

To: Members of the Cabinet

Date: 25 September 2024

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Dear Councillor

You are invited to attend a special meeting of the **CABINET** to be held at **2.00 pm** on **TUESDAY, 1 OCTOBER 2024** in the **COUNCIL CHAMBER, COUNTY HALL, RUTHIN AND BY VIDEO CONFERENCE.**

Yours sincerely

G. Williams
Monitoring Officer

AGENDA

1 APOLOGIES

2 DECLARATION OF INTERESTS

Members to declare any personal or prejudicial interests in any business identified to be considered at this meeting.

3 ADDITIONAL RESOURCES REQUIRED FOR THE NEW WEEKLY TROLLIBOCS RECYCLING SERVICE AND ASSOCIATED WASTE COLLECTION FUNCTIONS (Pages 5 - 34)

To consider a report by Councillor Barry Mellor, Lead Member for Environment and Transport (copy enclosed) seeking approval of additional resources to ensure the new weekly trollibocs recycling service and associated waste collection functions can operate as envisaged.

MEMBERSHIP

Councillor Gwyneth Ellis
Councillor Elen Heaton
Councillor Alan James
Councillor Diane King
Councillor Julie Matthews

Councillor Jason McLellan
Councillor Barry Mellor
Councillor Rhys Thomas
Councillor Emrys Wynne

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LOCAL GOVERNMENT ACT 2000

Code of Conduct for Members

DISCLOSURE AND REGISTRATION OF INTERESTS

I, *(name)*

a *member/co-opted member of
*(*please delete as appropriate)*

Denbighshire County Council

CONFIRM that I have declared a ***personal / personal and prejudicial** interest not previously declared in accordance with the provisions of Part III of the Council's Code of Conduct for Members, in respect of the following:-

*(*please delete as appropriate)*

Date of Disclosure:

Committee *(please specify)*:

Agenda Item No.

Subject Matter:

Nature of Interest:

*(See the note below)**

Signed

Date

*Note: Please provide sufficient detail e.g. 'I am the owner of land adjacent to the application for planning permission made by Mr Jones', or 'My husband / wife is an employee of the company which has made an application for financial assistance'.

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Report to	Cabinet
Date of meeting	1 st October 2024
Lead Member	Cllr Barry Mellor, Lead Member for Environment and Transport
Report author	Corporate Director: Environment and Economy & Head of Highways & Environmental Services
Title	Additional resources required for the new weekly trollibocs recycling service and associated waste collection functions.

1. What is the report about?

- 1.1. This report is about the implementation of the new weekly trollibocs recycling service and associated waste collection functions and what adjustments are required to ensure sufficient resources are allocated so that the new system can operate on a sustainable footing.

2. What is the reason for making this report?

- 2.1. A decision is required to approve additional resources to ensure the new weekly trollibocs recycling service and associated waste collection functions can operate as envisaged.

3. What are the recommendations?

- 3.1. That Cabinet approve an additional £1.299m in capital expenditure for the purpose of procuring additional recycling vehicles funded by prudential borrowing.

- 3.2. That Cabinet approves an additional £1.067m of revenue costs in order to ensure the service change can deliver as planned on a sustainable footing. This includes the revenue costs for the prudential borrowing for the vehicles referred to in 3.1.
- 3.3. That Cabinet agrees that the decision be implemented immediately without call-in, in accordance with section 7.25 of the Council Constitution.
- 3.4. That Cabinet confirms they have read, understood and taken account of the Wellbeing Impact Assessment (**Appendix A**) as part of its consideration.

4. Report details

- 4.1. On 3rd June 2024 the Council implemented a new waste/recycling service. The costs for the service change was originally approved by Cabinet on 19th December 2018 and was subsequently reviewed by Cabinet on 12th April 2022.
- 4.2. Forecasting for complex service changes such as this can only ever be a best estimate due to the number of variables. Those estimates can only ever be fully tested following implementation of the changes. This service change has been in the planning stage in excess of 6 years e.g. pre the original Cabinet decision in 2018 through to implementation in 2024. Much has changed during this time, including key variables associated with this service change (e.g. increases in construction costs, costs of vehicles, development of more housing in the County requiring a waste service etc).
- 4.3. It soon became apparent after the roll out of the new service that some of the assumptions were flawed. The main issue being some of the daily recycling rounds had been designed with too many properties requiring collection. This meant we were seeing several rounds per day not completing, resulting in large and unacceptable numbers of missed collections.
- 4.4. There will be full review of how the roll out was planned and implemented which will include an examination of the assumptions underpinning the design of the new service. Elected Members and residents will be involved in the review.
- 4.5. The assumption regarding the number of properties per round can only be amended by reducing the number of dwellings in those affected rounds. This

will necessitate the introduction of additional daily rounds and associated resources.

