

Appendix 3 - Options for Household Waste Collection

Summary

- Three options have been considered. These are:
 - Option 1 - Don't extend the wheelie bins for household rubbish trial beyond the current area and do a different trial to reduced household rubbish in flat-fronted areas.
 - Option 2 - Undertake two trials for the fortnightly collection of rubbish, one in the current trial area and one in a flat-fronted area.
 - Option 3 - extending the trial of wheelie bins for rubbish to some new parts of the city, and undertaking a different trial to reduced household rubbish in flat-fronted areas.

The option which is in line with the council's current waste strategy is option 3 and is detailed as follows.

a) Continue with the trial in Highbury for at least another six months.

There are no anticipated costs to this change as the bins have already been provided and the existing vehicle and crew would continue with the collections as they currently do.

b) Extend the trial of wheelie bins for rubbish in a number of other parts of the city

To establish the impact of wheelie bins for rubbish on a larger scale, and in other parts of the city, it is proposed that the trial is extended to at least four other areas across the city, comprising approximately of 6,500 households.

Bins would be procured directly from a supplier to maximise the value for money to the council.

A new lifter would be fitted to the back of a single vehicle (Refuse 1), who would collect rubbish from wheelie bins on Monday, Tuesday, Thursday and Friday. Wednesday may follow after further assessment, and bins for this area would be funded from within existing portfolio budgets.

The total cost from this trial would be approximately £133,000, with an estimated annual saving from the reduction in waste disposal of approximately £41,446.

c) Undertaking a trial for rubbish in an area where the majority of houses are flat-fronted

Undertaking two trials within a single collection round in the Fratton part of the city to restrict rubbish in areas where the houses generally have a small or no forecourt in which to store a wheelie bin. These are:

- a. Provision of seagull proof sacks
- b. Provision of city council refuse bags

The purpose of undertaking two trials is to see which works best at:

- reducing the amount of rubbish,
- improving participation in recycling and the amount collected, and
- maintaining or improving street cleanliness

Residents would be provided either with a reusable seagull proof sack or a number of disposable plastic bags and **only** rubbish which is presented in

these would be collected. Weekly collections would remain and residents would be given support in recycling by being able to get bigger or more recycling bins and advice about local bring banks. Residents will also be reminded about how and where to place their rubbish.

Enforcement will take place if persistent incorrect presentation of waste (littering, dumping etc.) arises. Enforcement officers will patrol any hotspot areas and can enforce relevant legislation as required.

Factors in determining proposals

- Medium to long term budget management
- Local acceptability to a change in the waste collection system
- Current legislation targets for the UK to recycle 50% of its waste
- Legislation changes
- Items which can be kerbside recycled
- Staff resources available to make the change
- Lifespan of the waste collection vehicles
- Lifespan of the current household waste collections contract (ends in 2019 or extended to 2021)

Options which have been rejected at this stage, and why.***Roll out a bin collection scheme in flat fronted areas (without a trial).***

Do not have the evidence that this would work.

Roll out fortnightly rubbish collections without a trial.

Fortnightly collections would lead to a reduction in the costs associated with the collection contract, estimated to be between £200k-300k per year. A trial would be necessary to understand the operational and communications changes in order to make this system work in Portsmouth in the same way that it works in the majority of areas across the country.

Change behaviours by communication techniques alone (i.e. tell people to only put out a maximum of three bags of rubbish out, or recycle more.)

Various waste initiatives over the past 5-10 years, including The Big Recycle, show that communication alone only has a minimal impact on how much residents recycle. Large changes in waste outcomes have only come when operational changes have also happened.

Enforce and fine alone

It is unclear which legislation would be applied as legislation which forces people to recycle is unclear. Even if this was clear it would require officers to be patrolling the streets trying to catch residents illegally putting waste out, and could lead to criminalising many residents. Enforcement would be more effective when done in conjunction with a change in the collection system as it would target those not correctly using the new system.

Options based upon the learning from the trial in Highbury

Option 1 (not recommended)

- Leave Highbury as the only area with wheelie bins for rubbish.
- Undertake a trial into weekly volume reduction in Fratton.
- a) Prepare to roll out a rubbish restriction weekly collection scheme across the whole city in the second half of 2017.

The learning from Highbury needs to be trialled elsewhere to ensure that the assumed changes in rubbish and recycling levels are accurate and transferrable to other areas. Rolling out before a further trial would risk major investment being wasted. In addition the impacts on protected groups (such as those with disabilities, the elderly etc) would not be learned and so this option is not recommended.

