



# REPORT TO EXECUTIVE

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## PORTFOLIO AREA: INFRASTRUCTURE & ENVIRONMENT

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Date of Meeting: 19<sup>th</sup> November 2007

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Public/Private\* Public

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Key Decision: Yes

Recorded in Forward Plan: Yes

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### Inside Policy Framework

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**Title:** Review of Carlisle City Council's new arrangements for the collection of household waste in Carlisle

**Report of:** Director of Community Services

**Report reference:** CS 87/07

**Summary:** The report reviews the Council's new refuse and recycling service, which was implemented between March and June 2007.

### Recommendations:

It is RECOMMENDED that:-

The Executive considers the outcomes and proposals from this review and refers the report to the Infrastructure O/S Committee meeting on the 29 November.

**Contact Officer:** Mike Gardner

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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**

The attached report (titled 'The first six monthly review of Carlisle City Council's new arrangements for the collection of household waste in Carlisle – September 2007), has been produced to provide an objective assessment of the new service for Members.

The review is divided into four sections. Section 1 (Why change? Aims and objectives of the new service) provides an overview of the new arrangements for the collection of household waste in Carlisle. The key elements of the new service are detailed. Section 2 (Outputs and outcomes) provides an objective assessment of what the new service has delivered. Where possible, the outputs and outcomes of the new service are quantified allowing the new service to be compared with (i) the service prior to the changes being implemented, (ii) the targets set for the new service in the Feasibility Study (presented to Members in June 2006) and (iii) other authorities. Section 3 discusses the key issues that have emerged in relation to the new service. Section 4 presents the key conclusions that can be drawn from the assessment and makes a number of recommendations that Members are asked to consider.

## **2. CONSULTATION**

- 2.1 Consultation to Date: The Assessment has been produced for Members of the Council.
- 2.2 Consultation proposed - Infrastructure O/S Committee.

## **3. RECOMMENDATIONS**

It is RECOMMENDED that:-

The Executive considers the outcomes and proposals from this review and refers the report to the Infrastructure O/S Committee meeting on the 29 November.

## **4. REASONS FOR RECOMMENDATIONS**

The reasons for the recommendations are fully detailed in the attached review.

## 5. IMPLICATIONS

- Staffing/Resources – The resource implications of the recommendations are summarised in paragraph 20 of the attached review. More specifically, the resource implications are detailed as follows:

Re: Greenbox scheme - see paragraphs 3.2.2 and 8.6.2/3;

Re: Kerbside Plastic & Cardboard – see paragraphs 3.2.3 and 9.6.1 and 9.6.3;

Re: Enforcement – see paragraphs 3.2.7 and 15.3;

The staffing implications of the Assessment are fully detailed as follows:

Re: Kerbside Plastic & Cardboard – 1 additional driver plus 1 additional loader is required;

Re: Enforcement - £40,000 for a 2 year fixed term post to strengthen the enforcement function as detailed in paragraph 3.2.7 and 15.3.

- Financial – The recommendations concerning the Greenbox and the Plastic and Cardboard are estimated to cost £30k and £37k per annum respectively. It is stated in the report that these will be met by the County Council in 2008/09, there is no certainty that they will fund this in the future however. If the Council commits to contracts which extend into 2009/10 and beyond there is the potential for this cost of £67k per annum to add to the current budget pressures.

This scheme was initially thought to be able to deliver £69k of efficiency savings per annum. As these have not been achieved £69k is included as a recurring revenue budget pressure in this years budget process reports.

Should the charge for bulky household waste collection be introduced there is the potential to recover most of the costs above. If this avenue is to be pursued it will need to be included in the Charges Review for this Directorate being considered by the Executive 28 November 2007.

The additional £40k cost of Enforcement is stated to be non-recurring and to be either funded from 2008/09 Waste Performance and Efficiency Grant (WPEG) or the income generated from charges for bulky household waste collection. Action required regarding the latter has been mentioned. The WPEG is to be provided as part of the Revenue Support Grant settlement. If this is to be used then a budget bid needs to be added to the non-recurring revenue budget

pressure items. Should any conditions be attached to that element the Authority will have to ensure the grant conditions are met.

The report makes reference to the use of a vehicle (PC4) which is currently procured through contract hire. Should the continuation of this area of service be approved as recommended, a review of the most optimal method of procuring the vehicle should be carried out. This may result in revenue or capital implications. The £37k deficit stated in the report is if the existing procurement arrangements continue and could therefore be considered as worst case. All costs of vehicles needed for the service are incorporated to the summary budget implications set out on page 48.

- Legal – The ‘extension’ of the Council’s Greenbox contract may have procurement implications requiring compliance with the Public Contracts Regulations 2006. The original contract with the service provider does not make provision for an extension, therefore, any additional services required will be subject to formal tendering procedures.
- Corporate – The report outlines in some detail the progress made towards the Council’s Cleaner, Greener, Safer priority of managing waste and recycling
- Risk Management – A summary of the key risks is provided in paragraph 19.
- Equality Issues – The refuse collection service is provided to all householders. Every effort has been made to provide a kerbside recycling to as many households as is practicable within existing resources. This issue specific to the various kerbside recycling services is more fully explored in paragraphs 5.2.
- Environmental – The environmental implications of the Assessment are fully detailed in paragraph 6.7.
- Crime and Disorder – None
- Impact on Customers – The Council’s household waste collection service is seen by customers as a key service delivered by the Council. The issues relating to customers are explored in the review, in particular in paragraphs 6.9 and 17 and in Appendix 5 and 6.

**The first six monthly review of Carlisle City Council's  
new arrangements for the collection of  
Household Waste in Carlisle – October 2007.**

**30<sup>th</sup> October 2007**

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## **1. Introduction:**

The following report assesses Carlisle City Council's new refuse and recycling service which was implemented between March and June 2007.

## **2. Scope of report:**

The report is divided into four sections. Section 1 (Why change? Aims and objectives of the new service) provides an overview of the new arrangements for the collection of household waste in Carlisle. The key elements of the new service are detailed. Section 2 (Outputs and outcomes) provides an objective assessment of what the new service has delivered. Where possible, the outputs and outcomes of the new service are quantified allowing the new service to be compared with (i) the service prior to the changes being implemented, (ii) the targets set for the new service in the Feasibility Study (presented to Members in June 2006) and (iii) other authorities. Section 3 discusses the key issues that have emerged in relation to the new service. Section 4 presents the conclusions that can be drawn from the assessment and makes a number of recommendations that Members are asked to consider.

## **3. Key conclusions and recommendations:**

### **3.1 Key conclusions**

- 3.1.1 The new service was implemented as scheduled between March and June 2007. The scale of the challenge was immense. Over 45,000 wheeled bins were delivered along with 3,500 Greenboxes and 60,000 Green bags. New collection rounds were implemented, property specific information was sent to all 48,000 households in Carlisle and a new collection regime was introduced.
- 3.1.2 The aims and objectives set in the Feasibility Study have been exceeded. The amount of household waste sent to landfill has been reduced by 28% and the amount of household waste recycled exceeds 50% for the first time. The total amount of household waste collected (both landfilled and recycled) by the Council and the County Council (from its Rome Street HWRC) has decreased by 8.75%.

## **3.2 Recommendations**

### **3.2.1 Re: The collection of refuse via 'purple sacks':**

It is recommended that, where appropriate, the 'front of property' weekly purple sack collection is extended to include other appropriate households.

### **3.2.2 Re: The Greenbox scheme:**

It is recommended that, subject to agreement of acceptable terms with the existing contractor Cumbria Waste Recycling, Members accept the principals of Option 2/3 as detailed in paragraph 8.6.2/3. It should be noted that any extension to the existing joint Greenbox contract would also require the agreement of Eden District Council.

The additional revenue cost of accepting options 2/3 is a maximum of £30,000 p.a. The additional revenue cost in 08/09 will be funded by the Cumbria Strategic Waste Partnership.

### **3.2.3 Re: The kerbside collection of Plastic and Cardboard:**

It is recommended that Members accept a combination of Option 1 and Option 3 as detailed in paragraphs 9.6.1 and 9.6.3 respectively: - consolidate the provision of PC4 and extend the provision of plastic and cardboard recycling facilities at the Council's Neighbourhood Recycling Centres.

