

Title of meeting:	Environment & Community Safety Decision Meeting
Date of meeting:	6 th July 2016
Subject:	Waste Trial
Report by:	Paul Fielding
Wards affected:	Cosham
Key decision:	No
Full Council decision:	No

1. Purpose of report

- 1.1. To obtain agreement from the portfolio for a time-limited and area-limited trial for the provision of wheeled bins for refuse. The report outlines the reasons for the proposal, the proposed length and area for the trial, what will be measured during the trial, the costs of the trial and how the information will be made available for subsequent decisions.

2. Recommendations

- 2.1. That a trial is undertaken as described, in the chosen area, for residents to be provided with wheeled bins for refuse. The trial will last up to six months.
- 2.2. That during the trial refuse will continue to be collected on a weekly basis only from the bins provided.
- 2.3. That officers provides feedback to residents during the trial about the changes in recycling rates.

3. Background

- 3.1. The council has an obligation under the Environmental Protection Act 1990 (EPA 1990) to collect and dispose of household waste. The treatment and disposal of waste is undertaken, on behalf of the council, by Veolia through the Project Integra arrangement, which determines how materials are treated, recycled or disposed of. It also determines what materials are can be collected at the kerbside through the current recycling service. The items which can be collected are for recycling are:
 - 3.1.1. Paper
 - 3.1.2. Card & cardboard
 - 3.1.3. Plastic bottles
 - 3.1.4. Aluminium and steel cans

3.1.5. Aerosols

- 3.2. The operation of collecting household waste is currently undertaken, on behalf of the council, by Biffa who have an open book contract with the council until 2019.
- 3.3. This report concerns the methods in which household waste is collected from the household, and does not propose any changes in the type of material can be recycled. However the method of collection has a direct impact on the volume and quality of recycling.
- 3.4. The council collected 56,935 tonnes of waste and recycling from the kerbside in 2015/16, of which 8,766 tonnes was recycling. This gives a kerbside recycling rate of approximately 15%. Analysis of black bag waste suggests that there is another approximately 8,000 tonnes of potential recycling currently goes into the black bag refuse.
- 3.5. The council has tried a number of different approaches in recent years aimed at encouraging residents to recycle more. This included the Portsmouth BIG recycle, launched in 2013, which offered financial incentives to residents. Whilst it has seen a minor change in recycling rates, Portsmouth has a low recycling rate compared to other authorities, being 345 out of 352 on Letsrecycle.com's overall performance for 2014/15.
- 3.6. Disposing of waste in the refuse, rather than recycling it, costs the Portsmouth taxpayer. If all of the potential recyclables currently going into the city's black bag refuse stream were diverted to recycling, it is estimated that up to £500,000 per annum could be saved (subject to market values).
- 3.7. A comparison between Portsmouth and other authority areas in Hampshire is shown in Appendix 5

4. Waste Management intervention

- 4.1. In January 2016 the waste management service started a systems-thinking intervention. Using the established Portsmouth model, this began with a Check phase to establish the current system. Following Check, it was agreed by senior managers that the service would proceed into Redesign to discover how the system can be improved.
- 4.2. The intervention team has established a proper, customer focussed purpose ('Enable recycling and remove waste on due collection day') and identified the steps in the system that are valuable to the customer.
- 4.3. During Redesign it was recognised that to achieve the purpose more changes may be necessary and these would need to come from a change to the actual collection method.
- 4.4. It has also been recognised that there is a strong customer desire for wheeled bins to be used for refuse. In the 2014 'Lift the lid on your service' survey, when

residents were asked what changes they would like to see to the service 34% of the respondents wanted wheeled bin for refuse.

4.5. An assessment by the intervention team in four different parts of the city was undertaken to establish the number of black bags of refuse currently being produced by residents. This showed that across the city the average number of black bags presented by each household was just below three, with the range being from one to eight or more bags per week. Overall, our assessment showed that 83.17% of households produce four or fewer black bags per week. However the remaining 16.83% of households produce 36.38% of all the black bags of refuse. See Appendix 1.

5. Trial of collecting refuse from wheeled bins

5.1. In response to the purpose of the service to enable recycling, and the feedback from residents about wheeled bins for refuse it is proposed that a trial takes place to provide some residents with a wheeled bin for refuse collection.

5.2. This trial will be limited to a single collection round area and take place for up to six months. The first three months will establish the impact of the change. The trial will continue for up to another three months whilst the council decides how it wishes to proceed based upon what is learned from the trial.

5.3. During the trial all of the properties in the chosen area will be provided with a 140ltr wheelie bins for refuse. The first bin will be provided for free, with a charge being made for any replacement bin which is lost or damaged (except where the damage is caused by Biffa during collection). The highlights of the service change during the trial are as follows:

5.3.1. Keep weekly collections. During the trial refuse will continue to be collected on a weekly basis. Recycling will continue to be collected on a fortnightly basis from the wheeled bins or boxes already provided.

