

REPORT TO CABINET

REPORT OF: **Portfolio Holder-Healthy Environment**

REPORT NO: **PS001**

DATE: **February 2010**

TITLE:	Waste and Recycling Policies	
KEY DECISION OR POLICY FRAMEWORK PROPOSAL:	Key Decision	
PORTFOLIO HOLDER:	Councillor John Smith	
CONTACT OFFICER:	Bob Whewell/Pat Swinton	
INITIAL IMPACT ASSESSMENT:	Carried out and Referred to in paragraph (7) below:	Full impact assessment Required: No
Equality and Diversity		
FREEDOM OF INFORMATION ACT:	This report is publicly available via the Local Democracy link on the Council's website: www.southkesteven.gov.uk	
BACKGROUND PAPERS	1. Waste Strategy for England 2007 (DEFRA) 2. EU Landfill Directive (1993/31/EC) 3. Letter from Defra 12 October 2007 re classification of waste	

1. RECOMMENDATIONS

1.1 That the existing policies set out in Appendix 1 be confirmed with the following amendments:

- a) That residents be offered the option of purchasing an additional silver bin at a cost of £26 per bin and additional clear sacks at a cost of £1.25 per pack of 15 sacks, all prices including delivery.
- b) That the joining fee for the green waste service be increased to £26 to reflect the cost of bins and delivery charges.
- c) That residents be offered the option of purchasing an additional green bin at a cost of £26 per bin, including delivery.
- d) That all schools and colleges in the district are offered a recycling service subject to a successful Capital Assets Management Group bid for capital funding for bins, and no additional revenue costs, from April 2010.
- e) That there be no change to the policy in respect of charging for green waste collection.

That a further report on the feasibility of providing a direct commercial waste/recycling collection service in competition with the private sector be

prepared.

That all litter bins be replaced over a 20 year programme with combined recycling/litter bins of varying capacity.

That these policies be reviewed on an ongoing basis as the need arises.

2. PURPOSE OF THE REPORT/DECISION REQUIRED

The purpose of this report is to identify and record the current policies and procedures which are in place within Street Scene Services and review them in light of the Council's current priority themes and changes in refuse collection and street cleansing operations over the last 2-3 years, and recommend appropriate policy changes.

3. DETAILS OF REPORT

Service Delivery Policy Issues

There are a number of existing working practices and policies which shape the services provided by Waste & Recycling Services.

In general, these have arisen from legislative requirements, past Council decisions relating to service provision, reactions to financial situations, compliance with government requirements, reaction to public demand or adopted by custom and practice.

The Council's current priority themes are:

- ❖ Customer First
- ❖ Good for Business
- ❖ Quality Organisation
- ❖ Quality Living

These priority themes have been generally taken into account when options have been considered and are reflected in the recommendations made.

Appendix 1 summarises, in table form, the council's existing key policies relating to waste management related services, and indicates the reasoning behind any recommended changes.

It is important when considering policy issues to take account of the fact that the Council has a statutory duty to provide the majority of the waste management services currently provided.

How, and with what frequency they are carried out, however, is a matter for the Council, with the exception of provisions contained within the Household Waste Recycling Act 2003, which requires local authorities to collect at least two materials for recycling (excluding green waste) by December 2010, unless the cost of doing so would be unreasonably high or comparable alternative arrangements are available.

In relation to services where charges are made, it is also important to note that local authorities are entitled to recover their costs, but are not permitted to make a profit.

Charges for bins can therefore only reflect the cost of the bin, delivery, and any administrative and storage costs incurred.

The recommendations made in this report were endorsed by the Communities PDG at its meeting on 17th December 2009.

4. OTHER OPTIONS CONSIDERED

Appendix 1 sets out various options considered as part of this review. Some of these options are clearly retrograde steps, but nevertheless they are options available to the Council and are identified for completeness.

5. RESOURCE IMPLICATIONS

Capital bids have been submitted for replacement litter/recycling bins over a 20 year period, and wheeled bins for recycling at schools and colleges. These are in the sums of £22,750 per annum for litter/recycling bins, and a one-off sum of £12,000 (with a compensating recurring revenue income from recycling credits) of £2,655. Pay back should accrue within 5 years. There are no ongoing revenue implications.