- 4.6. Without committing additional resources the new service cannot be delivered successfully and sustainably and we will continue to spend significantly more on inefficient short term day to day decisions to ensure missed collections are minimised/corrected.
- 4.7. The day-to-day management decisions since the roll out have focused on the hire of additional vehicles, increase in the use of agency staff, and the use of overtime for existing staff. Whilst this has been at a cost, it would have been unacceptable not to respond to the issues faced by our residents as a result of the number of missed collections.
- 4.8. In order to put the new waste/recycling rounds on a sustainable footing additional recycling rounds are required. The original model as rolled out was based on 20 rounds per day. The number of additional rounds required ranges from 6 to 8 rounds depending on the day of the week.
- 4.9. This requires the purchase of an additional 8 vehicles at a capital cost of £1.299m and additional drivers and loaders to operate the vehicles. The capital costs will be funded by prudential borrowing (see table below), but a formal request will be made to Welsh Government for additional capital funding to assist with the cost of purchasing these vehicles, which would reduce the revenue impact for the council. The revenue costs associated with the additional rounds are set out in the table below:

Costs	£m
Employees	0.697
Vehicle Costs (including prudential borrowing)	0.370
Total	1.067

- 4.10. If this additional budget is approved, then we can immediately plan to implement the necessary changes, and the introduction of the additional rounds can commence within weeks of today's Cabinet meeting i.e. there is a lead in time between the additional resources being authorised and the changes being made on the ground. This should ensure under normal circumstances that all rounds can be completed as planned.
- 4.11. The decision sought by this report will enable the waste service to implement the amended waste collection routes placing the service on a more sustainable basis and reducing the current levels of expenditure. It is important that this work commences without delay. It is for this reason that Cabinet is being asked to confirm that the decision be implemented immediately.
- 4.12. In turn this will allow management resources to focus on ensuring our other associated collections such as AHP, green waste and commercial waste can be implemented as planned and we can review our assisted collection and end of lane collection services. See **Appendix B** for commentary on changes to these other elements of the waste service.
- 4.13. Between the start of the roll out in June and the end of September the additional costs being incurred is forecast to be £640k (i.e. overtime, agency staff & hire of vehicles).
- 4.14. The Council is part of the North Wales Residual Waste Treatment Partnership and last month has received its share of a long running refinancing arrangement. This has result in a one-off receipt of £1.2m. This is another complex waste related project for which various assumptions over time have been made which changed resulting in this one-off receipt. This funding will be used to offset the costs that have been deployed on a day-to-day basis in reaction to the issues with the roll out and the additional resources requested in this report for 2024/25
- 4.15. The additional budget required i.e. the £1.067m from April 2025 will need to form part of the budget setting process for 2025/26.
- 4.16. Supporting the service change in this way will protect the council from future budget pressures e.g. minimise the need for agency staff, reduce the need for overtime etc. In addition, the cost of disposing of the co-mingled recycling will

only continue to increase, so these costs will be avoided i.e. the cost of disposing of our co-mingled waste in 2023/24 was £1.1m compared to £315k in 2018/19.

- 4.17. The kerb side separation process will also allow us to sell the collected recyclable material thereby increasing income. This is a volatile market, is therefore difficult to predict and is a potential financial risk or benefit to the service outside of our control.
- 4.18. The service change should increase our recycling rates and thereby reduce the risk of potential fines from Welsh Government for failing to reach the 70% statutory recycling rate e.g. unless we improve our recycling rates the WG fine could potentially be approx. £250k per year.
- 4.19. This is a complex service area with a number of financial risks. Costs and income will vary from year-to-year dependent on market forces and other variables. We therefore need to continue to monitor the budget and ensure the service is running efficiently. This can be picked up in the regular monthly finance reports to Cabinet and may necessitate a separate Cabinet report in the future.

5. How does the decision contribute to the Corporate Plan 2022 to 2027: The Denbighshire We Want?

- 5.1. The new household waste collection model has a positive impact on two of our Corporate Plan themes. It is a specific project within the “Greener Denbighshire” theme because it will help us to increase the quantity and quality of recycling collected from households and increase opportunities for closed loop recycling. Through adoption of low carbon technologies at the new Waste Transfer Station and inclusion of infrastructure for ULEV fleet, the aim is to minimise the impact of the service in support of the wider corporate goals on net zero by 2030.
- 5.2. The project also supports the “Prosperous Denbighshire” theme in the Corporate Plan, which aims to support economic recovery, capitalising on opportunities to enable residents to access decent employment and income. The project has led to the creation of additional jobs within the waste service. In

addition, the building of the new depot enabled the creation and protection of many local private sector jobs. We worked with 4 important local businesses at Colomendy Business Park, Denbigh as part of the development of the new Depot. This allowed them to unlock and develop new employment land to enable those 4 businesses to remain in Denbigh and expand their operations.

6. What will it cost and how will it affect other services?

6.1. The cost of the additional rounds is detailed throughout this report.

7. What are the main conclusions from the Well-being Impact Assessment?

7.1. The WBIA has been reviewed and updated, and is attached at **Appendix A**. This hasn't fundamentally changed because we're not changing the principles of the proposed model, we're just making changes to ensure that the model works. The overall outcome of the Well-being Impact Assessment is positive.

8. What consultations have been carried out with Scrutiny and others?

8.1. There have been numerous Member Briefings via Teams since the roll out.

8.2. Council Workshop held on Thursday 26 September

8.3. A report will be presented to Communities Scrutiny on 24 October

9. Chief Finance Officer Statement

9.1. In undertaking strategic change projects such as this we are forecasting future associated costs based on assumptions and the best information available at that time. The assumptions and information are only confirmed once the project moves into implementation and delivery phase and will impact on those estimated costs. Clearly the rollout of the new model has not been implemented in the way anyone would have wanted. Given the number of residents that have been affected the council has had to act in deploying additional resources from June to September. It is important that we learn from this experience.

- 9.2. The report sets out the additional resources necessary to revise the recycling routes and ensure the service can operate in a more sustainable way.
- 9.3. The in-year costs associated with the report (2024/25) can be funded from the one-off receipt from the North Wales Residual Waste Treatment Partnership. The additional resources required from 2025/26 onwards will now need to be built into the Medium-Term Financial Plan which will be updated and reported to Cabinet at its October monthly meeting.

