

ENVIRONMENT SCRUTINY PANEL – 25 JANUARY 2006

CABINET - 7 FEBRUARY 2006

WASTE RECYCLING – RESULTS OF THE TRIAL AND FUTURE PROPOSALS

REPORT OF DIRECTOR OF COMMUNITIES

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RECENT REFERENCES:

HE21 – Waste Management Policy review Informal Group - 21 January 2004

CAB867 – Proposed recycling Pilot – Outstanding Issues - 19 May 2004

CAB914 – Future Demands for Recycling Bins – Financial Implications - 27 July 2004

EXECUTIVE SUMMARY:

Cabinet resolved that the alternate weekly collection of refuse and dry recyclables with free fortnightly collection of garden waste was the best option for a pilot scheme aimed at the achievement of statutory recycling targets. Revised waste management / bin policies and an extensive educational and promotional programme were used to support this project.

This report brings Cabinet up-to-date with the evaluation of the trial in the pilot area and, particularly, the current state of negotiations with Serco on the roll-out of the separated collection system across the rest of the district. The trial has been successful in terms of customer acceptance, performance results and resource considerations.

The report reviews Waste Management policies in light of the trial and proposes that roll-out should occur in two phases across the district.

RECOMMENDATIONS:

That the Environment Scrutiny Panel:

1. Note the contents of this report
2. Agree that the results from the pilot waste recycling scheme operated within round 8 have been properly evaluated and have demonstrated that the methodology results in significantly improved recycling levels without major adverse effects upon the community.

That subject to Council agreeing that the sum of £180,000 in the 2005/06 budget for AWC be carried forward to 2006/07 as a managed saving, and approving the overall budget for 2006/07 in February that Cabinet:

1. Agree that the system of waste collection known as the Alternative Weekly Collection of waste as operated in the Council's trial area is rolled out across the rest of the district in two phases as described in paragraph 9.1 and appendix 6 of this report.
2. Give delegated authority to the Director of Communities in consultation with the Director of Finance and the Portfolio Holders for Environmental Health and Finance & Resources to conclude the negotiations with Serco on the changes to the contract.
3. Agree that the excess of start-up costs for introducing AWC across the District in the period 2006/07 to 2008/09 be met from the Major Investment Reserve, and that a growth bid on base budget of £42,500 be approved from 2008/09.
4. Approve the New Waste Management Policies in Appendix 7 and that delegated authority be given to the Director of Communities to vary/waive the policy in individual circumstances where applying the policy is impractical.
5. Approve the service of notices under Section 46 (1) and (4) d of the Environmental Protection Act 1990 prohibiting householders disposing of garden waste in refuse and recycling containers emptied by the Council.

ENVIRONMENT SCRUTINY PANEL – 25 JANUARY 2006CABINET - 7 FEBRUARY 2006WASTE RECYCLING – RESULTS OF THE TRIAL AND FUTURE PROPOSALSREPORT OF DIRECTOR OF COMMUNITIESDETAIL:1 Introduction

- 1.1 In 2003 the Council created a Informal Member Officer Group (IMOG) to consider and evaluate the range of alternative waste management policies that would support its ambition to improve waste reduction and recycling.
- 1.2 The review undertaken by the IMOG scrutinised the measures taken by the Council to promote waste reduction and recycling to meet statutory recycling targets. The review also considered and evaluated the Council's existing waste management arrangements and made recommendations concerning changes that would be necessary to collection arrangements and policies to ensure that future recycling targets were met. The Group subsequently reported on its evaluation of the options available to the Council and recommended that a trial of the preferred option take place in a pilot area as set out in report CAB 755.
- 1.3 Cabinet accepted the IMOG's recommendation that to meet the government's then statutory recycling target of 36% by 2005/6, reduce the growth in waste and thus the amount of material going to landfill or incineration and provide householders with the means to recycle more, an alternate weekly collection (AWC) of refuse and recyclables with the incentive of free green garden waste collection should be offered. The trial started in the autumn 2004 on the Council's Round 8 as shown in Appendix 1.

2 Trial Evaluation

- 2.1 In general terms the trial, particularly in relation to the objectives set by the Council in undertaking this piece of work: meeting statutory recycling targets, minimising waste to landfill or incinerator and obtaining community and customer support, has been a great success.
- 2.2 The changes in the amounts of waste collected and recycling levels following the trial are given in the table below:

	Refuse Coll. Tonnes Coll.	Recycling. Coll. Tonnes Coll.	Green Coll. Tonnes Coll.	% Recycled Kerbside Only	% Recycled Green Only	% Recycled Kerbside & Green Combined
Before	129.90	27.06	0	17.24	0.00	17.24
After	83.10	39.12	21.08	27.04	14.55	38.01
Difference	-46.8	+12.06	+21.08	+9.8	+14.55	+20.77

- 2.4 The figures expressed are averages in tonnes pre and post the trial and are subject to nominal variances depending upon the time of the year. The final percentage recyclable figure is 38.01 and would be in the region of 40% if adjusted to take account of the glass disposed of at bring sites by residents.

- 2.5 The figures also indicate a reduction in the quantity of refuse collected in the trial area. Total waste arisings have reduced on average by 13 tonnes per fortnight on the trial area from 157 tonnes collected per fortnight to 143 tonnes. In the trial area, an average additional 12 tonnes of kerbside mixed dry recyclables are being collected per fortnight.
- 2.6 From a baseline of zero, the free fortnightly collection of garden waste in the trial area has proved very successful in collecting, on average, 21 tonnes of this material per fortnight. The merit of a free service is self evident, contributing 14.55% to the Council's overall recycling and composting rate.
- 2.7 With the additional contribution of glass collections from bring sites the Council's overall recycling rate, if the trial was introduced district wide, should be between 38 - 40%.

