

# Report to Environment & Economy Overview and Scrutiny Panel

Agenda Item:  
**B.1**

Meeting Date: 8th May 2013  
 Portfolio: Environment and Transport  
 Key Decision: Yes: Recorded in the Notice Ref:KD  
 Within Policy and Budget Framework YES  
 Public / Private Private \* Not for publication by virtue of paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972

Title: MIGRATION OF PURPLE SACKS TO WHEELED BIN REFUSE COLLECTION

Report of: The Director of Local Environment  
 Report Number: LE13/13

**Purpose / Summary:**

This report sets out proposals to change the purple sack service and so minimise the litter currently created by the purple sack collection (often being split open by seagulls other animals, vermin and would be vandals/criminals) so supporting the ‘Clean up Carlisle Campaign’ and significantly improving the quality of the local environment.

**Recommendations:**

That the Panel consider the proposals contained with the Executive Report ‘Migration of Purple Sacks To Wheeled Bin Refuse Collection’ and provide comments for inclusion in the forthcoming Executive report.

**Tracking**

Executive:	31 <sup>st</sup> May 2013
Overview and Scrutiny:	
Council:	16 <sup>th</sup> July 2013

<h1 style="margin: 0;">Report to Executive</h1> <h2 style="margin: 0; color: red;">DRAFT</h2>	<p>Agenda Item:</p>
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Meeting Date: 31st May 2013  
 Portfolio: Environment and Transport  
 Key Decision: Yes: Recorded in the Notice Ref:KD  
 Within Policy and Budget Framework YES  
 Public / Private Public

Title: MIGRATION OF PURPLE SACKS TO WHEELED BIN REFUSE COLLECTION  
 Report of: The Director of Local Environment  
 Report Number: LE 10/13

**Purpose / Summary:**

Improving the quality of the local environment is a corporate priority for the City Council and the Council adopted the “Clean up Carlisle” campaign in 2012. Significant efforts have been taken to improve the quality of street cleansing and keeping the streets clean through investment in new street cleaning machines, new programmes of work and in education and enforcement to prevent littering and dog fouling. Despite these improvements, complaints have continued to be received about litter from torn refuse sacks in areas without a wheeled bin collection.

This report sets out proposals to change the purple sack service and so minimise the litter currently created by the purple sack collection (often being split open by seagulls other animals, vermin and would be vandals/criminals) so supporting the ‘Clean up Carlisle Campaign’ and significantly improving the quality of the local environment.

It is proposed to move, where possible, most of the remaining 5,538 properties on a weekly purple sack refuse collection to wheeled bin fortnightly collection of refuse. Where it is impractical to move residents from a weekly collection, it is proposed to replace disposable purple sacks with reusable polypropylene sacks- ‘Gull sacks’. This is a more labour intensive means of collecting waste so it is preferable to move as many collections as possible to the wheeled bin collections to ensure that the service is as cost effective as possible.

A further benefit expected is that the improved service will increase the levels of recycling in these areas to meet the good performance in other wheeled bin areas, thus reducing the residual waste presented for collection.

**Recommendations:** That Executive consider and recommend to Council to approve the proposals to move the properties currently provided with a weekly purple sack refuse collections to either fortnightly collections of refuse from a wheeled bin or where this method of collection is not possible a weekly collection of refuse contained within a reusable 'Gull Sack'.

That the Executive consider and recommend to Council that the Capital cost of the purchase of additional wheeled bins and gulls sacks are met by the capital receipt from the sale of 2 recycling vehicles released by the early termination of the Eden green waste service as set out in paragraph 2.4 and this item to be added to the Capital programme.

### **Tracking**

Executive:	<b>31<sup>st</sup> May 2013</b>
Overview and Scrutiny:	<b>8<sup>th</sup> May 2013</b>
Council:	<b>16<sup>th</sup> July 2013</b>

## 1. BACKGROUND

1.1 Carlisle City Council operate a fortnightly kerbside refuse collection from wheeled bins however there are currently 5,538 properties in the district on weekly purple sack collections.

One of the Councils key priorities is to ensure that Carlisle is clean and tidy. There is a shared responsibility between the Council and the community to achieve this by being proactive rather than reactive. By providing residents with the means to minimise the litter that can be created by their residual waste it will help to increase pride and respect for neighbourhoods and so improve the quality of the local environment.

The initiative to move properties provided with a purple sack collection to wheeled bin collections will support the “Clean-up Carlisle” campaign also having a positive impact to the ‘Love Where you Live’ Campaign.

A report regarding the negative *impact of seagulls* on the local environment has already been considered by the Environment and Economy Overview and Scrutiny Panel. The proposal to change collections from a purple sack to wheeled bins will prevent damage by seagulls however it is not practical for all properties to have a wheeled bin due to storage or collection issues. Where a wheeled bin collection is impractical it is proposed to instead move to robust reusable ‘Gull Sacks’ which will reduce the opportunity for the gulls to rip the bags open in search of food hence creating the high levels of litter illustrated in the picture at **Appendix 1**.

