsive to complaints and service requests, whilst reducing administrative burdens.

Providing a single contact point is a logical sharing of resources, particularly if a common collection policy has been implemented. There would be no geographical variations based on Council boundaries, instead there may be specific policies based on areas across the LCR which would be post code linked. Standardisation of procedures at the contact centre would be implemented, making the experience easier for the householder across LCR and there would be complete coordination across the LCR in terms of response to campaigns and initiatives which generate an increase in contact by residents.

There is the opportunity to extend online reporting systems further allowing faster response to resident complaints and queries; an effective data management system would ensure that once the online request/application/feedback form had been submitted it was routed to the appropriate and shortest end point. In the first instance a joint customer services approach would enable the system to be streamlined. Linking IT to this service would provide the opportunity to extend data sharing and enable the use of technology to reduce or replace any 'on the ground' monitoring. The use of in-cab technology, such as vehicle cameras linked to a monitoring/reporting system and the use of tablets/PDAs to improve round efficiency, reporting and response times is becoming increasingly popular and is often requested as part of procurement processes for collection services. Although an invest-to save option, it can result in labour savings, including more accurate reporting, which can mean a reduction in monitoring. Some authorities are now exploring whether the use of automatic mail-outs when residents have placed the wrong materials into their recycling bin/box will help to reduce repeat behaviour. Standardising the in-cab technology and linking this to a single centralised point for the LCR would join up the collection practices and enable a more efficient targeted response. These options are discussed further in the section on Innovation.

Having a joint customer service, which effectively provides a centralised point for data collation when IT is linked across the service, and taking a joint approach to automation will provide a springboard for the technological changes that are already underway in the commercial sector. In the longer term, there is the potential to use digital technology to increase efficiency of services<sup>56</sup>, reducing costs associated with operating the service and maximising material recovery in a more circular sense<sup>57</sup>. Intelligent assets are already being utilised to augment capabilities in waste management and recycling. Sensing technology for example is being applied to sorting processes but also in optimising collection with intelligent bins capable of monitoring their capacity in real time. As this develops it could link up to traffic management systems in the area and lead to alerts

<sup>55</sup> MRWA (2015), Waste Services Best Practice Review

<sup>56</sup> Mersey Travel <http://www.merseytravel.gov.uk/Pages/Welcome.aspx> online access is a great example of providing a clear route to services for residents through its website in terms of the features available. There is no reason why LCR could not develop this for its waste and resource services providing an enhanced online experience.

<sup>57</sup> Ellen MacArthur Foundation (2016), Intelligent Assets: Unlocking The Circular Economy Potential, [https://www.ellenmacarthurfoundation.org/assets/downloads/publications/EllenMacArthurFoundation\\_Intelligent\\_Assets\\_080216-AUDIO-E.pdf](https://www.ellenmacarthurfoundation.org/assets/downloads/publications/EllenMacArthurFoundation_Intelligent_Assets_080216-AUDIO-E.pdf)



notifying of queuing systems at HWRCs for example facilitating diversion to other facilities or allow for the management of fleets collecting containers in line with traffic behaviour at that time. Connecting bins through intelligent systems would also provide the data to allow authorities to better understand behaviour of those using the bins. This could allow further optimisation of infrastructure and coupled with mobile user-based recognition at the point of disposal help authorities to direct information and capacity building programmes to target behaviour change

However, investing in state-of-the-art hardware and software tools that create and aggregate big data is worth little unless that information is going to be translated into decision making and implemented across LCR.

### Current service

- Main means of engagement: Call centre is predominant means of communication for all authorities bar one.
  - Wirral: online is primary channel
  - Liverpool: call centre is operated by the city council, it provides a generic call handling service for all the city council's services.
  - Halton: call centre and 'One Stop shop' service at 4 public buildings. Call centre and One Stop shops also deal with enquiries etc. generated on-line.
  - St Helens: standalone council contact centre
  - Knowsley: call centre and four one stop shops
  - Sefton: call centre
- Services accessed online: online availability varies in terms of the range of services.
  - Wirral: services online are wide ranging and include - bin collection calendar; reporting a missed bin collection; subscribing to the garden waste collection; reporting a damaged or missing bin; requesting a replacement bin; requesting an additional bin; requesting assistance with bin collections; information on communal bin sizes and leasing prices; reporting an abandoned wheelie bin.
  - Liverpool: services include - missed collections, ordering a replacement bin, booking a bulky waste collection.
  - Halton: services are wide ranging and include - bin collection timetables; requesting and paying for a bulky items collection; accessing information on what materials should be placed in each of the bins provided to them; accessing details of the locations and opening times of the Councils HWRCs, finding information on what materials can be deposited at the Centres, and getting information on how to apply for permits to access the Centres in commercial type vehicles to deposit household waste; accessing a link to an external site for information on home composting and to purchase units; ordering (and paying as necessary) for new or replacement wheeled bins; reporting missed waste and recycling collections; subscribing to the chargeable garden waste collection service; requesting an 'Assisted' waste collection service (available to elderly or inform residents).
  - St Helens: services include - bulky waste ordering and payment; ordering and payment for residual & garden bins waste; ordering recycling containers (foc).
  - Knowsley: services include - reporting a missed bin, replacement bin requests, requesting an assisted collection service, checking the day of waste collection, making a bulky item booking if they have pre-registered through the contact