3 Waste Analysis

- 3.1 Before the trial commenced and again at the conclusion, the Council commissioned a waste analysis to ensure it would fully understand the nature of the changes that we were expecting to take place. The key results are summarised as follows:
- 3.2 **Refuse:** as the trial commenced in October 2004 a weekly average of 15.2% of kerbside refuse collected from the pilot area was potentially recyclable. In September 2005, this average was 7.5%, a reduction of over 50%.
- 3.3 **Recycling:** the average overall level of contaminants (materials not suitable for recycling) found in the mixed dry recyclables has remained relatively unchanged and only marginally increased from 7.35% in October 2004 to 8% in September 2005. The range of levels of contamination in the recyclables however had increased and had widened to a range of 6.4 –14% levels of contamination. These results support the need for targeting of these households for behavioural change interventions including home visits to help them understand the need to better sort waste and recycling before disposal.
- 3.4 **Garden Waste:** in October 2004, garden waste constituted 12.4% of the kerbside refuse collected in the pilot area. The introduction of a free collection of garden waste saw the amount of garden waste found in the kerbside refuse when analysed in September 2005 reduce by over 70% to 3.4% of the total kerbside refuse collected for sampling.
- 3.5 The conclusions that can be drawn from these results are that:
- there was no significant reduction in the quality of recyclables collected in the pilot area, however;
 - the range of contamination increased confirming that some householders will require additional support in the form of education and increased awareness to facilitate the behavioural change necessary to make the best of any new collection arrangements.
- 3.6 The results of the waste analysis agree with the assumptions that were made at the commencement of the project, and they are that if the scheme is rolled out district wide, residual waste arisings would reduce and Mixed Dry Recyclables and Garden Waste volumes would increase giving the Local Authority a combined Recycling and Composting rate of between 38% and 40% (including materials collected at bring sites such as glass).

4 Participation Rate

- 4.1 In September 2005 Winchester City Council commissioned Manpower to undertake monitoring of householder participation and what is called the 'set out rate' of Residual Waste, Recyclable Waste and Garden Waste in the pilot trial collection round.
- 4.2 The aim of the monitoring was to determine the percentage of householders participating in the recycling and garden waste collection system and to ascertain the percentage of households in the trial area who were placing out extra residual waste for collection. The information gathered also helped inform the contract renegotiations in the form of vehicular requirements. A summary of the results is shown below.

Group	Percentage	Average Set out Rate
Householders generating excess waste	10.32%	6%
Householders participating on the recycling service	91.98%	85%
Householders participating in the garden waste service	51.28%	38%

- 4.3 The participation rate monitoring confirms that:
- (a) Approximately 10% of the council's district may encounter problems with the disposal of extra residual waste. These are likely to be the same households that will need to be targeted for the behavioural change interventions described in paragraph 3.3 above.
 - (b) Over 90% of householders in the trial area were happy to participate in the recycling scheme, emphasising the effect of alternate weekly collections.
 - (c) A free garden waste service is key to meeting the council's statutory targets for waste and recycling.

5 Questionnaire Responses

- 5.1 All householders (4,500) in the trial area were sent a questionnaire to obtain their views on the new collection arrangements. The questionnaire included a broad cross section of questions about their experience of using the scheme. The response rate was 34.8%, Key findings are summarised below and the full results are shown in Appendix 2.
- 5.2 The headline result is the responses to questions 15 and 16 on Overall satisfaction with the scheme which show significant support for the scheme with over 80% of the respondents who were either very or fairly satisfied with the system and around 80% were strongly in favour of the scheme's introduction.
- 5.3 Insofar as the other question results are concerned then some of the key messages emerging are as follows:

- a) **Support:** there is significant support for recycling with only a few residents feeling it is not worthwhile.
- b) **Larger Recycling Bins:** approximately two thirds of residents requested a larger recycling bin during the trial with nearly 15% doing so after the trial had commenced. This suggests that an opt out system of bin exchanges would be better than an opt in scheme for roll out of the scheme across the rest of the district.
- c) **Use:** 95% of households adapted to the scheme with only a small minority still having difficulties.
- d) **Ease of Use:** although 40% of households experienced some difficulties this result should be balanced against the support described in (a) above. The difficulties described relate to practical arrangements concerning the sorting and storage of refuse and recyclables. This information supports the need for comprehensive information and support for residents during the roll out process where many of the problems described can be dealt with by following preventative measures at home.
- e) **Recycling Participation:** predictably households describe increased rates of recycling at home together with increased use of bring sites for other materials. Both of these developments will help to further drive up overall recycling levels across the district.
- f) **Garden Waste Service:** over 90% of residents have used the garden waste sack service although take up of purchases of additional sacks is low. Satisfaction levels with this service are high (80%+) but this is likely to be heavily influenced by the convenience and the fact that the service is free.
- g) **Communications:** over 90% of residents felt they were kept properly informed throughout the trial which endorses the comprehensive PR campaign used during this period. Most residents relied on the leaflets sent to households with relatively low take up of the telephone helpline or website.

5.4 These results should be seen as very encouraging and endorse the approach followed throughout the trial period. Evidence shows that a key factor in achieving high levels of recycling is to gain significant public support which helps to facilitate the behavioural changes required within households to manage their waste in a more sustainable way.

6 Contractor Proposals

6.1 Serco, the waste contractor, has engaged in this trial very positively. A large part of the trial's success is down to the enthusiastic way Serco approached this partnership project. The importance of undertaking the trial has been borne out by the way the public, the Council and the contractor have all become used to the new practices that this form of waste management requires. It has also helped Serco review their methods of operation to ensure the resource proposals for roll out can be robustly supported by evidence.