Some of the negative impacts associated with the existing purple sack collections, are highlighted below;

- Sacks are susceptible to damage causing high level of litter complaints compared to wheeled bin areas creating an avoidable demand on street cleaning services and dissatisfaction with Council services (**Appendix 1**)
- Poorer recycling rates for purple sack properties (**Appendix 2**). Purple sack areas generate extra side-waste and the recycling tonnage, as illustrated, is low as there is less incentive to recycle with a weekly collection;
- High costs and inefficiencies associated with delivering the refuse sacks to properties, and collecting waste on a weekly basis – the cost of the sacks is £34,380 with delivery costs £9864 annually.

- As well as the other issues highlighted, purple sacks are single-use, and therefore not as environmentally sustainable as re-useable receptacles.

## 2.0 FINANCIAL INFORMATION

### 2.1 Current Costs Associated With The Purple Sack Delivery:

- Purchase of purple sacks (supplying 5538 properties purple sacks) is £34,380 per annum
- Resources to deliver of purple sacks is 7 days, 6 times a year at a cost of £7,200 per annum
- Fuel costs of delivering the purple sacks 7 days, 6 times a year (30 litres x 42 days = 2940 litres) at a cost of £2664 per annum

TOTAL COSTS are £44,244

### 2.2 Annual Savings

Purple sacks	£34,380
Labour (delivery of sacks: 42 days)	£7,200
Fuel (delivery of sacks:42 days)	£2,664
<b>TOTAL</b>	<b>£44,244</b>

£24,000 of the savings are required to be retained in the budget to off-set budget pressures on equipment replacements, so avoiding the requirement for additional budget bids, and £5,000 will be required for additional resource to empty the gull sacks, however, £15,244 will be available for transformation savings.

### 2.3 Costs of the service changes

Cost of 240l wheeled bin	£17.90
Cost of Gull sack	£5.00

	Option b) 3,900 bins	Option c) 3,600 bins
<b>Capital Costs</b>		
Cost of wheeled bins	£70,848	£64,440
Cost of Gull sacks	£8,190	£9,690
Cost of 14 Euro bins	£2,857	£2,857
<b>Revenue Costs</b>		
Delivery costs	£2,200	£2,200
Postage	£2,857	£2,857
<b>TOTAL Costs</b>	<b>£88,952</b>	<b>£82,044</b>

## 2.4 Capital funding

The early termination of the green waste contract with Eden Council resulted in the sale of two collection vehicles.

Vehicle 1	£58,000
Vehicle 2	£45,500
<b>TOTAL Capital</b>	<b>£103,500</b>

It is proposed to make a bid for up to £82,000 of the released capital to purchase the required bins and gull sacks so making £10,000 savings available in year 1 and £15,244 from year 2 as opposed to an invest to save approach.

## 3. PROPOSALS

That Executive consider and approve the proposal to move the properties currently provided with a weekly purple sack refuse collections to either fortnightly collections of refuse from a wheeled bin or where this method of collection is not possible a weekly collection of refuse contained within a reusable 'Gull Sack'.

That the Capital cost of the purchase of additional wheeled bins and gulls sacks are met by the capital receipt from the sale of two recycling vehicles released by the early termination of the Eden green waste service as set out in paragraph 2.4 and this item to be added to the Capital programme.

### 3.1 Three options have been considered in relation to purple sacks:

- a) Do nothing and leave the service as it is
- b) Move the maximum possible number of properties, 3,900 properties onto a wheeled bin collection including properties with front street storage and collection of wheeled bins. Therefore 3,900 properties to move to wheeled bins and 1,638 properties to be provided with reusable Gull sacks
- c) Move 3,600 purple sack properties onto wheeled bins and supply the remaining properties including those that could have a wheeled bin with a front street storage and collection with re-useable polypropylene "gull sacks." 3,600 properties to move to wheeled bin collection, 1938 properties to be given reusable Gull sacks

**Option a)** would mean that the Authority continues to run a less efficient service that significantly contributes to the untidiness of the area causing a high level of litter complaints due to littering issues caused by the split bags.

**Option b)** will significantly reduce the littering issues currently caused by the split purple sacks and be consistent with “Clean-up Carlisle,” one of the Councils key initiatives. Some terraced properties proposed for the wheeled bin collection have very little garden space to the front and no side or rear access for a refuse collection vehicle. Those properties will store their wheeled refuse bins at the front of the street which may lead to practical issues for the customer and some visual dis-amenity. It would however provide the maximum number of properties with the incentive to recycle more and would minimise the number of properties on gull sacks so reducing the level of operational handling issues associated with the collection from gull sacks.

**Option c)** will significantly reduce the littering issues currently caused by the split purple sacks and be consistent with “Clean-up Carlisle,” one of the Councils key initiatives (**Appendix 3-** illustrates the effect of this option choice). This option does not include the properties with a front street storage and collection of wheeled bins and so is a good compromise in terms of visual amenity, however it does not minimise the number of properties on Gull sack collections so there will be increased levels of handling issues associated with the collection from the gull sacks.