- b) Put the work on hold until the start of the next waste collection contract in October 2019.

The advantage of doing this is that any new vehicles and lifting equipment can be purchased to match the new system, therefore maximising the payback period of capital. However there is still a lot of learning which needs to take place about how to make sure it can be rolled out successfully. In addition making major changes to the collection methods across the city will, with current resources, take at least a year. The start of the current contract in 2011 showed that making lots of changes at this time can have short-term detrimental impact on the service and operations. Therefore overall, this option is not recommended.

Option 2 (not recommended)

- Undertake a trial in Highbury for fortnightly rubbish collections using wheelie bins.
- Undertake a trial in Southsea for fortnightly collections using sacks/seagulls sacks.

If fortnightly collections of rubbish were applied across the whole city, it is anticipated that there would be a reduction of three collection crews. Each collection crew comprises a vehicle (and fuel), driver and two loaders. The immediate savings would be from a reduction in crew required, fuel and maintenance of the vehicles, and this is anticipated to be approximately £200,000 per year. Also, it would mean that three fewer vehicles would be required under a future waste contract, which under the current contract would save an additional £60,000 per annum.

The portfolio holder needs to be aware that these savings would only arise from a change in the frequency of rubbish collections and not simply from the provision of a wheelie bin for rubbish. 140ltr wheelie bins for rubbish are highly unlikely to be suitable for fortnightly collections, and therefore a major purchase of 140ltr

wheelie bins made whilst retaining a weekly service could be a wasteful step if a decision was subsequently made that larger bins were required for fortnightly collections.

However, officers are aware of the administrations current policy towards retaining weekly collections of rubbish, and this option would be at odds with that policy.

Option 3 - Recommended option

- Continue with the trial in Highbury for at least another six months. There are no anticipated costs to this change.
- Extend the trial of wheelie bins for rubbish across selected parts of the city
- Undertaking a trial for rubbish restriction in an area where the houses are flat-fronted

A decision to accept option 3 would be ruling out other changes to the household waste collection system within the lifecycle of the lifters/bins without a larger capital investment. In addition it would be ruling out any further financial savings from the service within the term of the current contract.

Further details on this option follow below.

Extend the trial for wheelie bin for rubbish across selected parts of the city

The trial in Highbury has shown that a restriction of rubbish volumes using a wheelie bin can result in a decrease in overall waste volumes and a small increase in recycling. A further expansion of this trial would show the impacts in other parts of the city, with different geographies, demographics and property types.

Area for roll-out

A number of rounds have been identified for a further trial to roll-out of wheelie bins for rubbish.

To minimise the financial risk to the council it is proposed that lifters are fitted to one vehicle at a time. Therefore the first vehicle to be fitted would be Refuse 1, and at least four of the rounds it collects from would change to wheelie bins.

Refuse 1

- Monday
- Tuesday
- Wednesday - It is possible that this area may be suitable but has not been fully assessed. If it is to be included it will only be trialled after trials have started in the other areas, and would need to recognise that some adjustments would need to be made for some flat fronted houses in the area.
- Thursday
- Friday

A map of these specific areas is shown in Appendix 5 of the main report.

This would require a vehicle to be fitted with a suitable lifter to collect from first four rounds that cover a total of approximately 6500 houses, which is approximately 10% of the houses in the city

If this was successful, and following agreement with the Cabinet member for Environment & Community Safety, it could be rolled out to other areas as follows.

Refuse 2 <ul style="list-style-type: none"> • Monday • Tuesday • Friday 	Refuse 7 <ul style="list-style-type: none"> • Monday • Tuesday • Friday (Highbury) 	Refuse 8 <ul style="list-style-type: none"> • Monday • Tuesday • Friday
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Council officers, and the collection contractor, need to retain the ability to change the exact rounds, and roads, where the trial happens. Therefore this list of areas may change.

As with the trial in Highbury, each area will be fully communicated with by the provision of a hand-delivered letter, information pack, door knocking and advertised

drop-in sessions. The exact rounds, and their start dates, will be communicated with the residents at the start of each process.

Cost of the wheelie bins to the council

To ensure that the purchase of a large number of bins is cost effective, they would not be purchased through the collection contractor but directly from a supplier. Officers would use the Eastern Shires Purchasing Organisation (ESPO) framework to source a suitable supplier, working to ensure best value for the bins over their lifecycle.

Using the current prices, and providing bins for 6500 households, the anticipated capital cost of the bins is approximately £91,000. Prices are approximate and subject to availability and agreement at the time of purchase.

