

PERTH AND KINROSS COUNCIL**Environment Committee - 28 August 2013****Containerisation of Waste in Perth City Centre****Report by Depute Director (Environment)**

This report provides information on the current refuse collection services in Perth City centre and seeks approval to commence consultation with all the relevant stakeholders on replacing refuse sacks in Perth City centre with various options for kerbside refuse / recycling collection containers.

1. BACKGROUND / MAIN ISSUES

- 1.1 Since the introduction of wheeled bins for general waste in 1997, wherever possible wheeled bins have been the first option for household waste and recyclates collection throughout the Perth and Kinross area. Dry Mixed Recyclates (DMR) and food and garden waste collections are available to 64,000 households and 56,000 households respectively in Perth and Kinross (out of a total of 69,800 households).
- 1.2 The remaining properties which do not receive the Kerbside Recycling Service tend to be in very rural locations, in properties of multiple occupancy or properties that were not suitable to accommodate wheeled bins (properties with no storage facilities, or multiple steps for example). This included urban areas.
- 1.3 A New Waste Initiatives report approved at the Environment Committee on 26th March 2008 (report number: 08/183) outlined a programme of activities to improve the Council's recycling and composting rate. The household recycling rate currently stands at 55%. This included an initiative to provide recycling units at multiple occupancy properties (such as flats and tenements). To date there have been 55 properties serving 540 households provided with a dry mixed recyclate collection in addition to the general waste collection. This approach is still being rolled out where suitable properties are identified.

Sack Collections

- 1.4 Traditionally flatted properties, particularly in Perth City centre, have presented waste in sacks which The Environment Service issue on an annual basis. 100 sacks per property are issued, and householders are able to purchase additional pink sacks at various Council outlets.
- 1.5 Currently in Perth City centre, commercial and domestic waste is collected on a Tuesday and Friday with collection day dependant on location. A map demonstrating the collection days is shown in Appendix 1

- 1.6 Despite the Environment Service issuing pink sacks on an annual basis, it is evident from the mixture of bags presented (shopping carrier bags, black bags etc) that these bags are either used very quickly, or not at all. Environment Services Operations collect all bags presented, regardless of the type, to maintain the cleanliness of the City centre. This unrestricted approach to the amount of waste that can be presented is not in keeping with the current Waste and Recycling Bin Policy (which stipulates the volume of waste that can be presented). It also provides little incentive to recycle.
- 1.7 In common with other cities in Scotland, it has been long established that refuse presented in sacks leads to problems with bags being burst and their contents often being scattered and strewn over roads and pavements. Example photos of such problems are shown in Appendix 2 This leads to complaints from the public, and street sweeping resources being stretched to clean up avoidable waste/litter. It also provides an attractant for unwanted pests such as gulls.
- 1.8 Through education and enforcement from the Community Waste Advisers the issue of inappropriate waste presentation can be improved for a time. However experience shows that improvements tend to be very short lived. This is largely due to the high turn-over of flatted property tenants in the City centre and the average lease being renewed six-monthly. Reducing the amount of bags on the streets, which could be burst, would allow street cleaning operatives to concentrate on their 'regular' street sweeping duties.

Commercial Waste

- 1.9 With the collection of waste in sacks there is the potential for businesses to present waste for collection in sacks, alongside domestic waste, thereby avoiding paying for collections. Minimising the amount of sacks presented by householders would potentially help in identifying inappropriate commercial waste disposal, and allow the Council to inform those businesses of their obligation under the Waste (Scotland) Regulations 2012.
- 1.10 In April 2012, the Council's commercial customers were offered a collection of dry mixed recyclate (DMR) in wheeled bins. To date there are in excess of 700 customers, 100 of which are in Perth City centre, on the service. The inclusion of the commercial customers in this service now means that wherever possible DMR can now be offered to domestic City centre properties.