#### **4. CONSULTATION**

**4.1** The Economy and Environment Overview and Scrutiny panel were consulted on 8<sup>th</sup> May 2013 and made the following comment (**INSERT COMMENT**)

**4.2** Consultation proposed:  
Properties affected by the changes proposals will be consulted.

#### **5. CONCLUSION AND REASONS FOR RECOMMENDATIONS**

**5.1** Operationally, the most effective option is Option b) as this maximises the number of properties on wheeled bin collections which has least handling issues and will provide maximum incentive for recycling as this will be a fortnightly collection

**5.2** Option c) may be more acceptable to the customers who do not have enough room for the wheeled bin but would still contribute to significantly reducing the mess that

can be caused by the current system of waste collection but will not achieve the full benefits operationally as set out in option b

**It is recommended that the Executive choose Option b - Move most purple sack properties onto wheeled bins and supply the remaining properties with re-useable polypropylene “gull sacks.”**

- Would significantly reduce the littering issues currently caused by the split purple sacks and be consistent with “Clean-up Carlisle,” one of the Councils key initiatives;
- Increased levels of recycling in these areas;
- Better for the environment by supplying re-useable containers for waste (Gull Sacks and wheeled bins);
- It is easier to collect a wheeled bin than a purple sack, therefore the welfare and Health and safety of the crews will improve.
- Provision of wheeled bins should reduce instances of identity theft;
- More cost effective and efficient than the current system;
- Contribute to transformation savings

## **6. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES**

- 6.1** One of the Councils key priorities is to ensure that Carlisle is clean and tidy. There is a shared responsibility between the Council and the community to achieve this by being proactive rather than reactive. By providing residents with the means to minimise the litter that can be created by their residual waste it will help to increase pride and respect for neighbourhoods and so improve the quality of the local environment.

The initiative to move existing customers from purple sacks to wheeled bins are consistent with “Clean-up Carlisle,” one of the Councils key initiatives also having a major positive impact to the ‘Love Where you Live’ Campaign .



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**Ext: 7325**

**Appendices  
attached to report:**

**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**

**CORPORATE IMPLICATIONS/RISKS:**

**Chief Executive's -**

**Community Engagement –**

**Economic Development –**

**Governance –**

**Local Environment –**

**Resources** - The proposals to move more households onto wheeled bins and 'gull' sacks and away from the use of purple sacks will improve service efficiencies and allow £44,422 of savings to be made. However, due to other budgetary pressures of £24,000 and additional costs associated with emptying gull sacks for properties where a wheeled bin will not be feasible, mean that the net savings will be £15,244 from year 2 of operating the scheme. There will be additional capital costs of £82,000 for the purchase of new wheeled bins and gull sacks and it is proposed that rather than using an invest to save approach, that the 'windfall' capital receipts received from the sale of the vehicles previously used on the Eden green waste contract be utilised for these purchases. These vehicles raised £103,500 and these receipts would normally have been added to the usable capital receipts balance. If approved to be used to purchase this new equipment £21,500 will be added to usable capital receipts.

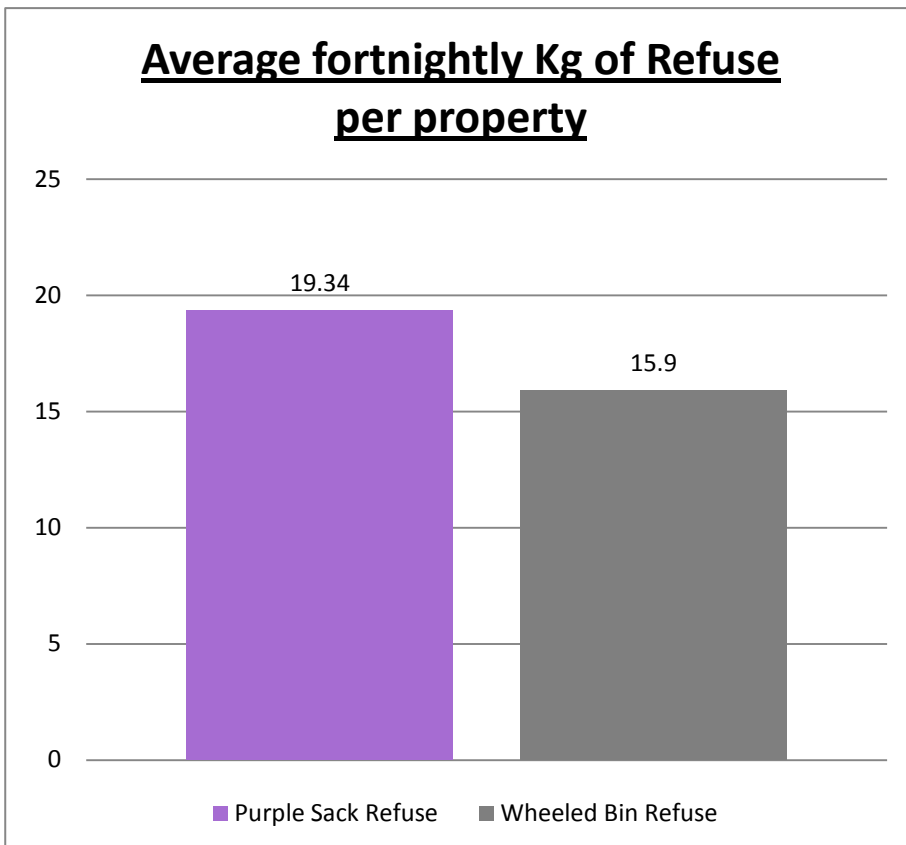
Littering Resulting from Purple Sack Collections



