



REPORT TO EXECUTIVE

PORTFOLIO AREA: ENVIRONMENT, INFRASTRUCTURE & TRANSPORT

Date of Meeting: 8th NOVEMBER 2004

Public

Key Decision: Yes

Recorded in Forward Plan: Yes

Inside Policy Framework

Title: WASTE MINIMISATION REVIEW
Report of: THE HEAD OF COMMERCIAL & TECHNICAL SERVICES
Report reference: CTS 18/04

Summary: The report provides an update on the Council's achievements in recycling and waste management, sets out future challenges and suggests a range of measures to increase recycling and minimise the value of domestic waste landfilled.

Recommendations: It is recommended that:-

1. The Portfolio Holder for Environment, Transport & Infrastructure, Executive Director and the Head of Commercial & Technical Services represents the Council in the development of a joint integrated waste management strategy for Cumbria and report key issues to the Council.
2. The budget implications of developing waste minimisation be considered as part of the 2005/06 budget process.
3. The organisational changes to integrate waste minimisation within Commercial & Technical Services be noted.
4. The proposed expenditure of the £39,000 capital grant from DEFRA be approved.
5. This report be referred to the Infrastructure Overview and Scrutiny Committee for consideration

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Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers: None

1. BACKGROUND INFORMATION AND OPTIONS

- 1.1 A brief paper has been prepared and is appended to this report, which takes stock of the Council's position with waste management, provides a context and identifies current issues and challenges. A range of short term actions are suggested which would enable the service to be developed, and enable statutory recycling targets to be met in 2005/06 and beyond. The two main issues which emerge are:-

1.1.1. The Council's participation in the production of an effective joint waste management strategy for Cumbria is a high priority over the next 6 months. The Portfolio Holder for Environment, Infrastructure and Transport, and Head of Commercial and Technical Services represent the Council in the development of this strategy. Further reports on progress, outcomes and key issues for Carlisle will be reported back to Members. Following the completion the City Council will develop its own implementation strategy in Spring/Summer 2005, many of the strands for this are already in place.

1.1.2. Statutory recycling targets are unlikely to be met in 2005/06 and beyond unless the existing initiatives are developed further. A package of measures are set out to build on existing arrangements and public demand to increase recycling facilities and minimise waste. To maintain a standstill position would require an additional recurring budget of £40,000 and to move forward as recommended an additional revenue budget of £150,000 and a capital budget of £110,000. Failure to achieve progress may well impact on future Government funding in the years to come. Those issues and relative priorities will need to be considered as part of the Council's budget process.

- 1.2 The Audit Commission BV improvement plan (June 2002) recognised the need for more effective integration of waste management within the Council. The approach to delivering the kerbside collection schemes generated a major improvement in integrated working and the recent resignation of the Head of Environmental Protection Service (who had a major personal commitment to the service) has created the opportunity to achieve full integration. Officers have made some minor alterations to the existing structure to fully integrate waste management within the Commercial and Technical Services Business Unit. This involves the transfer of one full time employee and 1 part time temporary post from Environmental Protection Services to Commercial & Technical Services following their engagement and support of the change. The advantages are:-

- Greater direct influence in operational issues and development of strategy

- Removal of duplication
- Closer interface between refuse collection and recycling to provide an holistic approach to waste minimisation
- Enhanced ability to improve the environmental performance of the Council.

These changes have been implemented within existing budgets.

1.3 In the last few months the Council has received formal notification of an additional DEFRA capital grant of £39,000. It is proposed that this expenditure be used as follows:-

2004/05	(i)	Autumn 'Greenbox' newsletter to all participating households to raise awareness of recycling and feedback/participation in kerbside schemes.	£6,500
	(ii)	2005/06 calendar to all households showing kerbside collection dates (to be distributed in March 2005)	£12,000
	(iii)	Additional promotional items, adverts and literature	£8,500
			£27,000
2005/06		The balance of £12,000 would be carried forward to 2005/06 to fund further promotional material and raise public awareness.	

2. CONSULTATION

2.1 Consultation to Date – Joint Member Waste Group with Eden District Council.

- 2.2 Consultation proposed
- Wide consultation on specific initiatives and draft strategy in Spring 2005.
 - Questionnaire issued to householders issued in Spring 2005 to help review the existing kerbside schemes.

3. RECOMMENDATIONS

It is recommended that:-

3.1 The Portfolio Holder for Environment, Transport & Infrastructure, Executive Director and the Head of Commercial & Technical Services represents the Council in the

development of a joint integrated waste management strategy for Cumbria and report key issues to the Council.

- 3.2 The budget implications of developing waste minimisation be considered as part of the 2005/06 budget process.
- 3.3 The organisational changes to integrate waste minimisation within Commercial & Technical Services be noted.
- 3.4 The proposed expenditure of the £39,000 capital grant from DEFRA be approved.
- 3.5 This report be referred to the Infrastructure Overview and Scrutiny Committee for consideration.

4. REASONS FOR RECOMMENDATIONS

The recommendations build on the existing successful recycling initiatives and identify future challenges to minimise domestic waste.

5. IMPLICATIONS

- **Staffing/Resources** – The initiatives would be managed within existing resources. The existing part time promotions post is only in place to the end of the financial year and the proposal is for a full time permanent post again jointly funded. Expansion of the kerbside garden waste service would result in 3 additional employees.
- **Financial** – Cost estimates are provided for a package of measures which will need to be considered as part of the budget process.
- **Legal** – Waste recycling targets are imposed by the Waste and Emissions Trading Act 2003. A waste disposal authority that fails to comply with a duty imposed on it may be liable to a penalty.
- **Corporate** – N/A.
- **Risk Management** – A number of risks have been identified.