The additional revenue cost of accepting a combination of Option 1 and Option 3 is £37,000. The additional revenue cost in 08/09 will be funded by the Cumbria Strategic Waste Partnership.

### **3.2.4 Re: Garden waste collection:**

It is recommended that Officers negotiate with Eden District Council the proposal to extend the existing contract beyond the scheduled termination as detailed in paragraph 10.2.

### **3.2.5 Re: Bulky household waste collections:**

It is recommended that Members consider the introduction of charges for the collection of bulky household wastes as detailed in paragraph 14.

### **3.2.6 Re: Waste Services structure:**

It is recommended that Members accept the amended staffing structure for the Council's Waste Services section as detailed in paragraph 15.1 and 15.2.

### **3.2.7 Re: Enforcement:**

It is recommended that Members make available the necessary resources to fund the Recycling Advisors' fixed term posts (albeit with a remit more heavily focussed on enforcement) for 1 year at a 'one-off' cost to the Council of £40,000 as detailed in paragraph 15.3. It is recommended that funding for these posts is made available from either (i) the 08/09 Waste Performance & Efficiency Grant, or (ii) from income generated from the introduction of charges for the Council's bulky household waste collection service.

## **Part 1: Implementing the new service**

### **4. Why change? Aims and objectives of the new service:**

- 4.1 The Alternate Week Collection Feasibility Study (May 2006) presented to the Council in June 2006 objectively assessed the performance of the Council's existing refuse and recycling service against other similar sized Waste Collection Authorities (WCAs). Using a broad range of performance indicators, the feasibility study concluded that whilst significant progress had been made in increasing the amount of household waste recycled in Carlisle, both the total amount of household waste per head of population and the amount ending up in landfill was higher than average.
- 4.2 In 2005 the Council's Waste Services (along with those of the other Cumbrian local authorities) were subject to a 'follow up' inspection by the Audit Commission. This inspection followed the Commission's Best Value inspection in 2002. The Commission's 'follow up' report noted that despite the considerable progress that the Council had made with respect to the recycling of household waste, the overall amount of household waste generated in Carlisle, and in particular the amount of 'residual' refuse (i.e. household waste not recycled), had continued to grow. The report underlined the Council's poor performance in relation to BV84 and highlighted the need to tackle the issue of waste minimisation.
- 4.3 There were a number of factors that were responsible for the continued increase in Carlisle's household waste. The city's growth and changing demographics were undoubtedly a factor, although it should be borne in mind that these are not unique to Carlisle. The Audit Commission's report and the evidence generated by the relevant Performance Indicators indicated instead that the lack of any control measures on the amount of household waste collected was the major contributor to the growth in household waste.
- 4.4 Whilst a policy of collecting anything and everything our residents put out for collection will have been appropriate for the 1980s, that policy was increasingly recognised as a being a major barrier towards the adoption and successful implementation of a community wide culture of waste minimisation.
- 4.5 For full details of this assessment see Part one – 'Why the need for change', of the feasibility study (specifically paragraph 4).

- 4.6 The feasibility study proposed that the existing refuse and recycling service be replaced by an 'Alternate Week Collection' utilising, in the main, wheeled bins for residual, non-recyclable waste (i.e. refuse) combined with a significant extension of kerbside recycling. For most residents this would mean in practice that refuse and recycling would be collected on alternate weeks.

The proposals were accepted by the Council and the new refuse and recycling service was implemented between February and June 2007. Full details of the new service are provided in paragraph 5 of this report.

- 4.7 The aim of the new service was simple: to reduce the amount of household waste ending up in landfill by increasing the amount recycled. The objectives for the new service (i.e. targets) were specified in paragraphs 18, 19 & 20 of Part Three of the feasibility study. A summary of the objectives set for the new service is given in Table 1 below. The actual performance of the scheme set against these objectives is presented in paragraph 6 of Part Two of this report. In general terms, the feasibility study under-estimated the amount of household waste that would be recycled and over-estimated the amount that would continue to be landfilled.

Table 1 - Summary of objectives set in the feasibility study:

	<b>BV82</b>	<b>Residual waste to landfill (tonnes)</b>	<b>Annual LATS 'saving'</b>	<b>BV84</b>	<b>Summary of services provided</b>
<b>With AWC</b>	<p>Min = 34.66%</p> <p>Max = 36.26%</p>	<p>Max = 31,013 tonnes</p> <p>Min = 28,913 tonnes</p>	<p>Min = £231,132</p> <p>Max = £587,622</p> <p><i>(N.B. suggested actual LATS saving will be in the region of £400,000 p.a.)</i></p>	<p>Max = 459 kg/head</p> <p>Min = 439 kg/head</p>	<p>40,225 households receive AWC service;</p> <p>5,375 households receive weekly refuse sack collection;</p> <p>30,000 – 39,000 households receive new kerbside plastics and card recycling scheme;</p> <p><u>All</u> households with a garden will receive the garden waste collection scheme;</p>
<b>Without AWC</b>	30%	34,674 tonnes	<p>No 'saving'</p> <p>Current predictions show a likely LATS fine of £1.1 million in 07/08.</p>	473 kg/head	<p>All households receive a weekly collection of refuse;</p> <p>Kerbside plastics and card recycling unable to be continued or extended unless additional funding is made available (£250,000 p.a.);</p> <p><u>No</u> extension to current garden waste recycling scheme unless additional funding is made available;</p>

## **5. The New Service Outlined: A summary of the Council's new refuse and recycling collection service;**

### **5.1 Refuse collection service:**

5.1.1 Over a twelve week period between the middle of March and the end of May, 40,935 Households across urban and rural Carlisle were issued with either a 240 litre or a 140 litre wheeled refuse bin. Following receipt of their new bin, these households were incorporated into the new alternate weekly refuse collection service. In addition to a limit being placed on the amount of refuse collected (normally only waste in one wheeled bin), in most cases the change from the old service to the new service involved a change to the day of collection. The policies governing the new service are listed in Appendix 1. 6 refuse collection vehicles and 18 operatives are dedicated to this service.

5.1.2 Some 6,794 Households (mostly terraced properties) were deemed to be unsuitable for wheeled refuse bins and continue to receive a weekly collection of refuse. However, to ensure parity with those households receiving the wheeled bin service, limits were placed on the amount of refuse that would be collected each week (normally a maximum of two sacks per collection). Special purple refuse sacks are provided at each collection to reduce the opportunities for the new service to be abused. 1 refuse collection vehicle and 4 operatives are dedicated to this service (N.B. 1 operative is required to deliver purple sacks).

5.1.3 Bulky household waste collection service: The Council separately collects bulky household items that would not normally be collected as part of the ordinary refuse collection service. The service is free for all bulky items (up to a maximum of 5 items per with the exception of 'fixtures and fittings' (e.g. kitchen units, bathroom suites etc). A charge is made for the collection of fixtures and fittings. Electrical items (mainly 'white goods') are collected separately in partnership with Impact Housing Association's Centre 47. Whilst the demands on this service have increased following the new collection regime, the bulky household waste collection service has not been subject to any fundamental changes during the period covered by this report.

1 refuse collection vehicle, 1 box van and 4 operatives are dedicated to this service.

5.1.4 **Tradewaste collection:** The Council offers a trade waste collection service to businesses against which charges are levied. Whilst this service was not subject to any fundamental change during the period of this report, the new refuse collection arrangements have been very successful in 'flushing' out businesses that previously presented their trade waste as household waste. Amendments to this service have subsequently been made (and will continue to be made) to accommodate this process. 1 refuse collection vehicle and 2 operatives are dedicated to this service

## **5.2 Recycling collection service:**

5.2.1 **Garden waste collection:** The change to the refuse collection service (specifically the switch to wheeled bins and the adaptations made to our refuse collection vehicles) enabled the popular garden waste collection to be significantly extended. Some 3,319 Households were issued with green wheeled bins for garden waste and joined the scheme between February and May (a total of 38,112 households now receive a separate collection of garden waste). In the main, these households new to the scheme have their garden waste collected by refuse collection vehicles as opposed to the dedicated garden waste collection vehicles that have, for some time, been fully utilised (N.B. garden waste is collected on separate collection days to household refuse to ensure no contamination). All the garden waste collected is taken to the Hespian Wood composting site. In addition to the refuse collection vehicles referred to above, 4 garden waste collection vehicles and 12 operatives are dedicated to this service. This service is also provided by the Council under contract to Eden District Council.

