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Report

Subject : Recycling of Household Waste – Alternate Week Collection Scheme

Report to : The Cabinet

Date : 6 September 2006

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Cabinet Member: for Environment & Transport Councillor Dennis Brown

1. Summary:

1.1 The purpose of this report is to:

1.2 Seek Cabinet approval for key amendments to the outline proposals as agreed by Cabinet on 18 January 2006 to:

- 1.2.1 Collect cardboard and plastic bottles in recycling wheeled bin instead of garden waste. (See section 2.1).
- 1.2.2 Provide an optional, rechargeable garden waste collection service to all householders. (See section 2.2).
- 1.2.3 Rollout the Alternate Week Collection scheme (AWC) to rural and urban areas in a single co-ordinated launch in October 2007. (See section 2.4).
- 1.2.4 Combine the proposed extension to the black box scheme into the rural areas (originally proposed for 2008/09 & 2009/10) to a single launch in 2008/09. (See section 2.5).

1.3 Present to Members forecasts of the financial implications of implementing the proposed amendments on the council's Medium Term Financial Strategy (MTFS).

1.4 Apprise Members of the current situation with regard to the development of the Alternate Week Collection scheme (AWC) for household waste and recyclable materials.

2. Key Amendments.

2.1 Collection of cardboard & plastic instead of cardboard and garden waste.

- 2.1.1 Following the initial publicity of the council's proposals in January a number of letters, telephone calls and e-mails were received from householders expressing concern about being able to contain two weeks volume of residual waste (i.e. waste for disposal) within a wheeled bin. Both nationally and locally (from peoples voice panels) householders want kerbside collection services to recycle plastic bottles etc and this would be a positive step forward in meeting their aspirations.



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- 2.1.2 Whilst from the point of view of meeting targets plastic, being so light, does not make such a contribution there are no more difficulties in collecting co-mingled cardboard and plastic than co-mingled cardboard and garden waste. Problems have been experienced at the “on farm” composting site with large volumes of cardboard and there is also concern that householders currently using the HRC sites for garden waste would convert to the kerbside scheme and we would be no further forward in improving recycling.
- 2.1.3 North Wiltshire DC is also very keen to introduce AWC with co-mingled cardboard & plastic collections although their planning is not currently as advanced as ours. West Wiltshire DC and Kennet DC have also expressed interest in this approach.

2.2 Provide an optional rechargeable collection service for garden waste.

- 2.2.1 A chargeable garden waste collection service would be maintained with the provision of wheeled bins instead of the current paper sacks. At an annual charge of £26 per bin (as per Kennet DC) the service would become self-financing with 5,000 customers.

2.3 Recycling Performance.

- 2.3.1 With no comparable data available from other LA's regarding the co-mingled collection of cardboard & plastic, estimates on participation rates and tonnages have to be made. In conjunction with WCC Officers it is calculated that an additional 1600 tonnes of cardboard and 1350 tonnes of plastic will be generated. This would equate to a recycling performance of 31% in a full year (target 30%) including an anticipated increase in participation with garden waste and other recyclable collections.

With the later extension of the black box scheme throughout the district it is projected that the recycling rate will exceed 37% in a full year.

2.4 Project timetable – One off launch of AWC scheme throughout District – October 2007.

- 2.4.1 A rolled-out, phased approach to AWC, as originally proposed to lessen the impact on the MTFs will cause operational difficulties for both SDC and Hills:
- 2.4.2 Round-based complexities and vehicle restrictions of combining weekly and fortnightly collections for a three-year period.
- 2.4.3 Hills would have significant difficulty in handling two streams of mixed recyclables i.e. mixed paper and cardboard at the same time as mixed plastic and cardboard. They currently only have the capacity to deal with one co-mingled waste stream.
- 2.4.4 Hills (and WCC) will be making significant investments to re-align the handling and processing infrastructure which may include new facilities being created within the District. They predict these can be in place by October 2007.
- 2.4.5 Commencing the rollout in April 2007 will necessitate bringing forward the purchase of five new vehicles by six months whilst holding on to five vehicles (that are not worth converting) for six months until the end of their lease period (October 2007).