1. The Countywide waste strategy may well result in different disposal site locations and methods which may have implications for the Council. Active engagement in the development of the strategy should ensure the Council contributes to the outcomes.
 2. Failure to reduce the waste taken for disposal or failure to achieve statutory recycling targets may have financial penalties for the Council.
 3. Cost estimates are based on contributory funding from Eden. Whilst support has been indicated to date, a formal allocation of funding is awaited.
 4. Cost estimates assume a continuation of recycling credit payments from the County Council, re-sale values of recycle remains constant and tonnages collected. The existing schemes provide a basis on which these assumptions have been made.
 5. It has been assumed that existing contracts with the Waste Disposal Company will be continued through the current County Council partnership process.
 6. The introduction of controls for domestic waste collection will require ownership by the community.
- Equality Issues – The proposals extend the service into rural areas not presently covered by the kerbside collection schemes.
 - Environmental – Included within the report, with the reduction of domestic waste to landfill a high priority.
 - Crime and Disorder – N/A.
 - Impact on Customers – The proposals provide for a wider range of services to be delivered to customers. Customer engagement will be essential to develop controls on the amount of domestic household waste collected.

WASTE MINIMISATION – A REVIEW

1. INTRODUCTION

- 1.1 This report provides a review of the influences and learning which must be reflected in the Council's strategy for minimising the level of waste produced in Carlisle. It defines the basis of the strategy and sets out some key actions and issues for further development.
- 1.2 The Council undertook a best value review of waste management several years ago and following an Audit Commission inspection in June 2002 the service was assessed as "providing a good two star service with promising prospects of improvement". Since that time the actions set out within the improvement plan have been progressed.

2. WHERE ARE WE NOW AND WHAT ARE THE ISSUES?

National/Regional Context

- 2.1 The need to comply with the EU Landfill Directive targets has resulted in a range of legislative changes and a high priority being given to waste minimisation at a regional level. The Waste & Emissions Trading Act (2003) (WET Act) provides the legal basis for the Landfill Allowance Trading Scheme (LATS) which sets out the framework to deliver the Landfill Directive targets which are:-

To reduce the amount of biodegradable municipal waste (BMW) taken to landfill to:-

- 75% of that produced in 1995 – by 2010
- 50% of that produced in 1995 – by 2013
- 35% of that produced in 1995 – by 2020

In turn an allocation is made to each Waste Disposal Authority. The Act comes into effect on 1/4/2005 and the allocation for Cumbria is currently 187,900 tonnes for 2005/06. The County Council are currently assessing their approach to achieving the reducing targets of BMW taken to landfill, which will be an integral part of their partnership process. The WDA's will incur a penalty of £200/tonne of BMW landfilled in excess of the permitted target.

2.2 There are two main implications of the Waste & Emissions Trading Act and associated amendments to the Environmental Protection Act 1990, to the City Council.

- There is a requirement for Waste Disposal and Waste Collection Authorities to produce a Joint Municipal Waste Management Strategy to ensure a partnership approach to local waste management planning. This has commenced as set out in paragraph 2.4.
- "Power of Direction" – enables the disposal authority to direct a collection authority to deliver waste in a separated form. There are a range of measures and guidance to ensure partnership working to avoid formal direction. Waste disposal authorities should reimburse collection authorities such amounts that are needed to ensure a collection authority is not financially worse off as a result of delivering waste in the separated form required.

2.3 Whilst the Act is a key piece of legislation there are a range of other national initiatives and consultations:-

- a) A national promotion campaign has been launched at the end of September to increase public awareness of re-cycling. A copy of the new logo is included as Appendix A.
- b) DEFRA have recently issued a consultation document "Clean Neighbourhoods" seeking views on a wide range of proposals including many related to waste. These include:-
 - The potential to exercise greater control over commercial waste being presented as domestic waste
 - Increased measures to control fly tipping
 - A requirement for householders to present waste for collection in a reasonable manner
 - Measures to control/enforce the illegal transportation of waste
- c) DEFRA have also issued a consultation paper on the future of the "Recycling Credits Scheme". (Recycling credits are paid by disposal authorities, normally to collection authorities for the diversion of domestic waste from landfill and is currently approximately £32/tonne in Carlisle). The consultation builds on the Waste & Emissions Trading Act and covers areas such as:-

- Introducing greater flexibility and promotion of joint working
- Calculation of the value of recycling credits
- Payment to third parties

Audit Commission Assessment of Progress

- 2.4 As part of an assessment of waste management within the County the Audit Commission undertook a review of all District Council's (as the Waste Collection Authorities) and the County Council (as the Waste Disposal Authority). The City Council received a "light touch" review and a copy of the assessment report is included in Appendix B.
- 2.5 This report is extremely helpful in identifying the strengths of the existing service, on which the Council can build and a range of further issues, which need to be addressed.
- The need for more effective and integrated working between the Collection Authorities and the Disposal Authority, Cumbria County Council
 - The need for the Council to develop a strategy for further improvement which sets targets, defines standards and is 'owned' by the community
 - Carlisle is a high performing Authority in respect of recycling but has the highest statutory target within Cumbria, which is not being achieved. Best Value PI.84 shows that Carlisle produces 460kg/waste/year/head of population, which is in the lower quartile of Authorities (i.e. too high)
 - More emphasis must be placed on integrating issues like dog fouling, abandoned vehicles and graffiti removal.

Waste Disposal

- 2.6 The County Council received a poor review of their waste disposal service. This comes at a time when they are seeking an external partnership with a private company to manage domestic waste disposal over a 25 year period. Again this will present a tremendous challenge as disposal to land fill is unlikely to be sustained within existing capacity and alternative methods of waste treatment will need to be developed.

- 2.7 The County appears to have responded to the need for improvement and now recognises the need to produce an effective and deliverable waste strategy for Cumbria together with the need to fully integrate the waste collection authorities into the current partnership process. The timescale is extremely tight however as they hope to contract to their partner in Autumn 2005 to enable them to start in April 2006.
- 2.8 Key challenges for the City Council through this process relate to the type and location of any future disposal facilities together with any restrictions on the volume of domestic waste which will be received (Landfill Allowance Trading Scheme, refer to paragraphs 2.8 & 2.9) and continuation arrangements for existing contracts. At the moment the County Council are proposing a Memorandum of Agreement with each District Council to tie these and other issues into their long term partnership.
- 2.9 The mechanism for delivering more integration was defined at a recent ACE (Achieving Cumbrian Excellence) workshop and comprises:-
- A strategic Member group from all Authorities which is scheduled to meet monthly and on which the Portfolio Holder represents the Council
 - A joint officer working group to upgrade the overall strategy
 - District Council representation on the partnership group which is developing the contractual framework (the representative is from Copeland Borough Council, who then co-ordinates all the District Council contributions).

