

PERTH AND KINROSS COUNCIL

Environment Committee

4 June 2014

WASTE AND RECYCLING COLLECTION SERVICE REVIEW

Report by Depute Director (Environment)

The report outlines the background to the Waste and Recycling Collection Service Review. Based on the Review's findings, it is proposed to trial the introduction of 140 litre wheeled bins for the collection of general waste. In addition it is proposed to cease the collection of second general waste bins from households in the trial area.

1. BACKGROUND**Introduction (National position)**

- 1.1 Since 2003 the communities of Perth and Kinross have made huge progress in the way in which household waste is collected. This has led to the Council becoming one of the top performing Councils in the country, with a recycling rate in excess of 50%. However, the recent legislative and policy changes introduced by Scotland's Zero Waste Plan (ZWP) and the Waste (Scotland) Regulations 2012 (WSR) means that, as a Council, we must continue to improve the performance of our waste collection service. To summarise, the ZWP and WSR have added the following obligations on all Scottish local authorities:

- I) Recycle/compost/prepare for reuse:
 - 50% of household waste by 2013;
 - 60% of household waste by 2020; and
 - 70% of all wastes by 2025.
- II) Mandatory separate collection of recyclable material (glass, card, paper, food waste, metals and plastics).
- III) Landfill bans on specific material; landfill limits of 5% of waste by 2025 and a ban on sending biodegradable waste to landfill by the end of 2020.

- 1.2 The ZWP and WSR have introduced a step change in the thinking and approach to waste within Scotland. The policy focus has moved away from addressing municipal waste simply through avoiding landfill, to the more ambitious aim of managing waste as a valuable material resource that needs to be retained within the economy, to enable us to move towards a resource efficient society.

- 1.3 Recently the recycling and composting rate for Perth and Kinross Council has plateaued with the rate remaining at around 55%. For further significant increases in the recycling and composting rates to occur, to meet the 2020 target highlighted in section 1.1, more changes to refuse collection services will be required, supported by education and awareness campaigns.

Budget decisions

- 1.4 It was recognised by the Council on 13 February 2014 when setting the revenue budget for 2014/15 & 2015/16 that currently around 70% of materials deposited in general waste bins is compostable/recyclable, despite extensive collection facilities for recyclable and compostable materials being readily available. To support further recycling of this material, the Council agreed that a pilot would be undertaken in a chosen locality to examine the impact of replacing 240 litre general waste bins with 140 litre bins and collecting these fortnightly. A saving of £150k was agreed for this project in 2015/16.
- 1.5 Also, it was agreed at the same meeting to review the Second Domestic General Waste Bin Policy. Prior to 2009, householders could request a second general waste bin in return for a one-off payment. After 2009, new requests for second bins were granted only when certain criteria were met (e.g. 5 or more household occupants) and the householder pays an annual charge. This was not applied retrospectively, to householders with second general waste bins, arranged prior to 2009. A saving of £70k was agreed for this project in 2015/16.
- 1.6 It was agreed by Council that those households which previously only paid a one-off sum (pre-2009) will now have to meet the criteria and charges applied to residents since 2009. It is estimated that this change would apply to around 3% of householders. Householders with a specific medical need will not be charged for having a second general waste bin.