- 2.4.6 The impact of a single rollout in 2007 on the capital programme is shown in appendix 1.

2.5 Project Timetable – One off launch of extended black box collection service – October 2008.

- 2.5.1 The approach to the extension of the black box collection service in two phases over 2008/09 and 2009/10, as originally proposed to lessen the impact on the MTFs, will cause operational difficulties for SDC.
- 2.5.2 One vehicle and crew is planned to maintain the kerbside collection of paper in the rural areas until the introduction of the black box scheme. It would prove inefficient to have to maintain this resource for effectively part time use that would also necessitate extensive

travelling in rural areas possibly crossing over routes of the black box collection vehicles.

- 2.5.3 Even though there is a kerbside collection of paper & cardboard and an extensive network of mini recycling centres in rural areas, householders do express dissatisfaction that the kerbside recycling service they receive is to a lesser standard than the urban areas. Bringing forward the second phase of the implementation would prove a positive response to meeting their needs.
- 2.5.4 From the aspect of publicity it would be far simpler, and less confusing to householders, to encompass "all householders" than try to explain where the scheme will or will not be implemented in adjacent lanes and villages.

2.6 Service to Householders.

- 2.6.1 With effect from October 2007 the 25,000 households in existing black box areas will be offered a kerbside collection for:
- Clear, brown & green glass bottles and jars
 - Paper
 - Tins & cans
 - Textiles
 - Aluminium foil
 - Plastics
 - Cardboard
 - Garden waste (Optional rechargeable service)
- 2.6.2 With effect from October 2007 24,000 households in the remaining areas will be offered a kerbside collection for:
- Paper
 - Plastics
 - Cardboard
 - Garden waste (Optional rechargeable service)
 - Extensive network of Mini Recycling Centres for remaining recyclable materials.

3. Financial Implications.

- 3.1 Appendix 1 predicts the financial position of the service as it would be including the implementation of the key amendments and assuming funding as currently offered by Wiltshire County Council (i.e. £100k in 2006/07 and £300k in 2007/08), this gives a net revenue surplus of £9,335.
- 3.2 The introduction of the extension to the black box scheme will have a more challenging financial impact. The introduction of black boxes would cost an additional £133,362 above the £330,000 currently included in the MTFs for 2008/2009. Currently included in the MTFs for Waste Strategy for 2009/2010 is £200,000, per the Recycling of Household Waste report in January 2006.
- 3.3 Wiltshire CC has made considerable contributions to other districts within the Wiltshire Waste Partnership (WWP) for the implementation of their AWC projects. At Officer level, the contributions detailed in appendix 1 are the full amounts currently offered. Whilst these contributions are welcome, they are lower than those provided to other districts. It is therefore proposed that the relevant member of Management Team pursue senior officers at Wiltshire County Council to establish whether contributions can be increased to cover, for example, the deficit for the black box rollout.

4. Current Progress

4.1 Desktop Evaluation – Consultants Input

Throughout the process of developing the project since January, White Young Green (WYG), environmental consultants, have been involved in advising and evaluating options both for key amendments and for general progress of the project implementation. WYG have also undertaken benchmarking with other authorities within the UK when providing advice on particular aspects or performance of different standards and levels of service provision. Having reviewed our current proposals with WYG, they confirm that the new approach will meet the aspirations and objectives commensurate with the council's Improving Waste Management strategy as a whole.

4.2 Survey of households

A Waste Management Assistant was appointed in June 2006 and to date has surveyed over 18,000, of the 49,000 households in the district, for suitability to receive wheeled bins. So far over 95% of these households have suitable accommodation and access for the bins.