A high priority is being given to this over the next 3-6 months, which will shape the service for the next 25 years.

Kerbside Recycling Schemes

- 2.10 Members will recall that in late 2003 a partnership led by Carlisle and Eden received a grant from DEFRA of just over £1 million to contribute to the development of a composting facility at Hespin Wood and the introduction of two kerbside collection services across large parts of Carlisle and Eden. Despite an extremely tight timescale both the garden waste and dry recycle (newspapers, glass and cans) collection schemes went live at the beginning of April 2004. These services have now settled down and the issues, performance, outcomes to date are as follows:-

- (i) The only outstanding issue related to the DEFRA grant is a minor dispute with the wheeled bin supplier for late delivery and resultant distribution costs. All the main contracts are in place.
- (ii) The feedback from the operator of the composting facility at Hespin Wood is extremely positive. The quality of garden waste is high with very little contamination and other waste streams are now in place. The compost produced is high quality and is being marketed as both a soil conditioner/growing medium and being sold to peat suppliers as a blending/diluting medium within peat based horticultural products.
- (iii) The greenbox collection service covers 39,000 households and the garden waste service 28,000 households. To the end of September over 1850 tonnes of dry recyclables have been collected which is just about in line with forecasts based on the pilot scheme. Over the same period 4150 tonnes of garden waste has been collected, which is approximately 25% more than projected. Further details are included in Appendix C.
- (iv) The overall impact has been to significantly increase the Councils recycling performance to 29%, a major improvement but still short of the statutory 33% target for 2005/06. The main outcome has been to reduce the volume of domestic waste taken to landfill (based on first 6 months to September) by approximately 12/13%. There has been no knock-on variation in tonnages taken to the "Bring Sites" or the Civic Amenity Site.
- (v) Following the inevitable early teething problems the main operational problem is that 2-3 of the garden waste collection rounds in Carlisle (together with 3 in Eden) are perhaps too large and additional resources have been required to complete these. (The increased costs being offset from the increased recycling credit income).
- (vi) In financial terms the services are operating to budget. The garden waste scheme is slightly ahead of budget and showing a saving but in view of the seasonal nature of this service a prudent view is being taken until a full year assessment can be made.
- (vii) Some preliminary work has been undertaken to assess the level of participation in the scheme, which in the main tends to reflect the national socio-economic profile and the physical layout of the area in respect of

access. Areas such as Longtown, Brampton and Stanwix have high tonnages whilst Botchergate East, Upperby and Raffles have low levels. Further work is being done to analyse this more fully to enable better targeting of promotion/public awareness of the services to increase participation.

- (viii) A 'Hotline' was established and resourced for the first 12 months of operation and over the first six months has received a significant number of calls. This service has been extremely effective and after taking into account individual bin/box delivery and collection issues, there appears to be a high level of public support and a demand to develop recycling services further such as:-
- Collection of cardboard
 - Collection of plastic material
 - Extension of kerbside schemes into areas not currently covered
- (ix) The garden waste collection scheme has been shortlisted as a finalist in the 2004 National Recycling Awards.

Summary

- 2.11 This section provides a brief overview of where we are at in Carlisle and the issues and challenges which will shape how the Council moves forward to minimise the volume of domestic waste taken for disposal.

3. A STRATEGY FOR WASTE MINIMISATION

- 3.1 To date the Council achieved much to promote and provide facilities and services for recycling and now the focus must be adjusted to meet the clear outcome, which is to reduce the amount of waste taken to landfill. To develop a strategy to achieve this effectively requires an overarching framework to be produced in conjunction with partners and particularly the County Council as waste disposal authority. This need for integration and an agreed action plan has been recognised and is the subject of a reinvigorated approach across Cumbria. However it is likely that this will not be completed for 3-6 months and will need to realistically address a series of challenges. **The City Council's approach must help shape this strategy and once it is in place the Council can then finalise its own approach to implementation.**

3.2 The timescales are such however that it is considered that the Council must maintain the momentum it has gathered, build on the success achieved to date, and contribute to current priorities in the Corporate Plan. The key principles to underpin the Council's strategy are felt to be:-

- Increase recycling rates
- Limit, and where possible reduce, the amount of household waste produced per head of population
- Increase public recognition and awareness
- Provide high quality waste collection service and recycling facilities
- Meet statutory requirements
- Recognise the value of partnership working
- Develop effective, integrated working arrangements with the Waste Disposal Authority

3.3 The currently envisaged timescale to develop the Council's strategy would be to build on these principles and on the overarching Cumbria waste strategy. This should be over the early part of 2005 and be in place by May 2005.

4. SHORT-TERM ACTION PLAN

4.1 As stated earlier the Council does not have the luxury of waiting for the strategy to be completed for before moving forward. Statutory recycling targets are not being met (33% in 2005/6) and will not be met unless the service is developed. Whilst the joint strategy will dictate the nature of future services, it is essential that the Council is in a position to respond positively to the overarching objective of waste minimisation and diversion from landfill.

4.2 Details of the proposed action plan are as follows (a summary of cost estimates is included in Appendix D):

(i) Promotion and Public Awareness

The Council currently shares funding of a part time waste minimisation post until end March 2005 to promote the kerbside recycling schemes with Eden DC. To effectively engage the community and analyse the outcomes to ensure services meet expectations and is responsive this area needs to be strengthened. Similarly an operational budget would be required. (Estimated to be £19,000 employee costs and £18,000 promotions. Total of £37,000 revenue)

(ii) Collection from 'Bring Sites'

At the moment the Council's bring sites are served through an informal arrangement with Cumbria Waste Management. This has been at no cost to the Council, with the recycling credit and product income used to meet the collection costs. The Council has now been advised that CWM wish to introduce a charge for this service. It is considered that the existing arrangements need to be reviewed, formalised and ensure that the Council achieves value for money. There is likely to be a recurring cost associated with a continuation or the introduction of revised arrangements. (£25,000 revenue).