5.2.2 **Greenbox recycling:** In order to ensure as many households as possible were given the tools needed to reduce their household refuse, the Greenbox multi-material kerbside recycling scheme, delivered by our contractor Cumbria Waste Recycling (CWR) was extended to 5,000 households (mainly rural properties) that previously did not receive it (45,938 households now receive the Greenbox service). To meet the expected increase in participation resulting from the new arrangements, CWR purchased an additional collection vehicle (specialist 'kerbsider' collection vehicles). In the event, actual participation was significantly greater than expected and a further 'kerbsider' vehicle has had to be enlisted to ensure this service meets demand.



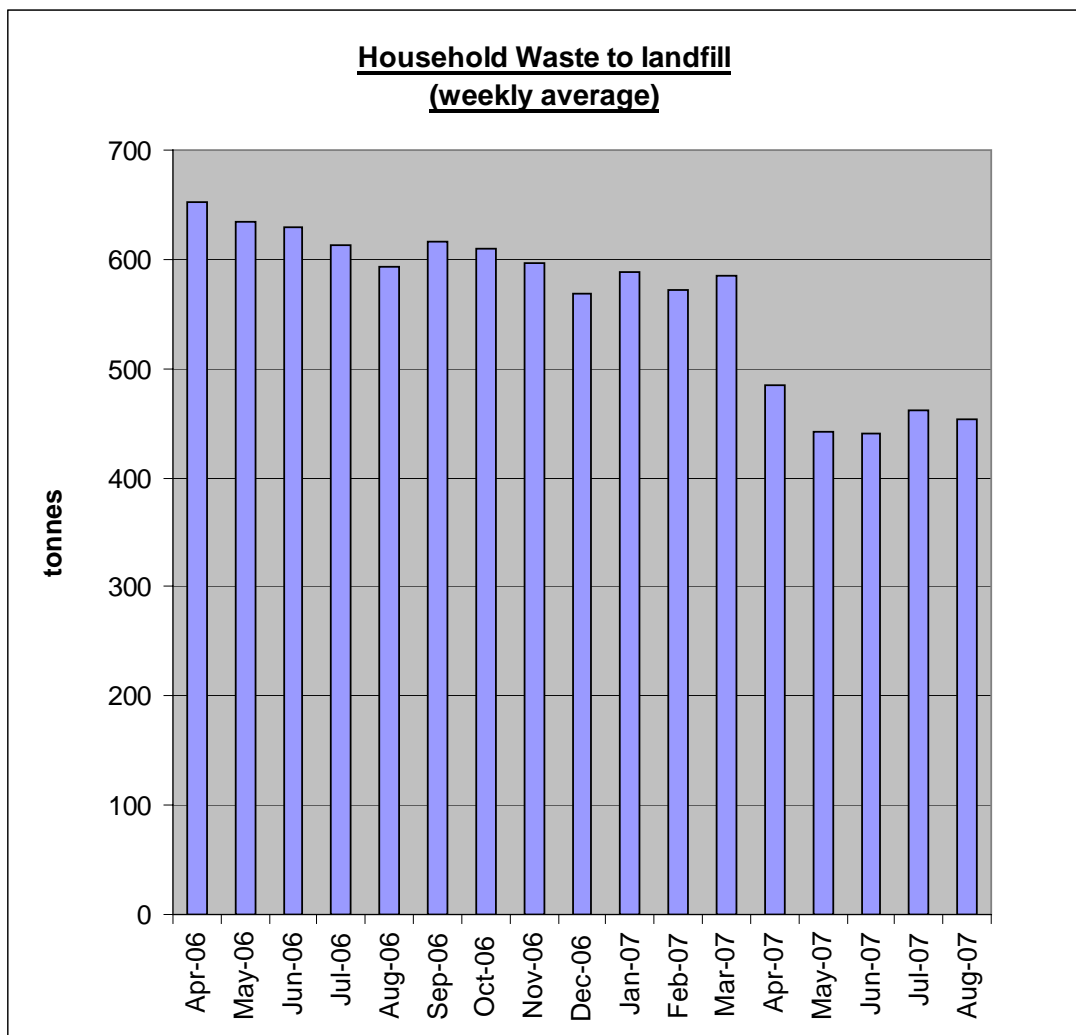
- 5.2.3 Plastic and cardboard recycling: Prior to the changes to the refuse collection service, the pilot collection of plastic and cardboard was extended from the initial 10,000 properties to cover 38,109 participating households. At the end of February some 60,000 specially designed bags for the separate collection of recyclable plastics and cardboard were issued to those joining the scheme. As was the case with the Greenbox scheme, the experience gained from the year long trial scheme under-estimated the actual increase in participation in this service. As a result, one additional vehicle has subsequently had to be provided in order to ensure that service levels are maintained. This service is provided 'in-house' and all materials collected for recycling are sold to Cumbria Waste Recycling. Currently 4 'split bodied' collection vehicles and 12 operatives are dedicated to this service.
- 5.2.4 The policies governing the new refuse and recycling service are listed in Appendix 1. The collection schedule for the new refuse and recycling service is provided in Appendix 2

## Part 2: Outputs and outcomes

### 6. Outputs and Outcomes - What the new service has achieved:

#### 6.1 Household waste to landfill:

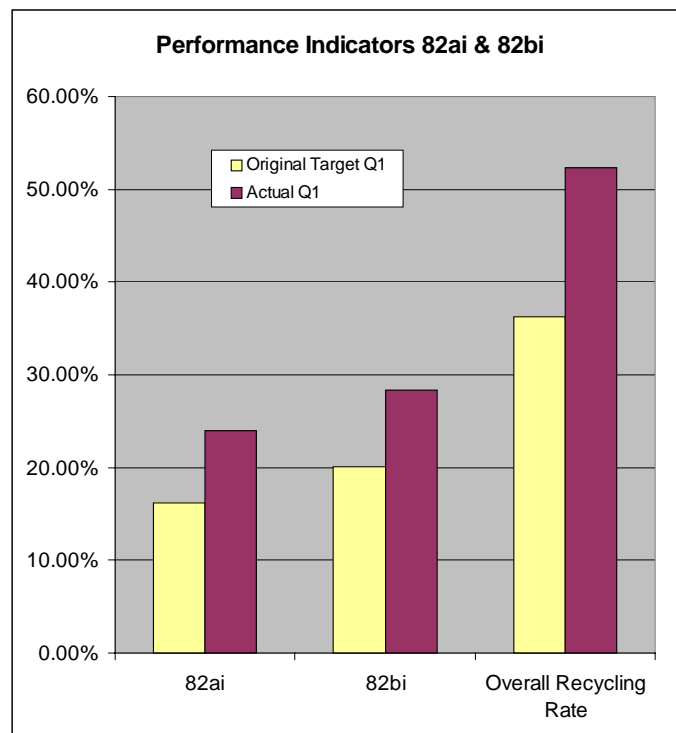
Arguably the principal aim of the new service was to reduce the amount of household waste tipped in landfill. Results from the first quarter of 07/08 (the period when the new service was implemented) has seen a 28% reduction in the amount of household waste landfilled by the Council when compared with the same period in 2006/07 (5506 tonnes compared to 7675.09 tonnes). It is anticipated that this reduction will enable Cumbria County Council to meet its 2007/08 LATS allocation and thus avoid punitive fines. In addition, information obtained from the County Council in its role as the Waste Disposal Authority (WDA), shows that the WDA's disposal costs for the first quarter of 2007/08 have been reduced by £99,231 as a result of the new collection arrangements. Table 2 shows the average weekly amount of household waste collected by the Council and sent to landfill for the period April 2006 – August 2007.