6.2 An evaluation of the possible options to introduce and maintain the new service has been undertaken including the consideration of practicalities/ impact on customer/ resources/ costs and availability of disposal facilities. The options considered included the need to maintain other waste related services including the collection of trade, clinical, bulky household materials and the ongoing requirement to service bring facilities and bottle banks. The main options evaluated were as follows:

- (i) **Whole district service** - refuse being collected from all premises one week and recycling and garden waste the next.
 - (ii) **Split service 50/50** - refuse collected from 50% of properties one week with the remaining 50% of properties being provided with recycling and garden waste collections, alternating the collection arrangements between the north and south of the district from one week to the next.
 - (iii) **Split service 60/40** - refuse collected from 60% of properties one week with the remaining 40% of properties being provided with a recycling and garden waste collections, alternating the collection arrangements between the north and south of the district from one week to the next.
- 6.3 Within each of these options there should be sufficient operational spare capacity to deal with any increase in waste arisings (both trade and domestic) or recyclable materials over and above the levels currently forecasted.
- 6.4 Currently it is estimated that at least 2,600 properties (including flats, houses in multiple occupation, and very small terraced cottages) may continue to require a weekly collection as they will not be able to manage a collection fortnightly because of lack of space for the storage of refuse bins. Some properties have communal storage areas that will require a weekly collection.
- 6.5 Under the arrangements Round 10 (Whiteley and Knowle) will be operated on three days per week (as opposed to two currently) and there should be sufficient capacity available to provide collections to the predicated growth in property numbers particularly in the West of Waterlooville Major Development Area over the next five years up to the end of the current contract.
- 6.6 The preferred option for implementation is that in 6.2.(ii) a service split 50/50 with a two phased programme of implementation across the district. The reasons for this are as follows:
- (a) **Collection Capacity:** the option provides some degree of spare operational capacity to provide operational flexibility and reduces the risk of inadequate resources being in place to maintain the service to the end of the contract as the numbers of properties particularly in the south of the district are likely to increase.
 - (b) **Disposal Capacity:** the option reduces the impact on the disposal and processing infrastructure and provides an even flow of refuse, recyclables and garden waste to the processing facilities from one week to the next.
 - (c) **Phased Implementation:** a phased introduction reduces the operation risk associated with a “big bang” approach which would cause considerable pressures on the Council and Serco. Such an approach would also cause major logistical difficulties with the delivery and exchange of bins.
 - (d) **Resources:** there are no significant differences in the resources required to implement any of three options. The preferred option appears to provide the greatest degree of operational spare capacity and reduces the significant logistical risks associated with the big bang approach detailed in 6.2(i).
- 6.7 One of the potential outcomes of rolling out the scheme and in the choice of options was the possible co-ordination of collection with neighbouring authorities. This was on the basis of trying to ensure that the delivery of articles to the tip or MRF was

'smoothed' so that peak fluctuations could be avoided. This proposal has not been pursued at this time as the difficulties of overcoming differences in collection systems and getting collective agreement would have significantly delayed the start of any roll out. However, the issue of cross boundary co-operation has not been dismissed and discussions with neighbouring authorities will continue to try and bring about change in the future. Nothing that is being proposed in this report will prevent such change.

7. Health Impact Assessment

- 7.1 When embarking upon the trial it was agreed that a Health Impact Assessment (HIA) would be undertaken as part of the overall evaluation of the project. The purpose of the (HIA) is to examine a wide range of policy documentation, in relation to this subject, extrapolate the key issues relating to health, evaluate those health issues and benchmark them against existing statutory documentation, codes of practice and/or international protocols. The HIA has been undertaken using all relevant information held by Winchester City Council, relating to the proposed collection arrangements methodology and was undertaken in conjunction with key staff delivering the project within the trial area. The proposed scheme was subjected to a screening and scoping exercise so that important information relating to the trial could be identified.
- 7.2 On completion of the scoping process the following policy documents were identified as being of central importance to the introduction of the scheme, namely:
- i) WRAP guidance 'Alternate Week Collections- Guidance for Local Authorities'
 - ii) Waste Analysis data (MRF Input Waste Audit – 2004)
 - iii) World Health Organisation Waste Management Policy
 - iv) PPS 10 Waste Management (Consultation Paper)
- 7.3 The information gained was then examined for health impacts based on the main determinants of health, these being:
- i) General socio-economic, cultural and environmental conditions
 - ii) Health Care Services
 - iii) Living and working conditions
 - iv) Housing
- 7.4 The assessment also included profiled social groupings and made an assessment of perceived health risks, and quantified health impacts (WHO 1999). The key findings of the HIA are summarised in Appendix 3 which includes the actions to address any issues arising from the HIA conclusions.
- 7.5 More detailed findings are contained in the full technical assessment which is included in the portfolio of evidence prepared as part of the overall evaluation exercise a copy of which has been provided for each Group Leader and placed in Member's Library for information. Copies have also been placed on the Member's section of the intranet.

8 Negotiation Outcomes

- 8.1 Negotiations with Serco have commenced. Depending on progress this will be reported in more detail at the meeting. A proposed timetable for the roll out of the project across the rest of the district has been considered. The timetable is shown in Appendix 4.
- 8.2 **Collection Rounds and Days:** the main centre of the discussions is around the number of refuse and recycling rounds needed. This dictates the number and type of

vehicles and crews required. One of the requirements in the proposed changes has been to ensure that the majority of households received the **same collection day as they have currently**, so as to avoid undue confusion. This requires a balancing of vehicles and workloads and although the new proposals will not require new residual waste or recycling rounds there will be some 'mop-up' of residual waste needed. It may also be necessary to change the collection days for a small proportion of properties (1%).