(iii) New initiatives

There is a public demand for card and plastic recycling facilities. Similarly, following the introduction of the kerbside collection scheme a separate newspaper collection service has continued in some rural areas not covered by the scheme for the remainder of the financial year. A range of options are being assessed to develop those services. (£25,000 revenue).

(iv) Expansion of the Garden Waste Service

The kerbside collection of garden waste covers 38,600 households in Carlisle and Eden with a fortnightly collection service. Take up of the scheme is restricted by the capacity of existing collection resources in areas covered by the scheme and there is a demand for the service to be extended into villages and other areas not currently included. The provision of another vehicle and crew together with the associated wheeled bins is suggested, with the costs shared by Eden in line with existing arrangements. (£70,000 revenue and £70,000 capital).

(v) Alternate Fortnightly Collection of Domestic Refuse

The provision of kerbside collection of recyclable materials provides the potential to review current arrangements for the collection of domestic refuse. Many Authorities have adopted alternate fortnightly collections for garden waste and domestic refuse. There are a range of issues associated with this and as a result it is suggested that this be piloted in 2005 on a round in Carlisle to enable this to be evaluated. This could be done in partnership with Eden to ensure a rural/urban assessment. The costs of this trial would be met within item (iv) although there would be some minor abortive costs should the Council not wish to proceed with a full scheme following completion and assessment of the pilot proposal. (Costs included in iv).

(vi) Continuation of Paper Greenbox Collection

A number of properties mainly in the rural area (approx 6000 in Carlisle and Eden) as not covered by the Greenbox scheme. To date a newspaper collection service has continued, however due to the changes brought about by the kerbside collection scheme the residual service can no longer be operated on the current basis. The proposal is to provide a greenbox and to continue to collect newspaper from those properties not covered by the "full" Greenbox scheme (Costs £5000 revenue and £6000 capital).

(vii) Special Collections

The Council currently provides a free collection service for bulky household items which covers items such as beds, wardrobes, three piece suites and other items which will not fit into a normal refuse bin. The number of requests for these special collections has grown significantly in recent years with 11,800 in 2003/04 and early projections for 2004/05 are for at least the same number. This service is abused and a range of controls need to be considered which could include:-

- Limiting the number of items removed on each collection
- Restrict the number of collections per property each year
- Introducing a charge for special collections

An increase in controls could result in an increase in incidents of fly-tipping, although Carlisle is now one of the few Authorities who do not charge for this service. Such measures could save collection costs or generate income, which could be re-directed to other waste minimisation initiatives.

4.3 The kerbside recycling schemes introduced in April 2004 have been planned and operated in partnership with Eden District Council. This has proved to be extremely successful and a range of initiatives set out have been discussed and supported by the joint group. Those which are proposed to develop/extend the partnership are:

- Promotion and public awareness
- Extension of garden waste service
- Continuation of paper only collection service

The cost estimates in these areas reflect partnership funding on an equitable basis which is currently in place.

- 4.4 The development of some of the issues set out in para 4.2 will require further consultation to define detailed proposals. On issues such as increased control of special collections and alternate fortnightly collections a range of options can be considered. It is suggested that these be tested through Overview & Scrutiny and perhaps focus groups and best practice elsewhere assessed prior to finalising proposals.

- 4.5 When considering the estimated costs Members should be aware that when the pilot kerbside recycling schemes were started the Council allocated £~~50~~0,000 for the operation over a 12/15 month period. This was included as revenue expenditure although the requirement at that time was for one-off costs. As a result the total revenue costs set out in Appendix D reflect this ongoing provision. 9

5. CONCLUSION

- 5.1 Carlisle has a highly regarded waste collection and recycling service, which is popular with and widely supported by the community. This is again reflected in public surveys, which identify opinions on key Council services. There is a need to build on this success to meet recycling and challenging waste minimisation targets. A fundamental priority is for the Council to be engaged and contribute to the waste disposal strategy being developed for Cumbria. The completion of this will present a range of challenges for the future of waste disposal, management and collection. This will enable the City Council's implementation strategy to be completed in Spring/Summer 2005.
- 5.2 A range of short/medium term actions are proposed to enable the service to progress. In part these will build on successful partnerships which add value, particularly that with Eden District Council. Every opportunity will be explored to pursue grant funding although in the short term the Council will need to meet the costs. In the medium term efficiencies are likely to be achieved if meaningful reductions in the domestic waste stream can be achieve

Assessment of Progress

August 2004



APPENDIX B

Waste Management

Carlisle City Council

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Introduction

The Cumbria waste context

- 1 This assessment is part of a programme of simultaneous examination of waste management in all six Cumbrian district councils (waste collection authorities) and Cumbria County Council (the waste disposal authority). In addition to assessing the effectiveness of service provision, the purpose of this project is to investigate how effectively the councils are working together in partnership to take a joint Cumbria waste strategy forward.
- 2 As WDA the County Council arranges for facilities for waste disposal (currently four landfill sites and one waste transfer station). Available landfill space within the county is limited and the County Council has predicted that this space could run out by 2009. This position is particularly acute in the south of the county, around Barrow, where the existing landfill site is due to close in 2005.
- 3 The current WDA provision is through contracts with its Local Authority Waste Disposal Company and also the private sector. Contracts expire in 2006 with the exception of waste disposal provided through the South Lakeland transfer station where arrangements continue to 2015.
- 4 The County Council is selecting a strategic partner for waste management but has not yet chosen a preferred technology. District councils are not yet involved in the process, although potential partners need to consider how collection services will come together with the overall waste management solution. A programme for partner selection has been set: bidders will submit outline proposals in July 2004 and contracts are due to commence in April 2006.
- 5 The councils have jointly and individually adopted 'Talking Rubbish', a 25 year plan, or waste management strategy for Cumbria. This sets out the principles for the future of waste management, but does not have an implementation plan. Its primary objectives are to meet statutory and legislative requirements and to increase public awareness and promote participation. Secondary objectives include promoting the waste hierarchy and the proximity principle (disposal as close to source as possible).
- 6 The waste strategy was adopted in the spring of 2003, developed and driven by a steering group under the umbrella of the Cumbria branch of the Local Government Association. This group did not meet during 2003 or jointly take forward any elements of the strategy.
- 7 Some key targets are laid out in the strategy document:
 - ◆ To reach the government's 21% target of recycling or composting in Cumbria by 2005/06.
 - ◆ To achieve at least 60% recycling rates at civic amenity sites, but no date for achieving this is set.
- 8 Otherwise, the strategy targets are covered by the objective 'to meet statutory and legislative requirements'.
- 9 Recycling and composting activity (with the exception of the Carlisle/Eden green box and green waste schemes and Allerdale/Copeland joint doorstep collection and composting schemes) is carried out primarily on an individual district basis.