centre when making a booking via our current system (development is currently underway to make this available to all residents without having to pre-register).

- Sefton: services include – booking a bulky collection, reporting a missed collection, all cleansing related complaints including Corporate Complaints.
- Degree of automation: this is limited and generally requires further human intervention.
  - Wirral: online request generates a CRM to be raised, with an associated task.
  - Liverpool: CRM system which is accessible by the contractors providing the service. There is currently no in cab technology which links to the system although one is being purchased.
  - Halton: CRM system generates a ‘job’ or task onto the Waste Management ‘Mayrise’ system where it is picked up and actioned by the relevant Waste Officer. Examples of responses include - if payment for a bin is required a Customer Service Advisor would contact the resident to advise. Once a Bulky Item request has been made and payment received, the CRM system records the details of the request and generates a job on the Mayrise system. A Customer Service Advisor would contact the resident (via email) to confirm the arrangements for the collection; i.e. the date that the items will be collected and advising of the Council’s collection requirements. Once a payment has been received for a garden waste collection service the details are automatically recorded on CRM. This automatically generates a request for a licence sticker(s) to be produced. This is accessed by Administration staff who print off the licence sticker and post out to the household.
  - St Helens: automated job tickets sent directly to admin office and printed out to be distributed to relevant crews.
  - Knowsley: for paid services i.e. replacement bins the order/payment is made via the front end web page which then feeds into the back office system Zapporah at which point manual intervention is required i.e. all requests are printed off for action. Reports of missed bins are fully scripted allowing residents to make a report in line with our business rules. The online request integrates with Confirm (software support for online self-service systems), to be printed off and passed to the crew for action.
  - Sefton: the online request generates an order at the depot, which generates a collection schedule, charges for certain requests can also be processed via automation.
- Cost savings and efficiencies realised through accessing online services: none of the authorities can quantify the value of online services
  - Wirral: costs for different methods of customer interaction: Telephone £ 2.75, Web £ 0.14.
  - Liverpool: Undeterminable.
  - Halton: Undeterminable.
  - St Helens: None know.
  - Knowsley Unable to provide this information. Residents are also able to place a service request directly via the Contact Centre (noting the comments regarding Channel Shift Strategy and on-going work stream to move replacement bin

- requests and bulky household waste requests to online and one stop shop transactions only)
- Sefton: Not known the contact centre is outsourced through AVARTO through a contract with the Council
  - Length of time online/automated services been available - there is a mix of services having been in place for a reasonable number of years, in addition to more newly procured services
    - Wirral: Approx. 5 years.
    - Liverpool: The CONFIRM CRM system has just been re-procured.
    - Halton: The on-line/automated services have been in place for a number of years with extension/improvements being made year on year
    - St Helens: 3 years
    - Knowsley: c6 - 8 yrs
    - Sefton: Since 2014 (April).

A summary of benefits, risks, savings and costs of a joint customer services can be seen in Table 5.