Cost of the lifting equipment

To roll-out wheelie bins to a larger number of rounds, the current rubbish vehicles will need to be fitted with lifting equipment. Information from the collection contractor has confirmed the following options:

- Purchase of a new lifting mechanism is £15,700 with 3 year warranty
- Purchase of a refurbished lifting mechanism is £8,500 with 6 month warranty
- Interface between the vehicle and lifting mechanism is £1,700

Prices are approximate and subject to availability and agreement at the time of purchase.

It has also been confirmed that these lifters can be used to undertake a whole round of bins on one day, and a whole round of bags on another. A round of mixed bags and bins is not possible due to the health and safety, and time implications of continually changing the height on the equipment.

This is important as it means that vehicles can do different types of round throughout the week, which means that residents would not have a change in collection day.

Approximate timetable for roll-out

The timetable for each roll-out would be as follows:

- One week to delivery initial letters and talk to residents. Also includes community engagement events
- Two weeks of preparation.
- One week of the delivery of bins and communications packs
- One week of initial monitoring, feedback and initial bin assessments. Further monitoring would take place from officers and bin crew over a number of weeks.

Officers believe that roll-outs should be operated sequentially in order to deal properly with any learning and variation which is found on each trial. Trials could be undertaken simultaneously if additional resources were available, but it is anticipated that the existing waste management officers would undertake the trial.

Undertake a trial of rubbish restriction in an area where houses are flat-fronted

The trial in Highbury has focussed on providing wheelie bins for rubbish in an area where the properties have the space to manage a second bin (in addition to the green recycling bin). It is recognised that there are a significant number of properties in the city, mostly in the centre and south of Portsea Island, that are considered flat-fronted in that they have a small forecourt or no forecourt area and are therefore severely restricted in space to store a wheelie bin for rubbish. Many of these properties recycle by using a green box rather than a green wheelie bin.

If street cleanliness and recycling rates are to be improved across the whole city, these areas need to be addressed in any change to waste collections. However providing a wheelie bin for rubbish may not be the answer for the reasons identified. Therefore alternative methods need to be trialled and it is proposed that a trial in undertaken in an area with some properties being provided with reusable has seagull proof bags, and others having disposable rubbish sacks provided by the council.

Area

Officers have assessed that the most suitable area to undertake this trial would be Fratton. This is because it has many flat-fronted properties. Officers believe that the most appropriate area in which to undertake this trial is a round on Thursday (Refuse 4). This area is identified in Appendix 5 of the main report.

The number of lifts on this round (equivalent to the number of households) that would be in the trial is approximately 1400.

The approximate recycling rate for this area (taking account of the fact that the refuse and recycling rounds don't fully overlap in this area) is approximately 13.7% in 2016. This compares to 14.3% for the city as a whole

Seagull proof sack

For upto700 households there would be a trial where they would be provided with a reusable hessian sack, into which they would be required to place their black bags of rubbish. This would be rolled-out slowly and may begin with only two or three roads being initially included. Residents would keep their sack on/in their property until at least 7pm on the day before collection, and then place it out and put their black bags of rubbish inside sack. The collection crew would remove the black plastic bags of rubbish from the sack on collection day and leave the sack where it was.

Like in Highbury, residents who produce more waste on a regular basis than fits inside the bag, and can prove that they are recycling everything they can, will be provided with a larger bag free of charge. Due to the vehicle not being fitted with lifting equipment it will not be possible for houses to choose to have a wheelie bin.

Rubbish presented in any other bag or container outside of the seagull proof sack would not be removed and feedback would be provided. If the waste was not taken in then council officers may investigate and take enforcement action against those responsible.

There would be no change to the collection day during the trial and it would still be collected on a weekly basis.

The trial would include a similar communication campaign to Highbury, including letters, leaflets, door knocking engagement and drop in sessions. Deliver of the sacks would be undertaken by the waste officers whilst delivering the communications.

Places which are already doing this include Paignton, Isle of Wight and Clacton, who have provided Appendix 6 of the main report.

<https://www.thanet.gov.uk/your-services/waste-management/refuse-collection/seagull-proof-bags/>

<http://www.southhams.gov.uk/article/3813/Seagull-proof-Refuse-Sack-Collection>

<http://www.iwcp.co.uk/news/news/clear-recycling-bags-make-way-for-gullproof-sacks-93876.aspx>

The exact size and design of the seagull proof sack will be determined during the procurement phase, but the aim is to have a similar volume to the wheelie bins for rubbish in Highbury, i.e. approximately 140ltrs.