## 6.2 Recycling (BV82a & BV82b):

Recycling was viewed as the main means of reducing household waste to landfill. The original targets set in the feasibility study have proved to be significant under-estimates. The actual recycling rates achieved for the first quarter of 07/08 and shown against the original targets are given in Table 3 below.

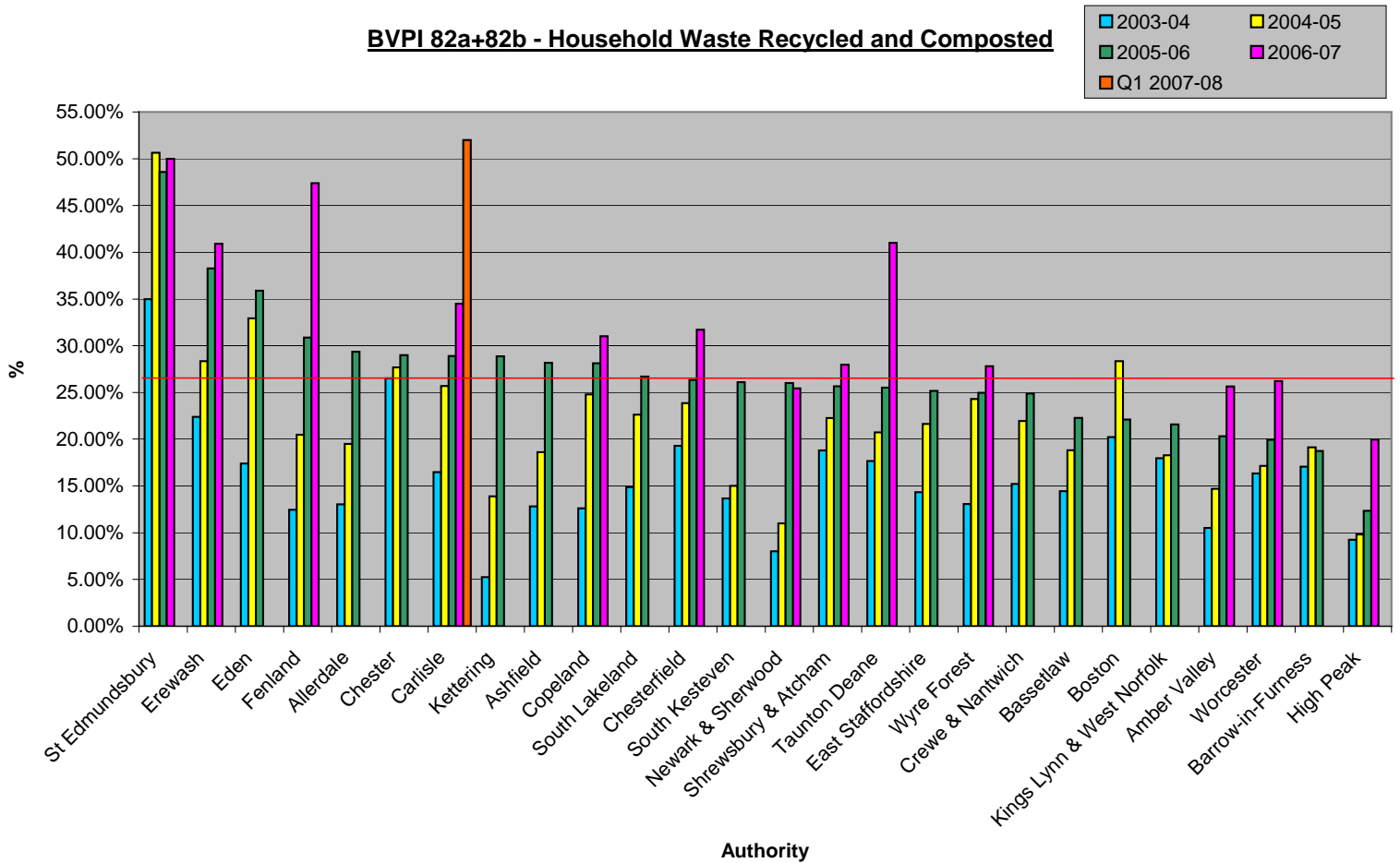
<b>Table 3</b>	<u>Target</u>	<u>Actual rate achieved</u>
BV82a (dry recycling)	16.20%	24.03%
BV82b (composting)	20.06%	28.23%
<b>Overall recycling rate</b>	<b>36.26%</b>	<b>52.24%</b>



The increase in recycling has been recorded in all 3 kerbside schemes and, perhaps surprisingly, at most of the Council's Recycling centres.

Table 4 show the Council's recycling performance compared with the other local authorities in our family group. Whilst no data is available from the other authorities for 2007/08, Carlisle's performance in the first quarter of 2007/08 bettered that of any authority in 2006/07.

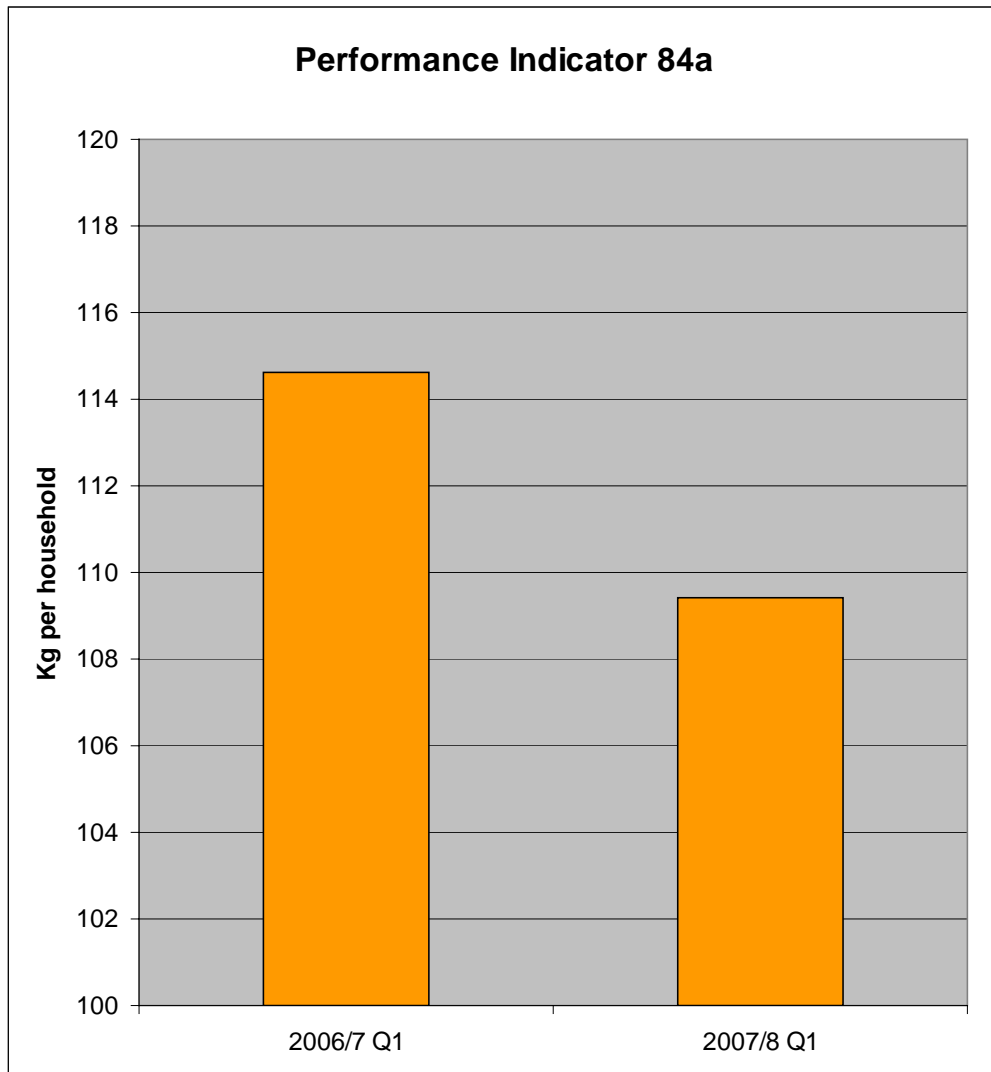
**Table 4**



**6.3 Total household waste collected (BV84):**

BV84 measures the total amount of household waste collected by the Council in its role as the Waste Collection Authority (WCA). This includes refuse collection, bulky household waste, waste collected for recycling and composting and street cleaning and fly tipped waste. Given the decrease in landfill and the increase in recycling, BV84 might have been expected to remain static. However, the reduction in waste to landfill is greater than the increase in recycling and as a result BV84 for the first quarter of 2007/08 is 4.62% lower than for the same period in 2006/07 (Table 5 below).