**Table 5: Summary of benefits, risks, savings and costs of joint customer services**

Joint Customer services delivery				
Benefits	Risks	Savings	Cost	Overall saving/cost anticipated
<ul style="list-style-type: none"> <li>● Having a single dedicated point of contact for waste services should provide a more constant and clearer system for residents</li> <li>● Trained staff can respond with greater clarity and be used more comprehensively to address issues before involvement of waste team.</li> <li>● Streamlined process and could be 'hosted' by one Council or contracted out as a joint service.</li> <li>● Better, more focused customer services should result in improvements in collection service delivery.</li> <li>● Better level of cover and</li> </ul>	<ul style="list-style-type: none"> <li>● Would need to ensure that reduction in role of existing customer services departments is reflected in their staffing, otherwise potentially adding a service onto what is already there without any staff savings being realised.</li> <li>● Potential loss of local knowledge with a single centralised system</li> <li>● Require investment</li> <li>● For economics of scale to be realised processes need to be linked up; this is reliant to a certain extent on adoption of other joint initiatives</li> <li>● Level of investment required and the ever-</li> </ul>	<ul style="list-style-type: none"> <li>● More efficient services and systems in the medium to long term</li> <li>● Increased automation leading to less staff intervention, thus releasing staff into the front line to play a proactive role e.g. addressing the causes of contamination and working with other agencies in tackling fly-tipping and other criminal issues e.g. abandoned vehicles..</li> </ul>	<ul style="list-style-type: none"> <li>● Cost of staff within a centralised service may not be offset by a reduction in staff at local contact centres unless staff are transferred over and there is no additional recruitment.</li> <li>● Investment in IT systems and smart technology</li> </ul>	<p>Online contact is estimated to be 15-20 times cheaper than telephone contact, and 45-50 times cheaper than face-to-face.</p> <p>Initial investment in IT systems could be considerable in the short to medium term</p>



<p>understanding.</p> <ul style="list-style-type: none"> <li>True automation will reduce the need for 'double working'; if services can be linked up a more streamline process will be in place</li> <li>Reduce the need for human intervention, time delays etc.</li> </ul>	<p>changing technological landscape would mean that procurement support is essential; this is an investment that will need to be built on</p>			
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### 3.2.4 Centrally coordinated and jointly delivered enforcement team

#### Summary Statement

Adopting a clear strategic approach to managing waste related crimes across LCR would allow enforcement to be utilised alongside education and engagement as a behaviour change tool. At present enforcement appears to be under funded and not being used as a means to address some of the challenging behaviours across the Councils. Incorporating a centrally coordinated and jointly delivered team would provide a single resource; this would effectively support the implementation of a single joint collection strategy and could be targeted according to circumstances thereby applying the right level of resource as circumstances dictate.

#### Context

One tool available to change behaviour is using legal powers to impose penalties on householders who commit offences in relation to waste. Within the MRWA review of best practice in 2015, there was a call for improved consistency in relation to waste collection enforcement at LCR level; with a single collection policy in place it is possible for this to be achieved through a centrally coordinated and jointly delivered enforcement team. This team could operate out of depots or appropriate locations across the city region and respond to priority issues or deliver targeted actions as and when required.

In terms of different approaches towards enforcement a limited number of authorities have commissioned private sector organisations to deliver a targeted service. Clearly this would be an option open to LCR as part of a centrally coordinated and jointly delivered enforcement team. The Enforcement Officers would work within the existing legislative framework issuing fines to those who commit offences in an attempt to change behaviour. A Service Level Agreement or similar would be in place, and the Council would either pay a set fee for the service and retain the income from the fines, or more usually expect the company to be self-sustaining in terms of using the funds generated from the fines to pay for their service costs.

Clearly there are positives in delivering this service externally in that the Council gains additional enforcement presence at zero cost. This provides an opportunity to raise awareness of offences in relation to quality and cleanliness and potentially bring about behaviour change, and is a clear publicly visible action. However, where there is a reliance on offences being committed to pay for the service, there has been a tendency to focus on 'easy wins' such as the dropping of cigarette ends. With cigarette ends the action of smoking itself provides an alert that a potential offence may take place whereas for other offences it can be more difficult to ensure that an Enforcement Officer is present at the time of offence and the process to be followed can be more time consuming. If the motivation for implementing the service is behaviour change (running alongside other more positive activities such as communications and engagement) then if successful, the model can become unsustainable in the medium to long term.

For LCR being consistent in how excess waste or contamination is addressed is key, as is using powers to address flytipping. Whilst it may potentially be politically unpalatable to take a more proactive approach to using legislative powers available to fine offenders for waste related crimes, adopting a common approach can make it easier to deliver. Having a single coordinated enforcement team will allow for relationships to be fostered with other relevant agencies, building alliances and providing support where appropriate.

## **Current service**

- Data and information readily available on enforcement activity is limited across the Councils.
  - Wirral: at present is undertaking a review of its enforcement policy,
  - Halton: The overall budget for enforcement, including central recharges, is £188k. There is a team of 3 Enforcement Officers in post; one of whom is the Principal Enforcement Officer who also has responsibility for the Management of the operational services to clear fly-tipping and deal with other forms of environmental nuisance
  - Sefton has 4 staff that work in a separate section of the Council, but consider resources to be insufficient in this area. No information is held on the other Councils.