All of the other recommendations are self-financing.

6. RISK AND MITIGATION (INCLUDING HEALTH AND SAFETY AND DATA QUALITY)

The opportunity to acquire additional silver wheeled bins will reduce the possibility of refuse collectors being injured from cuts from sharp objects in side waste bags.

7. ISSUES ARISING FROM EQUALITY IMPACT ASSESSMENT

An equality impact assessment has been carried out, and several issues have been identified for action arising from this. These include staff training issues, consultation with minority groups, survey data, reporting format for requests and complaints and alternate formats and languages for information offered to the public.

8. CRIME AND DISORDER IMPLICATIONS

None identified

9. COMMENTS OF SECTION 151 OFFICER

This report contains a number of specific recommendations that will have a significant impact on the Council's revenue budgets. These proposals need to be considered in the context of the medium term financial plan and the anticipated financial difficulties the Council will be facing in the medium term. Cabinet and the Resources PDG are currently working on the proposals in respect of the budget proposals for 2010/11 and any recommendations arising from this report will be taken into consideration.

10. COMMENTS OF MONITORING OFFICER

The Council must consider all options available for current service delivery in line with priority themes. This report sets out current waste services, current policy, proposed additional services and the proposed changes to current policy.

The proposals include the introduction and increase in charges to be made. All proposed charges and increases must be introduced in accordance with the Fees and Charges Strategy.

11. COMMENTS OF OTHER RELEVANT SERVICE MANAGERS

None identified

12. APPENDICES:

APPENDIX 1 - CURRENT POLICIES RELATING TO WASTE & RECYCLING SERVICES

APPENDIX 1

Policy Reference	Description of existing service provision/policy	Alternative Options	Considerations	Recommendation
HOUSEHOLD REFUSE COLLECTION				
HRC1	Provide 1 black 240 litre wheeled bin or pink sack (bulk delivered annually) free of charge.	<p>Do not provide any receptacle and require householders to provide their own.</p> <p>Offer choice of variable bin size (120, 240 and 360 litre capacity) to cater for differences in family size.</p> <p>Offer facility of additional bin, where requested by householders, at a charge of £26 per bin – or additional pink sacks, at a charge of £1.25 per pack of 15 sacks. Both prices to include delivery charges.</p> <p>OR Offer facility of additional bin – or additional pink sacks, at no charge to householder.</p>	<p>The current method ensures standardisation of bins, and that they fit vehicle lifting equipment.</p> <p>Smaller families (including persons living alone) may prefer a smaller, easier to handle bin. Customer offered more choice.</p> <p>As side waste is not currently accepted, larger families producing more than the capacity of their 240 litre bin of waste per fortnight now have to either take it to a HWRC, (burning fuel) store it for up to 4 weeks, (risk of fly infestation) or illegally abandon it.</p> <p>Customers thought to report bin as missed after it has actually been collected, then re-filled. (The rate of missed bin reports increased by 51% (from 57 to 86) in reference period "black</p>	<p>No changes proposed.</p> <p>To maintain current standardisation, no changes are proposed.</p> <p>Consider offering facility of additional bin, at a charge of £26 per bin – or additional pink sacks, at a charge of £1.25 per pack of 15 sacks. Both prices to include delivery charges.</p>

			<p>bin" collection weeks when no side waste was taken).</p> <p>It does not appear to be logical to offer side waste removal for recycling material but not for putrescible waste, particularly as collection is now fortnightly and the risk of fly infestation is increased in the summer months.</p> <p>Risk of negative effect on recycling rates and ethos of recycling, although no evidence of this, particularly as recycling bin now just as available to householder as black bin.</p>	
HRC2	Collect waste on alternate weekly collection cycle.	Revert to weekly collection.	The costs of this would be prohibitive. (circa £1.5M)	No change proposed
HRC3	Black Bins to be placed at edge of property on a boundary closest to the highway.	Collect from "back door"	The costs of this would be prohibitive as it would slow up collections and additional rounds would be required. Public now used to putting bins out.	No change proposed