4.3 Waste Management Software Package.

Following a selection process preparatory work on data cleansing is now under way with a preferred partner. Subject to approval of the procurement of a new Waste Management Software Package from the preferred partner implementation of the package can be within six weeks of that approval.

4.4 Procurement of Wheeled Bins.

Following research into other councils working practices and in calculating the potential capacity / weight factors of this council's collection fleet it is proposed that the standard size for the wheeled bins will be 180 litres (or similar). Householders, who in the opinion of the council require additional capacity, e.g. large number of people in the household, would be issued with an additional bin.

All household wheeled bins will have the same coloured body and different coloured bin lids to denote the materials to be placed in them. All bins will be fitted with electronic identification tags.

Draft specifications for the wheeled bins have been prepared and discussions have taken place with the Yorkshire Purchasing Organisation, one of the country's leading procurement specialists for wheeled refuse bins, in preparation for the tendering procedure.

Households that cannot accommodate wheeled bins will be provided with plastic sacks to the equivalent capacity (e.g. 3 sacks = 180 litres) for residual waste. The AWC Project Team are working on methods of distribution and solutions to situations when householders use up their allocated supply.

4.5 Procurement of wheeled bin lifts (for refuse compaction vehicles).

Five manufacturers have provided quotations for the supply and fitting of automatic lifting equipment that will also read the electronic bin identification tag and weigh each bin. Delivery of converted vehicles is generally quoted as being six months from receipt of order.

4.6 Recycling bins and boxes collected on the same day.

A key feature of an AWC scheme is the collection of all recyclable materials on the same day. This means that Hills will need to cover the same number of households for the black box collections on the same day as the SDC recyclable collections. At a meeting on 17 August representatives from Hills and WCC confirmed that this can be achieved and that additional investment will be made to introduce an additional collection vehicle and / or develop a base in the Salisbury area from which to operate.

5. Recommendations

5.1 It is recommended that:

- 5.1.1 Members approve the key amendments to the Alternate Weekly Collection of household as approved by Cabinet in January 2006 to:

- 5.1.1.1 Collect cardboard & plastic instead of cardboard and garden waste. (As per section 2.1)
- 5.1.1.2 Provide an optional rechargeable collection service for garden waste. (As per section 2.2)
- 5.1.1.3 Revise the project implementation timetable. (As per section 2.4)
- 5.1.2 Members note the cost of the further roll out of the black box scheme (As per section 3.2), and review the programme of implementation as part of the MTFS and portfolio planning process.
- 5.1.3 The relevant member of the Management Team pursues senior officers at Wiltshire County Council to establish whether contributions can be increased to cover, for example, the deficit for the black box rollout in 2008/2009. (As per section 3.3)

6. Background Papers.

- 6.1 Cabinet 18 January 2006.
- 6.2 White Young Green Environmental Consultancy – AWC Evaluation Report May 2006
- 6.3 White Young Green Environmental Consultancy – AWC Update Briefing note July 2006

7. Implications.

7.1. Financial

The impact on the net revenue position for 2007/2008 is a surplus of £9,000. The introduction of black boxes would cost an additional £133,000 above the £330,000 currently included in the MTFS for 2008/2009. Currently included in the MTFS for Waste Strategy for 2009/2010 is £200,000. Therefore the project is within current budgets if the black boxes are introduced by 2009/2010, as per the Recycling of Household Waste report in January 2006. Any amendments to this will have to be included in the updated MTFS and the portfolio plans.

The capital programme will need to be re-profiled in line with the one phase rollout. This will lead to an increased funding requirement under the prudential code, the size of which will depend on the amount of funding available from Wiltshire County Council. These costs have been included in the illustrative figures assuming £300,000 from Wiltshire County Council.

7.2. Environmental

The proposed changes will make a significant contribution to sustainability.

7.3. Council's Core Values

Improving Waste Management

7.4. Wards Affected: All.

7.5. Key Decision: Yes.