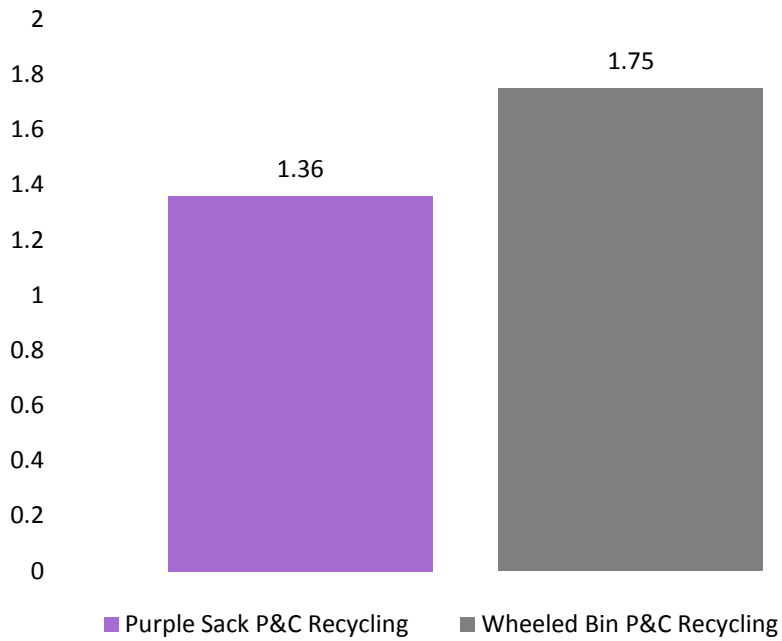


**Appendix 2**

**Recycling Rates for Purple Sack Properties**



## Average fortnightly Kg of Plastic and Card per property



### Appendix 3

#### Example of Terraced Properties on Wheeled Bin Collections

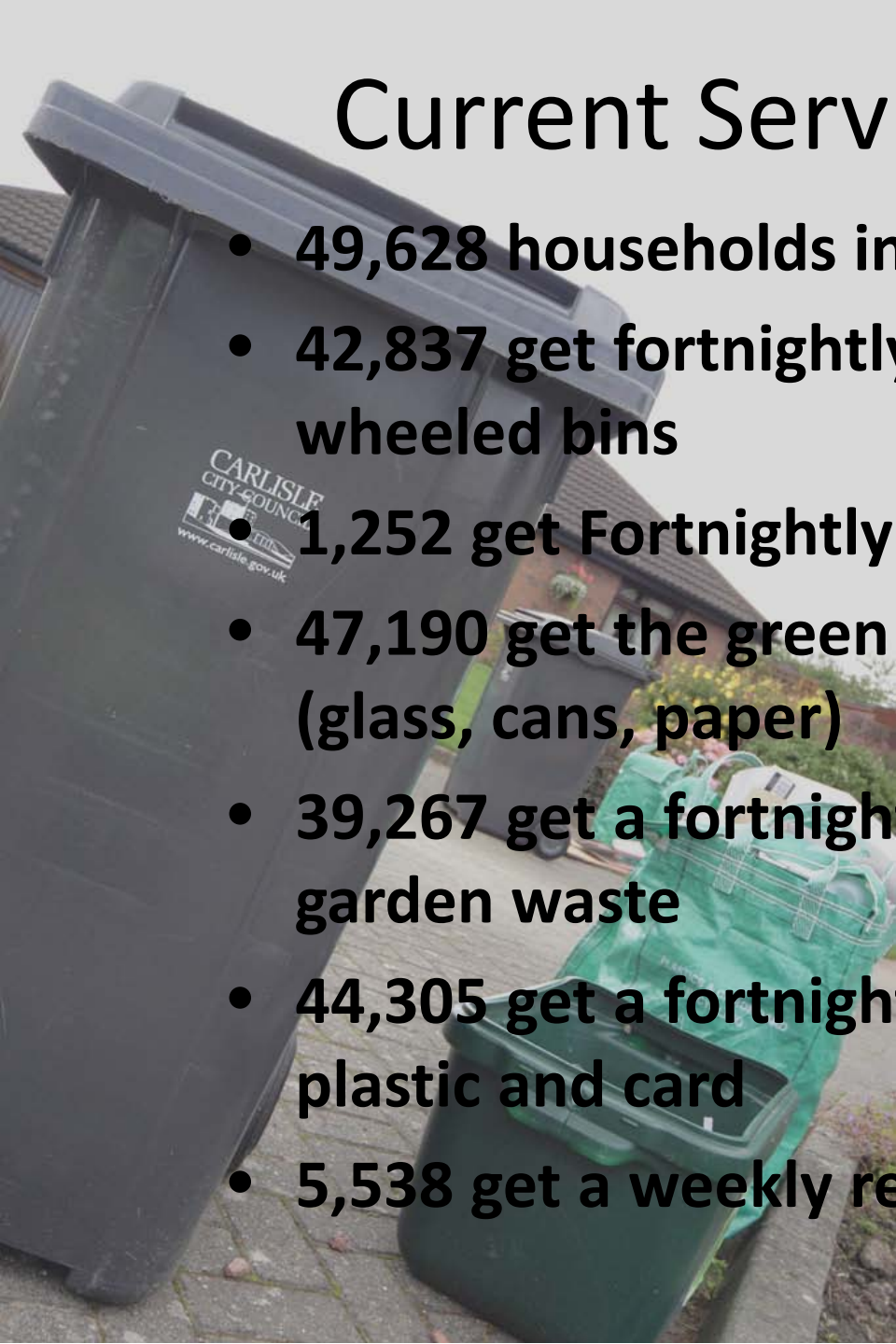


# Purple Sack Collection Review



# Current Service Provision

- 49,628 households in Carlisle District
- 42,837 get fortnightly refuse collections in wheeled bins
- 1,252 get Fortnightly refuse collections in Euro bins
- 47,190 get the green box collection fortnightly (glass, cans, paper)
- 39,267 get a fortnightly green bin collection of garden waste
- 44,305 get a fortnightly green bag collection of plastic and card
- 5,538 get a weekly refuse collection in purple sacks