HRC4	Bin lid to be closed.	No sensible alternative	This was to prevent potential damage to lids from lifting equipment, and contain the load to prevent wind-borne litter.	No change proposed
HRC5	No side waste collected.	As an alternative to HRC1 above, collect side waste from black bins.	Collecting side waste is time consuming as vehicles are now designed to mechanically empty a wheeled bin. Side waste has to be picked up, placed in an empty bin which has to then be emptied again. Customers thought to report bin as missed after it has actually been collected, then re-filled. (The rate of missed bin reports increased by 51% in reference period "black bin" collection weeks when no side waste was taken).	Consider offering facility of additional bin, at a charge of £26 per bin – or additional pink sacks, at a charge of £1.25 per pack of 15 sacks. Both prices to include delivery charges. (See also HRC1 above)
HRC6	Provide assisted black bin collection (collect & return bin or sack from normal stance) to elderly or disabled residents following assessment.	Provide no assistance.	This would be both unpopular and possibly unlawful (Disability Discrimination Act). Goes against council priorities.	No change proposed

HRC7	Separate collection of domestic food waste	No service currently provided. Provide service	There is currently no requirement on waste collection authorities to provide this facility. Need for this may be reviewed as part of LMWM Strategy.	No change proposed
HOUSEHOLD RECYCLING COLLECTION				
R1	Provide 1 x silver 240 litre wheeled bin or clear sack (bulk delivered annually) free of charge.	<p>Do not provide any receptacle and require householders to provide their own.</p> <p>Offer choice of variable bin size (120, 240 and 360 litre capacity) to cater for differences in family size.</p> <p>To sell or provide free of charge or free for collection an additional silver bin on request.</p> <p>Offer recycling service to all schools from April 2010</p>	<p>The current method ensures standardisation of bins, and that they fit vehicle lifting equipment.</p> <p>Smaller families (including persons living alone) may prefer a smaller, easier to handle bin. Customer offered more choice.</p> <p>Side material is collected but harder to handle than if contained in silver bin. A second bin would provide an easier and safer method. It would also provide a storage place for the individual house hold and could increase recycling rates.</p> <p>28 schools previously with recycling banks lost facility when bring sites closed. 22 of these now have a fortnightly</p>	<p>No change proposed</p> <p>No action on differing bin sizes, to maintain current standardisation</p> <p>Offer facility of additional silver bin, at a charge of £26 per bin – or additional clear sacks, at a charge of £1.25 per pack of 15 sacks. Both prices to include delivery charges.</p> <p>Offer all schools recycling facility subject to successful CAMG bid for capital funding for bins, and</p>

			collection service within existing resources. Offering service to schools and colleges generally (68 in SKDC area) should increase amount of material recycled and attract recycling credit payments. School recycling yield counts in statutory targets.	no additional revenue costs.
R2	Collect recyclate on alternate weekly collection cycle.	Revert to weekly collection.	The costs of this would be prohibitive.	No change proposed.
R3	Silver Bins to be placed at edge of property on a boundary closest to the highway.	Collect from "back door"	The costs of this would be prohibitive.	No change proposed.
R4	Bin lid to be closed.	No sensible alternative	This was to prevent potential damage to lids from lifting equipment, and contain the load to prevent wind-borne litter.	No change proposed.
R5	No black bags in the recycling collection	No sensible alternative.	This was to prevent load contamination.	No change proposed.
R6	Collect all side waste.	Offer facility of additional silver bin, at a charge of £26 per bin – or additional clear sacks, at a charge of £26 per 52 sacks. Both prices to include delivery charges. Offer facility of free additional silver bin.	Side material is now collected but harder to handle than if contained in silver bin. A second bin would provide an easier and safer method. It would also provide a storage place for the individual household and could increase recycling rates.	Offer facility of additional silver bin, at a charge of £26 per bin – or additional clear sacks, at a charge of £1.25 per pack of 15 sacks. Both prices to include delivery charges.
R7	Provide assisted silver bin collection (collect & return bin or sack from normal stance) to	Provide no assistance	This would be both unpopular and possibly unlawful (Disability	No change proposed.

	elderly or disabled residents following assessment.		Discrimination Act)	
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GREEN WASTE COLLECTION