Targets set by Government for recycling and composting of household waste

Council	Government targets	
	2003/04	2005/06
Cumbria CC	14%	21%
Allerdale	10%	18%
Copeland	10%	18%
Eden	16%	24%
Carlisle	22%	33%
Barrow	12%	18%
South Lakeland	14%	21%

Source: DETR 2001

- 10 Funding for recycling and composting schemes has been via individual councils' bids to the DEFRA Waste Minimisation and Recycling Fund. Unlike many other north west areas, the Cumbrian councils have not made a joint bid; neither did the County Council submit a bid.
- 11 Waste minimisation and promoting general waste awareness in the community is an area where no joint activity has taken place. Individual districts have publicity material and publish web pages, some of which incorporates information about county services.
- 12 The main partnership which exists across the waste authorities is via the Strategy Steering group, which is now meeting regularly and latterly has begun to seek out experience from other authorities. Other joint working is limited to local networking through a Cumbria waste managers group.

Background

Previous inspection

- 13 The council received a full inspection of the waste management and public conveniences service in June 2002. It was assessed as 'providing a good, two-star service with promising prospects of improvement'.
- 14 Strengths of the service included:
 - ◆ services were highly regarded by customers, particularly for refuse collection;
 - ◆ the majority of the service areas were in the top 25 per cent of councils for performance and the refuse collection service was at very low cost;
 - ◆ streets were litter free;
 - ◆ recycling and composting performance was good, achieving high levels, and kerbside recycling was being developed with other council partners;
 - ◆ customers could contact the Council easily and communications with customers had shown improvement; and
 - ◆ service aims were clear and generally challenging.

15 Areas that required attention included:

- ◆ service aims needed to be more directly relevant to what the Council is trying to achieve for customers and there were no published service standards;
- ◆ waste minimisation and awareness-raising activity lacked structure and needed a strategic approach; despite significant activity on this, the level of waste produced by each household was high; and
- ◆ performance management of the service, although sound, needed to become more streamlined, reducing further the formality of the client/contractor divide.

16 The recommendations covered improvement in customer service, service planning, waste minimisation and integration of service areas. The more important recommendations are presented in abbreviated form below.

To improve customer service

- ◆ develop and publish a set of service performance standards; and
- ◆ improve the communication about existing services, particularly recycling facilities.

To achieve more effective services

- ◆ use the Council's performance management system to integrate service planning and service improvement for waste management.

To achieve more effective waste minimisation activity

- ◆ develop a framework that identifies outcomes, plans use of available resources and has ways of measuring achievement, in order that resources might be effectively used to best effect. Work with partners to avoid duplication of effort.

To achieve integration of service areas

- ◆ join up service areas through integrated, rather than twin-track, service planning and reduce still further the formality of the client/contractor internal relationship;
- ◆ ensure integration of awareness-raising activity so that litter education is not left behind dog-fouling and recycling awareness-raising; and
- ◆ extend integration activity for cleansing to other land, such as liaison with schools playing fields managers.

Comprehensive Performance Assessment

- 17 In June 2003 the Council had a comprehensive performance assessment (CPA). As part of this assessment the council's performance on waste management and recycling formed part of one of the two diagnostics.
- 18 The CPA concluded that there was a sustained effort to meet recycling targets and that recycling and composting levels were close to top quartile performance. It also concluded that public spaces were clean and tidy and there was high public satisfaction with waste issues. However, it also found some weaknesses: a high level of waste collected, a need to link waste minimisation activities with Cumbria County Council initiatives, and the City was unlikely to meet statutory recycling targets. This area was identified as having overall a low need for improvement, based upon the risk of service failure and poor outcomes.

Waste Management Assessment

Quality of Service		
	Strengths	Weaknesses
Taking action to minimise reuse and recycle waste	- Sustainable practices promoted through Carlisle Environment Forum and Carlisle Environmental Action - Support for businesses via Carlisle and Eden Business Environmental Network and Cumbrian Waste Minimisation Partnership - Work with Centre 47 to re-use furniture and household items - Pilot Greenbox kerbside recycling scheme, now rolled out to 86% of households and garden waste scheme to 83% of eligible households - Residents in pilot areas very satisfied with recycling arrangements; increase in % of those who recycle 72 bring sites, many locally adopted; few complaints of late emptying	- Waste/head is in worst 25% of district councils - No significant programme on waste minimisation – and council's willingness to collect everything (free of charge) provides no incentive to re-use or recycle - Recycling + composting rate below average of district councils in 2002/03 - Did not meet 2003/04 targets for either recycling or composting - Below average for kerbside recycling collections in 2002/03, but improved in 2003/04 - Operational arrangements for bulky waste collection do not maximise re-use - No provision for plastics recycling which the public want
Collecting refuse and keeping the streets clean	- Rate of missed refuse collections low and high satisfaction with service - Refuse collection cost in best 25% of district councils - Streets are very clean (BVPI 199 only 8.5% of sampled locations were below grade B – preliminary value from audit) - Cleansing schedule adjusted in-year in light of survey evidence - Awareness-raising programme targeted to launch of Greenbox scheme - Bring sites have few complaints about litter or fly-tipping - Services for dealing with graffiti, fly-tipping and chewing gum (though CPA reported instances of chewing gum and graffiti) - Good speed of removal of fly-tipping - Clinical waste collected free of charge	- Major efforts on dog-fouling including education, patrols, Fixed Penalty Notices for fouling and a few for related litter, but complaints have gone up. Do not provide dog-waste bins - Public not well aware of services available - Removal of abandoned vehicles has been slow - Bulky waste collections are free of charge and a growing cost to the council