Health and Safety Requirements

- 1.11 At the Environment Committee of 13 June 2007 the Implications of Health and Safety Changes to the Refuse Collection Service report (07/405) outlined changes to refuse collections due to concerns raised by the Health and Safety Executive (HSE). The HSE report highlighted, amongst other issues, the danger to operatives collecting waste sacks; lifting excessively heavy bags, manually lifting waste into the back of vehicles, and needle stick/sharp object injuries. Following this report the Waste and Recycling Bin Policy was

introduced, part of which stated that no excess bagged waste should be collected. Whilst this was certainly the case with households on wheeled bins, Perth City centre was not part of these changes due to almost all properties remaining on a sack collection. Now that the vast majority of households in Perth and Kinross are, where possible on a wheeled bin collection, the time is right to review refuse collection in Perth City centre.

Current Recycling Services

- 1.12 In order to provide recycling services and increase recycling rates from City centre properties a number of initiatives have been commenced.
- 1.13 In 2009 a waste analysis of litter bin waste was carried out and the results showed that 68% of the waste was recyclable, although it was going straight to landfill. A 3 month trial of split litter bins (one part dry mixed recyclates, one part general non-recyclable waste) indicated that there was an appetite for recycling in City centre locations, albeit these statistics related to litter.
- 1.14 At the time the trial did not result in the collection system being rolled out, due to the inhibitive costs of the separate collection service. Currently such waste from Perth City centre is being sent to a contractor for recyclates reclamation, as part of a separate trial.
- 1.15 In 2011 Waste Services successfully applied for funding from Zero Waste Scotland to set up a 'Recycling on the Go' service. This service provides recycling hubs for pedestrian users of town centres with the option to recycle their litter. This service has been extremely well accepted and used by both on-foot traffic and householders.

2. PROPOSALS

- 2.1 The vision for Perth is to develop the City as the most desirable place in Scotland in which to live, work, visit and invest. By managing sources of litter more effectively and providing further recycling services in the City centre area, this will contribute to the vision by protecting our environment, combating climate change, and providing a better quality of life for all our people.
- 2.2 Preliminary surveys indicate the potential service variations which could be implemented to replace refuse sack collections:

Refuse/Recycling Collection Service Alternatives	Approximate Number of Households
Two individual 240 litre bins for general waste and DMR	1,300
Two communal bins	1,100
One individual 240 litre bin	150
Remain on sacks or move to other on-street bin options	800
Total	3350

- 2.3 In order to begin the process of replacing refuse sacks in the City centre with kerbside refuse / recycling collection containers, an internal consultation meeting was held with the Council's Development Management, Roads Service, Community Greenspace, Conservation Officer and Operations services to seek views and ensure that the concept of replacing refuse sacks in the City centre is in keeping with and permissible within current Council policy and procedures. All Officers supported the principle of improving the current collection systems on the basis that the impact of wheeled bins and other on street containers is more favourable than the issues associated with refuse sack collections.
- 2.4 In order to develop options for replacing refuse sacks with wheeled bins, communal waste and recycling containers and other on-street waste and recycling infrastructure (where the standard provision of wheeled bins is not possible) property-to-property surveys will be required. Following the surveys Waste Services will commence consultation with all relevant internal and external stakeholders including residents, Residents Associations, commercial businesses and elected members on specific proposals based on the surveys findings.

3. CONCLUSION AND RECOMMENDATIONS

- 3.1 The benefits of this project are potentially far reaching for residents, businesses and visitors to Perth City centre. There will ultimately be fewer unsightly sacks lying around, resulting in cleaner streets. The manual handling risk to staff would be reduced, and a more equitable refuse and recycling collection service would be provided, together with the benefits of improving the recycling rate and restricting general waste capacity. This in turn will assist in enhancing key streets and vennels in the City centre to promote a vibrant, economically-strong, mixed-use 24-hour City centre.
- 3.2 The Environment Committee is asked to agree to:
- i) Undertake property to property surveys in Perth City centre to develop options for replacing refuse sacks with wheeled bins, communal waste and recycling containers, and other on-street waste and recycling infrastructure, where the standard provision of wheeled bins is not possible.
 - ii) Undertake consultation with all relevant internal and external stakeholders including residents, Residents Associations, commercial businesses and elected members on proposals based on the property to property surveys.
 - iii) Bring forward a further report to the Environment Committee which provides an implementation plan for the containerisation of waste in Perth City centre based on the survey results and consultation exercise.