- 8.3 **Spare Vehicles:** as the waste fleet gets older in the second half of the contract period, the need for maintenance and spare vehicles will become a greater issue. There is provision in Serco's proposals to take account of that, but again there are on-going negotiations taking place to ensure the service proposals are acceptable.
- 8.4 The details of the initial Serco proposals and budget provision are contained in the exempt Appendix 8. An analysis of resources put forward by Serco in their proposal dated 18 November has been undertaken to ascertain if they are justified and sufficient to deliver the new service.
- 8.5 The option appraisal and evaluation confirm that the following additional resources are required over and above those currently provided.
- **Residual Waste Mop-Up** - an additional refuse freighter (driver and 2 loaders) is necessary as mop up;
 - **Weekly Domestic/ Residual Trade Waste** - an additional refuse freighter and (driver and loader) is required to deal with this function; in particular maintaining weekly collections to the 2,600 properties which will require this
 - **Garden Waste** - that three vehicles need to be modified to collect green garden waste;
 - **Spare Vehicles** - an improvement in the number and quality of spare vehicles available to cover breakdowns and service periods for the fleet.
 - **Fleet Age** - in order to ensure continuity of service consideration needs to be given to replacing parts of the current fleet. Serco are required to operate 3 spare vehicles from year 5 of the contract.
- 8.6 It is suggested that the Council accepts that the resources detailed in the proposal are required to deliver the new methodology. However, there is still a need to complete the negotiations with Serco to finalise what additional costs may be involved.
- 8.7 Furthermore, the resources detailed in the proposal should be sufficient to deal with the increase in the growth of properties, additional increase in the number of properties requiring weekly collection of waste and additional spare capacity to deal with any increase in overall waste raisings over and above that forecasted.
9. Operational Issues relating to roll out
- 9.1 **Roll out programme:** as discussed in paragraph 6.6 above, the preferred option for roll out of the scheme is for a 50/50 split of the district using the existing refuse collection rounds.

A north/south split is proposed as shown in appendix 6 for operational reasons and the north of the district will be implemented first as it contains round 8 which will already be on the new system of collection.

- 9.2 **Bin Deliveries:** within the pilot area residents were offered the choice of exchanging their existing 140 litre recycling bin for a larger 240 litre one. In order to take advantage of this facility residents were asked to 'opt in' to the offer and during the trial over 60% of the residents chose to do so. However, the evaluation has demonstrated that nearly 15% of those residents did so after the trial had commenced presumably because of recognition that they needed increased recycling capacity. Experience from the trial suggest that most residents will need to have this additional capacity so it is therefore proposed that for the purposes of roll out that residents should 'opt out' of the option for a larger recycling bin only if they feel they can cope with their existing bin. The advantages of this approach will be to provide adequate recycling capacity at the start of the scheme for a greater majority of residents.
- 9.3 **Review of bin policy:** because of changes to the collection methodology there is a need to review the waste management policies that are applied across the district. During the trial it became apparent that whilst most householders managed to adapt well to the changes. However, there were circumstances where the policy did not suit all and some solutions were required to deal with specific circumstances. For example the provision of communal facilities at multi occupied premises. The suggested amended policy is shown at appendix 7. It is based on the policy last agreed in May 2004 (CAB 867 refers) but now includes the following key changes:
- (a) **Standard Bins:** a preference for 240 litre refuse and 240 litre recycling bins as the standard means of collection.
 - (b) **Larger Households:** that households of 6 or more are permitted to have an additional recycling or refuse bin and that this be provided free of charge as was the case in the pilot area.
 - (c) **Excess Waste:** that the policy whereby householders are discouraged from putting out excess waste be continued but its collection is permitted so long as the amounts are set out are not excessive or the occurrence frequent as was in the case of the pilot area.
 - (d) **Green Waste Ban:** in order to be in a position to prevent garden waste being deposited in refuse or recycling containers it is recommended that all householders are served with a notice under Section 46 (1) and (4)d of the Environmental Protection Act 1990. Using this notice the authority may specify the size and type of container to be used for household waste stipulating what can be put in each container type. This notice can be issued as part of the publicity material associated with rolling out the scheme.
 - (e) **Use of carrier bags:** when the first recycling scheme commenced carrier bags were used as a collection method and currently householders are also encouraged to set out any excess recyclables in carrier bags. The presence of carrier bags in the materials collected for recycling presents processing difficulties at the Materials Resources Facilities where they are sorted. With provision of larger recycling bins, and clear sacks for those who do not have sufficient space for a recycling bin there should be no need for householders to use plastic carrier bags for excess recycling nor dispose of these in their recycling bins. It is therefore suggested that householders are actively discouraged from this practice as is the case in the pilot area.

- (f) **Exceptional Circumstances:** that delegated authority be given to the Director of Communities to vary/waive the policy in individual circumstances where applying the policy is impractical.
- 9.4 **Xmas garden waste collections:** because of the additional quantities of refuse and recyclables that require collection over the xmas holidays, it will not be possible to offer this service over this period. It is proposed that collections will cease in mid December and recommence mid January. Smaller amounts of garden waste are available for collection during this period whilst there is a significant increase in the amounts of refuse and recyclables set out following Christmas when Serco will require extra capacity to collect this material. Information on this situation will be included within leaflets/waste collection date cards delivered to households over this period and included on the Council's Web site.
- 9.5 **Non collection of green waste from difficult access premises:** it will also not be possible for practical reasons to collect green garden waste from difficult access properties. However, it is still important to remove as great a quantity as possible of green waste from the refuse bins in order to improve recycling levels. It is therefore recommended that for those properties where a green garden waste collection service cannot be provided that a free composter be provided for the processing of this waste. The number of properties qualifying will be approximately 2,500 (see paragraph 6.4 above) so the cost of providing this service is likely to be approximately £10,000.

OTHER CONSIDERATIONS:

9. CORPORATE STRATEGY (RELEVANCE TO):

- 9.1 The proposals strongly support the initiatives the Council is taking in living its value of acting sustainably. The Green Agenda makes it explicit that the Council will significantly reduce landfill, encourage increased re-use and promote recycling.