A summary of benefits, risks, savings and costs of a centrally delivered and jointly coordinated enforcement team can be seen in Table 6.

**Table 6: Summary of benefits, risks, savings and costs of a centrally delivered and jointly coordinated enforcement team**

Centrally coordinated and jointly delivered enforcement team				
Benefits	Risks	Savings	Cost	Overall saving/cost anticipated
<ul style="list-style-type: none"> <li>• Allows resources to be shared where currently staffing has been identified as a major issue</li> <li>• Improvements in recyclate quality potentially and better use of existing service by public if the tool is successful in changing behaviour.</li> <li>• Potential job opportunities</li> <li>• Skills and training development</li> <li>• Potential to offset political unpalatability through it being a joint initiative – no Council is left exposed.</li> <li>• a more targeted and proactive approach to dealing with waste issues.</li> </ul>	<ul style="list-style-type: none"> <li>• Disparity across the LCR in terms of where the focus of enforcement action is predominantly occurring</li> <li>• Negative response by the public</li> <li>• Politically unpalatable</li> </ul>	<ul style="list-style-type: none"> <li>• -centralised staffing resource rather than each Council having their own (cannot be fully quantified as we don't know what existing resource is)</li> <li>• funds generated by payment of fines underpin the costs of the service</li> <li>• - changing behaviour leading to savings in clean up?</li> </ul>	<ul style="list-style-type: none"> <li>• potential additional posts to be funded (assuming present level of enforcement is low).</li> </ul>	<p><b>Better use of existing services and increased recycling rate and reduced tonnage for disposal</b></p> <p><b>Savings from avoided costs of clean up due to improper use of service</b></p> <p><b>Fines paid should underpin delivery of service if in-house or should be free to use if out sourced = cost neutral</b></p> <p><b>Employment of enforcement officers due to reductions in current teams.</b></p>

### 3.2.5 Joint clinical waste strategy

#### Summary Statement

Clinical waste only requires collection from the kerbside separately to household waste if it is considered to be a risk and therefore hazardous. To ensure collections are appropriate and are required adopting a standard audit and developing a strategy will ensure a common position is adhered to. At present two Councils do not currently collect from the kerbside and another two are in receipt of funds to support a kerbside collection. This leaves two who are providing a separate service with the costs met by the Council. Full application of the legislation should be met and it is anticipated that this will result in a cost savings in terms of reduced need for a separate vehicle and crew. Elsewhere, where this has been applied savings of £100,000 have been realised.

#### Context

Clinical waste that is effectively not hazardous (by definition) and therefore does not need to be collected separately often makes up the bulk of material collected at the kerbside as part of a household clinical waste service. Legally, if the waste is non-hazardous, and as long as it is appropriately bagged and sealed, it is acceptable for the waste to be disposed of with household waste. For people being treated in their own homes, if waste that is generated is classified as hazardous, the healthcare professional can remove that waste and transport it in approved containers and take it back to the NHS trust base for appropriate disposal. If patients treat themselves in their own home, any waste produced as a result is considered to be their own. Only where a particular risk has been identified (based on medical diagnosis) does such waste need to be treated as hazardous clinical waste.

The MRWA review of best practice report in 2015<sup>58</sup> called for waste collected as clinical to be correctly consigned and only sent for hazardous waste treatment if necessary. There was a call for a general move away from collection from households, more towards drop off centres with the NHS. Collections are sharps mainly and these can be centrally coordinated at appropriate places across the LCR, but it is recognised that there are gaps in information on this area and a lack of consistency.

Other authorities have addressed this area and made considerable savings. The Staffordshire Waste Partnership<sup>59</sup> undertook a full systematic audit of collections with four of its WCAs, carried out in conjunction with a review of the current legislative guidance. The audit included identifying collections, ascertaining what material residents were producing and working alongside the PCT to identify and tackle challenges within the healthcare profession. The result of the review was annual projected savings in terms of collection and disposal to be in excess of £100,000.

In LCR there is a mixed picture in terms of how clinical waste is managed. Two authorities do not collect from kerbside, and two authorities receive funds to deliver a service. It is not known whether the funds cover the cost of the collection in these two instances.