10. What risks are there and is there anything we can do to reduce them?

- 10.1. There are risks around any service change of this scale, as we have seen since 3rd June, 2024. The main risk is that introducing a set of re-balanced and re-designed collection routes initially results in missed collections as the service get used to the changes. However, this is being mitigated by the amount of work that has taken place to ensure that the new routes are based on more realistic assumptions than the previous service design, learning from the experience of the new system being operational since 3rd June.

11. Power to make the decision

- 11.1. Part II Environmental Protection Act 1990
- 11.2. s111 Local Government Act 1972
- 11.3. s120 Local Government Act 1972
- 11.4. Section 7.25 of the Council Constitution.

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OPTION 5 (Preferred) - Weekly Kerbside Sort (including food waste), 4- weekly residual, AHP service

Well-being Impact Assessment Report

This report summarises the likely impact of the proposal on the social, economic, environmental and cultural well-being of Denbighshire, Wales and the world.

Assessment Number:	407
Brief description:	<p>This assessment was originally produced to support the decision to change the way we collect household waste to improve recycling in the County as part of strategy to meet Welsh Government 70% recycling target by 2024/25. The new service has replaced the blue 240l wheelie bin for comingled recycling with a TrolliBocs System, where residents present sorted waste into separate stackable containers. The Trollibocs and the food waste caddy are collected weekly on the same vehicle. Residual waste is collected every 4 weeks in a 240l black bin (as opposed to fortnightly in a 140/180l bin previously). This is projected to reduce the amount of waste going in the residual waste bin that could have been recycled (currently calculated that 51% of waste in the black bin could have been recycled on our other kerbside services). An optional weekly Absorbent Hygiene Product (AHP) service is now offered to remove this waste stream from the residual bin, and the aspiration in the long term would be to recycle this waste stream. New recycling waste streams have been targeted, including batteries, small electrical, electronic equipment (WEEE) and textiles and collected on the same day as the recycling, but every fortnight.</p>
Date Updated:	19/09/2024

APPENDIX A: WELLBEING IMPACT ASSESSMENT

Completed by:	Tony Ward / Paul Jackson
Responsible Service:	Highways & Environmental Services
Localities affected by the proposal:	Whole County,
Who will be affected by the proposal?	All Residents / Households in Denbighshire; Operational Waste Team
Was this impact assessment completed as a group?	Yes

IMPACT ASSESSMENT SUMMARY AND CONCLUSION

Before we look in detail at the contribution and impact of the proposal, it is important to consider how the proposal is applying the sustainable development principle. This means that we must act "in a manner which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs."

Score for the sustainability of the approach

★ ★ ★ ☆ (3 out of 4 stars) Actual score : 27 / 30.

Implications of the score

Implementing the new waste & recycling collection model has enabled DCC to become compliant with the Welsh Government blueprint for waste collection services, meaning that we are operating in a manner consistent approach to other Welsh LA's in order to maximise the quantity and quality of recyclable household waste we collect. The new model also restricts residual capacity in order encourage recycling. The Welsh Government have carried out relevant sustainability and economic appraisals on their blue print (Independently reviewed in March 2016 by Eunomia) to determine it to be the most economically and environmentally practical approach to managing household waste.

Summary of impact

Well-being Goals

- A prosperous Denbighshire
- A resilient Denbighshire
- A healthier Denbighshire
- A more equal Denbighshire
- A Denbighshire of cohesive communities
- A Denbighshire of vibrant culture and thriving Welsh language

- Positive
- Positive
- Neutral
- Neutral
- Neutral
- Neutral



Main conclusions

Overall, the new waste collection model should have positive impacts in terms of a prosperous and resilient and a globally responsible Denbighshire as the new service is projected to enable the council to increase recycling performance by at least 3%. The higher quality recyclable stream will support the adoption of EU Circular Economy measures and the Welsh Economic Action Plan. The model is also the most financially sustainable option for the future because it removes a significant risk around the cost of processing co-mingled recycling, and it also brings in a new income stream.

There is a neutral impact on equality, although it does introduce a new service to deal with hygiene waste sometimes produced by young families and the elderly. We have reviewed our waste policies to ensure exemptions can be awarded to households that struggle to participate fully in the recycling service for genuine physical or mental health reasons. There are no health implications for the new service. Residual waste is collected less frequently but waste that can produce an unpleasant smell if left for 4-weeks (i.e. AHP and food) is collected weekly.

There is a neutral impact on vibrant culture and Welsh language, and all communications have been (and will be) available in Welsh and English. There was a significant focus on community engagement prior to implementation. There is a neutral impact on cohesive communities as the new waste model supports and strengthens a social enterprise operating model for the collection and re-use of textiles, and the service changes are supported through a new household waste collection policy, to support the regulation of the new operating model.