10 RESOURCE IMPLICATIONS:

- 10.1 The costs of rolling out AWC across the district are shown in Appendix 5. These costs include start up revenue costs that will be incurred in the early years of the new system and are necessary to help ensure the successful transition from the old methods. However they do not include contractor costs which are contained in exempt appendix 8. The costs include the additional staffing costs required during the first 2 years of roll out including 3 telephone helpline staff to handle the predicted increase in volume of telephone enquiries and 5 waste advisors (2 back office and 3 site visit staff) to provide more detailed advice to anyone requesting this during the changeover period.
- 10.2 The proposals submitted by the contractor in order to roll out the successful system of domestic refuse collection, green waste collection and the collection of separated recyclables, as currently undertaken in the trial area will add to the current cost of waste collection, as will the ongoing revenue costs associated with the proposed green waste collection.
- 10.3 Details of the current state of the contractor's proposals are also included in Exempt Appendix 8. Negotiations are continuing with the contractor to these reduce costs further so that only justifiable additional costs are included. The appendix also shows the funding available to meet part of the costs of roll out in years 1 and 2 including Waste Performance Grant and £180,000 budget provision allowed for in 2005/06 in case of early roll out and managed savings of £50,000 which can be carried forward to 2006/07.

- 10.4 It is recommended that the excess of start up revenue costs should be met from the Major Investment Reserve. After taking account of performance grant and other funding available, £42,500 needs to be included in the base budget from 2008/09.
- 10.5 A separate capital bid is included in the Capital Programme and a summary of the capital figures is shown in Appendix 8. This capital bid is associated with the purchase and delivery of new wheeled bins for the disposal of waste and the collecting-in and storage of the smaller recycling bins.

BACKGROUND DOCUMENTS:

A portfolio of information relating to the evaluation of the Pilot Recycling Scheme has been provided to each Group Leader and placed in the Member's Library. Copies have also been posted on the Member's area of the Intranet. It includes the following:

- a. Waste analysis reports before and after the trial period
- b. Participation rate survey data
- c. Wake up waste Information materials including evaluation questionnaire
- d. Health Impact Assessment

APPENDICES

Appendix 1 – Trial round area

Appendix 2 – Evaluation Questionnaire results summary

Appendix 3 – Key Findings of Rapid Health Impact Assessment of the proposed Alternate Weekly Waste Collection(AWC)

Appendix 4 – Roll Out Project Plan – 2005-2007

Appendix 5 – Internal Roll Out Costs

Appendix 6 – Map of roll out areas

Appendix 7 - Proposed New Waste Management Policies

Exempt Appendix 8 - Overall Roll Out costs

Appendix 2**Results of the 'WAKE UP TO WASTE' Project Questionnaire**

4,500 questionnaires distributed -1,565 returned – a response rate of 34.8%

**Q1 Overall, how worthwhile or not do you think recycling household rubbish is?
Would you say it is...**

Very worthwhile	91.1%
Fairly worthwhile	7.5%
Not very worthwhile	0.9%
Not at all worthwhile	0.5%

Q2 Winchester City Council has been set a target by Government to increase recycling levels from the current 18%, to 30% by April 2010. Were you aware that The City Council has to meet these targets?

Aware	57.8%
Unaware	42.2%

THE SCHEME

In October 2004 your property became part of the trial recycling area as part of the Wake Up to Waste Project in order to evaluate the impact of the new methodology on recycling levels and household practices. The trial included the option of exchanging the existing 140 litre recycling bin for a 240 litre bin and providing a free garden waste sack with the option to purchase additional sacks if required.

Q3 Did you request a larger recycling bin during the trial?

Yes	(911)	60.4%	Please go to Question 4
No	(597)	42.2%	Please go to Question 5

Q4 If Yes when did you do this? (905 Responses)

Before the trial commenced	85.3%
After the trial had commenced	14.7%

Q5 . How easy or difficult has it been under the scheme for your household to sort your rubbish material for recycling between items that can be recycled and items that can't?

Very Easy	49.1%
Fairly Easy	38.8%
Neither easy nor difficult	7.3%
Fairly difficult	3.7%
Very difficult	1.0%

Q6. And how quickly do you think your household has adapted to the scheme?

Very quickly	64.4%
Fairly quickly	31.5%
Fairly slowly	2.8%

Very slowly 0.5%
Have not adapted so far 0.7%

Q7 Did you experience any difficulties with the scheme?

Yes (623) 41.8% Please go to Question 8
No (869) 58.2% Please go to Question 9

Q8 If you did experience difficulties what were they? (please tick ✓ all that apply)

	Refuse Bin	Recycling Bin	Green sack
Bin size	(131) 8.4%	(79) 5.0%	(125) 8.0%
Smell	(445) 28.4%	(18) 1.2%	(40) 2.6%
Flies/vermin	(249) 15.9%	(8) 0.5%	(16) 1.0%
Moving the bin/sack to collection point	(63) 4.0%	(34) 2.2%	(134) 8.6%
Other (specify).....	(136) 8.7%	(69) 4.4%	(160) 10.2%

Q9 As a result of the recycling trial scheme, how much more or less do you do of the following

	Overall Recycling	Use of Bottle Banks & other bring sites (e.g. textiles, shoes & books)	Use of Household Waste Recycling Centres
A lot more	45.1%	18.9%	14.4%
A little more	25.1%	12.2%	11.3%
About the same amount	28.9%	62.4%	55.1%
A little less	0.5%	1.0%	6.0%
A lot less	0.3%	0.4%	2.9%
Not used	0.2%	5.1%	10.3%

Q10 Have you put out the free green garden waste sack for collection during the trial?

Yes 90.1%
No 9.9%

Q11 Did you purchase extra green garden waste sacks?

Yes 6.5% (102) If Yes – How many? 1 (98)
No 91.3% 2 (4)

Q12 How satisfied are you with the garden waste collection service?