GW1	Provide 1 green 240 litre bin at a one-off charge of £20.	<p>1 Increase charge to £26 to reflect delivery costs from April 2010</p> <p>2. Offer the option of a second green 240 litre bin at a cost of £26</p>	<p>Previous charge excluded delivery costs.</p> <p>There is now no waiting list for green bins.</p>	<p>Increase charge to £26 to reflect delivery costs from April 2010</p> <p>Offer the option of a second green 240 litre bin at a cost of £26</p>
GW2	Collect green waste on fortnightly cycle all year round (apart from the two week period over Christmas and New Year) free of collection charge.	<p>Suspend collections in all or some Winter months.</p> <p>Make an annual charge for collection. (A £20 charge per annum would raise approx. £0.5M (current service cost) assuming no-one dropped out) If 75% dropped out revenue would be circa £123,000 plus vehicle & labour savings. A small survey shows 2 of 5 authorities (40%) contacted charge for collection. A separate internet search showed that where charges are made, they vary from £20 to £60 per bin per annum</p>	<p>Very little financial saving although resources can be used for green waste and other work during winter months.</p> <p>Potential of significant reduction in percentage composted if people drop out. This would adversely affect council's recycling targets but have no effect on the statutory target for SKDC.</p>	<p>No change proposed.</p> <p>No change proposed</p>

GW3	Number of green bins limited to 1 only.	Allow additional green bins to be purchased by householders	There is now no waiting list for green bins.	Allow additional green bins to be purchased by householders at a cost of £26 inc. delivery.
HOUSEHOLD BULKY WASTE COLLECTION				
HBWC1	Collect white goods & furniture on prepayment of a fixed fee of £10 per first item and £5 per additional item, except in case of fridges/freezers which is £10 per item.	Offer free service	May reduce fly tipping. There would be a considerable revenue loss.	No change proposed
HBWC2	Collect kitchen units and bathroom suites on prepayment of a variable fee following assessment	Offer free service	May reduce fly tipping. There would be a considerable revenue loss.	No change proposed
HBWC3	Collect asbestos using a contractor for a variable fee following assessment	Offer free service Take in-house	Specialised collection and storage equipment very expensive. Special training required for staff. Special disposal arrangements required. Currently using a specialist contractor which appears to be the cheapest option	No change proposed

STREET CLEANSING

SC1	Provide litter bins	<p>Cease litter bin provision</p> <p>Provide on-street combined recycling and litter bins on main areas with a high foot fall.</p>	<p>No statutory duty to provide litter bins but they do contribute positively to the appearance of the district. The provision of litter bins is one of the most visible elements of a local authority's commitment to keeping streets free from litter and provides a public relations opportunity to display the corporate logo/messages.</p> <p>Increase the recycling rate.</p> <p>Bring to the attention of the public the need to recycle.</p>	<p>That all litter bins be replaced over a 20 year programme with combined recycling/litter bins of varying capacity.</p>
SC2	Empty litter bins to a defined frequency	No sensible alternatives		No change proposed
SC3	Mechanically sweep selected streets to a defined frequency	Sweep when complaint received	District would not be as clean. Potential hazards (e.g. wet leaves, broken glass).	No change proposed
SC4	Manually sweep selected streets to a defined frequency and standard	Sweep when complaint received	District would not be as clean. Potential hazards(e.g. wet leaves, broken glass).	No change proposed

SC5	Issue Street Litter Control notice to premises, mainly retail food shops. There is an obligation on the owners of such premises to ensure that the area around the shop is kept clean and tidy	Cease to issue notices	Cleaning standards may deteriorate.	No change proposed
SC6	Manual litter pick of defined areas to a defined standard	Litter pick when complaint received	Standard is set out in the Code of Practice on Litter arising from the Environmental Protection Act.	No change proposed
DEAD ANIMALS				
DA1	Collection of dead animals from roads and footpaths.	No practical alternatives.	Public health risk	No change proposed.
DA2	Collection of dead domestic animals from households.	<p><i>No service currently provided.</i></p> <p>Offer service free of charge</p> <p>Offer service from 1st April 2010 on prepayment of marginal fee of £5</p>	<p>Would be restricted to small domestic animals normally living within the household.</p> <p>Sensitive issue for families</p> <p>Improved customer service.</p>	No change proposed
CLINICAL/MEDICAL WASTE				
MW1	Collection of sharps boxes from houses free of charge	Impose collection charge	<p>Provides important public safety service.</p> <p>Charge likely to attract adverse publicity</p>	No change proposed
MW2	Receive syringes at depot during normal office hours		Provides important public safety service	No change proposed
MW3	Offer advice on safe disposal of syringes		Provides important public safety service	No change proposed