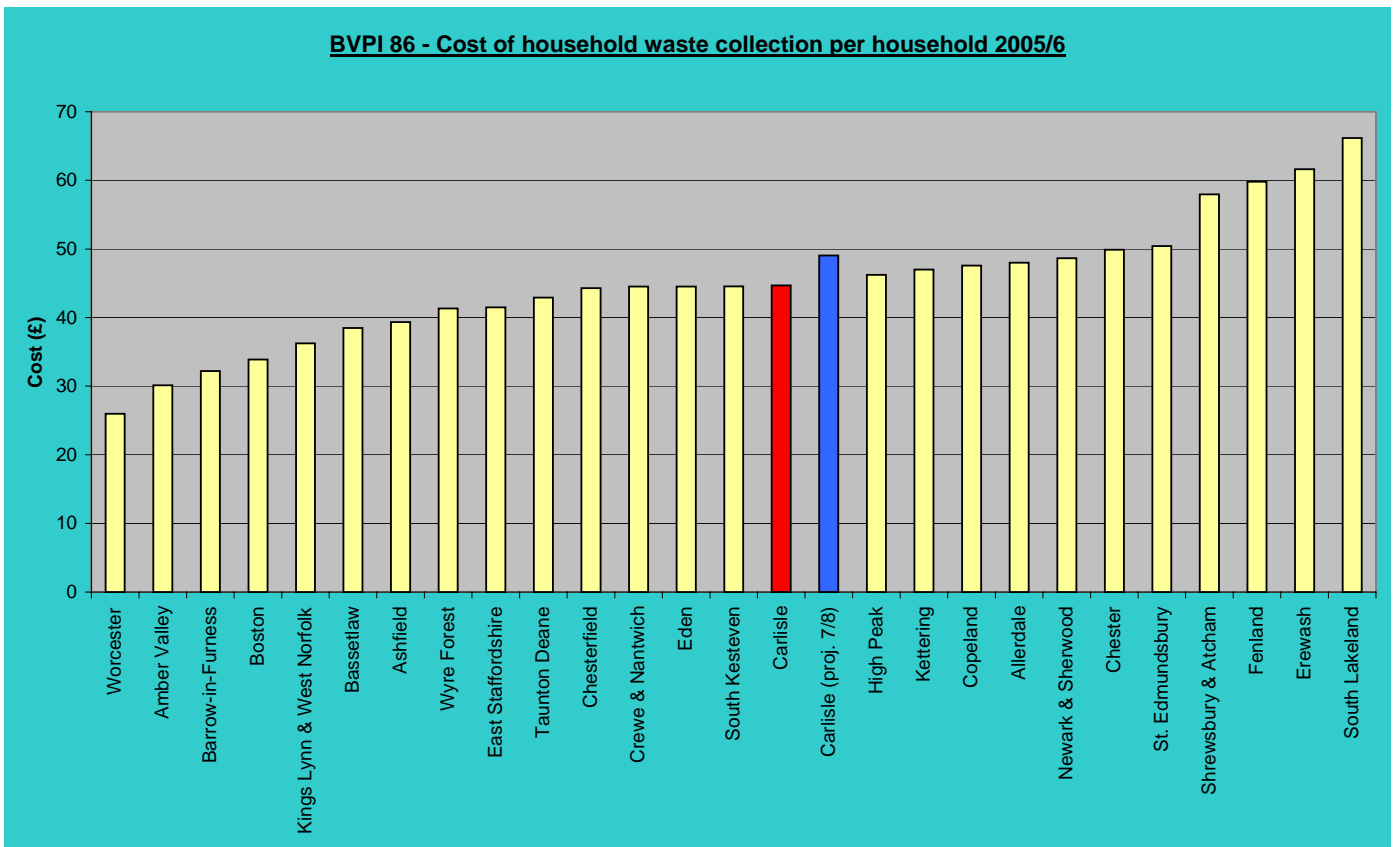
<b>Table 5</b>	<u>1<sup>st</sup> quarter 06/07</u>	<u>1<sup>st</sup> quarter 07/08</u>
BV84.	114.60kg/head	109.30kg/head



6.4 Cost of service – BV86:

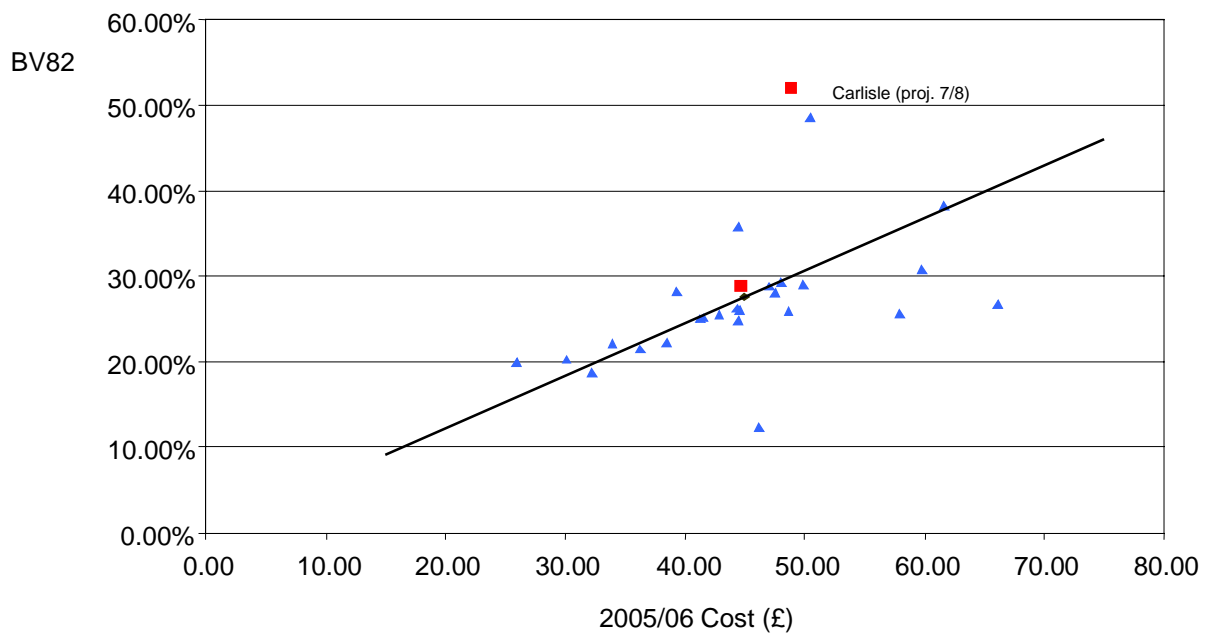
6.4.1 Taking into account the projected 2007/08 overspend in the Waste Services budget as a result of the increased resources provided for the new collection arrangements (see paragraphs 8.3, 9.2 & 20.7), the cost per household (BV86) for the Council’s waste collection service in 2007/08 is anticipated to be £49.04 per annum (*N.B. the increase when compared with the figure for 2005/06 primarily results from a change in accounting practice*). Table 6 shows the Council’s BV86 performance compared with the other authorities in its ‘family group’. The blue column shows the projected figure for 2007/08.