#### Current service

- Variation in the provision of this service, with two authorities not providing a collection service and one expressing a desire to end collection and instead ensure sharps containers are available at chemists and pharmacies
  - Wirral: No collection at the kerbside
  - Liverpool: currently provides to 5,000 households using a one man crew using a separate vehicle operating 4 days a week and receives £80,000 to deliver the service
  - Halton: No collection at the kerbside

<sup>58</sup> MRWA (2015), Waste Services Best Practice Review

<sup>59</sup> Local Partnerships West Midlands Efficiency Report



- St Helens: provides a service to an 'extensive number of households'
- Knowsley: currently provides to 1,200 households, using a one-man crew and separate vehicle and received £35,000 from Clinical Commissioning Group to deliver the service
- Sefton: Provides to small number of properties (400) and has expressed a desire to stop this collection

A summary of benefits, risks, savings and costs of a single clinical waste strategy can be seen in Table 7.

**Table 7: Summary of benefits, risks, savings and costs of a single clinical waste strategy**

Joint clinical waste audit and strategy development				
Benefits	Risks	Savings	Cost	Overall saving/cost anticipated
<ul style="list-style-type: none"><li>● Standard service across LCR</li><li>● Costs savings in terms of standardising and reducing collections of non hazardous clinical waste from householders</li><li>● Opportunity to seek financing from local Clinical Commissioning Group if kerbside service is required.</li></ul>	<ul style="list-style-type: none"><li>● Undertaking an audit what is currently collected requires resourcing</li><li>● Liverpool and have financial agreements currently in place as does Knowsley.</li></ul>	If there is an end of kerbside collection (or this is funded by the CCG) then this will be a saving	Short term costs - Undertaking the audit and review	<p>Potential savings through ending collection from the kerbside and implementing collection points at pharmacies etc.</p> <p>Based on experience in other authorities there is the potential to save in excess of £100,000 in collection and disposal costs per annum.</p>

### 3.2.6 Joint Procurement Hub

#### Summary Statement

Different frameworks are currently in use and not all councils are convinced that they are securing the best deal through these frameworks. Collectively purchasing through a joint procurement hub will allow for savings to be generated through an increase in the volume of the orders being made (thereby realising economies of scale) and savings in the cost of procurement (one procurement exercise instead of multiple). It has been estimated that 10% savings can be realised on vehicle purchases and 35% on container purchasers when multiple orders are made<sup>60</sup>.

#### Context

<sup>60</sup>[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/418767/150320\\_Waste\\_Goods\\_Procurement\\_Savings\\_Opportunities\\_final.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/418767/150320_Waste_Goods_Procurement_Savings_Opportunities_final.pdf)

Procurement costs can be high and negotiating with the market place can be a challenge in terms of securing the best deal possible. Therefore, working together, to jointly procure a service or a product, reduces overall procurement costs and also has the potential to attract a better market price as a result of economies of scale.

At present a variety of frameworks are currently in use for a range of different things including bins, tyres, vehicles, fuel, agency staff etc. However, some Councils feel that they do not always get the best price through the frameworks, and individual negotiations are commonplace. Joint procurement of vehicles/receptacles was identified as an opportunity with the MRWA review in 2015. Sefton reported some collective purchasing of fuel between vehicle fleets but apart from that there was limited evidence of any joint procurement taking place to date. However, there was widespread support for consideration of joint procurements of vehicles and equipment in future as opportunities arise.

There are tangible examples of where joint procurement has generated substantial savings. Within the York and North Yorkshire Waste Partnership (YNYWP), four partner authorities took part in a joint procurement exercise for waste vehicles (that also involved 6 Lincolnshire authorities) which saw collective savings of £264,000 being realised for the four YNYWP councils<sup>61</sup>. It was estimated that a saving of £16,500 per refuse collection vehicle was made through the procurement<sup>62</sup>.

DCLG have reported that savings of up to 10% can be made on vehicles through joint procurement and 35% on wheeled bins can be achieved through clearer specification and procuring in larger volumes in partnership with other councils<sup>63</sup>. Wheeled bins tend to have a lifecycle of 10-15 years whilst for refuse collection vehicles it is 7-10 years. However, Councils tend to procure replacement bins on an on-going annual basis, therefore there is the opportunity to realise savings within a relatively short timescale.

In the long term the development of a procurement hub could benefit the LCR across a number of more far reaching areas. For example, it simplifies the process somewhat if the decision is taken to ensure future vehicles purchase will not have a detrimental effect on air pollution. Procuring alternatively fuelled vehicles as a collective single purchase is far easier to manage than ensuring multiple individual purchase are adhering to the same specification principles and are exploring the best offer that the market has to date.

