

Report to Environment and Economy Overview and Scrutiny Panel

Agenda Item:
A.4

Meeting Date: 27th November 2014
 Portfolio: Environment and Transport
 Key Decision: No
 Within Policy and Budget Framework: Yes
 Public / Private: Public

Title: WASTE AND RECYCLING
 Report of: The Director of Local Environment
 Report Number: LE24/14

Purpose / Summary:

To review the various recent service changes and improvement in waste services and to update members on progress towards implementing the recommendations made by the recent task and finish on recycling undertaken by the Environment and Economy Overview and Scrutiny.

Recommendations:

That members receive the report and comment on progress.

Tracking

Executive:	
Overview and Scrutiny:	
Council:	

1. BACKGROUND

1.1 The last 12 months has been a period of development and improvement in Neighbourhood Services and has seen a number of changes in the way services are provided. In addition, Economy and Environment Overview and Scrutiny Panel undertook a review of the Council's recycling service. It is timely that Scrutiny are updated of the outcome of the service changes and of progress with implementing the recommendations of their review.

1.2 Waste Services Performance Indicators:

Performance of Neighbourhood Services in terms of waste collected is shown at table 1, for the first six month of 2014 when compared to the same period of the previous year. Performance is showing a slight improvement, indicating that the work to promote recycling is starting to make an impact.

Table 1

Apr to Sep	<u>2013</u>		<u>2014</u>	
	Including 3 rd party	Excluding 3 rd party	Including 3 rd party	Excluding 3 rd party
Total Household Waste	23,217	22,788	23,196	22,989
Total Household Waste sent for Recycling, Reuse and Composting	11,230	10,906	11,304	11,097
NI 192 - % Household Waste sent for Recycling, Reuse and Composting	48.4%	47.9%	48.7%	48.3%
NI 191 – Kg Residual Waste per household	239kg		237kg	

2. SERVICE IMPROVEMENTS/CHANGES

2.1 Bring Site Review

Responsibility for Bring sites was brought in-house to the City Council in April 2014. Tonnage and performance across the bring sites had been falling over a number of years. This indicated over capacity in the number of bring sites as the service collected from 170 sites whereas the average of other council's in Cumbria is around 50. An evaluation was undertaken and 70 (40%) of the poorest performing sites were removed whilst ensuring that provision in rural areas was maintained to ensure that resident that do not receive a kerbside recycling collection have somewhere nearby to take their recycling.

The transfer was smooth and ensured continuity of service. The staff undertaking the bring site work transferred from the contractor to Carlisle City Council and this helped to ensure that the service was uninterrupted.

Collections are being monitored and reviewed on a weekly basis to ensure they are as efficient as possible. Whilst, there has been a 40% reduction in the number of sites, the overall tonnage has decreased by only 12.5%. The majority of the reduction relates to cardboard; Glass and Paper have increased, plastic has remained the same, and cans have decreased slightly. Textiles and Tetrapak are not included in the in-house service which contributes to 1% of the decrease. A graph is attached at Appendix 'A' which illustrates a six month comparison for April to September 2014 when compared to the previous year.

The transfer has achieved savings in revenue and improvements in income as previously the only income was from Recycling Credits from the County Council, but now income from sale of materials is also received. The difference in costs and income are shown in table 2 below;

Table 2

Bring Sites Costs	2013/14		2014/15		
	Base Budget	Actual	Base Budget	Budget to Period 7	Actual to Period 7
Expenditure					
Agency Fees to CumbriaWaste Recycling	246,500	238,274			
Employee Costs			70,000	41,442	41,488
Vehicle Costs			42,900	24,552	16,737
Supplies & Services			1,500	1,085	1,378
Accom & Support Charges			30,100	17,565	17,558
	246,500	238,274	144,500	84,644	77,161
Income					
Bring Sites Credits Cumbria County Council	(192,000)	(128,398)			
Bring Sites Credits Cumbria County Council			(121,000)	(70,459)	(63,132)
Sale of Recyclates			(60,000)	(35,010)	(39,014)
	(192,000)	(128,398)	(181,000)	(105,469)	(102,146)
Capital Cost - Depreciation					
			34,700	34,700	34,617.80
	0	0	34,700	34,700	34,618
Total Net Cost/(Surplus)	54,500	109,876	(1,800)	13,875	9,632

Bringing the bring site service back in-house has addressed the budget pressure on unachieved income from falling performance, improved confidence in the service, reduced costs, improved income, minimised contamination, and reduced complaints.