MW4	Provide an additional black wheeled bin for medical waste on request on provision of written confirmation from doctor.	Impose charge for bin rental	Provides important public safety service Charge likely to attract adverse publicity	No change proposed
ABANDONED VEHICLES				
AV1	Arrange removal of abandoned cars by contractor following statutory process	Take removal in-house.	Service provision is a statutory requirement Removal in-house requires specialist lifting equipment not currently in fleet.	No change proposed
AV2	Charge the registered keeper of an abandoned vehicle, where possible for the removal, de-pollution and destruction of the vehicle in line with statutory charges	Provide service free of charge	Free service would "reward" offenders and possibly increase the number of abandoned vehicles.	No change proposed
FLYTIPPING & FLYPOSTING				
FTP1	Removal of fly tipped material from public land	No sensible alternatives		No change proposed
FTP2	Removal of fly tipped material from private land at land owners' expense	Provide free service		No change proposed
FTP3	Carry out investigations and enforcement where applicable			No change proposed
FTP4	Issue fixed penalty notices to individuals caught fly posting. (sum of £75)			No change proposed

GRAFFITI REMOVAL				
GR1	Remove graffiti on prepayment of an assessed charge on private land	Provide free service		No change proposed
GR2	Remove graffiti on public land where there is a statutory duty to do so.			No change proposed
GR3	Issue fixed penalty notice to an individual caught performing the offence. Pass information on to the ASB team in relation to "tagging" (i.e. where offender style identifiable).			No change proposed
LITTERING				
L1	Issue fixed penalty notices to individuals seen by an authorised officer of the District Council to be dropping and leaving litter			No change proposed
L2	Issue fixed penalty notices to the registered keeper of vehicles which litter has been seen coming from using the Environmental Protection Act			No change proposed
COMMERCIAL WASTE				
CW1	Advise commercial premises on the storage and disposal of commercial waste.	Offer a direct commercial waste/recycling collection service. Appoint a contractor to collect commercial waste <i>on behalf of the Council</i> .	The Council has a statutory duty to provide a collection service direct <u>if requested to do so</u> , or arrange for its collection by a private sector contractor, and must recover its' costs.	Examine feasibility of providing direct commercial waste/recycling service.

EDUCATION – WASTE MATTERS				
ED1	Provide educational talks to societies, children, schools and individuals on all aspects of street scene and enforcement.	Cease to provide service.	Savings minimal. Loss of investment in our future citizens.	No change proposed
DOG CONTROL				
DG1	Issue fixed penalty notices in line with legislation	Use more up to date legislation in form of dog control orders	Consultation required. Report prepared.	Report to Council seeking authority to consult
DG2	Control entry of dogs to specific areas. No measures currently in place.	Use legislation contained in the Clean Neighbourhood and Environment Act to create an order that prohibits dogs from entering particular areas, specifically enclosed children's play areas. Fixed penalty notice for the sum of £75 can be issued by an authorised officer should a dog owner fail to comply	A consultation with the public would need to be held and the strict guidelines contained within the legislation adhered to during this period and also in the setting of the orders. There is public demand for this provision. A publicity campaign would be required and signage is essential.	Report to Council seeking authority to consult
DG3	Require that dogs be put on a lead when entering certain areas. No measures currently in place.	Use legislation contained in the Clean Neighbourhood and Environment Act to create an order that requires individuals in control of a dog to put it on a lead at the request of an authorised officer entering particular areas. Fixed penalty notice for the sum of £75 can be issued should a dog owner fail to comply	As above.	Report to Council seeking authority to consult