Very satisfied	58.4%
Fairly satisfied	25.0%
Neither satisfied nor dissatisfied	10.4%
Fairly dissatisfied	3.6%
Very dissatisfied	2.6%

INFORMATION**Q13 How well informed do you feel about the Wake up to Waste Project and the way the trial recycling scheme operated?**

Very informed	45.3%
Fairly informed	46.0%
Neither informed /nor uninformed	4.8%
Fairly uninformed	2.8%
Very uninformed	1.2%

Q14 How satisfied were you with the following sources of information about the Wake up to Waste Project and trial recycling scheme?

	It's Time toLeaflets	Website	Telephone Hotline	Road Show
Very satisfied	(771) 51.6%	(55) 6.2%	(85) 9.3%	(34) 3.8%
Fairly satisfied	(598) 40.0%	(74) 8.3%	(79) 8.6%	(51) 5.7%
Neither satisfied nor dissatisfied				
Fairly dissatisfied	(26) 1.7%	(8) 0.9%	(16) 1.8%	(10) 1.1%
Very dissatisfied	(11) 0.7%	(6) 0.7%	(13) 1.4%	(5) 0.6%
Not used/unaware of existence	(88) 5.9%	(747) 83.9%	(721) 78.9%	(801) 88.9%
Not answered	71	675	651	664

OVERALL SATISFACTION**Q15. From your experience of the trial waste collection system, how satisfied or dissatisfied are you with it? Would you say that you are.....**

Very satisfied	49.5%
Fairly satisfied	35.1%
Neither satisfied nor dissatisfied	5.6%
Fairly dissatisfied	5.9%
Very dissatisfied	3.9%

Q16. Based on what you have experienced so far, are you?

Strongly in favour of the scheme	79.8%
Slightly in favour of the scheme	9.4%
Neither in favour/nor against the scheme	2.7%
Slightly against the scheme	4.1%
Strongly against the scheme	3.9%

ABOUT YOU**Q17 Postcode****Q18 What type of accommodation do you live in? Is it ...**

Terraced house	11.0%
Flat or maisonette	2.3%
Semi-detached	19.5%
Detached	62.5%
Other	4.6%

Q19 Do you have use of transport for taking recycled waste to bottle banks or recycling centres?

Yes	89.4%
No	10.6%

Q20 Including yourself, how many people live in your household?

1	19.2%
2	45.2%
3	12.1%
4	16.0%
5	5.0%
6	1.2%
7+	0.2%

Q21 Your Age

15-24	0.5%
25-34	5.6%
35-44	16.3%
45-54	18.2%
55-64	22.7%
65-74	19.9%
75+	16.7%

Q22 Are you working? (Please tick one box only which best describes your situation)

Full time (30+ hours a week)	29.0%
Part time (8-29 hours a week)	16.8%
Housewife/house husband	10.8%
Retired	42.3%
Unemployed	0.9%
Student	0.2%

Q23 Gender

Male	44.7%
Female	55.3%

Q24 Ethnicity - To which of these groups do you consider you belong to?
 (Please tick ✓ one box.)

<p>White</p> <p>British 97.2%</p> <p>Irish 0.2%</p> <p>Any other White background (PLEASE WRITE IN) 2.2%</p> <p>.....</p> <p>...</p>	<p>Black or Black British</p> <p>Caribbean <input type="checkbox"/></p> <p>African <input type="checkbox"/></p> <p>Any other Black background (PLEASE WRITE IN) <input type="checkbox"/></p> <p>.....</p>
<p>Mixed</p> <p>White & Black Caribbean 0.1%</p> <p>White & Black African 0.1%</p> <p>White & Asian <input type="checkbox"/></p> <p>Any other mixed background (PLEASE WRITE IN) <input type="checkbox"/></p> <p>.....</p> <p>...</p>	<p>Asian or Asian British</p> <p>Indian <input type="checkbox"/></p> <p>Pakistani 0.1%</p> <p>Bangladeshi 0.1%</p> <p>Any other Asian background (PLEASE WRITE IN) <input type="checkbox"/></p> <p>.....</p>
<p>Chinese 0.1%</p>	<p>Other ethnic group (PLEASE WRITE IN) 0.1%</p> <p>.....</p>

Key Findings of Rapid Health Impact Assessment of the proposed Waste Collection System

Issue Considered	Findings	Conclusions	Further Action Required
Basis for selection of pilot area	Need to be clear about basis for selection of pilot area for trial methodology.	Pilot area chosen as representative of broad cross section of district and has previous experience of trialling new waste collection methodologies.	None
Stakeholder workshops	Need to ensure that proper stakeholder consultation takes place as part of evaluation of pilot recycling project.	<ul style="list-style-type: none"> • Design or commission a suitable tool for the stakeholder analysis. • Conduct a stakeholder analysis of the scheme. Capture the opinions and suggestions of a broad cross section of the community. 	Stakeholder analysis required as part of overall evaluation of recycling pilot project
Alternatives to the trial project methodology	Need to demonstrate proper consideration of alternatives to the trial methodology have been examined.	<ul style="list-style-type: none"> • Alternatives considered as part of original option appraisal (see CAB 755) • Need to evaluate public acceptance of methodology as part of trial evaluation. 	Stakeholder analysis required as part of overall evaluation of recycling pilot project (see below)
Fly numbers within the district.	Not possible to accurately predict any increase in numbers of flies within the district. However, evidence shows that if waste is kept in a sealed bin after 3-4 days (less in summer months) it can produce temperatures of 54 ^o c - 66 ^o c, due to normal bacterial action. Fly larvae can only breed in temperatures not exceeding 48 ^o c so the risk of an increase in fly numbers is probably overstated.	Ensure that all bins have suitably locking lids in order to prevent unnecessary spillage of waste, odour nuisance and prevent the breeding of flies and other pests.	<ul style="list-style-type: none"> • Evaluate impact as part of evaluation. • Provide advice to participants on precautions that can be taken to reduce the potential for fly infestations.