2.2 Gull Sacks

Carlisle was experiencing problems with seagulls and cats ripping the purple sacks used to collect refuse from properties unable to use a wheeled bin. This caused high levels of litter on the streets and encouraged the presence of seagulls. Various measures were taken to reduce the level of seagulls with limited success so it was agreed that to address the problem, the council would need to prevent seagulls accessing a ready food source from the purple sacks. The Council therefore decided to transfer as many of the 5,600 properties onto bins or euro bins (if flats) and introduce gull-proof sacks to the remaining properties who were unable to have a bin.

The new gull sacks are working well. There were initial problems with some householders placing out black sacks and not placing them into their gull sack and some householder putting loose waste or multiple carrier bags directly into the gull sacks. The waste team have been out with the crews and targeted those not using the sacks or not using them correctly which has dramatically reduced problems and loose waste is no longer a problem. Smaller seagull sacks have been ordered for residents who request them.

The overall aim of moving properties on purple sack collections to gull sack or wheeled bin has successfully reduced levels of litter so improving cleanliness of streets, reduced complaints about seagulls and has achieved this within existing budgets. A report with further information is attached at Appendix B.

2.3 Waste policy framework

The Overview and Scrutiny task and finish group on recycling made a number of recommendations to improve customer experience and to ensure a consistent service delivery. In response to the report, supervision and monitoring has improved including monitoring of in house services and the green box contract performance with regard to return of equipment to reduce lost containers.

Work is now planned to train all staff involved with service delivery including staff from the Contact Centre and collection crews on existing procedures and policies on how the service is delivered. This will enable more consistent application of the service to all residents. The training will be undertaken throughout December and will complete early in the New Year.

The remaining recommendations regarding the future delivery of the service will be taken into account as part of the Re-thinking Waste Project.

2.4 Green Box Tender

The current arrangements for collecting the green box recycling of glass, cans and paper comes to an end in June 2015, and does not provide the option to extend. This being the case, and in view of the value of the contract, the procurement rules do not permit us to simply extend the current arrangements. A full procurement exercise was required.

Work has been completed on the tender documentation and the green box service currently out for tender on The Official Journal of the European Union (The OJEU).

The closing date for submissions for this tender is 5th December 2014, after which the evaluation process will begin.

The contract period has been advertised for 12 months with the option to extend for a further 12 months. This additional time will allow the council the opportunity to look into the options and issues for the long term delivery of the service.

3. CONSULTATION

3.1 There is ongoing consultation with the public over their views on the service.

4. CONCLUSION AND REASONS FOR RECOMMENDATIONS

4.1 Members are recommended to note progress.

5. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES

5.1 One of the Carlisle Plan priorities is to 'Deliver the Cleaning Up Carlisle programme building a sustainable and better local environment.'

Contact Officer: Angela Culleton

Ext: 7325

Appendices attached to report: Appendix A – Six-monthly Tonnage comparison Graph
Appendix B – Gull Sack 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 -