Collection Service Reviews

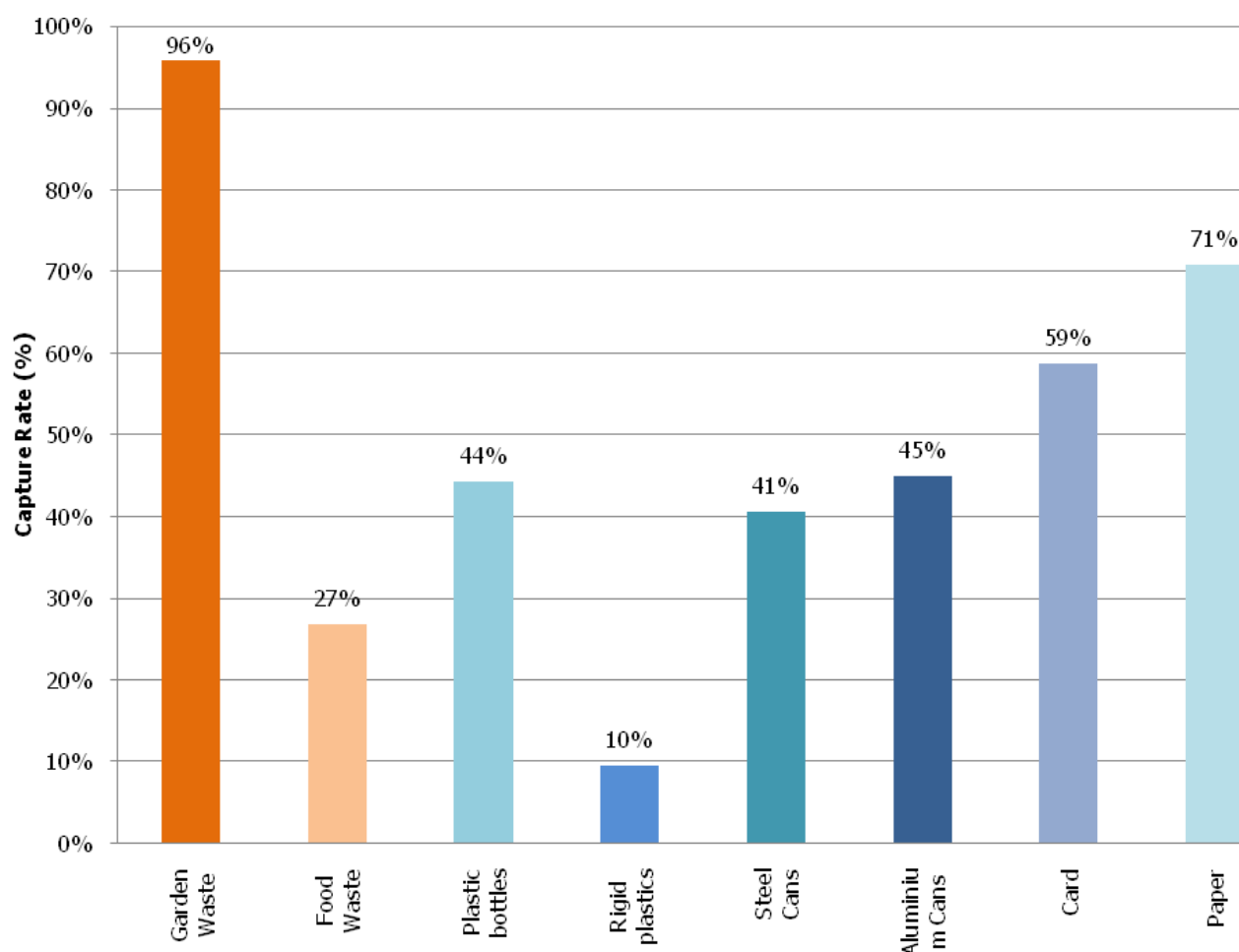
- 1.7 In anticipation of the WSR requirements, officers identified the need to review the Council's waste and recycling collection services to ensure that they are fit for purpose, both in terms of cost and compliance.
- 1.8 The Council reviewed its mixed food and garden waste collections in 2013. The Food Waste Collection & Treatment Business Case can be viewed in the Councillors' lounge. That report recommended the continuation of the Council's existing food and garden waste collection service.
- 1.9 A Collection Service Review was also undertaken. This review focused on kerbside collection services only, and can also be viewed in the Councillors' lounge.