**Table 6**



6.6.2 Table 7 shows the relationship between the cost of service with the recycling performance achieved by the authorities in our family group. Please note that the data used for Carlisle's performance are the projected figures for 07/08. The data used for the other authorities are for 05/06. The graph shows that there is a clear correlation between the cost of an authority's waste collection service (the horizontal axis) and its recycling performance (the vertical axis). Those authorities that lie above the 'best fit' trend line are achieving a better than average performance when the costs of that service are taken into account. Those authorities that lie below the 'best fit' trend line are achieving a worse than average performance when the costs of that service are taken into account. Carlisle's 05/06 performance (the red square in the centre of the graph) lies at the mid point of the 'best fit' trend line. Carlisle's 07/08 performance shows a significant improvement in the percentage recycled with a minimum increase in the cost per household.

**Table 7: Correlation between BV86 (05/06) and BV 82(0506) including Carlisle projected 07/08 first quarter data**

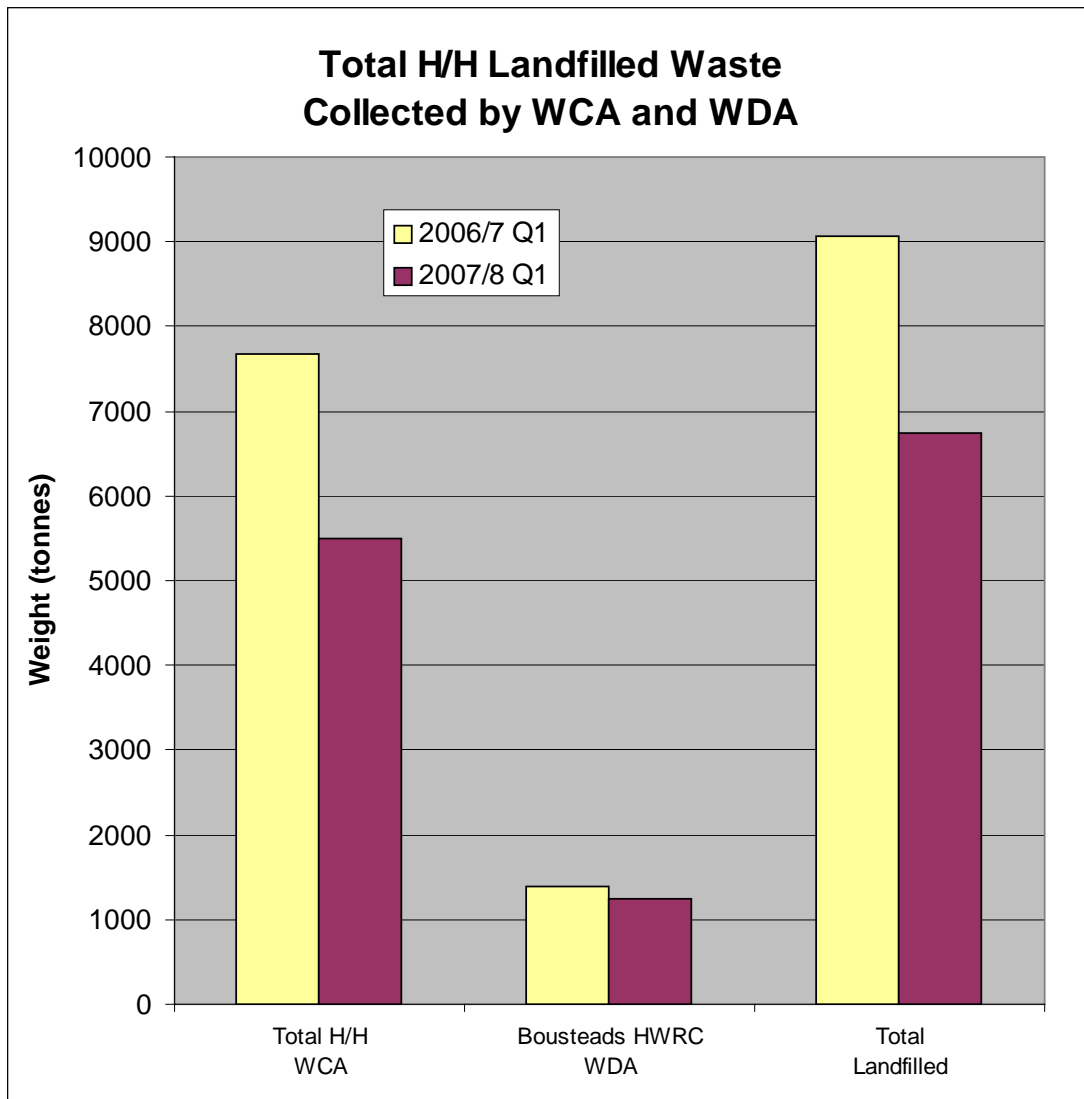




## 6.5 Impact on LATS

Prior to the scheme, it was feared that any reductions in the Council's BV84 performance would be matched by an increase at the WDA's Rome Street Civic Amenity Site (now known as the Household Waste Recycling Centre – HWRC). In other words, non-recyclable waste would simply be diverted from the Council's refuse wagons to the HWRC site. However as the figures in Table 8 show, this has not been the case (data provided by Cumbria County Council).

<b>Table 8</b>	<u>06/07</u>	<u>07/08</u>
Refuse landfilled (WCA):	7,675 tonnes	5,506 tonnes
HWRC landfilled (WDA):	<u>1,388 tonnes</u>	<u>1,242 tonnes</u>
Total HH Waste landfilled	9063 tonnes	6748 tonnes



**The total amount of household waste collected by both the Council and the WDA in the first quarter of 2007/08 has been reduced by 1,253 tonnes (or 8.75%) when compared with the same quarter in 2006/07.**

Reducing the previously high level of BV84 was one of the key challenges set by the Audit Commission in their 2004/05 review of the Council's (and the WDA's) waste services.

Off-setting the reductions in the WDA's disposal costs with the increases in its Recycling Credit costs, the WDA has made a saving of £43,631 in the first quarter of 2007/08 following the introduction of the Council's new collection arrangements.

#### 6.6 Impact on the Waste Disposal Authority's procurement of a 'Strategic Service provider';

Cumbria County Council, in its role as a Waste Disposal Authority (WDA), is currently engaged in procuring a 'Strategic Service Provider' to provide a 25 year sustainable solution for the disposal of municipal waste in Cumbria. The technology proposed represents a departure from the traditional method of disposal (i.e. landfill). The chosen technology will be responsible for dealing with all of the municipal waste not recycled or composted by Cumbria's six WCAs.

Via the Cumbria Strategic Waste Partnership (see paragraph 18 for details), the WDA has sought to identify the likely size of the residual fraction which its new Strategic Service Provider will have to treat. This is important because the size of the residual fraction will in turn determine the size and number of treatment facilities across the county that will be required under the proposed 25 year contract.

During the course of the procurement process it has become apparent that, as a direct result of the increased recycling rates achieved by the WCAs (Carlisle being a significant contributor to this), the residual fraction will be less than originally forecast. The WDA has therefore been able to reduce the number of facilities required for the treatment of residual waste from 3 sites to 2. It is understood that this reduction will have a significant financial benefit to the WDA.

6.7 Impact on bulky household waste collection service: Whilst the bulky household waste collection service was not subject to any fundamental change, the service has seen a 33% rise in the number of collections in the first quarter of 2007/08 when compared with the same quarter in 2006/07. This could be as a result of the limits placed on the new refuse collection service (i.e. some bulky wastes would previously have been collected as refuse) or the increase could simply be a result of the increased profile of waste directly attributable to the new regime.

6.8 Impact on fly tipping: Statistical data collected by the Council's Area Maintenance show a 200% increase in the number of fly tipping incidents recorded in the first quarter of 2007/08 when compared with the same quarter in 2006/07. Interpreting this increase is however, far from straight forward. The geographical distribution of fly tipping incidents is patchy. Hot spots occur in particular areas, most notably Botchergate East, Botcherby, Aglionby Street / Warwick Square, & Dowbeck Road. The majority of these incidents relate to the removal of refuse in black sacks which prior to the introduction of the new arrangements would have been removed by the Council's refuse collection service and thus not recorded as fly tipping. Specifically, these incidents relate to refuse being inappropriately stored either on the highway or in back lanes. Whilst most residents use the refuse collection service responsibly (i.e. present their refuse for collection on the correct day only) a significant minority abuse the service (either intentionally or unintentionally). Investigations of fly tipping incidents have identified that a significant number of incidents can be linked to Houses of Multiple Occupation (HMOs) which typically house a transient population. The growth in both the student and migrant worker populations in the City therefore present a real challenge to the Council's waste collection service.