Deputy Chief Executive –

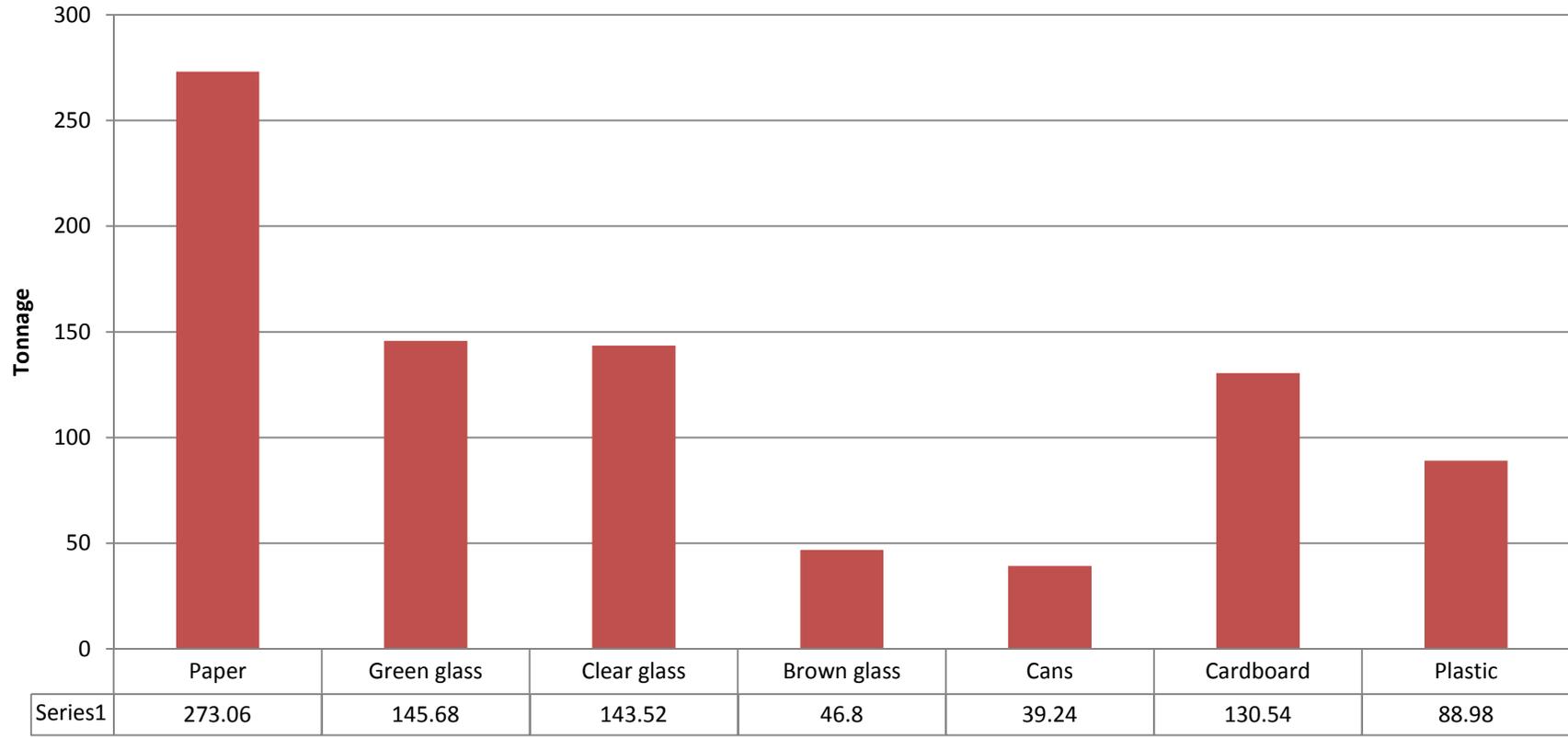
Economic Development –

Governance –

Local Environment –

Resources –

Actual Bring Site Tonnages 2014/2015 (40% less sites than 13/14 and no textiles or tetrapak either)



Type of Waste Collected

TRANSITION FROM PURPLE SACKS TO GULL PROOF SACKS

Summary: Carlisle City Council adopted the “Clean up Carlisle” campaign in 2012. Since then there has been significant efforts to improve the quality of street cleansing, reducing litter and keeping the streets clean.

Issues: Purple sacks were often being split open by seagulls, vermin and would be vandals/criminals resulting in the contents being strewn across the streets contributing to the a high level of litter and customer dissatisfaction. The litter also created an avoidable demand on our street cleaning services.

Total costs of purchasing purple sacks, resources to deliver and fuel purchase were £44,244 per annum.

Purple sacks are single-use, and therefore not as environmentally sustainable as re-useable containers.

Proposal: The report set out proposals to change the disposable purple sack service to either a grey wheeled bin or reusable seagull proof sack collection to minimise the litter which was being created.

The seagull proof sack is a more labour intensive means of collecting waste so where possible as many collections were moved on to the wheeled bin collection to ensure that the service was as cost effective as possible.

A further benefit expected was that the improved service would increase the levels of recycling in those areas.

Consultation: A consultation process took place between the 3rd and 28th of May 2013 to obtain residents thoughts on introducing the Gull- proof sack. The new Gull-proof sacks had already proven to be a secure and effective way to collect non-recyclable household refuse waste and helped to reduce the amount of litter in other Counties. The Gull-proof sacks are foldable, reusable and easy to store after collection. Weekly collections continued for households with a Gull-proof sack.

Letters were sent to approximately 6,000 affected properties with consultation responses requested by the 28 May 2013.