# Purple Sack Collection

- The alternate week collections were rolled out with a broad brush approach was taken to identify properties that could not have a wheeled bin collection
  - More than 7,000 originally but some have been moved incrementally onto bins
  - All purple sack collections get a recycling box and green sack collection of dry recyclables
  - Recycling tonnage is lower in purple sack areas

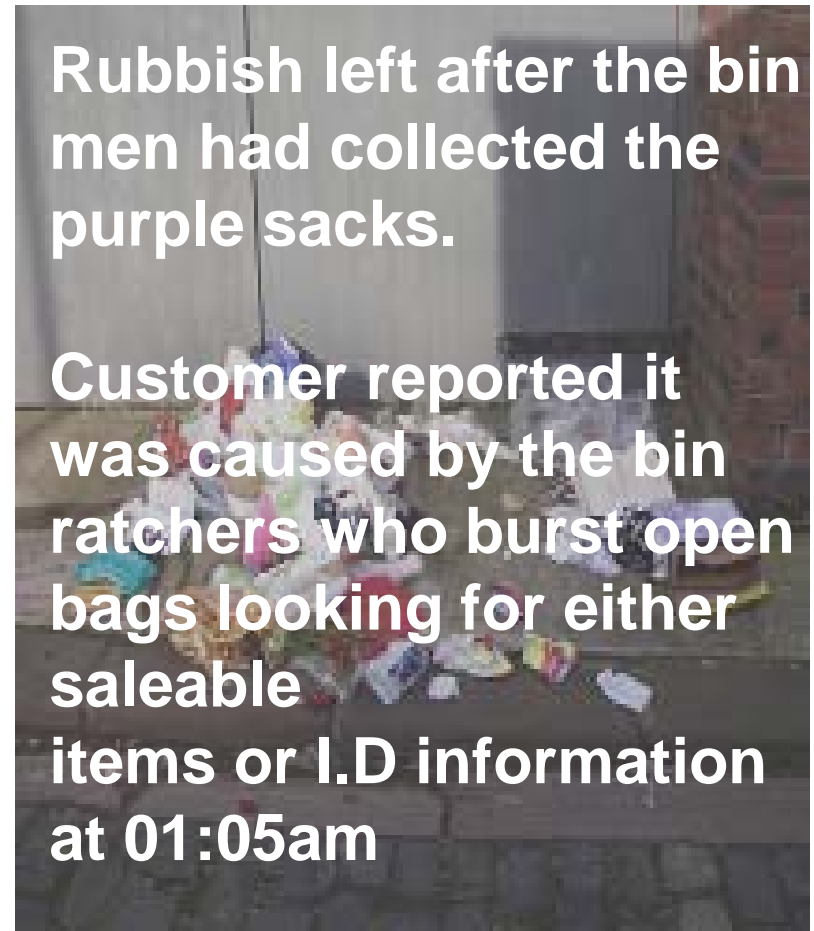


# Problems with Purple Sack Collections

- The sacks are not robust and get ripped open by cats, gulls and are open to abuse by “bin ratchers”
- Cause high levels of litter complaints compared to wheeled bin areas
- The purple sacks are disposable, better to have a reusable container
- Lots of extra side waste is put out and recycling tonnage is low (less incentive to recycle)
- The purple sacks are expensive to supply and deliver
  - £35K for the sacks and £20K to deliver