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1. IMPLICATIONS, ASSESSMENTS, CONSULTATION AND COMMUNICATION

The undernoted table should be completed for all reports. Where the answer is 'yes', the relevant section(s) should also be completed

Strategic Implications	Yes / None
Community Plan / Single Outcome Agreement	Yes
Corporate Plan	Yes
Resource Implications	
Financial	Yes
Workforce	None
Asset Management (land, property, IST)	None
Assessments	
Equality Impact Assessment	Yes
Strategic Environmental Assessment	No
Sustainability (community, economic, environmental)	Yes
Legal and Governance	None
Risk	Yes
Consultation	
Internal	Yes
External	Yes
Communication	
Communications Plan	Yes

1. Strategic Implications

Community Plan / Single Outcome Agreement

- 1.1 The proposals relate to the delivery of the Perth and Kinross Community Plan/Single Outcome Agreement by reducing the local and global environmental impact of our consumption and production by managing municipal waste and increasing recycling and composting rates.

Corporate Plan

- 1.2 The Council's Corporate Plan 2013 – 2018 lays out five outcome focussed strategic objectives which provide clear strategic direction, inform decisions at a corporate and service level and shape resources allocation. They are as follows:
- i. Giving every child the best start in life;
 - ii. Developing educated, responsible and informed citizens;
 - iii. Promoting a prosperous, inclusive and sustainable economy;
 - iv. Supporting people to lead independent, healthy and active lives; and
 - v. Creating a safe and sustainable place for future generations.

This report contributes to Objective (v).

2. Resource Implications

Financial

- 2.1 The cost of supplying wheeled bins is currently accommodated through prudential borrowing within the Capital Budget. Modifications would be carried out by the Council in full consultation with property owners, and only once it had been established that owners were unable to carry out the work themselves. It is anticipated that due to space restrictions, a variety of innovative solutions will be required in consultation with all the relevant stakeholders. The Environment Service operations staff would carry out the vast majority of the work. Therefore the cost of implementing the potential containerisation of waste in Perth City centre would be met from existing Waste Services budget and resources.

Workforce

- 2.2 The proposals in this report have no workforce implications.

Asset Management (land, property, IT)

- 2.3 The proposals in this report currently have no Asset Management implications.

3. Assessments

Equality Impact Assessment

- 3.1 Under the Equality Act 2010, the Council is required to eliminate discrimination, advance equality of opportunity, and foster good relations between equality groups. Carrying out Equality Impact Assessments for plans and policies allows the Council to demonstrate that it is meeting these duties.
- 3.2 The function, policy, procedure or strategy presented in the Perth and Kinross Waste Management Plan 2010-2025 report was considered under the Corporate Equalities Impact Assessment process (EqIA) and was assessed as relevant for the purposes of EqIA:
- Race/disability; Negative impact – some ethnic groups may not fully understand how the new system would work. All literature would carry the access panel offering different languages/formats available upon request.
 - Age/Disability; Negative impact – possible issues relating to access to communal bins, or manoeuvring wheeled bins to the pavement. Assisted lifts are available for those who are unable to present their waste for collection. The option of smaller 140 litre bins will also be available for those who would find them easier to use.
 - Age/disability; Negative impact – additional street clutter may affect visually impaired, those with mobility issues and children in pushchairs.

The Centre for Inclusive Living, Perth and Kinross will be fully consulted on this project and their views taken into consideration. Permanent on-street bins will only be positioned on pavements and walkways where absolutely necessary and where they will not restrict movement. Currently the refuse collection in Perth City centre involves a sack/bag collection, which already pose trip hazards due to their small size and wheeled bins are naturally more visible. It is believed that many sacks are put out for collection on incorrect days as flat dwellers do not have storage space. The introduction of wheeled bins should help alleviate this problem.

- Age/disability, low income groups; Negative impact – residents who generate a lot of medical waste or have 5 or more in their family may not be able to contain all of their waste in one 240 litre wheeled bin. The second general waste bin policy is available for those who require additional capacity and meet certain criteria.

Strategic Environmental Assessment

- 3.3 Strategic Environmental Assessment (SEA) is a legal requirement under the Environmental Assessment (Scotland) Act 2005 that applies to all qualifying plans, programmes and strategies, including policies (PPS). The matters presented in this report were considered under the Environmental Assessment (Scotland) Act 2005 and no further action is required as it does not qualify as a PPS as defined by the Act and is therefore exempt.