Results of consultation:

Responses received to the consultation			
1841 Householders responded	Negative	Positive	Neutral
Breakdown of response =	590	780	471

In total, 1,841 householders responded to the consultation, resulting in a 30.58% response rate. When comments were provided within the responses, more than 500 follow up site visits were undertaken in the areas where issues were raised. The findings of the site visits helped determine what waste service was most appropriate to the needs of the householder.

Recommendations: 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

A report regarding the negative *impact of seagulls* on the local environment had 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 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.

Financial Information:

Cost of the Purple Sack Delivery (per annum):

Item	Amount/Charge	Total Cost
Purchase of purple sacks	5538 properties	£34,380 per annum (more than our available budget)
Resources to deliver purple sacks	7 days, 6 times a year	£7,200 per annum
Fuel costs of delivering the purple sacks	7 days, 6 times a year (30 litres x 42 days = 2940 litres)	£2664 per annum

Total Costs are £44,244 per annum

The £34,380 for the purchase of the purple sacks was a budget pressure as this was not allocated in the budget.

One off cost of Gull-proof sacks and wheelie bins:

Item	Amount/Charge	Total Cost
Initial purchase of Gull sacks for fortnightly collections	290 @ £5.10	£1,479.00
Initial main roll out of Gull sacks	5030 @ £4.75	£23,892.50
Initial purchase of wheelie bins	2630 @ £18	£47,340

Total Costs are £72,711.50 one off

Approximately 1,000 additional gull sacks were ordered to cover for waste audits and replacements.

Further costs of Gull-proof sacks:

Item	Amount/Charge	Total Cost
Purchase of smaller Gull sacks 90 Litre	500 @ £4.55	£2,275.00

Total Costs are £2275.00 one off

Annual costs of the Gull-proof sacks:

Item	Amount/Charge	Total Cost
Replacement stock of standard Gull sacks (10%)	400 @ £4.75	£1,900
Replacement stock of 240l wheelie bins (5%)	140 @ £18	£2,520

Total Cost (per annum) is £4,420 (+ delivery cost if not collected)

The current situation: As of the 28/10/14, 3766 properties have now been transferred onto the Gull-proof sacks and purple sacks are no longer provided to those properties. Assisted collections are still in place for elderly or disabled residents who need help putting their Gull-proof sack out for collection.

It was found that the introduction of gull-proof sacks has significantly reduced the litter on our streets however there is still some reluctance from certain householders.

During the summer months, areas not using their gull-proof sacks were targeted with education and support which included Botchergate East, Denton Holme and the City Centre. These properties or properties with side waste received educational cards through their door. If residents did not respond, they were then issued a 'warning card' advising that repeated non compliance could result in enforcement action. To date no enforcement action has taken place proving the method is working and residents are taking pride in their community.

The collection crews were instructed not to take side waste as it does not encourage people to recycle or dispose of their waste correctly.

Container Collection Service for Residents: Stock of various waste and recycling containers were introduced into our contact centre during July 2014. Residents who are willing and do not wish to wait standard delivery period could visit, pay and collect at the Civic Centre. This offered us a faster turn around time from order to delivery/collection and reduced delivery costs.

Contact Centre collection Table

	Greenbag	Gullsack	Whitebag	Greenbox
Offered from:	July 2014	July 2014	July 2014	Oct 2014
Requests	1678	274	33	1309
Delivered	1380	242	33	1205
Collected	249	24	0	5

Testimonials from our Street Cleaning and Waste Operative Crews:

Street Cleaning operative 28/10/2014

“Areas are much cleaner, it’s much better for me as there is less litter since the black gull sacks were introduced.”

Waste collection operative 28/10/2014

“The Gull sacks can add time to my round because some residents insist on tying the handles in knots so it is difficult to access the Gull sack wearing gloves. The streets are a lot cleaner than they were before when people used purple sacks.”

Change in containers/listening to residents: 500 smaller (90 Litres) Gull-proof sacks have been ordered to help our elderly and disabled residents and those who don’t have much waste to dispose of.

Residents may bring their larger (160 Litres) Gull-proof sacks to the Civic Centre in exchange for a smaller (90 Litres) Gull sack. It is hoped that the larger, returned Gull-proof sacks could be cleaned and re-used

Conclusion: The new service is more cost effective and efficient than purple sacks and better for the environment as it uses re-useable containers for the waste (Gull Sacks and wheeled bins);