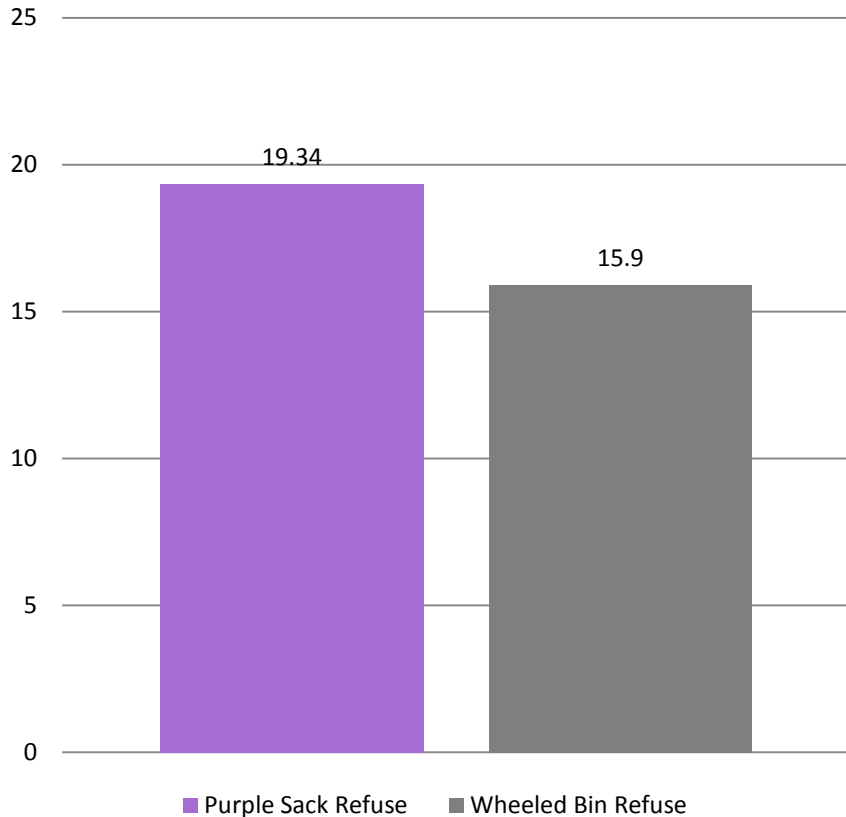


# Problems with Purple Sacks

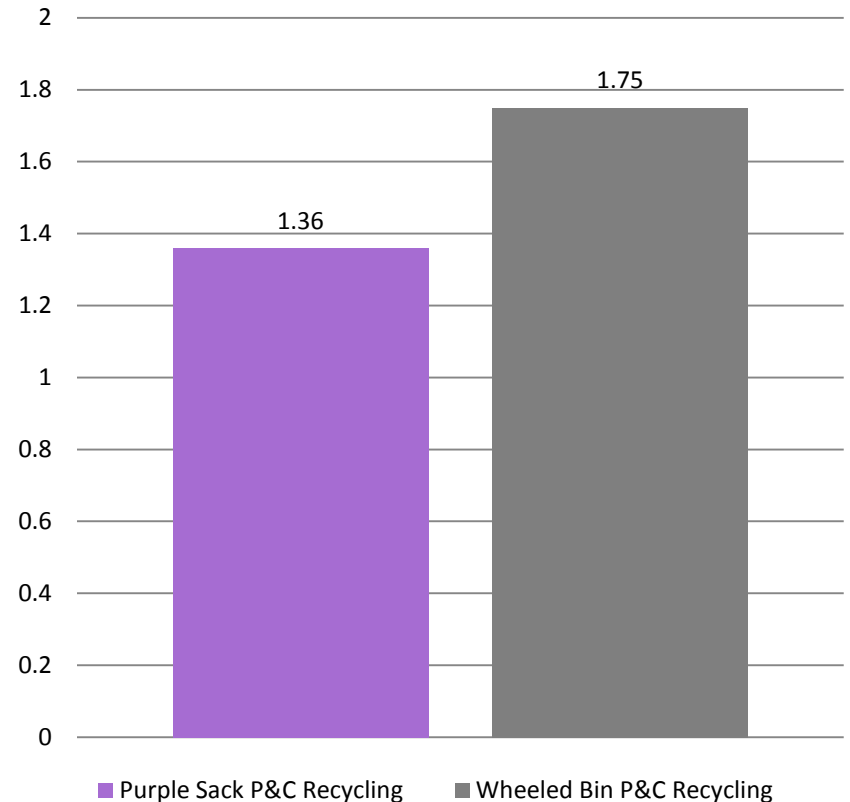


# Recycling Performance

**Average fortnightly Kg of Refuse per property**



**Average fortnightly Kg of Plastic and Card per property**



# Review of the Purple Sack Service

- The growing complaints and Clean Up Carlisle campaign has highlighted the need to reduce the number of properties on sack collections
- How did we do it?
  - Carried out site assessment of 5,538 properties to consider the following aspects;
    - Vehicle Access
    - Storage available for the bin
    - Any access issues with presenting the bin for collection
    - Improvement to the local amenity (clean it up)

# Identified Two Options



Move 4,000 properties onto wheeled bin collections (Shown grey on the maps)

Provide a re-usable sack for the remaining sack collections (Shown purple on the maps)