Sustainability

- 3.4 Under the provisions of the Local Government in Scotland Act 2003 the Council has to discharge its duties in a way which contributes to the achievement of sustainable development. In terms of the Climate Change Act, the Council has a general duty to demonstrate its commitment to sustainability and the community, environmental and economic impacts of its actions. The proposals in this report support sustainability through increased recycling.

Risk

- 3.5 Risks associated with implementation will be managed through appropriate communication and project management.

4. Consultation

Internal

- 4.1 The Head of Finance, and Head of Democratic Services have been consulted in the preparation of this report.

External

- 4.2 Local elected members, householders, landlords and the Centre for Inclusive Living Perth and Kinross will be consulted throughout the implementation of the containerisation of waste in Perth City centre

5. Communication

- 5.1 Communication will be on-going with relevant internal and external stakeholders.

6. BACKGROUND PAPERS

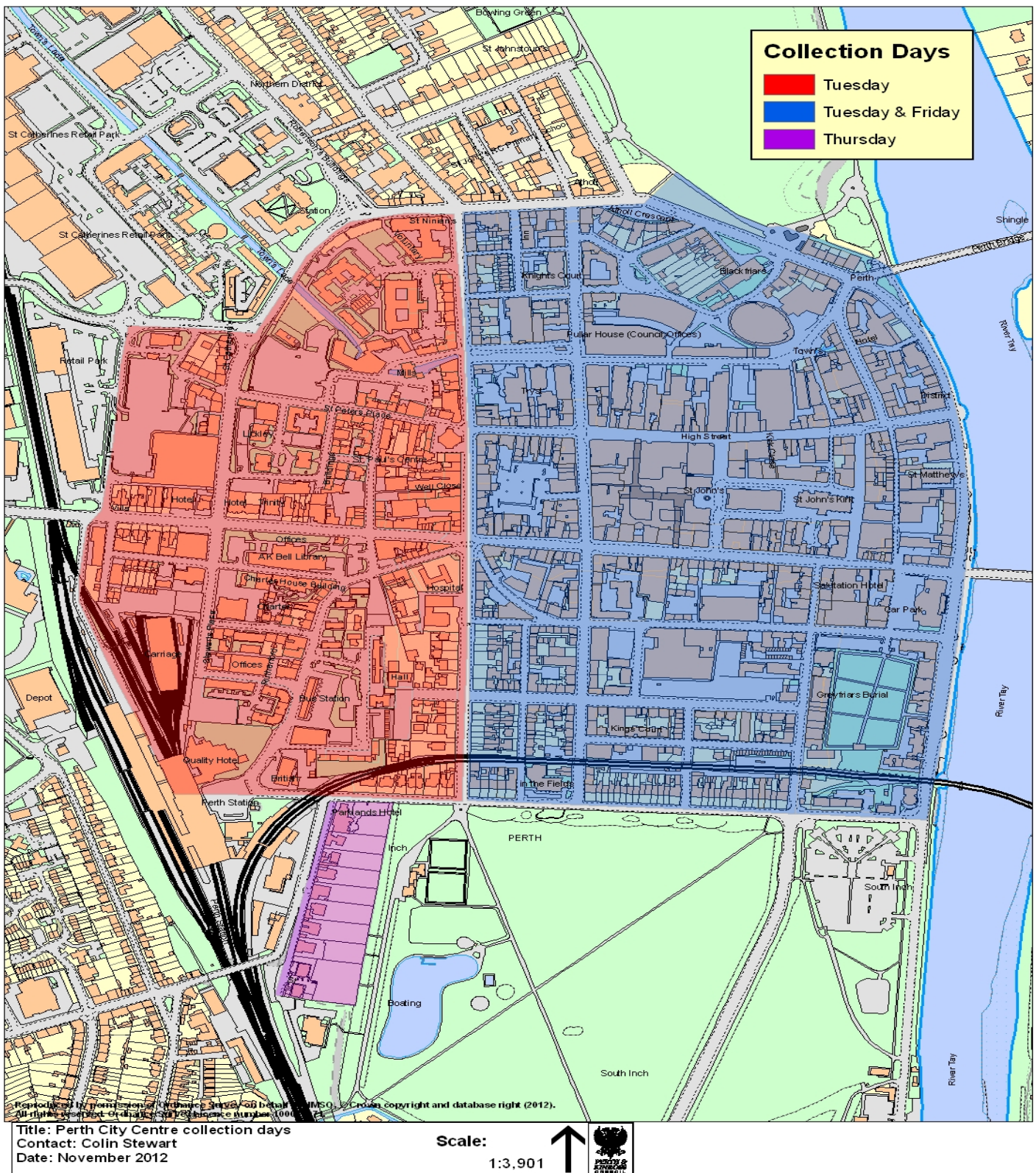
The following background papers, as defined by Section 50D of the Local Government (Scotland) Act 1973 (and not containing confidential or exempt information) were relied on to a material extent in preparing the above Report;