Evidence to support the Well-being Impact Assessment

- We have consulted published research or guides that inform us about the likely impact of the proposal
- We have involved an expert / consulted a group who represent those who may be affected by the proposal
- We have engaged with people who will be affected by the proposal

THE LIKELY IMPACT ON DENBIGHSHIRE, WALES AND THE WORLD

A prosperous Denbighshire

Overall Impact	Positive
Justification for impact	<p>The new waste service will secure the long-term future of the service and associated jobs and importantly contribute to increasing recycling rates in the County which will minimise residual waste generated by the County's residents. It will also help us to improve the quality of recyclable material, and higher quality recycling which will help stimulate growth in the manufacturing industry within the UK.</p> <p>Not only has the service change created additional jobs within the waste service, but it has also enabled the creation and protection of many local private sector jobs. We worked with 4 important local businesses in Denbigh to unlock and develop employment land to enable those 4 businesses to remain in Denbigh and expand their operations, leading to employment opportunities and economic growth.</p>
Further actions required	<p>Maximising the positive impacts from higher recycling rates will be dependant on undertaking a comprehensive and ongoing communication campaign that provides both instructional and motivational information to encourage people to take the extra effort to recycle more and separate their household waste items into various containers. A YouGov Survey stated that 70% of people want to know what happens to their rubbish and 32% would be more likely to separate their materials if they knew what happened to them. the Viridor Recycling Index 2017 (consumer survey) showed that only a quarter of people believed their waste was properly recycled and showed a clear need for better education, with seven in ten (69%) people feeling frustrated about not having enough education materials on recycling. There is an opportunity to re-engage with Denbighshire citizens to provide the information that will inform and influence pro-environmental behaviours.</p>

Positive impacts identified:

APPENDIX A: WELLBEING IMPACT ASSESSMENT

<p>A low carbon society</p>	<p>Application of the waste hierarchy, enhanced opportunity for closed loop recycling, greater quantities of waste recycled, less vehicle passes to each households over a 4 week period, vehicle haulage movements as recycling is bailed locally - so overall greater environmental benefits. Increased in recycling performance of at least 3% projected. There is a wide evidence base to show that Kerbside Sort yields a lower carbon footprint than co-mingled collections. The carbon impacts of different methods of collection and post collection sorting were shown by the ADAS report for London Borough of Camden which stated that: "The carbon footprint of the whole process for the co-mingled collection, transfer and MRF is 77% greater than for the kerbside sorted recycle collection system."</p> <p>High quality materials are more likely to be used in closed loop recycling where glass bottles and jars are recycled into similar products, paper into paper and so on. The carbon benefits of the closed loop recycling of glass were demonstrated in a 2006 paper "The impact of the carbon agenda on the waste management business", Grant Thornton, Oakdene Hollins. The reduced carbon impact of kerbside sort vehicles compared to large Refuse Collection Vehicles currently used to collect recycling in DCC are considerably lower, as supported by the following paper "Kerbside Recycling in Wales: Environmental Costs, Waste and Resources action Programme (WRAP).</p>
<p>Quality communications, infrastructure and transport</p>	<p>All new waste collection rounds were subject to route optimisation analysis to reduce unnecessary mileage and optimise efficiency, as well as round risk assessments to avoid traffic congestion where practical. The changes were supported by a communications plan, to include face to face public engagement, and revised instructional material. The project resulted in significant capital investment in our council-owned depot infrastructure, and new waste containers.</p>

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<p>Economic development</p>	<p>Collected recycling will be of adequate quality to be reprocessed in the UK (as opposed to being shipped overseas), encouraging home grown manufacturing industries to develop/expand. Collecting high quality recycling through source segregation is a priority for Welsh Government as they recognise the opportunities the EU "Circular Economy" package brings to helping Wales grow its own economy, and in a more sustainable way (www.gov.wales news article "Wales leading the way towards becoming a circular economy" 28th June 2018. Positive impacts of the circular economy on economic growth are also recognised in the Welsh Government's Economic Action Plan.</p> <p>The paper by the Resources Association "Putting quality recycling at the heart of a circular economy" August 2015 concludes that mandatory source separation of recyclables, including biowaste, would reduce recycling contamination and create new economic opportunity. By example, an article by Simon Weston (LetsRecycle.com 17th July 2017) director of raw materials (Confederation of Paper Industries) states "Recent work conducted by the Confederation of Paper Industries (CPI) estimates that an increase of one percentage point in contamination would increase costs by about £8 million per annum across the entire UK mill system. For a large paper reprocessor this could equate to as much as £1.25 million per percentage point increase for each 100,000 tonnes of raw material procured. These sorts of additional costs undermine the viability of domestic re-processors when compared with foreign competitors using other material streams, and could lead to plant closures and job losses."</p> <p>Kerbside Sort systems yield very low contamination rates (1% Friends of the Earth, compared to Commingled recycling schemes that rarely achieve contamination rates below 5% and often in excess of 10%.</p> <p>AHP waste can be collected separately in the new model. It is possible that this waste stream could be recycled in future, and discussions with Welsh Government are anticipated over the possibility of a re-processing plan in North Wales. This would create further jobs through the construction and operation of a new facility.</p>
<p>Quality skills for the long term</p>	<p>Waste operatives have received enhanced manual handling training. In addition, the service is being modernised to closely monitor recycling habits of individuals through enhanced data capture of weight based information. Team members have been trained to use route optimisation software. DCC's waste technical team will be required to deliver behaviour change messages to a wide range of audiences, including to school groups and private/social landlords. Increased procurement skills and experience will also be required. The service change is supported through the adoption of an environmental enforcement policy which the team will be required to adopt. Whilst the existing enforcement team have all existing knowledge and skills, wider adoption by the rest of the team will be required. Opportunities have already been created for existing staff to up-skill and progress into more skilled and better paid roles, e.g. loaders becoming LGV drivers.</p>

APPENDIX A: WELLBEING IMPACT ASSESSMENT

Quality jobs for the long term	All waste operatives are now required to become "recycling ambassadors" as their acceptance/rejection of presented material is fundamental to providing weekly feedback to the residents about what can and cannot be collected on the kerbside sort scheme. The service works with Working Denbighshire to support people who are often the further away from employment to gain the skills and confidence to become "work ready". Full-time employment opportunities are also available for people via this route.
Childcare	There are no known increased benefits arising from changing the model.