**Botcherby Ward**

Grey - Moving onto Bins  
 Purple - Remaining on Sacks  
 Blue - Recycling Site

Scale: 1:4,722 Date: 5/02/2013

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**Civic Centre**  
**Rickergate**  
**Carlisle**  
**CA3 8QG**





**Upperby and Harraby Ward**

Scale: 1:4,879 Date: 5/02/2013

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Grey - Moving onto Bins  
 Purple - Remaining on Sacks  
 Blue - Recycling Site



**Civic Centre  
 Rickergate  
 Carlisle  
 CA3 8QG**



Scale: 1:3,399 Date: 5/02/2013

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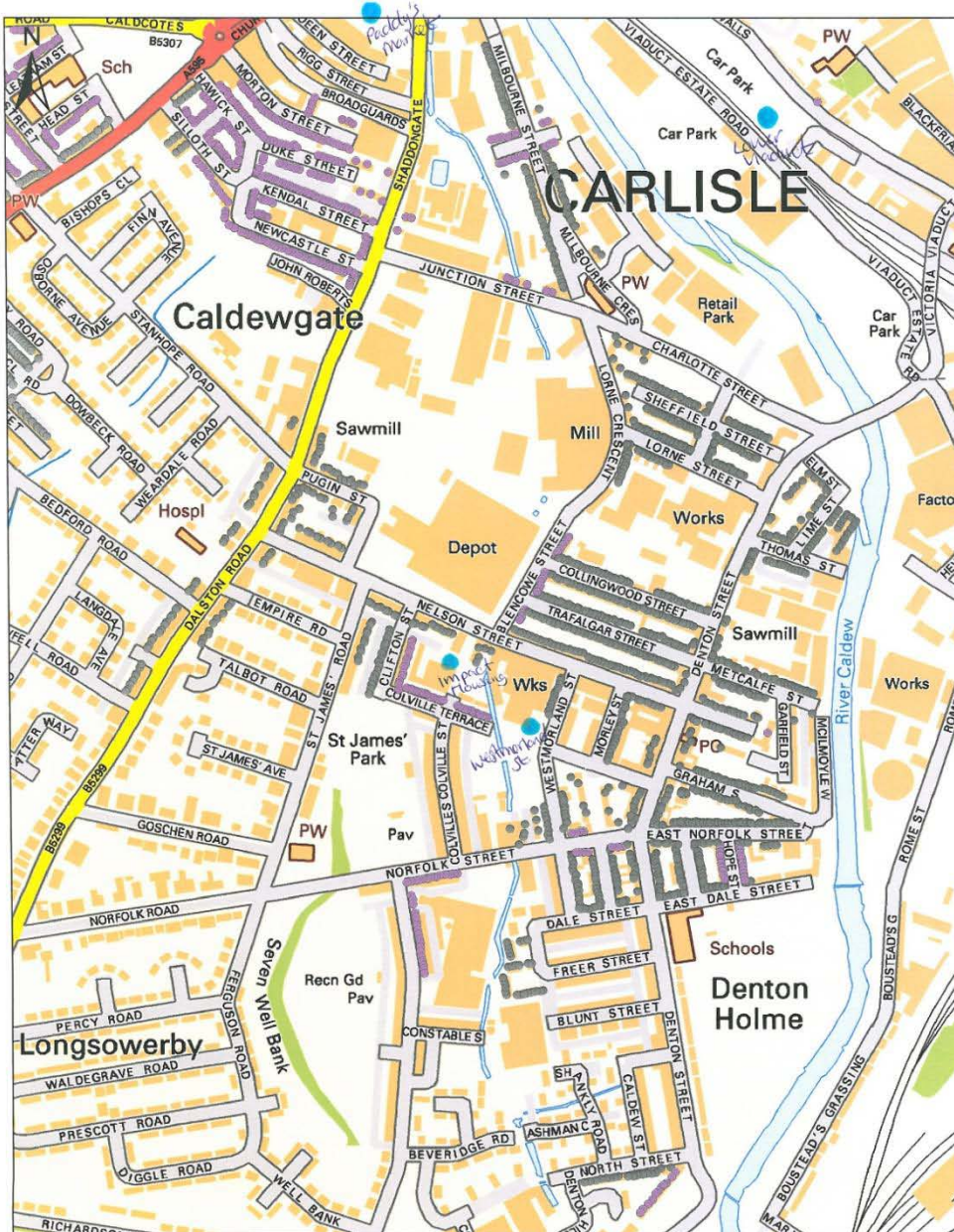
### Currock Ward

Grey - Moving onto Bins  
 Purple - Remaining on Sacks  
 Blue - Recycling Site



**Civic Centre  
 Rickergate  
 Carlisle  
 CA3 8QG**





**Denton Holme Ward**

- Grey - Moving onto Bins
- Purple - Remaining on Sacks
- Blue - Recycling Site

Scale: 1:3,851 Date: 5/02/2013

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**Civic Centre  
Rickergate  
Carlisle  
CA3 8QG**