In addition to fly tipping arising from HMOs and other rented properties, a significant increase in fly tipping has been recorded at the Council's recycling centres. This can be attributed to one or more of the following factors:

- (i) the restrictions placed on the amount of household waste collected as refuse, (ii) the huge increase in recycling recorded at the Council's Recycling centres and;

- (ii) the new 'Permit Scheme at the WDA's Rome Street HWRC which effectively restricts access to waste from businesses.

#### 6.9 Public participation:

The overall response to the new arrangements has been extremely positive. Whilst actual participation in the various schemes remains to be quantified, evidence from the amount of materials collected (see paragraph 6.1) indicates that participation is very high. This accords with visual evidence on the ground. Given the negative publicity in the national media at the time of the implementation of the new arrangements, the positive response received in Carlisle deserves to be highlighted.

That said, the Council received 65 corporate complaints relating to the implementation of the new service. Paragraph 17.2 provides an analysis of these complaints. However, these should be viewed in the context of a fundamental change to a key Council service delivered to all of the district's 48,000 households.

A postal survey of 3,000 householders will shortly be carried out to obtain feedback from residents about the new collection arrangements. The results will inform the future development of the Council's household waste collection service and the future provision of information about the service to residents.

#### 6.10 Impact on the service's Carbon footprint:

Calculating the carbon footprint of the service is no easy task. The major principal underlying the new arrangements is the reduction of the environmental impact of household waste collection and disposal. European and UK policy has encouraged alternatives to landfill because the overall environmental impact of landfilling waste produces a larger carbon footprint than recycling or resource recovery.

(N.B. the majority of a product's carbon footprint is generated during its manufacture as opposed to its collection for disposal. In most cases recycling significantly reduces the environmental impact of manufacturing a product).

Clearly, most of a product's carbon footprint is outside the control of the Council. Whilst the impact of the new collection arrangements has not been calculated, the following observations should be noted:

- Refuse: The refuse collection service no longer visits 48,000 properties every week. For example, refuse vehicles do not visit Bewcastle every week to collect refuse. As a result of the changes to the collection arrangements, this service utilises 1 less vehicle than was previously the case. In addition, the significant reduction in waste to landfill has reduced the carbon footprint of the Council's refuse collection service.
- Recycling: Additional recycling vehicles have increased the carbon footprint directly resulting from the increased number of vehicle journeys. Detailed analysis is needed to quantify the actual carbon footprint generated by the Council's refuse and recycling vehicles. This exercise will help identify and inform future efficiencies to the service.

#### 6.11 Impact on Health & Safety:

One of the key aims of the new service was to improve the working conditions, and in particular the health and safety, of the Council's waste collection operatives. Prior to the introduction of the new collection arrangements, refuse was collected in sacks (or in many cases loose). The collection rounds had been in place for twenty years and in some cases had grown in size to such an extent that the collection crews were under considerable strain to complete them within the working day.

The new service, and in particular the collection of refuse from wheeled bins, has significantly improved the health and safety and working conditions of collection operatives. It has reduced the need to manually handle wastes and reduced the risks of exposure to sharp items in refuse. In addition, the alternate week collection has halved the number of potentially dangerous reversing operations carried out by the Council's refuse collection vehicles in any given week thus significantly reducing the chance for accidents to happen. These benefits were acknowledged, and the Council commended by the Health and Safety Executive on its recent inspection of the Council's waste collection service in October of this year.

## Part 3: Issues to address

### 7. The collection of residual waste (i.e. refuse):

#### 7.1 Wheeled refuse bins:

7.1.1 The collection of refuse from wheeled bins has proved to be successful. Despite the fact that local authority refuse collections, and in particular ‘fortnightly collections’, were the subject of intense media scrutiny prior to, and during, the implementation of the new arrangements, there has been no significant rejection of the new collection service by residents in Carlisle. ‘Side waste’ (i.e. excess refuse put out for collection alongside the wheeled bins) has been significantly less of a problem than was initially anticipated. When requested, additional bins have been provided to households that meet agreed criteria (see Appendix 1, paragraph 1).

7.1.2 Table 9 presents an analysis of the provision of additional refuse bins. Members should note that additional wheeled bins have been requested by less than 1% of the total number of households issued with wheeled bins. Indeed, many more households have requested that the 240 litre bin originally issued to them is replaced by a smaller (140 litre) bin.

**Table 9:** Additional refuse bins issued per round, (N.B. the number of additional bins provided to households who are not included on the plastic and cardboard kerbside recycling scheme is highlighted in green).

Round	Total number of additional bins per round.	Number of extra bins given out per round, split between P&C and no P&C
X1	69	19
X1-NO PC		50
X2	103	91
X2-NO PC		12
X3	88	30
X3-NO PC		58
X4	126	101
X4-NO PC		25
X5	112	84
X5-NO PC		28
X6	52	30
X6-NO PC		22

7.1.3 The following data shows the number of extra bin requests received from properties not included on the plastic and cardboard kerbside recycling scheme and the number of bins that have been issued.

- Total number of households applied for an extra bin not included on the P&C scheme = **205**
- Of the **205** households who applied for an extra bin that are not on the P&C scheme only **10** did not receive an extra bin, either because they did not qualify, or they did not need an extra bin after being visited.
- Total number of households not included on the P&C scheme given an extra refuse bin after an audit = **195**

To date, the number of extra bins given to households not included on the Plastic and Card scheme is 195 compared to 355 given to properties that are included in the plastic and cardboard scheme. This shows that the number of households requiring an extra bin that are not included on the plastic and card scheme is significantly lower than those households included on the full scheme. These results suggest that family size is the main factor that determines whether or not a household can cope with the standard refuse bin for the alternate week collection rather than the fact that they are not included on the Plastic and Card scheme.

- 7.2 Purple sack refuse collection: The collection of refuse via purple sacks was the final element of the new service to be implemented. In general this scheme is working well but Members should note that the majority of fly tipping incidents occur in those areas that remain on a weekly purple sack collection (principally in back lanes). It should also be noted that fly tipping has been endemic in many of these back lanes for a long time (i.e. prior to the changes to the refuse collection service).

As part of a range of measures designed to tackle the on-going problem of fly tipping, it has been proposed that, in future, the collection of refuse should be undertaken from the front of properties as opposed to from back lanes. A workshop to consider the pros and cons of this proposal was held in August with Members from those wards most affected by this issue. The findings of this workshop are given in Appendix 3. It was agreed that a trial scheme to assess the effectiveness of front of property collections will be conducted in the following streets later this year:

- Garden Street;
- Orchard Street;
- Brook Street (nos 1 – 47);
- London Road (nos 47 – 69)

- 7.3 Wherever possible, it is the intention to replace the 'purple sack' collection with wheeled bins (i.e. to move properties from the weekly sack collection to the alternate week collection). This makes the collection of refuse more efficient and reduces litter arising from the collection of refuse. Since the introduction of the new 'purple sack' collection, over 500 households have moved from the purple sack to wheeled bins (e.g. Delagoa Street, Westmorland Street & Caldew Close).
- 7.4 The Council's refuse collection fleet is due for replacement in 2010. This, along with the long term future of the Council's source segregated kerbside recycling collections (see paragraph 18.3.3) may provide an opportunity to reduce the carbon footprint of the refuse and recycling service.

## 8. Greenbox scheme:

- 8.1 As stated in paragraph 5.2.2 the Greenbox kerbside recycling scheme was extended to cover a total of 45,938 properties district wide. Following discussions with the Council's contractor (Cumbria Waste Recycling – CWR) it was anticipated that an increase of c25% in the amount of material collected by the Greenbox scheme would result from the implementation of the new service. In order to meet this anticipated increase, it was agreed that a fifth Greenbox vehicle (GB5) would be provided (N.B. the additional costs of this vehicle would be met from within the existing revenue budget as set out in the approved business plan).
- 8.2 In the event, the actual increase recorded has been much greater (53%). Table 10 illustrates this increase by comparing the amount collected by the Greenbox scheme in the first quarter of 2007/08 against the amount collected by the scheme in the same quarter of 2006/07.