Waste analysis results

1.10 The focus of the Kerbside Collection Service Review was based on various waste collection analyses undertaken by Perth and Kinross Council have found that:

- 71.5% of waste found in the household residual bin could be recycled/composted through the recycling services.
- Kitchen/food waste was the biggest single component found in the general waste, at 32.5%.

1.11 From the waste analysis it is possible to work out how much of the available recyclable material is being captured by these specific collection services. As Figure 1 below highlights, a significant proportion of garden waste is being captured by the food/garden waste collection service. There is however an opportunity to increase the capture rate of the other targeted materials, particularly rigid plastics and food waste.



- 1.12 In summary the Kerbside Collection Service Review found that the proportion of material captured by recycling services increases when the non-recyclable (general waste) container capacity is reduced, thereby motivating householders to use recycling services. Improving recycling rates substantially reduces landfill costs.
- 1.13 Fundamental to designing waste and recycling services, to capture more recyclable material through a modified collection service frequency, is the need to ensure that there is sufficient capacity in the bins to accommodate householders' needs. If the average Perth and Kinross general waste bin is reduced to 75% of its total capacity by weight, the total of all of the containers issued to householders, have sufficient available capacity to collect more recyclable materials. This means general waste bins could be made smaller or could be collected less frequently, with no detriment to most householders.
- 1.14 All of the options modelled increase the household kerbside recycling rate above the 2012 recycling and composting baseline. The full list of options can be seen in the Collection Service Review. However, those options that also provided the most significant savings by year 2 were shortlisted as:
- Option 3: 4 weekly collection of a 240 litre general (green lidded) waste bin,(compared to the existing fortnightly collection), all other services remain the same.
 - Option 5: Fortnightly collection of a 140 litre general (green lidded) waste bin, all other services remain the same.
- 1.15 The preferred option is option 5 (140 litre bins) which has the potential to cost £1m in year 1 (due to the purchase and roll out of 140 litre wheeled bins) but save £0.6m in year 2, increasing the recycling rate to 60%.
- 1.16 Option 5 provides householders with a continued fortnightly collection service with no changes to kerbside collection dates. The continuity of the service, along with the service being rolled out to the majority of households, gives the greatest opportunity for high levels of participation and material capture.
- 1.17 Also, domestic Waste has been collected in Perth and Kinross by wheeled bins since the late 1990s with additional bins being made available to new properties and for replacements.
- 1.18 Some of the original bins are nearing 20 years of age and coming to the end of their expected life. Some bins have already required replacement.
- 1.19 The stock of general waste wheeled bins is now showing signs of wear and fatigue due to their age and the level of use.
- 1.20 Regardless of the change in system for Refuse Collection the replacement of wheeled bins is an issue that will require to be addressed.

Second general waste bins

- 1.21 Historically, residents could apply for a second general waste bin for a one off fee of £37.40. This payment covered the cost of the container and the bin would be emptied free of charge along with the householder's standard 240 litre green lidded general waste bin.
- 1.22 Upon the introduction of the new Kerbside Recycling Service in 2006 the Council investigated if it was able to charge annually for the provision of a second general waste bin. This is on the basis that the capacity of the single general waste 240 litre wheeled bin that is provided as standard, is reasonable as stated under the Environmental Protection Act 1990 s.46(2).
- 1.23 Under the Environmental Protection Act 1990(46), the Council is allowed to charge periodically for the provision for a second general waste bin, if the occupier agrees.
- 1.24 Therefore the arrangement was changed, whereby the householder enters into an agreement with Perth and Kinross Council, which states that they will be charged for lease and uplift of a 240 litre wheeled bin container. This approach was approved at the Environment Committee on 26 April 2006.
- 1.25 As part of the subsequent Waste and Recycling Bin Policy (Report No 07/405) it was agreed that householders who wished to apply for a second general waste bin from September 2007 must meet set criteria of 5 or more permanent residents. The exception was for householders with a medical condition which: a) produces a large amount of healthcare waste, and b) cannot be accommodated in a standard issue 240 litre waste bin.
- 1.26 The Waste and Recycling Bin Policy was revised as part of a Review of Kerbside Waste and Recycling Collection Arrangements which was agreed at Special Meeting of the Environment Committee on 9 March 2011 (Report No. 11/103). This included the proposal that instead of issuing a 240 litre capacity second waste bin as standard, it was proposed that a 140 litre bin was issued.
- 1.27 The rationale behind this is that it provides the desired extra capacity for general waste but does not provide too much capacity so as to allow the householder to dispose of all waste (recyclable and non-recyclable) into the general waste bin.
- 1.28 The annual cost of an additional general waste bin was reduced to take into account the reduction in capacity from 240 litres to 140 litres. The 2013/14 lease cost for a second general waste bin was £103.33.