Formally setting up a single procurement hub avoids the need to set up agreements and terms of reference each time it is agreed to jointly procure. There are also benefits to having a resource dedicated to the procurement of waste related goods and services, as this will create a valuable knowledge base together with experienced and skilled personnel.

#### Current service

- Frameworks in use: Commonalities across the authorities in terms of the frameworks being utilised, including: YPO, ESPO, CCS, The Chest, PRO5 and Knowsley, Sefton, and Halton have a collaborative framework agreement in place for PPE.

A summary of benefits, risks, savings and costs of a single joint procurement hub can be seen in table 8

**Table 8: Summary of benefits, risks, savings and costs of a single joint procurement hub**

Joint Procurement Hub				
Benefits	Risks	Savings	Cost	Overall saving/cost anticipated

<sup>61</sup> Local Partnerships (2015), Delivering Waste Efficiencies in Yorkshire and the Humber

<sup>62</sup>[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/418767/150320\\_Waste\\_Goods\\_Procurement\\_Savings\\_Opportunities\\_final.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/418767/150320_Waste_Goods_Procurement_Savings_Opportunities_final.pdf)

<sup>63</sup> DCLG (2015), Household Waste Collection: Procurement Savings Opportunities

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/418767/150320\\_Waste\\_Goods\\_Procurement\\_Savings\\_Opportunities\\_final.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/418767/150320_Waste_Goods_Procurement_Savings_Opportunities_final.pdf)



Joint Procurement Hub				
Benefits	Risks	Savings	Cost	Overall saving/cost anticipated
<ul style="list-style-type: none"><li>• Realise economies of scale through joint procurement</li><li>• Potentially negotiate a better price than if acting on an individual LA level</li><li>• Rationalise what is needed – lead to increased sharing of resources</li><li>• Makes it easier to adopt common practices such as use of reuse networks like Warpli for accessing specific items</li></ul>	<ul style="list-style-type: none"><li>• Changing the way procurement practices are undertaken and need to involve departments outside of waste management</li></ul>	<ul style="list-style-type: none"><li>• Single procurement rather than multiple procurements – can be anything from £50K upwards for each Council depending on the scale of the procurement.</li><li>• Savings estimated to be 10% for vehicles and 35% for containers.</li></ul>	<ul style="list-style-type: none"><li>• Initial set up cost for the hub (potentially offset by reduction in procurement staff at each Council although this will depend on the Council structure).</li></ul>	Procurement process itself will be cheaper and economies of scale will be realised through volume purchasing.

### 3.2.7 Centralised communications

#### Summary statement

Contamination is a big challenge, as is appropriate and effective use of the service by all householders across LCR. Resourcing for communications at the collection level have diminished significantly over recent years. Developing a single coordinated resource to deliver a centralised communications service across LCR enables resources to be shared, engagement activities to be enhanced and use of the service to be improved. The most effective means to deliver this is building on the work of MRWA who have been coordinating waste prevention communication for some time and have a dedicated staff resource to do this.

Current Council budgets across the LCR are reported to be in the region of £100,000 (excluding external funds secured), although so this figure is much higher as Liverpool, Halton and Sefton reported no dedicated budget with communications coming out of central funds. Savings in budgeted resources would potentially offset increased staffing levels centrally. Campaign costs would range from £1 - £2 per household depending upon whether its standard support style communications or whether its associated with a service change. However increased online communication would mean considerable savings compared to face-to-face and telephone contact. Savings would also be realised through better use of the services leading to increased recycling and diversion from treatment/disposal, freeing up capacity for third party sale; however, savings from third party sale are already accounted for in the modelling.

#### Context

Communications and engagement is fundamental to behaviour change<sup>64</sup>; residents need to be reminded how to use a recycling scheme and why it is important and if a change is happening why this is taking place and what it is hoped to achieve; this communication needs to be ongoing to be effective and ensure that householders are engaged. However, communications and

<sup>64</sup> Refer to WRAP in relation to a plethora of research in this area.

engagement is also one of the first areas to be cut when budgets are reduced<sup>65</sup>. This has certainly been the case in LCR where Councils have pulled back on the resourcing of communications in order to meet budget requirements. Currently there is no dedicated staffing resource for waste service related communications at the collection level and budgets for communications are low or covered within central costs to deliver the minimum information requirement in relation to service delivery to households.