Issue Considered	Findings	Conclusions	Further Action Required
Vermin	<p>No evidence to demonstrate that the trial methodology would lead to increases in vermin as existing baiting regimes will continue to provide adequate levels of control.</p> <p>No evidence that non participation in scheme takes place which could result in an increase in the rat population, particularly 'summer rats'.</p> <p>No evidence that the prevalence of rat borne disease, namely, Leptospirosis, and the risk of infection to the general public is increased by the trial methodology.</p>	<ul style="list-style-type: none"> No evidence that the trial methodology leads to any increase in vermin. Public advice required for precautions on waste storage arrangements 	Information to be included within ongoing public awareness campaign and through waste advisors during visits
Houses in Multiple Occupation	There is a need to consider areas, where low social deprivation scores are located, including where known Houses of Multiple Occupation (HMOs) as there is evidence that these can fail the management code for refuse accumulations.	Need to consider the issues relating to HMO's, specifically 'Difficulty in Access', 'Vermin & Fly Control' and 'Bin Storage'	Liaison and consultation required with landlords, identified through the HMO registration scheme, in order to secure participation and tenant compliance.
'Public Acceptance'	There is a need to ensure that the pilot scheme is subjected to a thorough evaluation process.	Thoroughly evaluate the pilot project including details of how the data was analysed and conclusions.	Report findings of analysis to Members and the public

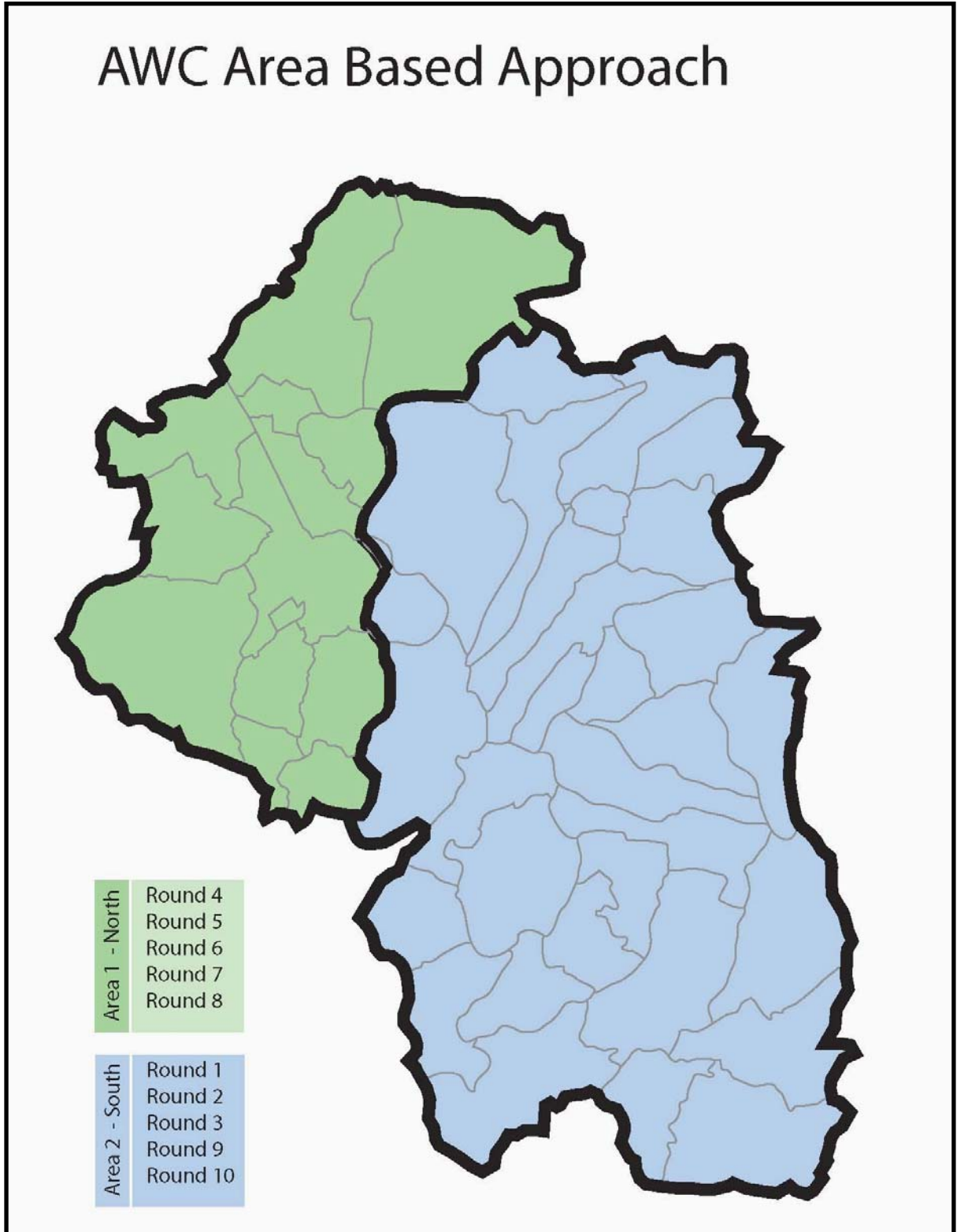
Note: Analysis based on methodology in WHO Regional Office for Europe and the European Centre for Health Policy (1999). *Health Impact Assessment: the Gothenburg Consensus Paper*. European Centre for Health Policy.