Negative impacts identified:

A low carbon society	<p>Approx. 35,000 wheelie bins became redundant as a result of the change, but recovered bins are being collected for recycling. Recovered plastic is often recycled into new waste containers. The procurement of new containers also specified some recycled content (whilst maintaining strength / life expectancy of the container).</p> <p>A study was commissioned to determine the projected carbon footprint of the new model compared to the previous waste collection model. That study showed a positive outcome. However, it would be helpful to re-visit and review that study now that the number of proposed recycling rounds has increased since that study was commissioned.</p>
Quality communications, infrastructure and transport	No negative impact identified.
Economic development	No negative impact identified.
Quality skills for the long term	No negative impact identified.
Quality jobs for the long term	The manual handling implications of the kerbside sort system may present as a barrier to older operatives or operatives with pre-existing conditions that limit repetitive lifting operations. The Service has already identified the Council's Career Pathways programme as a strategy to deliver succession planning and develop skills of existing employees. They are also proactively engaged in promoting career opportunities externally, such as attending job fairs.
Childcare	There are no known increased implications arising from changing the model

A resilient Denbighshire

Overall Impact	Positive
Justification for impact	Despite the issues we have seen following the rollout, with negative feedback received from disgruntled residents who either didn't support the change or who have had problems with missed collections, overall, it is felt that (long term) the messages about the importance of recycling will succeed and the majority of residents support the campaign to increase recycling rates

APPENDIX A: WELLBEING IMPACT ASSESSMENT

Further actions required	Continued negative behaviour (after the new service has settled down) will be tackled through targeted communications on the benefits of the change to try to get all residents on board. As far as is possible, any new collection vehicles will be the most fuel efficient models affordable to reduce fuel consumption and emissions as far as practical.
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Positive impacts identified:

Biodiversity and the natural environment	This option enables the reprocessing industry to operate closed loop recycling solutions, saving the need to use virgin materials extracted from the natural environment across the world. More recycling will be recovered than the previous model. Evidence suggests that people adopting pro-recycling behaviours on a kerbside sort system become more supportive of wider environmental issues.
Biodiversity in the built environment	Previously, around 10,000 households were receiving a sack collection for residual/recyclable waste. Sacks were often ripped open by scavenging animals (seagulls, rats and foxes) providing an unnatural source of food, leading to unhealthy increases in populations of some species that may displace other species. The new model has reduced the number of households on a sack collection and provided those remaining on sack collections with sturdier hessian sacks to provide some additional protection for the contents.
Reducing waste, reusing and recycling	The new model will help us to improve and increase domestic recycling performance and produce cleaner material more suitable for closed loop recycling.
Reduced energy/fuel consumption	Food waste is now co-collected on the same recycling vehicle as dry material (instead of on a separate vehicle), and the number of residual collection passes per month have been reduced. Overall this results in fewer vehicle movements.
People’s awareness of the environment and biodiversity	The new collection model will further raise awareness of issues around recycling. An ongoing communications strategy is required to reinforce the messages about the benefits of recycling.
Flood risk management	No impact identified.

Negative impacts identified:

Biodiversity and the natural environment	As a result of the service change around 35,000 wheeled bins become redundant. These are being collected for recycling into new bins. To partially offset the environmental impact, new containers contain the optimum recycled content whilst maintaining durability. We gave residents the option of retaining their bigger blue wheelie bin for non-recyclable waste to remove the need to issue new wheelie bins to most residents, so as to reduce wastage and cost.
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Biodiversity in the built environment	Development of a new waste transfer station was carefully managed, with input from the DCC Ecology and Biodiversity Officers and NRW. Our ability to secure a permit from NRW to operate from the site required significant work to be undertaken to deal with any potential ecology and biodiversity impacts and risks.
Reducing waste, reusing and recycling	There was always a risk of negative behaviour from disgruntled residents who take against new arrangements and deliberately reduce recycling efforts. However, this doesn't appear to have happened on a large scale. It will be necessary to continue to support this service changes with the fair but firm application of the household waste collection policy, and to resource enforcement activities adequately to ensure that dumping of rubbish and deliberately cross contaminating waste streams is appropriately regulated.
Reduced energy/fuel consumption	Initially, households may have made additional journeys to our household waste recycling centres (HWRCs) to dispose of excess waste. However, the new model has provided residents with an increase in their weekly capacity for managing their waste. Therefore, as long as waste is segregated appropriately, there should be no need for residents to make any additional journeys to our HWRCs. The household waste collection policy will specify that households will qualify for additional capacity as long as they can demonstrate they recycle all they can, and capacity is a regular issue. Residents taking "black bag" type waste to the HWRCs are asked to segregate recyclables or the bags will be rejected. This encourages the correct behaviours at home, negating the need for additional journeys.
People's awareness of the environment and biodiversity	May encourage negative behaviour from disgruntled Residents who take against new arrangements and deliberately reduce recycling.
Flood risk management	No impact identified.