However, recycling schemes will continue to require increased engagement to improve awareness on how and what to recycle, and to drive appropriate behaviour change, particularly as services are changed and there is a greater expectation on the householder. However, it is unlikely that individual Council budgets will be able to cover the level of public engagement needed to encourage the required increase in material quality and volume and the change in attitude to support greater reuse.

WRAP have estimated that a budget figure of around £1.00 per household for standard communications should be aimed for, and for communicating major service changes or implementing more intensive communications activities for “hard to engage” residents, a figure of £1.50 to £2 per household is more realistic<sup>66</sup>.

Sharing resources seems to be the most obvious solution and developing a single coordinated resource to deliver a centralised communications service across LCR appears to be the best means to achieve this. Currently, MRWA deliver joint communications with a focus specifically on waste prevention. There are a number of funds that the MRWA have set up which have an element of communications activity associated to their delivery (Table 9). This is separate from MRWA’s own communication budget of £20,000 to cover their own communications activities, PR and media support.

Table 9: Joint Communications Funds

	2015-16	2016-17
Waste Prevention (Total)	£120,000	£130,000
Joint Communications Spend	£34,894	£17,000 to date (£30,000 set aside)
Re-Use Budget (Total)	£60,000	£50,000
Joint Communications Spend	£25,370	Not yet committed
Community Fund (Total)	£110,000	£110,000
Joint Communications Spend	£4,800	£5,500 (£10,000 set aside)

MRWA hosts and develops the Recycle for Merseyside Website which includes portals to each district partner, provides information on waste prevention, food waste, re-use recycling and education. This is funded from waste prevention budget at a cost of £460 per year for domain, hosting and communications

In terms of staffing this resource, at present there are 2 dedicated communications staff and 3 members of the strategy team where an element of their work is communications and engagement.

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<sup>65</sup> There are numerous examples of this, both anecdotally and also evidenced in research reports. It is also summed up in report produced by Ricardo-AEA (2015), Waste on the Front Line – Challenges and Innovations. The impacts of austerity across local Council waste, recycling and street cleansing services. [http://www.ciwm-journal.co.uk/wordpress/wp-content/uploads/2015/02/CIWM\\_Ricardo-AEA\\_Waste\\_on\\_the\\_Front\\_Line-Challenges\\_and\\_Innovations\\_Feb ....pdf](http://www.ciwm-journal.co.uk/wordpress/wp-content/uploads/2015/02/CIWM_Ricardo-AEA_Waste_on_the_Front_Line-Challenges_and_Innovations_Feb ....pdf)

<sup>66</sup> [http://www.wrap.org.uk/sites/files/wrap/IRTEC\\_Revision\\_12\\_6\\_13\\_0.pdf](http://www.wrap.org.uk/sites/files/wrap/IRTEC_Revision_12_6_13_0.pdf)

With regard to directly engaging with the public MRWA is active in this area; districts used to get involved and provide staff for events but as resources have been squeezed at district level this is getting more difficult

In terms of the opportunities that working together could realise these include the potential to extend the use of vehicle livery<sup>67</sup> to promote informative and motivational messages. Greater linkages with regional media, particularly TV and radio, can be realised as a common message or campaign would be promoted.

In addition, particularly if linked into wider issues surrounding the development of a more circular economy, there is the potential to engage with the wider business community in terms of innovative means to commission awareness campaigns. Externally commissioning awareness campaigns or using advertising to support costs can be an effective means of delivery using different media. There are a wide range of large companies and organisations<sup>68</sup> that have a base and operate out of LCR and contacts with these organisations can be collectively explored to promote positive messages in relation to better resource management.

Use of social media can be enhanced although it should be noted that social media is a two-way channel so engaging with and responding to residents is essential; systems need to be in place to feedback effectively and promptly.

Use of Apps can also be further developed. At present St Helens provides a Council wide app, through My Council Services<sup>69</sup> and Knowsley also has a broad application app in use. For Knowsley, the costs for the development across all three operating systems was £0.007m. The launch has not incurred any costs as it has been undertaken through existing publications, social media, press releases and promotion through the website and existing display equipment in the One Stop Shops. The development has used a framework from a third party supplier which provides the interface to the various operating systems allowing the Knowsley specific coding to be undertaken in-house and therefore keeps costs to a minimum<sup>70</sup>.

Promotion of online communication can be developed further accounting for the significant difference in costs; Knowsley have estimated that on average, each face-to-face interaction with a resident costs the council approximately £7.81, compared to just 17p for transactions carried out online<sup>71</sup>.