Conclusions	The waste hierarchy is not being followed effectively: • waste levels are high and there is no programme to address this; • re-use is limited to a partnership for furniture; and • recycling targets have not been met. However, council recycling and refuse collection services are satisfying residents and the refuse collection is both effective and efficient. The streets are generally clean, though dog-fouling remains a source of concern to residents and removal of abandoned vehicles has been slow.
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Demonstrated Improvement

Demonstrated improvement	
Strengths	Weaknesses
• Recycling + composting rates increasing year-on-year, with a good recent increase in performance • Early indication of a drop of 10% in domestic residual waste collected following extension of kerbside recycle collection • Kerbside recycle collection expanded and composting facility constructed to tight timescale • Introduction of Recycling Helpline • Appointments introduced for bulky waste collections – resulting in doubling of number of collections	• Achieved 16.4% for recycling + composting in 2003/04, but did not reach Government target of 22%, or even the predicted 18% • No significant improvement in satisfaction with recycling or refuse collection and worsening in satisfaction with cleanliness
Conclusions	There have been a number of significant improvements in service over the past 12 months. The expansion, on a very short timescale, of the kerbside recycling collections and the construction of a composting facility has enabled a good increase in recycling and composting rates, though Government targets for 2003/04 were not met. The council has been less successful in keeping residents satisfied with the cleanliness of the area.

Strategic Capacity to Improve

Strengths	Weaknesses
- Corporate objective to 'Encourage waste and recycling', with commitment to universal access to Greenbox scheme and to waste minimisation education project, by 2007 - Endorsed county-wide waste strategy – though that is only a skeleton with no action plans - Annual targets for waste/head and recycling rates set up to 2006/07 – though in later years seek no improvement - Annual targets set for cost of refuse collection and of street cleansing, missed bins and street cleanliness - Strong and effective lead role in the partnership with Eden DC and successful in winning over £1m grant from Defra - Substantial financial reserves; revenue base budget increased by £340k to fund recycling. But no funds earmarked for further expansion of recycling - Internal funding and Home Office grant to increase resources on abandoned vehicles - Investing in new litter bins and increased cleansing budget to empty them, clean back lanes & monthly litter-picking - Recognise need to reduce total waste collected and set up Waste Minimisation Policy Group and designated one officer as waste minimisation officer - Unified Customer Contact Centre to be set up, with bulky waste collection service to be candidate for development - Plan to pilot, and then introduce widely, area-based teams for streetscene services - Intend to analyse impact of Greenbox scheme to target efforts to increase yields and optimise bring site locations - Transfer of operational and budgetary control to Commercial and Technical Services gives extra flexibility - Plan to integrate operational delivery of street maintenance functions (inspection is already integrated) in order to improve efficiency and effectiveness - Will pilot alternate weekly collections to make cost savings (not increased performance) despite likely unpopularity - Some local PIs adopted to help manage the services	- No local waste strategy in place to build upon national and county frameworks – hence no confidence in ability to meet targets, for want of detailed plans eg no action plan to reduce waste arisings - Poor relationship with county council, somewhat healed latterly, has lead to lack of strategic waste planning 2005/06 targets for recycling and composting less ambitious than Government-set targets for Carlisle and council does not expect to hit even the local targets - No service standards published to give all commitments of service and quality - No local PIs on missed recycling collections or speed of abandoned vehicles or graffiti - Limited development of e-government for waste matters - Reluctance to take difficult decisions in some areas exemplified by no charges for bulky waste collection - No formal contract with Cumbria Waste Recycling Ltd for recycle collections from bring sites

Conclusions	The aims for the service are clear and there is evident commitment to improvement; though some of the targets set do not match the Government's expectations and others show lack of challenge. The lack of an effective long-term strategy for waste management, agreed with the county council as waste disposal authority is a serious weakness, compounded by the difficulties in relationships with the county council in the field of strategic waste management. Officers have a range of good proposals for improvement to services, though they are not yet documented and endorsed by Members. There are adequate resources available for short-term improvements. The partnership with Eden DC is a strength, but the council is not making best use of the opportunities to benchmark with other authorities. Performance management systems are in place, but there is a lack of: ◆ detailed plans for development of the service; ◆ published service standards; and ◆ some potentially valuable LPs.
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Key Issues to Consider

- 19 As a result of this assessment the following key issues have been identified for the council:
- ◆ Working with the county council and other district councils to develop an action plan that will lead to a more integrated approach to waste collection and disposal, including planning, with collection and disposal dovetailing and efficiencies and value for money obtained through collective working.
 - ◆ Establishing, with the county and other partners, a targeted programme to reduce domestic waste production.
 - ◆ Negotiating with Centre 47 and others operational mechanisms to maximise the quantity of domestic waste that is re-used.
 - ◆ Review of all the available evidence and devising approaches to increase the rate of recycling.
 - ◆ Drafting, consulting upon, and publishing the standards of service that users may expect for all components of the waste management service.
 - ◆ Planning and implementation of the e-enablement of waste management services to suit the convenience of the public.
 - ◆ Performance management arrangements to ensure speedy removal of abandoned vehicles and graffiti, and low levels of missed recycle collections.
- 20 We would like to thank the staff of Carlisle City Council, who were welcoming and who met our requests efficiently and courteously.