A healthier Denbighshire

Overall Impact	Neutral
Justification for impact	Neutral overall as few relevant impacts, where potential impacts do exist they are likely to be minimal
Further actions required	Positives on engaging people in a positive way will be stressed and highlighted as part of communications during/post implementation

Positive impacts identified:

A social and physical environment that encourage and support health and well-being	This new model requires the householder to do more to manage their waste responsibly. More support will be offered to residents to comply and a sustained and focussed environmental campaign will offer opportunities for social norming and intergenerational learning, where schools and their pupils encourage their communities to recycle more.
Access to good quality, healthy food	NONE

People's emotional and mental well-being	Engaging people further in the activity of increasing recycling will engage them in a positive activity that can improve their sense of participation and doing good. There is evidence that people using a kerbside sort system are more "bought into" recycling as they believe more strongly the material is going to be made into new products. There is also evidence to suggest engaged recyclers are more likely to engage or be supportive of environmental initiatives.
Access to healthcare	NONE
Participation in leisure opportunities	NONE

Negative impacts identified:

A social and physical environment that encourage and support health and well-being	There is a risk that a small proportion of residents choose not to engage with DCC's waste collection system, resulting in persistent contamination and/or fly-tipping. The role of the waste enforcement function and communications is therefore critical to mitigate these risks.
Access to good quality, healthy food	NONE
People's emotional and mental well-being	Possible issues with the change upsetting residents and affecting their well being due to change and the need to adapt to new arrangements which they may feel antagonism towards, or be fearful they will not be able to cope with the new system.
Access to healthcare	NONE
Participation in leisure opportunities	NONE

A more equal Denbighshire

Overall Impact	Neutral
Justification for impact	Most protected groups should be unaffected by the new waste model as households already presented and segregated their rubbish. There may be a negative impact on residents with disability or who are elderly/infirm but variants to the main system will be put in place to recognise and manage this. Exemptions can be made in exceptional circumstances for genuine cases.
Further actions required	Recycling rates in areas with poor economic circumstances are often lower than in other areas. More targeted communications may be required to ensure residents in these areas fully understand the new system and take care to store their waste and recycling containers on their own properties so they are not abused or stolen.

Positive impacts identified:

<p>Improving the well-being of people with protected characteristics. The nine protected characteristics are: age; disability; gender reassignment; marriage or civil partnership; pregnancy and maternity; race; religion or belief; sex; and sexual orientation</p>	<p>The new Service will include a free separate collection of nappy/incontinence waste (AHP) upon request, helping households with young children, or residents with medical needs cope better with the Waste Collection Service. This is an improvement to the previous service. Where possible discreet but accessible collection points from inside the household property boundary may be requested for those requiring the services due to medical conditions.</p>
<p>People who suffer discrimination or disadvantage</p>	<p>NONE</p>
<p>Areas with poor economic, health or educational outcomes</p>	<p>All trollibocs and new waste containers will be provided free of charge during the service change, even though the Council has a right to charge for them.</p> <p>The new waste model will increase the opportunities for employment and "ready to work" schemes.</p>
<p>People in poverty</p>	<p>People in poverty often produce more waste - especially food waste and packaging waste. The new model provides greater capacity overall, on a 4 weekly basis to manage and contain waste.</p>

Negative impacts identified:

<p>Improving the well-being of people with protected characteristics. The nine protected characteristics are: age; disability; gender reassignment; marriage or civil partnership; pregnancy and maternity; race; religion or belief; sex; and sexual orientation</p>	<p>People with some disabilities may find the new way of presenting waste more challenging, due to the need to separate waste into more containers, and due to the fact that they may need a larger residual bin, which could be heavier to manoeuvre. Consultation with disability user group representatives has also identified that the new Trollibocs system requires more "bending" that could prevent or put off some infirm residents from using the service. For this reason a range of container options can be offered to infirm or disabled residents and the Trolliboc design took account of feedback received through consultations. DCC operate an assisted collection service so if a household find their residual bin too heavy due to size can either be given a smaller bin (subject to having capacity) two smaller bins, or may apply to be on the assisted collection list where we collect the bin from the curtilage of their property.</p> <p>The new DCC waste enforcement policy will allow for households to be listed as exempt from recycling some or all materials if a disability and/or lack of support genuinely prevents them from doing so (e.g. sheltered accommodation with occupants with dementia).</p> <p>Trollibocs can be provided with braille stickers where needed and all associated instructional material can be provided in appropriate mediums for sight impaired occupants.</p> <p>Opportunities for upskilling and redeployment will be provided to employees who are unable to manage the new manual handling requirements of the collection service</p>
<p>People who suffer discrimination or disadvantage</p>	<p>If a household has suffered discrimination from sections of their community in the past, they are more likely to be reported to us if they struggle to comply with the new system.</p> <p>The DCC enforcement policy will always include an initial educational step before enforcement action is taken to help residents to adjust to the new requirements.</p>
<p>Areas with poor economic, health or educational outcomes</p>	<p>Recycling rates in areas with poor economic circumstances is often lower than in other areas.</p>
<p>People in poverty</p>	<p>The Council has the right to issue a fixed penalty to residential occupants for failing to recycle, or dumping black bag waste. In order for the new scheme to work longer term, it will be necessary to monitor activities of non-compliant households more rigorously, that could lead to FPN's being issued. However, the revised Council enforcement procedure will ensure that every household will be given the opportunity to correct behaviours first. In addition, an early payment option with a reduced fine level can also be included.</p>