- Report to the Environment Committee of 13 June 2007 the Implications of Health and Safety Changes to the Refuse Collection Service (report number: 07/405)
- Report to the Environment Committee on 26th March 2008 on New Waste Initiatives (report number: 08/183)

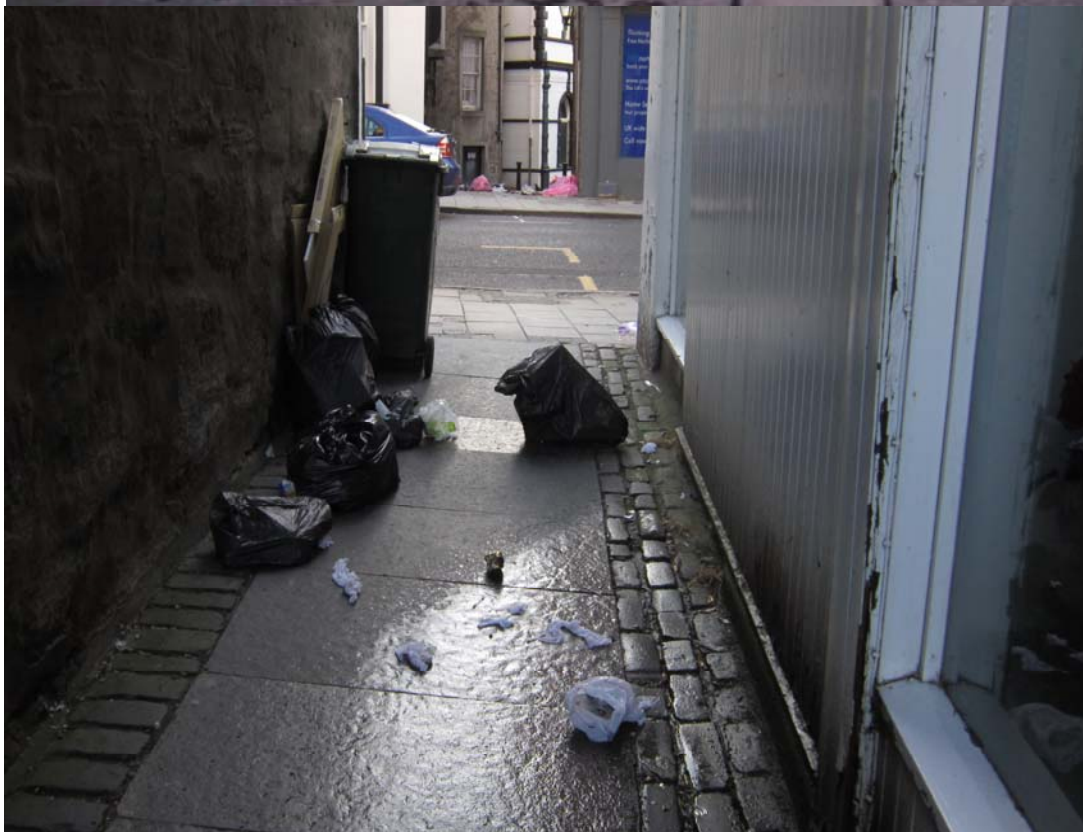
7. APPENDICES

- Appendix 1: Map of City centre current collection days
- Appendix 2: Photographs of City centre Burst Bags
- Appendix 3: Examples of Containerisation of waste

Map of city centre current collection days



City Centre Burst Bags



Examples of Containerisation of Waste