John Tomlinson
Desmond O'Neill
Inspectors

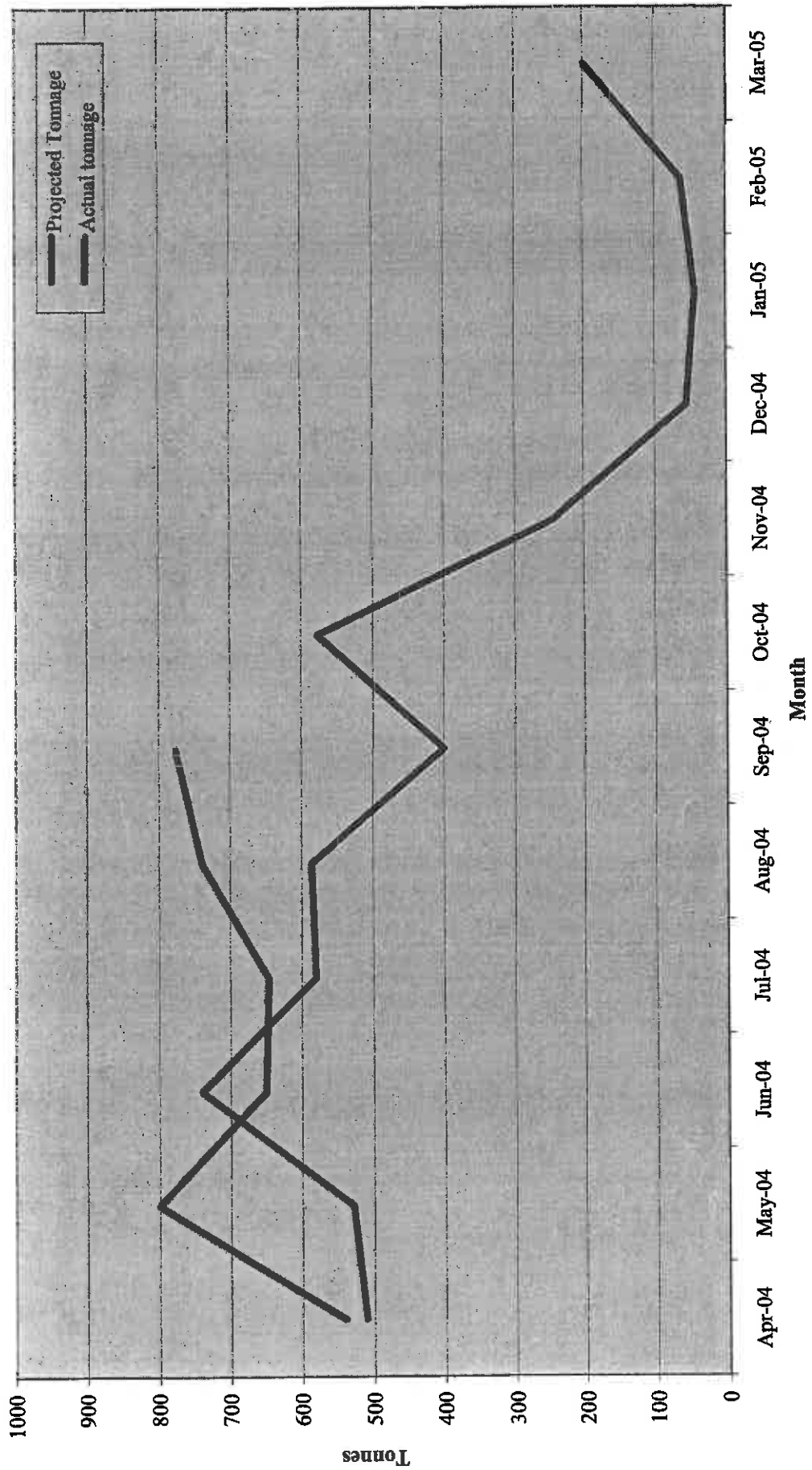
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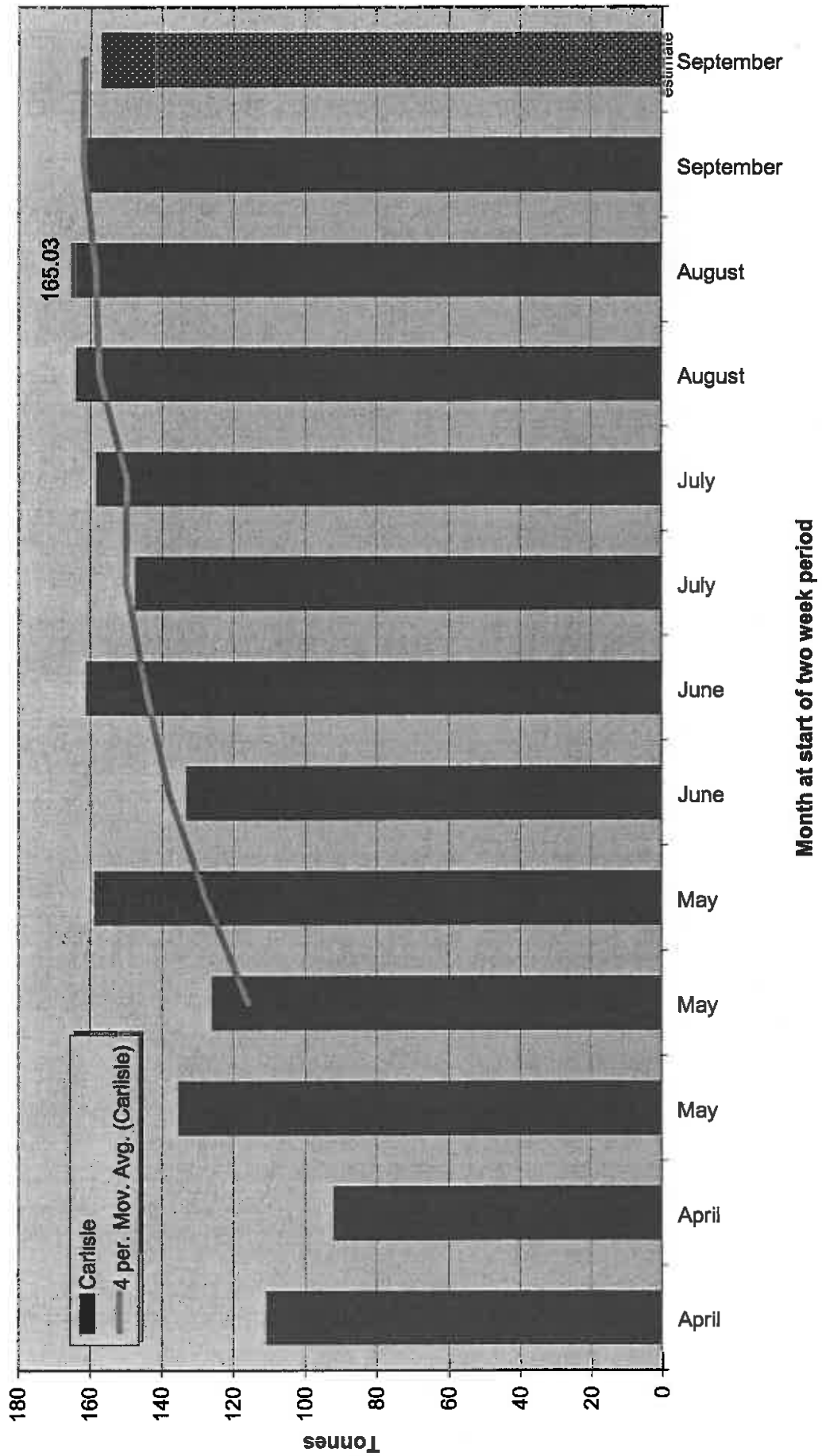
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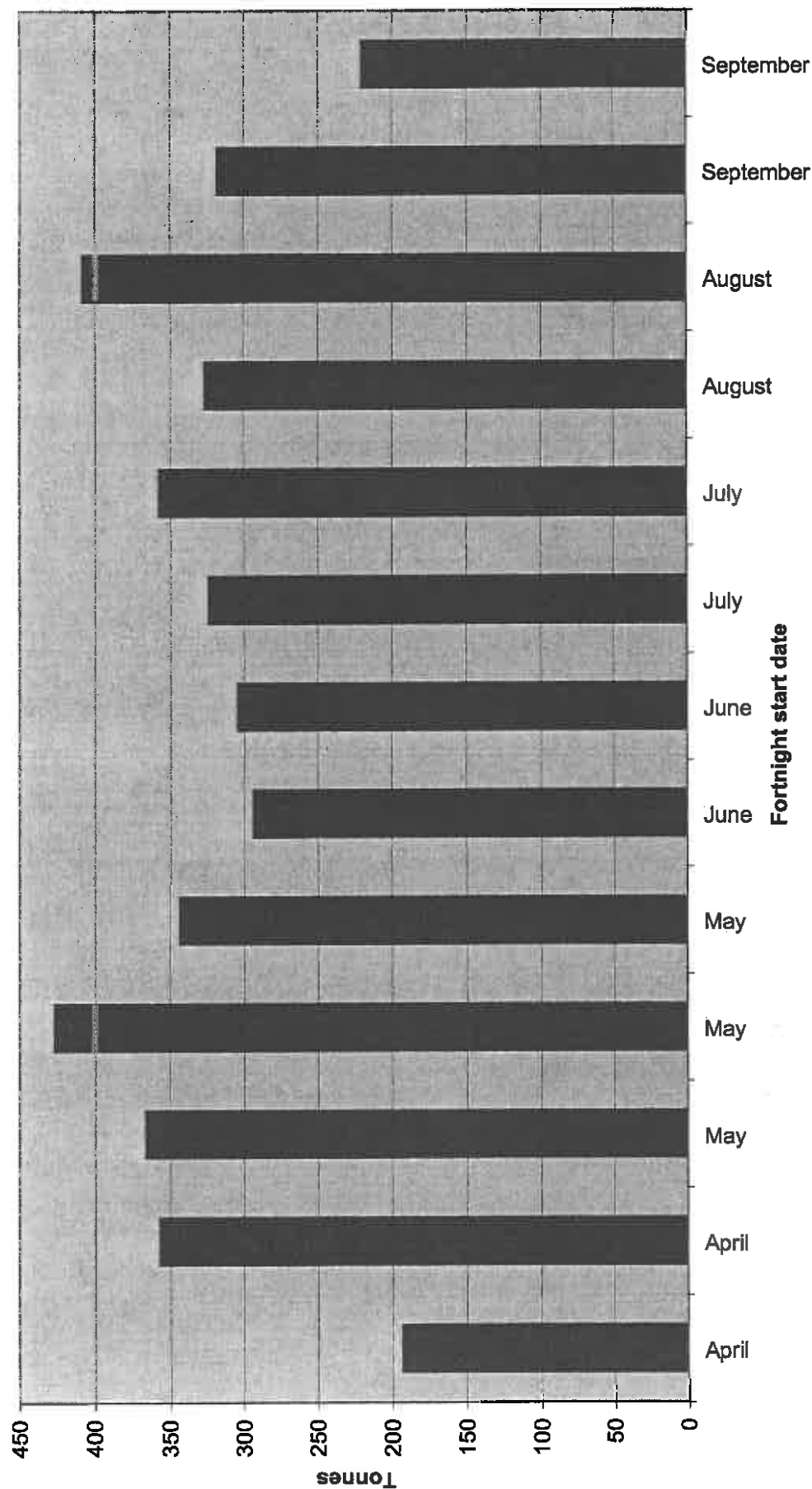
Garden Waste, stage 2 Carlisle collection weights