Belle Vue and Yewdale Ward

Scale: 1:2,901 Date: 5/02/2013

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Grey - Moving onto Bins  
 Purple - Remaining on Sacks  
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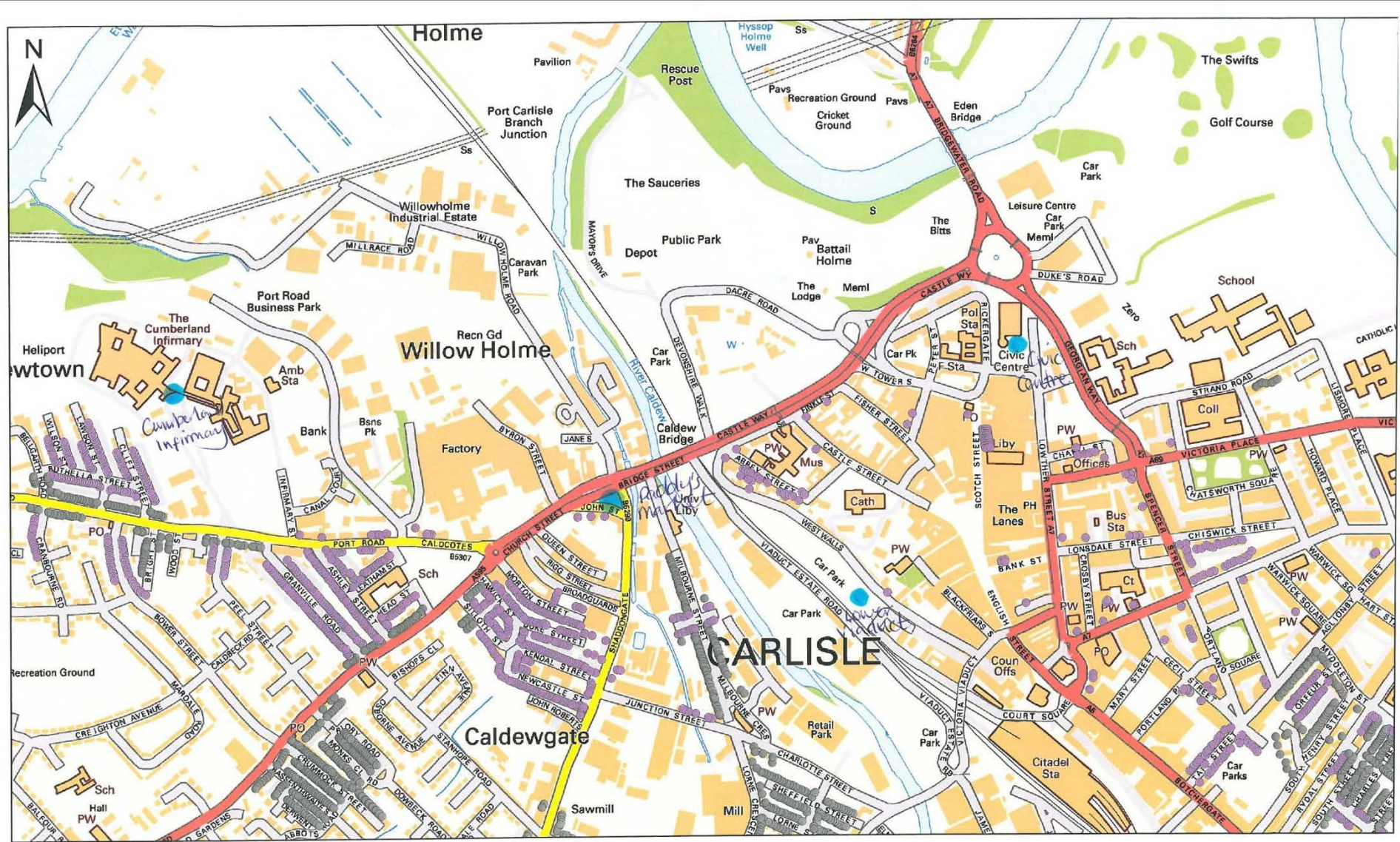
CARLISLE  
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Civic Centre  
 Rickergate  
 Carlisle  
 CA3 8QG





### Castle Ward

- Grey - Moving onto bins
- Purple - Remaining on Purple Sacks
- Blue - Recycling Site



**Civic Centre  
Rickergate  
Carlisle  
CA3 8QG**

Scale: 1:5,941 Date: 5/02/2013

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**Belah and Stanwix Urban Ward**

Scale: 1:6,747 Date: 5/02/2013

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- Grey - Moving onto Bins
- Purple - Remaining on Sacks
- Blue - Recycling Site



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# Next Steps

- Project documentation and business case with clear costs and benefits
- Executive Report seeking approval for public consultation
- Undertake the consultation with effected households on the 2 options proposed
- Undertake a pilot of the gull sacks during breeding season
- Consult Overview and Scrutiny Panel
- Evaluate findings
- Bring back to the Executive for a formal decision

# Implementation

- Capital bid (invest to save) Cost of sacks and bins
- Aim for a September/ October 2013 implementation of the wheeled bin changes
- Followed by the implementation of the new gull sacks
- Project planning to address new calendars, new rounds, equipment, deliveries etc