Waste and Recycling Bin Policy

- 1.29 When wheeled bins were first introduced to the public of Perth and Kinross in 1997, they were accompanied by written guidance about how waste should be presented.

- 1.30 In January 2006 the New Kerbside Recycling Service was introduced in the Oakbank area of Perth as a trial for 1,500 households. This change in service resulted in the introduction of an alternate weekly collection (AWC) of waste and recyclates, which required a new 'standard' of waste presentation to be introduced.
- 1.31 The existing Bin Policy was reviewed in 2011 as part of a Review of Kerbside Waste and Recycling Collection Arrangements.

2. PROPOSALS

Trial area

- 2.1 Perth and Kinross Council has undertaken Waste analyses on materials collected on at least an annual basis in the areas of Auchterarder and Tullloch. There is also monitoring data from the Oakbank / Burghmuir / Western Edge areas of Perth that was undertaken when the Kerbside Recycling Service was introduced in 2006.
- 2.2 In order to ensure continuity in analysing results it is recommended that these areas be chosen for the proposed pilot of replacing 240 litre general waste bins with 140 litre bins, collected fortnightly and removal of second general waste bin. This will allow changes in waste composition and average bin weights to be monitored
- 2.3 The inclusion of Auchterarder, Western Edge and Oakbank areas provides a range of Council tax bands which provide a sample of Perth and Kinross households. The total numbers of households that will be covered are 5,000.

Bin provision

- 2.4 Each household in the trial area will receive a green lidded 140 litre wheeled bin, and if they require an additional blue or brown lidded bin (up to a maximum of two) with the option to also receive a kitchen caddy, to collect food waste, if they do not already have one.
- 2.5 In terms of the existing 240 litre green lidded general waste bins these will be collected in on their last waste collection cycle prior to the commencement of the trial. The bin (or bins if householders have more than one) will be uplifted at that point.
- 2.6 However, householders will have the option to retain their 240 litre green lidded wheeled bin(s) for storage of waste or other uses. However, if these bins are presented with waste for collection during the trial, the waste will not be uplifted.

- 2.7 In order to allow householders to retain the bin, when communications go out to explain the about the trial, a sticker will be included in the mailing for the householder to apply to the bin. This will be visible to the crews and will allow the contents to be uplifted on the last collection day, but the bin will not be removed and can be retained by the householder.

Length of trial

- 2.8 It is estimated that the set-up of the trial will take approximately 3 months with the trial monitored for a period of at least six months. Following the trial period it is anticipated that the interpretation of the results and reporting back to the Environment Committee will take a further 3 months.
- 2.9 Therefore the length of the trial in total will take approximately 12 months. It is anticipated that the trial will commence in February 2015, with a report brought back to the Environment Committee in early 2016 outlining the options available to the Council based on the trial results.

Resource requirements (staffing)

- 2.10 In order to undertake a pilot locally to examine the impact of replacing 240 litre general waste bins with 140 litre bins and collecting these fortnightly, the current Waste Services and Operational teams will require additional support in order to maintain existing customer satisfaction level and to ensure that current projects are unaffected.
- 2.11 Zero Waste Scotland have been very supportive in assisting the Council to date with the studies relating to the Collection Service, they will be approached to determine if resources can be allocated to support this pilot.