Appendix 5**Financial Information****Roll out costs**

<u>REVENUE</u>	<u>2006/07</u>	<u>2007/08</u>	<u>2008/09</u>	<u>2009/10</u>
<u>Staffing</u>				
CSC Operators (3 at peak)	59,000	29,000	1,500	0
Recycling Advisors (5 at peak)	40,000	65,000	13,000	0
Salary On Costs	25,800	24,500	3,800	0
Travel costs	8,000	16,000	3,000	0
<u>Education/Publicity</u>	72,500	24,000	12,000	5,000
<u>Equipment</u>	10,000	3,000	500	500
<u>Pilot Area (Round 8)</u>				
Collection Costs (6 months)	50,000			
Publicity	5,000			
Replacement sacks	5,000			
<u>Supplies & Services (Postage, telephone helpline etc)</u>	4,000	4,000	2,000	2,000
Garden waste sacks	40,000	20,000	20,000	20,000
Garden waste Sack Delivery Costs	80,000	40,000	40,000	40,000
TOTAL	399,300	225,500	95,800	67,500

Appendix 6

Proposed Areas of Roll Out Phases



Appendix 7**Proposed New Waste Management Policies****Collection Arrangements**

1. **The Standard Service:** to provide a standard 'free' collection per household of:
 - (i) A single wheeled bin for residual waste and (as now) a single wheeled bin plus unlimited number of carrier bags, white or clear sacks or bin liners for dry mixed recyclables, and:
 - (ii) A single free bag for garden waste.
2. **Frequency of Collection:** each waste fraction to be collected fortnightly on an alternate weekly (AWC) basis.
3. **Customer Choice:** each household allowed:
 - (i) A maximum of 1 x 240-litre bin for refuse and 1 x 240-litre bin for dry, mixed recyclables. Thus, could alternatively have 1 x 240 + 1 x 140 or 2 x 140. A self-adhesive label to be used to identify which bin is to be used for which fraction.
 - (ii) Existing householders with a 120/140 litre refuse bin to be provided with a 240-litre refuse bin on request free of charge.
 - (iii) Existing householders with a 140 litre-recycling bin will exchange it for a 240 litre recycling bin unless otherwise requested.
 - (iv) Standard issue for all new households to be 2 x 240 litre bins unless smaller bins are requested.
4. **Enhanced Service:** to provide householders an initial free garden waste bag with additional bags for garden waste at an incrementally rising charge of £25 for a second bag, £50 for a third bag, £75 for a fourth bag etc.
5. **Voluntary Participation:** householders to decide which elements of kerbside collection of dry mixed recyclables and green waste they wished to participate in. But residual waste collections to be limited to the emptying of one wheeled bin every two weeks.
6. **Larger Households:** some flexibility on the number of bins for larger households, student households, etc. For example, households of 6 or more persons to be allowed a maximum of 3 x 240 litre bins for the collection of their residual waste and dry mixed recyclables. Where additional bins are requested these shall be provided at the standard charge.
7. **Small Properties:** households unable to use wheeled bins to be entitled to the collection of black plastic sacks of residual waste with an unlimited number of carrier bags, white or clear plastic sacks or bin liners for dry mixed recyclables. Householders with insufficient space for the storage of a recycling bin are to be provided with a supply of clear plastic sacks for recyclables free of charge. Also, they will be eligible for the emptying of one or more bags for garden waste as described in 4 above.
8. **Composters:** households with difficult access that are not able to be provided with a garden waste collection service be offered a free composter.

Restrictive Policies

1. **Collection of Garden Waste:** a prohibition on the collection of garden waste except in the prescribed bags.
2. **Refuse Bins Containing Garden Waste:** refuse bins or black sacks from small properties obviously containing garden waste not to be collected.
3. **Contamination of Garden Waste:** collectable garden waste would include grass cuttings, leaves, light prunings, plants and weeds with small amounts of attached soil. Kitchen waste, rubble, building or other such material, larger amounts of soil or stones, general waste, etc. would not be accepted.
4. **Contamination of Recyclables:** dry mixed recyclables contaminated with general refuse, green waste, food or other materials likely to prevent the recyclables being processed not to be collected.
5. **Excess or Side Waste:** no collection of 'excess' or 'side' residual waste except after delays caused by Bank Holidays (as now).
6. **Overfilling / Overloading of Bins:** no emptying of bins if lids too open for mechanical emptying without the risk of spillage. Also, no emptying of bins too heavy to be moved by one collection operative.
7. **Carrier bags:** householders are actively discouraged from placing carrier bags in the recycling bins or setting out excess recycling in carrier bags for collection.

Appendix 8**NOT FOR PUBLICATION – By virtue of Paragraphs 7, 8 & 9 of Schedule 12A of the Local Govt Act 1972****Overall Roll Out Costs**

	<u>2006/07</u>	<u>2007/08</u>	<u>2008/09</u>	<u>2009/10</u>
Internal Roll Out Costs	399,300	225,500	95,800	67,500
Contractor Costs	90,000	180,000	180,000	180,000
TOTAL REVENUE COSTS	<u>489,300</u>	<u>405,500</u>	<u>275,800</u>	<u>247,500</u>
Funding				
Waste Performance Grant	31,500	33,900		
Carryover available from previous year's budget	180,000			
Base Budget Provision	180,000	180,000	180,000	180,000
Managed savings - carried over from 2005/06	50,000			
PI Income (from sale of recyclables)		25,000	25,000	25,000
Excess Start up costs from reserves	47,800	166,600	28,300	
Growth bid on base budget			42,500	42,500
	<u>489,300</u>	<u>405,500</u>	<u>275,800</u>	<u>247,500</u>
Balance	0	0	0	0

<u>CAPITAL</u>				
Capital for bins (inc delivery)	900,000	100,000		
Bin storage Costs	60,000			
TOTAL CAPITAL COSTS	<u>960,000</u>	<u>100,000</u>	<u>0</u>	<u>0</u>
Funding				
Capital receipts	910,500	48,100		
Waste Performance Grant	49,500	51,900		
	<u>960,000</u>	<u>100,000</u>	<u>0</u>	<u>0</u>