#### Current Service

- Dedicated staffing resource for waste related communications at WCA level: there is no dedicated staffing resource for waste service related communications within any collection authority. MRWA has dedicated communications staff and also strategic staff who have communications as part of their remit.
- Budget for waste related communications at WCA level ranges: relatively low level or zero budget for local communications (excluding any external funding)
  - Wirral: £64,900.

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<sup>67</sup> MRWA has experience of this, having delivered two campaigns using Agripa banners on Refuse Collection Vehicles (approx. 180 banners in total across all districts). Vehicle livery does not have to be restricted to refuse collection vehicles.

<sup>68</sup> Including for example Mersey Docks and Harbour Company (part of Peel Holdings); Halewood International (manufacturer and distributor of alcoholic beverages); John Holt & Co. (Liverpool) Ltd – procurement and finance of exports; Very – online shopping retailer; Bibby Line - Shipping, retail and finance group ; TJ Morris - discount retailer ; Princes - food and drink group ; Knauf Insulation UK; Paymentsshield - finance group; Park Group - pre-paid card seller; Clarke Energy Trading; Langtree - property group ; Matalan - clothing retailer; Shop Direct - home shopping; Beaconsfield Footwear; Chums; Hampson Hughes Solicitors; Jacob's Bakery; Beaconsfield Footwear/hotter

<sup>69</sup> My Council Services is an online and mobile IT platform that enables the reporting of incidents or requests to your local council, either via a smartphone app or via the web. These are then automatically routed to your council where it will be automatically allocated to the relevant service delivery team. Depending on the level of service signed up for by the Council will dictate the extent of the email routing.

<sup>70</sup> FOE request [https://www.whatdotheyknow.com/request/cost\\_of\\_new\\_mobile\\_app?unfold=1](https://www.whatdotheyknow.com/request/cost_of_new_mobile_app?unfold=1)

<sup>71</sup> <https://www.knowsley.gov.uk/news-items/knowsley-app-makes-reporting-local-issues-easy>

- Liverpool: No dedicated budget exists.
- Halton: No dedicated budget exists.
- St Helens: £18,278. In addition to this St. Helens has secured funding from MRWA for a 6 month 'on demand textile collection trial' – very small tonnage has been collected through this service. In addition external funding has been secured for the rewards scheme.
- Knowlsey: £15,000
- Sefton: No dedicated budget exists

A summary of benefits, risks, savings and costs of joint communications can be seen in table 10.

**Table 10: Summary of benefits, risks, savings and costs of joint communications**

Centralised communications				
Benefits	Risks	Savings	Cost	Overall saving/cost anticipated
<ul style="list-style-type: none"> <li>● Allows exploration of opportunities for getting advertising paid for – appeal of wider impact of any messages across the LCR (could be sponsored)</li> <li>● Sharing of resources, especially where resources are scarce (currently under-funded element of WCA activity)</li> <li>● Consistent messages</li> <li>● Targeted campaigns in challenging/problem areas</li> </ul>	<ul style="list-style-type: none"> <li>● Local expertise may be lost if a centralised process is put in place</li> <li>● Technology may be developed to increase online communication s but data may not be appropriately or effectively managed</li> </ul>	<ul style="list-style-type: none"> <li>● Increased online communications</li> <li>● Economies of scale when developing campaign material LCR wide</li> <li>● Collective targeting of problem areas allows for sharing of resources</li> <li>● Improvements in behaviour result in increased recycling and reduced disposal, freeing up third party space at the treatment facility.</li> </ul>	<ul style="list-style-type: none"> <li>● Communications has had limited resourcing therefore there will be a cost to delivering an enhanced service.</li> <li>Anticipated that additional staff will be required</li> <li>● Software and hardware costs in developing apps and linking up the data platforms etc.</li> </ul>	<p><b>Additional staff costs of around £60,000 - £100,000 to deliver coordinated communications across LCR</b></p> <p><b>Campaign costs of £1 - £2 per household.</b></p> <p><b>Savings realised through increased use of online contact (face to face estimated at £7.81, telephone estimated at £2.75, online £0.14 - £0.17.</b></p> <p><b>Savings of £100,000 in terms of existing Council budgets for communications.</b></p> <p><b>Savings through better service use and diverted</b></p>



Centralised communications				
Benefits	Risks	Savings	Cost	Overall saving/cost anticipated
				tonnage: accounted for under the modelling

Green = positive/significant impact/beneficial, Amber = neutral/balances/neither positive or negative, Red = negative /no impact etc...

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