Education and awareness

- 2.12 Perth and Kinross Council has implemented a broad range of waste awareness promotional activities over several years. As part of this trial the Council will implement waste awareness campaigns and initiatives to increase participation in the kerbside recycling service, reduce contamination of recycling bins and increase public awareness of wider environmental, social and financial issues relating to waste.

Materials collected

- 2.13 It is anticipated that the types of materials collected in blue and brown lidded bins will remain the same throughout the trial period, as the Council has contracts in place for the processing of dry mixed recyclates and mixed food and garden waste until at least September 2015.

- 2.14 However, Scotland Excel have recently gone out to tender on behalf of Scottish local authorities for the processing of dry mixed recycling contracts and if opportunities to increase the range of materials collected, particularly in the blue lidded bin, present themselves then the Council will enter into dialogue with its contractors to see if additional materials (such as tetrapak and plastic film) can be incorporated into recycling collection services.

Bin collections

- 2.15 Householders who receive an assisted lift service will also receive a 140 litre general waste bin, (unless they currently receive the alternative pink sack collection which is required if there are access issues at their property preventing the use of wheeled bins).
- 2.16 Communal bins at multiple occupancy blocks and bins at road end collections will remain unchanged.
- 2.17 There will be no changes to Commercial Waste Services.
- 2.18 For all property types, bin collection dates will remain unchanged as general waste bins will continue to be collected fortnightly, with no changes to the collection of blue and brown lidded bins.
- 2.19 However in order to further encourage the use of these recycling services it is also important to restrict the use of second general waste bins, particularly these which were purchased for a one off fee.
- 2.20 It is estimated that around 10% of households have such bins and by providing households with an equivalent of 240 litres of general waste capacity each week does not encourage the use of recycling and composting services.

Second general waste bins

- 2.21 There is no existing record of residents who previously purchased a second general waste bin for a one off fee of £37.40. Therefore there are a number of households regularly presenting 2 or more 240 litre general waste bins that are not registered as qualifying for a second bin.
- 2.22 In order to provide equity of service across Perth and Kinross the Review of Second Domestic General Waste Bin Policy proposes that second general waste bins are only collected from households in the trial area that are identified as meeting the criteria outlined in the policy and pay an annual fee. These will be identified via the 140 litre wheeled bin and a different coloured lid. Householders with a specific medical need will not be charged for having a second general waste bin.
- 2.23 By not collecting waste from previously purchased second general waste bins, this should incentivise householders to recycle, as they can access second blue and brown lidded bins free of charge. The Review of Second Domestic General Waste Bin Policy will predominantly generate savings in waste disposal costs through households diverting material into their recycling bins.

- 2.24 Those householders that previously only paid a one-off fee for purchase of an additional bin will be informed that the price paid was for purchase of the container only. They will be advised that they can apply for a second general waste bin under the new arrangements, so long as they meet the criteria. They may also choose to retain their existing second general waste bin for storage, or alternatively contact the Council to have the bin uplifted.
- 2.25 As there is no record of those householders who previously purchased a second general waste bin, all households in the trial area will be written to regarding the proposals outlined in paragraph 2.24.

Review of waste and recycling bin policy

- 2.26 Given the proposed change to 140 litre general waste (green lidded) bins it is an opportune time to further revise the Waste and Recycling Bin Policy for the purposes of the trial of the 140 litre bins, with a review of the policy's effectiveness carried out upon completion of the trial.