Dry recyclables tonnages 2 week periods



**Garden waste
Carlisle fortnightly collection weights**



Summary of Financial Implications**1. Revenue Expenditure from 2005/6**

(i) Increased promotion/public awareness	£33,000*
(ii) Collection from existing bring sites	£25,000
(iii) New initiatives (cardboard & plastic)	£25,000
(iv) Expansion of garden waste collection	£70,000*
(v) Pilot for Alternate fortnightly collections (included in (iv))	-
(vi) Continuation of paper collection service	£5,000*
(vii) Increased control of special collections (Dependant upon charges, cost of increased fly tipping etc but would produce saving/ increased income)	to be defined
	£162,000
Less adjustment to existing base budget	(£90,000)
	£72,000

* cost estimates based on joint partnership funding with Eden

2. Capital Expenditure 2005/6

(i) Expansion of garden waste (additional wheeled bins)	£70,000*
(ii) Paper collection service (greenboxes)	£6,000*
	£76,000

• cost estimates based on joint partnership funding with Eden

3. Standstill Position

Revenue Expenditure from 2005/6

(i)	Promotions budget (kerbside scheme annual calendar)	£12,000
(ii)	Collection from existing bring sites	£25,000
(vi)	Construction of paper collection service (without green boxes)	£5,000
		£42,000
	Less adjustment to existing base budget	(£90,000)
	Potential saving	
		£48,000