5.3.2. One bin per household. Each property will be provided with a 140ltr wheeled bin, enough to contain 3-4 black bags of refuse. The size and weight of the bin are shown in Appendix 3.

5.3.3. No side waste. Residents will be required to place all of their refuse for collection in the wheeled bin provided (with the lid closed) and place it at the front boundary, next to where they currently place their recycling bin.

5.3.4. Impacts on street cleansing. A potential additional benefit may be the impact on street cleansing and litter as it is known that black bags can be split before or during collection, leaving litter on the highway. By using bins to contain refuse it will remove the opportunity for split bags.

5.3.5. All other waste services, such as what can be recycled, provision of bring banks and garden waste services will remain unaltered during the trial.

5.3.6. Flexibility will need to be retained by council officers to respond to individual circumstances as they arise.

5.4. If the trial is agreed officers will arrange for wheeled bins to be procured through the contract with Biffa, and for letters to each household to be printed and distributed.

5.5. Council officers will visit each property, delivering information and answering any questions residents may have about the trial. They would also be available at public events for any questions.

5.6. Wheeled bins would be delivered one or two weeks before the first use of the wheeled bin. The date from which bins could first be used would be Friday 16 September 2016. This date is subject to change depending upon operational factors.

5.7. The proposed date when the first refuse collection from the wheeled bins would take place on Friday 23 September 2016. This date is subject to change depending upon operational factors.

6. Trial area

6.1. When deciding in which part of the city to undertake the trial, officers considered a wide range of factors, including:

- 6.1.1. Overlap of existing refuse and recycling rounds
- 6.1.2. Stability of the current refuse and recycling system
- 6.1.3. Ability of properties to have a bin for refuse

6.2. It is proposed that the Highbury estate in Cosham is the area for the trial. A list of roads within the trial area, and a map, are attached in Appendix 2.

7. Communications

7.1. A comprehensive communication plan will support the trial, making sure residents are made aware of the changes, updated throughout the six months and also have the opportunity to feedback any comments.

8. Measures of the trial

8.1. It is important that the council gets a full and detailed understanding of the impacts of the trial. This will require collecting a range of data so future decisions about the service can be made.

- 8.1.1. Volumes of kerbside refuse and recycling collected. This will be data collected from the weighbridge tickets
- 8.1.2. Financial impact on collections and disposal contracts. This will be based on the costs seen during the set up and operation of the trial, and any changes in disposal costs as a result of increased recycling and reduced refuse.
- 8.1.3. Residents' use of bins will be monitored as part of how the city council supports the implementation of this trial. There will also be surveys undertaken to understand the satisfaction of residents towards the trial.

- 8.1.4. Street cleanliness. This will be undertaken by the council's highway department in conjunction with the PFI contractor and will take place before and during the trial.
- 8.1.5. Impact on the Portsmouth Recycling Centre and fly tipping. Any change in fly tipping incidents will be monitored through the existing measures, along with usage and tonnage at the recycling centre in Port Solent.
- 8.1.6. Use of bring banks. Tonnage data from bring banks in the area will be monitored before and during the trial.

8.2. These measures will form part of an assessment of the trial which will be reported back to the Portfolio after the first 12 weeks.

9. Costs of undertaking the trial

9.1. The costs of undertaking the trial have been estimated by Biffa. If the trial is approved the council would work with Biffa, through the open book contract, to ensure that it only pays for the actual costs of providing the services. Therefore the costs are indicative and based upon a worst-case scenario. Part of the measures of the trial will be in understanding the actual on-going costs of providing a wheeled bin for refuse service. All other costs will come from within the existing cash limit.

9.1.1. Wheeled bins. The market cost for 140ltr bins fluctuates between £15 and £18. As there are 1388 properties which need bins, this is a cost of up to £25,000. It is anticipated that if the trial was not successful, and therefore did not proceed on a permanent basis, these bins would be reused and therefore the costs would be recouped.

9.1.2. Vehicles. To collect waste from wheeled bins requires a bin lift mechanism on the waste collection truck. All of the trucks with this mechanism on the existing fleet are currently utilised on the collection of recycling. Therefore it is proposed that a suitable vehicle is hired for this task. The estimated cost is up to £1,200 per week. For the initial 12 weeks of the trial period this would cost £14,400.

9.1.3. Operations. There will be costs in delivering the bins to the households. This is estimated to be a maximum of £6,400.

9.1.4. Communications. A full marketing plan to keep residents regularly updated throughout the six months includes letters to every property, bin stickers and feedback leaflets and has been estimated at £2,000.

9.2. It is proposed that all the costs from the trial are funded from within portfolio reserves.

10. Reasons for recommendations

10.1. The waste intervention needs to find all areas within the system where ineffective processes happen. Having undertaken some work to date, it can be seen that to make a major impact upon the recycling rate and costs of the system a major change will be required.