A Denbighshire of cohesive communities

Overall Impact	Neutral
Justification for impact	<p>Overall positive impact as new collection model offers opportunities to raise awareness of need to increase recycle for residents and benefit this may bring to engagement and reducing littering. However, there is also a risk that it may lead to some people feeling that the change is being done to them and an associated problem of littering and fly tipping may result. The new system will be better regulated to identify non-compliance and target behaviour change processes efficiently. There should be fewer abandoned contaminated bins on the streets with the new model.</p> <p>The Recycle More Waste Less Survey showed that households are currently more likely to have space in their residual black bin on collection day than their recycling bins, evidencing that the new model, to increase recycling capacity by 57litres per week and reducing residual capacity by 10litres per week is manageable. This, combined with the fact that on average 51% of the waste in the black bins could be recycled on our existing services supports a move to shift the focus and resources to collecting more recyclable waste.</p>
Further actions required	<p>There is a perception that a reduced residual collection frequency could attract pests. The new model will offer a weekly opt-in service for AHP waste and the weekly food waste service will continue and be expanded to all houses, meaning waste most likely to attract pests and vermin should not be in the residual bin. Households remaining on a sack collection will be provided with gull-proof sacks to contain their disposal pink sacks. This will keep waste and odours contained and enable the Council to regulate the capacity given to sack customers so that recycling behaviours are still incentivised.</p>

Positive impacts identified:

Safe communities and individuals	All wheeled bins and Trollibocs will be assigned to individual properties, encouraging ownership so they are not left out on the highway where they pose a fire risk.
Community participation and resilience	All residents have had the opportunity (via a survey) to say what worked and didn't work about the previous model. That information was used to help shape the proposal for the new model.
The attractiveness of the area	With improved recycling it may be that this leads to a reduction in litter / waste as more recyclable material is captured via the new collection arrangements. Sack collections and on street solutions will be phased out wherever possible. Enhanced consultation with HMOs and private landlords will seek to ensure adequate and appropriate provision is made for tenanted properties.
Connected communities	Intention to use social networking as a way to promote pro-recycling behaviours and identify recycling champions.

Negative impacts identified:

Safe communities and individuals	Residents who fail to comply with the new system and dump their waste will lower the environmental quality where they live - leading to the broken windows effect. The new waste model, however, will have boosted resources to target those individuals with appropriate education and enforcement action. It is not envisaged, however that these issues will increase in number from the baseline model. Areas causing issues now will be visited to ensure the optimal system is put in place to prevent waste escaping into the environment.
Community participation and resilience	Many residents will not have actively engaged during the proposal phase and provide resistance as the service is rolled out.
The attractiveness of the area	Residents who fail to comply with the new system and dump their waste will lower the environmental quality where they live - leading to the broken windows effect. The new waste model, however, will have boosted resources to target those individuals with appropriate education and enforcement action. It is not envisaged, however that these issues will increase in number from the baseline model. Areas causing issues now will be visited to ensure the optimal system is put in place to prevent waste escaping into the environment. There is a perception that a reduced residual collection frequency could attract pests, but that will not be the case if people manage their waste appropriately.
Connected communities	Initially some recyclers may disengage with the new service if they disagree with the proposals. Mitigate with regular and targeted coms using the Waste Recycling Action Programme's (WRAP's) segmentation research. New scheme must be flexible to address individual needs where appropriate.

A Denbighshire of vibrant culture and thriving Welsh language

Overall Impact	Neutral
Justification for impact	There will be a lot of communications material produced to provide instructional and motivational information to target audiences and the public in general. Every opportunity to promote the Welsh Language and cultures will be taken during the development of our campaigns.
Further actions required	There are no identified negatives.

Positive impacts identified:

People using Welsh	The proposed waste collection system is more aligned to those in the other Welsh authorities. This consistency will assist in general understanding in any language as families and friends communicate beyond County boundaries. All communications, including the survey, media releases and instructional information will be produced in Welsh as well as English.
Promoting the Welsh language	There is an opportunity to display bi-lingual advertisements with simple messages/ catch phrases

Culture and heritage	In the longer term, once kerbside capture of materials is maximised, there is an opportunity to promote re-use of kerbside materials and carry out campaigns to extend the life of items through repair. This will encourage people to learn traditional skills, such as sewing. There is also an opportunity to appeal to target audiences through tying together traditional activities and recycling/re-use behaviours (e.g. A rugby player recycling his old shirt, a sheep farmer recycling his working dogs' food packaging etc)
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Negative impacts identified:

People using Welsh	NONE
Promoting the Welsh language	NONE
Culture and heritage	NONE

A globally responsible Denbighshire

Overall Impact	Positive
Justification for impact	Positive overall as aligns with other North Wales LA's - developing common resident experience and producing higher quality resources that can stimulate local and national manufacturing opportunities.
Further actions required	As part of design and communications around collections model change Denbighshire will learn from from all previous service changes in Wales and wider afield, through data held by WRAP (Waste Resources Action Programme)

Positive impacts identified:

Local, national, international supply chains	The previous waste model produced low quality recycling which had limited markets/value. The blueprint model produces better quality source segregated material which can be used by local and national manufacturing companies.
Human rights	NONE
Broader service provision in the local area or the region	By making the change to the new waste collection model, Denbighshire is more closely aligned with others across North Wales, including specifically Conwy CBC therefore making any option for Service collaboration in future a simpler task

Negative impacts identified:

Local, national, international supply chains	Initially there will be a drop in the volume of some non-target plastic that is currently being marketed but the benefits of producing cleaner material far outweigh this.
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APPENDIX A: WELLBEING IMPACT ASSESSMENT