3. CONCLUSION AND RECOMMENDATION(S)

- 3.1 The Collection Service Review proposes a trial of the introduction of 140 litre wheeled bins for the collection of general waste in certain areas. In addition it is proposed to cease the collection of second general waste bins from households, unless they meet criteria, and pay an annual sum.
- 3.2 The introduction of a trial to Perth and Kinross Council's collection service allows these changes to be monitored and the theory of the background studies put into practice. If successful these changes provide the Council with an opportunity to meet budget savings targets, and meet the Scottish Government recycling targets for 2020.
- 3.3 It is recommended that the Environment Committee agree to:
- i) The introduction of 140 litre wheeled bins for the collection of general waste in the trial area of Auchterarder, Western Edge and Oakbank (both Perth)
 - ii) Cease the collection of second general waste bins from households, that were previously purchased for a one off fee, in the trial area of Auchterarder, Western Edge and Oakbank (both Perth).
 - iii) To the monitoring of the trial for the period of 6 months
 - iv) To report back of the trial findings to the Environment Committee in early 2016

Author

Name	Designation	Contact Details
Bruce Reekie	Waste Services and Community Greenspace Manager	Tel: 01738 476448 E-mail: breekie@pkc.gov.uk

Approved

Name	Designation	Date
Barbara Renton	Depute Director (Environment)	26 May 2014

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01738 475000

1. IMPLICATIONS, ASSESSMENTS, CONSULTATION AND COMMUNICATION

Strategic Implications	Yes / None
Community Plan / Single Outcome Agreement	Yes
Corporate Plan	Yes
Resource Implications	
Financial	Yes
Workforce	Yes
Asset Management (land, property, IST)	None
Assessments	
Equality Impact Assessment	Yes
Strategic Environmental Assessment	Yes
Sustainability (community, economic, environmental)	None
Legal and Governance	Yes
Risk	None
Consultation	
Internal	Yes
External	None
Communication	
Communications Plan	

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 proposals relate to the achievement of the Council's Corporate Plan Priorities:

- (v) Creating a safe and sustainable place for future generations.

2. Resource Implications

Financial

- 2.1 The Head of Finance has been consulted on the proposals contained within this report. The 140 litre bins will be funded through prudential borrowing. There is currently a budget for the general replacement of bins and for new properties, which would have to continue. Therefore the replacement budget would be an additional expenditure pressure. The £1m does not include the costs of providing additional blue and brown lidded bins. This is currently unknown and won't have a clear indication until we carry out the trial.

Workforce

- 2.2 The Personnel Manager has been consulted on the proposals contained within this report.

Asset Management (land, property, IT)

- 2.3 The Corporate Asset Management team have been consulted on the replacement bin programme and recycling of previously purchased 240 litre wheeled bins.

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 proposals have been considered under the Corporate Equalities Impact Assessment process (EqIA) with the following outcome:
- (i) Assessed as relevant and positive outcomes expected following implementation.

Strategic Environmental Assessment

- 3.3 The Environmental Assessment (Scotland) Act 2005 places a duty on the Council to identify and assess the environmental consequences of its proposals. The proposals have been considered under the Act 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.

Legal and Governance

- 3.5 The Head of Legal Services has been consulted on the proposals contained within the report, in particular the ceasing collection of 2nd general waste bins previously purchased by householders.

Risk

- 3.6 The financial savings contained in this report are theoretical and are based on landfill diversion, not collection costs, therefore savings are reliant on the participation of the public.
- 3.7 Risks associated with the proposals will be identified and managed through the Service project management processes and procedures.

4. Consultation

Internal

- 4.1 The Head of Finance, the Corporate Human Resources Manager and the Head of Legal Services have been consulted on the content of this report.
- 4.2 The Local Elected Members who represent the trial areas have been consulted on the contents of this report.

External

- 4.3 Zero Waste Scotland (ZWS) and CoSLA will be consulted in the development of this report.

5. Communication

- 5.1 A communications plan will be developed as part of the project management of the proposed trial.

2. 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:

- Waste and Recycling Bin Policy (Report No 07/405)
- Review of Kerbside Waste and Recycling Collection Arrangements (Report No. 11/103)

3. APPENDICES

None.