Rubbish bags trial

For approximately 700 households there would be a trial where they would be provided with plastic bag(s) for the disposal of their rubbish. They would be provided with a fixed number of bags for the trial to be used at whatever rate suits the household. Bags would be a different colour from black and hold a total volume approximate to the wheelie bins and seagull proof sacks (i.e. 140ltrs)

The residents will be required to ensure that the waste is safely and securely presented in the bag and tied, as they would with their current black bags. Whilst the council will aim to provide bags as robust as those available from retailers, it cannot take responsibility for the misuse of them by members of the public.

Residents of who produce more waste on a regular basis, and can prove that they are recycling everything they can, will be assessed and may be provided with more bags at no charge.

Rubbish presented in any other bag or container other than that provided by the council, would not be removed and feedback would be provided. If the waste was

not taken in then officers may investigate and take enforcement action against those responsible.

There would be no change to the collection day during the trial and it would still be collected on a weekly basis.

Delivery would be undertaken by the waste officers whilst delivering the communications.

Enforcement

Formal enforcement action has not been a significant requirement in the trial in Highbury to date. This is likely to be due to a number of factors, including the level of communications, demographics of the area and nature of the container used. In different trial areas, with different containers, there may be a greater need to take formal action against those who persistently litter or fly-tip household waste.

The council will look to provide information about the trial, and what is expected from every resident, in the first instance. This will include letters, leaflets, door knocking and community drop in sessions. At the start of the trial council officers will provide specific feedback to any household which has put out the waste wrongly, advising what they did wrong and what they need to do to put it right. Where repeat occurrences happen, this may become an issue for the council's enforcement team.

The council's Clean City service has a team of community wardens and environmental enforcement officers who can investigate dumped waste. They can patrol at any time if there are repeat problems and will also react to information provided by contractors or members of the public. They also have the ability to deploy cameras in hotspot areas.

The main legislation that would be used would be Section 46A of the Environmental Protection Act 1990 as amended by The Deregulation Act 2015 Section 58.

To enforce a Section 46A Notice we would prove that the behaviour was having a detrimental effect on the quality of life of their neighbours, community and environment. After a first warning letter is issued, the resident must comply otherwise a Notice of Intent can be served. The impact of this on the person responsible would be a £60 debt recovery fine, plus all costs incurred by the council.

Costs

There would be the following costs to the overall trial

Communications and staff costs

These would be similar to the trial in Highbury, except for the second communication (leaflet delivered by a delivery company) as this has been shown to be less valuable than the first and third communications.

The cost of officer time and communications will be approximately £5500 per 1000 properties (based upon the trial in Highbury). For 1400 properties this will be **£7,700**, of which approximately £3,500 are internal costs already budgeted for. Therefore the actual spend will be approximately £4,200.

Seagull proof sacks cost approx. £8 per bag is a maximum of **£5,600** if all of the 700 households eventually join the trial

Disposable council rubbish bags cost approx. = **£2,200**.

Therefore the total cost for the trial will be approximately **£15,500**, and the total additional funds required being £12,000.

Officers will aim to reduce costs to a minimum by sourcing the best value sacks and communications.

It is anticipated that, similar to Highbury, savings will be made by a reduction in the disposal of rubbish and an increase in recycling. However the exact level of savings cannot be predicted but will only be found through the trial.

Assessment of the trial

In line with the current trial in Highbury, a range of measures will be used to determine the impact of the change. These include:

- Volumes of kerbside refuse and recycling collected. This will be data collected from the weighbridge tickets
- Financial impact on collections and disposal contracts.
- Residents' use of sacks and bags 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.
- 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.
- Use of local bring banks.

Approximate timetable (subject to change)

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| • First communication | February |
| • Local events | Early Feb |
| • Disposable bag/seagull proof sack delivery | March |
| • First collection of waste | March |
| • Trial assessment | June |
| • Decision on what happens next | July |

Residents in the trial area will be made aware of the start of the trial in the trial area in the first communications.

Other factors

More enforcement may be needed to investigate any incidents of repeat dumping or uncollected waste not being taken back in by the resident.

Street cleansing is more likely to be a problem if rubbish, not in disposable council bags, is dumped.

Seagull proof sacks will not be moved from the place they are left by the resident. Therefore they may need to have a small weight built into them and collected in by the resident at the end of each day, similar to a wheelie bin.

Risks

The proposed option is based upon the understanding by officers of the current strategic policy towards collecting rubbish in the city. If there was a change in this policy, such as a move towards fortnightly collections of rubbish, this would require a large investment into new, larger bins and would invalidate the current financial appraisal.