- 10.2. The most recent survey of residents' attitudes towards waste and recycling indicated that there are a large number of people who would like to have a wheeled bin for refuse. This trial will help to discover if that is possible, and the impacts of providing such a service.
- 10.3. At this current time there is no proposal being placed before Members regarding frequency of collection of refuse. Therefore weekly refuse collections are retained during this trial.
- 10.4. A three-six month trial will provide enough time for the residents, operations and council to find out how using wheeled bins for refuse works in practice
- 10.5. Once the impacts of the trial have been fully assessed a report will be brought to the portfolio on the outcomes, along with any proposals for next steps. This would also provide an opportunity for officers to provide a more detailed report on the issue.
- 10.6. While it is known that some authorities have provided 140ltr wheeled bins for weekly collections (Basingstoke & Deane BC), the impact upon the city could not be fully assessed from desktop studies alone. This is because there would a large number of variables to the success or failure of such a scheme (communications, demographics etc). Therefore only by undertaking a trial in Portsmouth will it be possible to fully assess the value to the resident of making such a change.

11. Equality impact assessment

- 11.1. As this is a trial for a limited period, a Preliminary Equality Impact Assessment (EIA) has been carried out. Feedback has been gained from the waste survey of residents carried out in 2014, and more information about any impact on equality groups would be discovered during the trial.
- 11.2. It is anticipated that the impacts upon any households with protected characteristics will be learned during the trial, and will form part of a future full Equality Impact Assessment if required.

12. Legal implications

- 12.1. Waste collection is a function carried out by local authorities, as prescribed in Sections 45 and 45A of the Environmental Protection Act 1990 (EPA 1990).
- 12.2. Section 46 of the EPA 1990 relates to receptacles for the placing of household waste for collection (most commonly refuse sacks or wheeled bins). Section 46(1) provides that "*Where a waste collection authority has a duty...to arrange for the collection of household waste from any premises, the authority may, by notice served on him, require the occupier to place the waste for collection in receptacles of a kind and number specified.* The council will rely on this report together with the additional written communications outlined, as meeting the statutory requirement to give notice of the change. The receptacle for collection to be specified in the notice to occupiers is a wheeled bin of 140ltr or larger as deemed appropriate by the council.

- 12.3. During the trial, Section 46(3)(a) of the EPA 1990 will be applied, in that the wheeled bin will be provided free of charge. All wheeled bins will remain the property of the council and the council retain the right, at any point before, during or after the trial, to remove them from the properties. In the event of loss or damage to the wheeled bin, the council will rely on Section 46(3)(b) to require the resident to pay for a replacement wheeled bin.
- 12.4. Under Section 46(4) of the EPA 1990 the council is able to include in the notice to occupiers provisions relating to the placing of the receptacle for emptying and the substances or articles which may or may not be put into them. These are covered in Appendix 3.
- 12.5. Under Section 46(5) of the EPA 1990 the council is required to obtain consent from the relevant highway authority for the wheeled bins to be placed on the highway and arrangements must be made as to the liability for any damage arising out of them being so placed. This issue will be discussed with the highway authority and the PFI contractor and permission obtained before any trial takes place.

13. Director of Finance's comments

13.1. The anticipated costs of the proposed Waste Trial are as follows:

13.1.1.	Purchase of Wheeled Bins	£25,000
13.1.2.	Hire of Collection Vehicle (assuming 6 months)	£31,200
13.1.3.	Cost of Delivery	£6,400
13.1.4.	Cost of Communications	<u>£2,000</u>
13.1.5.	Total cost of Waste Trial	£64,600

- 13.2. Although the waste collection service underspent in 2015/16, savings already committed to be delivered in 2016/17 has meant that it is unlikely that an underspend will be repeated, and as a result the costs of this trial are unlikely to be met from the existing waste collection cash limit. As a result it is proposed that the anticipated cost of the trial be funded by a contribution from the Environment and Community Safety Portfolio Reserve.
- 13.3. The current balance on the Environment and Community Safety Portfolio Reserve is approximately £1m.
- 13.4. Any use of Portfolio reserves must be approved by the relevant Portfolio Holder in consultation with the Director of Finance and IS and its use is limited to the funding of one off pressures and spend to save projects. The waste trial fits these criteria as it tests a new way of working that aims to deliver ongoing savings for the council.

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Signed by:
Director of Property & Housing

Appendices:

- Appendix 1 - Information on volume of refuse produced
- Appendix 2 - Map of proposed area for trial and list of roads involved
- Appendix 3 - Bin details
- Appendix 4 - Preliminary EIA
- Appendix 5 - Waste service comparison between Portsmouth and other Hampshire waste collection authorities.

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Environmental Protection Act 1990	http://www.legislation.gov.uk/ukpga/1990/43/contents
Letsrecycle.com league tables	http://www.letsrecycle.com/councils/league-tables/201415-overall-performance-6/
Basingstoke & Deane Borough Council waste page	https://www.basingstoke.gov.uk/waste#elem_23358

The recommendation(s) set out above were approved/ approved as amended/ deferred/
rejected by on

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Signed by:
Portfolio holder for Environment & Community Safety