Human rights	To support the introduction of the new scheme, the Council will be reviewing its waste enforcement policies to ensure the scheme is regulated. The Council will, in all cases act in accordance with the Regulators Code (2014).
Broader service provision in the local area or the region	NONE

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Appendix B: summary of current position with other aspect of the waste service

Changes to residual waste collection rounds

1. Although the main focus of discussion has been on changes needed to the recycling rounds, we have also made changes to other elements of the waste service too. We recently made changes to some of the residual waste collection rounds because those rounds were not working as effectively or efficiently as we hoped since the introduction of the 4-weekly residual collections. Those changes, which were implemented from 16th September, resulted in 613 properties within the county having a change of week for their residual collection. The day of collection remained the same, but they may have moved from week 1 of the 4-week cycle to week 3, for example. We have written to all affected households to explain this change, and we have made sure that nobody has to go more than 4 weeks for residual collection as a result of the change.

Changes to green waste collection rounds

2. We also recently made changes to some of our green waste collection rounds after a review of the service identified some capacity and routing issues. The green waste collection routes were re-designed to maximise the capacity of the vehicles and to address some identified access issues. These changes were introduced from 12th August and resulted in a change the collection day for 817 green waste customers (4.6% of subscribers) and letters were sent to all affected customers.
3. With regard to the issue of “reimbursement” for customers who have received a poor service, the service is looking at a system that will allow us to apply a reduced cost on next year’s subscription for people who have paid for a subscription but have not been receiving a service. This issue is quite complex and will take some time to work through and confirm, but we will communicate separately on this matter once we have agreed a proposal.

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Assisted collections

4. We experienced a number of issues with assisted collections being missed after the implementation of the new waste & recycling service. Until now we have been compiling lists of assisted collections and continually briefing and debriefing crews as to their locations to ensure they are being picked up. This has been necessary because not all of our fleet vehicles (especially hired vehicles) have the in-cab system which highlights assisted collections to the crew. We have therefore still had some issues with some assisted collections.
5. Moving forward, we are ensuring the ICT requirements associated the rounds are in place so that all crews can utilise the in-cab systems effectively and efficiently. This will remove any manual requirements and give clear indication to crews as to where assisted collections are located. This was the intention prior to the June 3rd implementation but for various reasons this was not possible. One reason being the number of additional hired vehicles we had to deploy to recover the service after the initial roll-out. In the meantime, we are undertaking a review of the assisted collections and ensuring that everyone who needs the service can do so.

AHP collections

6. Following a successful pilot period in the LL16 and LL17 postcode areas in 2023, a new service to collect Absorbent Hygiene Products (AHP) was rolled out county wide from June 2024, with residents given the opportunity to register between 8 January and 1 March 2024. The initial registration window was short to allow the waste and recycling team to effectively route this new service and a commitment was made at the time to re-open registration after summer 2024.
7. As per this commitment, registration for the AHP service re-opened on 9th September 2024. Once residents have applied for the service, their application will be assessed for eligibility and residents will then be informed whether their application has been successful. In due course, residents will be issued a letter to confirm when the service will begin, when they can expect their new caddy and purple bags to be delivered, and what their collection day will be.

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8. The service will not start immediately after applying. There will be around a 12-week lead-in time between registration and service commencement, and this is being clearly communicated to residents when they register.

Textiles collections

9. The textiles service was not introduced on 3rd June (as planned) because the bags for the textiles were not available in time for the general roll-out of the new service. However, the bags have now arrived, and we are working with Co-Options (our 3rd sector partner for this collection service) to agree the best method to distribute them to residents and also to confirm the system for collection. This service is unlikely to be used regularly by all residents in the county, and it therefore requires a more agile and flexible approach. These arrangements are being discussed, and communication will go out to Members and residents once this has all been confirmed and agreed.

Bulky collections

10. As an interim measure, we have come to an agreement with an external operator to operate our bulky waste collection service. This service will commence as of September 30th with communications to Councillors going out during the week beginning 23rd September. We already have a standing agreement with that operator for them to manage our bulky waste disposals, so this arrangement is an amendment to the current contract. Under the previous system, the council would contact the resident within 15 days of the booking being made to arrange a collection date or time. Under the new system, residents will be able to pick a date and time based on prearranged slots that DCC determine. This should ensure a more streamlined approach that better suits residents and can be more easily managed in the longer term if/when DCC take the collections back in-house. Demand will be reviewed every two weeks to ensure that the arrangements are working for DCC, residents and the operator.

Trade collections

11. All contracts that DCC currently have are being serviced with collections. These take the form of separate collection routes for the different recycling types. We do

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have some known issues with holiday-let properties who are on the trolibocs system, but these are being worked through by the team. On the whole, there are no major problems with trade collections with no widespread missed collections. As with any service, we do encounter the odd problem that we quickly work through with the customer to resolve. There are small percentage of customers that are having issues with contamination and for that reason, they may have disruptions with their collections. We are notifying customers of this, and they are given the option of a one-off collection of residual waste at the residual waste price.

Roll-in of excess wheelie bins

12. We are currently using internal resource and capability to address the issue of excess wheelie bins that are still yet to be collected. We have a current database of reported excess bins and we are working through the process of collecting these. We are formulating a plan to communicate with residents so they can inform us of any excess bins that exist, with a collection regime on an area-by-area basis aligned with the residual collection routes. This work is currently ongoing and a separate communication going out with regards to this in the next few weeks.