<b>Table 10</b>	<u>2006/07</u>	<u>2007/08</u>
Recyclables collected (tonnes)	969.50	1485.06



- 8.3 As a direct result of the excess demand placed on the Greenbox service, CWR has had to provide a further additional vehicle (GB6) to ensure the continued delivery of the service. However, Members should note that the revenue costs incurred by this vehicle were not included in the approved budget. Table 11 quantifies the additional costs incurred by the Council as a result of GB6 .

**Table 11** Greenbox scheme - projected costs for 2007/08:

Gross cost of Greenbox scheme:	£752,000
Income from recycling credits:	£480,000
Net cost to Carlisle City Council:	£272,000
Budget available:	<u>£237,325</u>
Projected deficit:	(£34,675)

- 8.4 The County Council has agreed to fund the projected revenue deficit for the Greenbox scheme in 2007/08. An application has been submitted to the County Council via the Cumbria Strategic Waste Partnership (CSWP) to fund the projected deficit in 2008/09. A decision regarding this application is expected at the October meeting of the CSWP. The funding for any deficit in 2009/10 and beyond will be dependent on the funding mechanism to replace the current Recycling Credit regime (see Paragraph 18.3.2).
- 8.5 Clearly, the key issue concerning the future of the Greenbox scheme is how to fund the additional costs of GB6. The current provision of GB6 is charged to the Council at a premium rate. A discounted rate has been offered to the Council by the contractor. The discounted rate would entail an extension to the existing Greenbox contract through to April 2013 and incorporate GB6. However, Members should note that the current Greenbox contract is a joint contract with Eden District Council (see Paragraph 8.6.5). This proposal also needs to be considered in the context of the emerging debate regarding the long-term future of kerbside recycling collections (i.e. whether to continue to collect source segregated recyclables or to collect co-mingled). Extending the current Greenbox contract to 2013 will limit the Council's options if the infrastructure is put in to allow for co-mingled collections place prior to that date.

8.6 The following options are therefore available to the Council with respect to the future of the Greenbox scheme:

8.6.1 **Option 1:** Continue with GB6 at the premium rate.

The projected deficits for 07/08 as detailed in Table 11 has been calculated using the premium rate for GB6 (a short term hire arrangement equivalent to £144,000p.a.). This arrangement has the advantage that it can be terminated at any time without incurring any penalties (potentially valuable if the current high participation was to reduce in the future). It will also enable the existing GB1-5 contracts to terminate as currently contracted in 2010.

Under Option 1, the total annual gross cost of the Greenbox service, prior to indexation, in 2008/09 = £752,000.

8.6.2 **Option 2:** Accept the contractor's proposed three year extension to the GB1 –5 contract and incorporate GB6 at a discounted contract rate.

The advantages of this option are a reduced annual charge for GB1-5 (producing a saving of £12,000 p.a.) and a reduced charge for GB6 when compared with the premium rate (£125,000p.a.). In addition, the proposal provides an opportunity for the Council to remove its current exposure to any reductions in the value of materials collected for recycling (and any gains if the product value increases).

Under Option 2, the total annual gross cost of the service, prior to indexation, in 2008/09 = £721,000.

The main disadvantage is that this option ties the Council into the Greenbox scheme until 2013.

8.6.3 **Option 3:** As Option 2 with an early termination 'break clause' which would enable the Council to terminate the contract in 2010, 2011 or 2012 if it was deemed in the Council's interests to do so.

8.6.4 **Option 4:** Withdraw GB6.

The information to date since the implementation of the new arrangements show a 53% increase in the amount of recyclables collected by the Greenbox scheme. The contractor's view (and that of Officers) is that GB6 is required to maintain the service. Withdrawing GB6 would result in the Greenbox

service being removed from a significant number of properties (c6,000 properties, mainly in the rural area).

- 8.6.5 Eden District Council has indicated that they favour extending the Greenbox contract to 2012 (to coincide with the recent extension to their refuse collection contract). Given the benefits to the Council, in relation to the Greenbox service, of our partnership with Eden and the continuing uncertainties regarding the award of the County Council's new disposal contract the following action is recommended:

That, subject to agreement of acceptable terms with the existing contractor Cumbria Waste Recycling, Members accept the principals of Option 2/3 as detailed in paragraph 8.6.2/3 above.

## **9. Plastic and cardboard recycling scheme:**

- 9.1 The response to the extended plastic and cardboard scheme has similarly exceeded expectations. Prior to the extended scheme and based on the findings of a year-long pilot scheme, it was anticipated that 1200 tonnes of plastic and cardboard would be collected p.a. Results to date indicate that this figure is likely to be nearer 2000 tonnes (i.e. an increase of 66%).
- 9.2 To cope with the increased demand on the service, one additional dedicated vehicle has had to be provided - PC4 (N.B. this vehicle is on a short term hire). Whilst income from the scheme has increased, additional costs over and above those originally budgeted for have been incurred. Table 12 quantifies these additional costs.

**Table 12:** Plastic and Cardboard scheme – projected costs for 2007/08:

Gross cost of Plastic and Cardboard scheme:	£397,000
Income from product value and credits:	£134,500
Net costs to Council:	£262,500
Budget available:	<u>£214,800</u>
Projected deficit:	(£47,700)

The County Council has agreed to fund the projected revenue deficit for the kerbside collection of Plastic and Cardboard scheme in 2007/08. An application has been submitted to the County Council via the Cumbria Strategic Waste Partnership to fund the projected deficit in 2008/09. A decision on the long term future of the fourth plastic and cardboard vehicle will be required in order to reduce the excess payments incurred by the current short term hire arrangements.

- 9.3 Unlike the Greenbox scheme, there still remains a significant number of households (c9000) that have not been included in the kerbside collection of plastics and cardboard. Members should note that the Council has received two petitions from residents requesting to be included in the kerbside plastic and cardboard recycling scheme.
- 9.4 Following the somewhat turbulent start to the scheme, the plastic and cardboard collections have now stabilised along with the opportunity to realise efficiencies. As a result it has been identified that a limited number of additional properties can be accommodated by the current four vehicles. These will be assessed and added on as soon as is possible. However, any significant extension to the scheme would require additional resources to be made available. That said, and given that the majority of the 9000 properties not included in the cardboard and plastic scheme are in the rural area, it may be more appropriate to look at alternative methods of collection (e.g. 'bring sites').
- 9.5 PC4 is currently provided via a short term hire arrangement. This contrasts with the other three plastic and cardboard vehicles which have been purchased by the Council outright (i.e. using Capital monies). Purchasing a fourth vehicle would produce an annual revenue saving of £25,000 when compared with the current revenue cost of PC4. This would therefore reduce the projected annual deficit to £22,700.

9.6 The following options are available to the Council with respect to the future of the Council's Kerbside plastic and cardboard scheme:

9.6.1 **Option 1:** Consolidate the provision of PC4.

This option would enable the current levels of service to be maintained. Whilst the current arrangement for the provision of PC4 is delivered via a short term hire arrangement, it is suggested that more cost effective options for the provision of PC4 are explored and identified

9.6.2 **Option 2:** Extending the kerbside service:

Extending the kerbside collection of plastic and cardboard (above and beyond its current coverage) will require a fifth dedicated vehicle and collection crew. The net cost to the Council of providing a fifth vehicle is estimated to be in the region £70,000 p.a.

9.6.3 **Option 3:** Providing an alternative means of collection to those not included in the kerbside collection:

Given the rurality of the majority of the households not included in the current kerbside collections, the law of diminishing returns would suggest that an alternative method of collection for plastics and cardboard may be more appropriate. Bring sites: To provide plastic recycling banks at 20 'bring sites' within a 10 mile radius of Carlisle will incur a capital cost of £5,000 and an ongoing revenue cost of £15,000 p.a. (N.B. this includes increased provision for the removal of fly tipping at the Council's 'bring sites' – see paragraph 11.3). Additional banks in the rural areas will inevitably increase that cost.

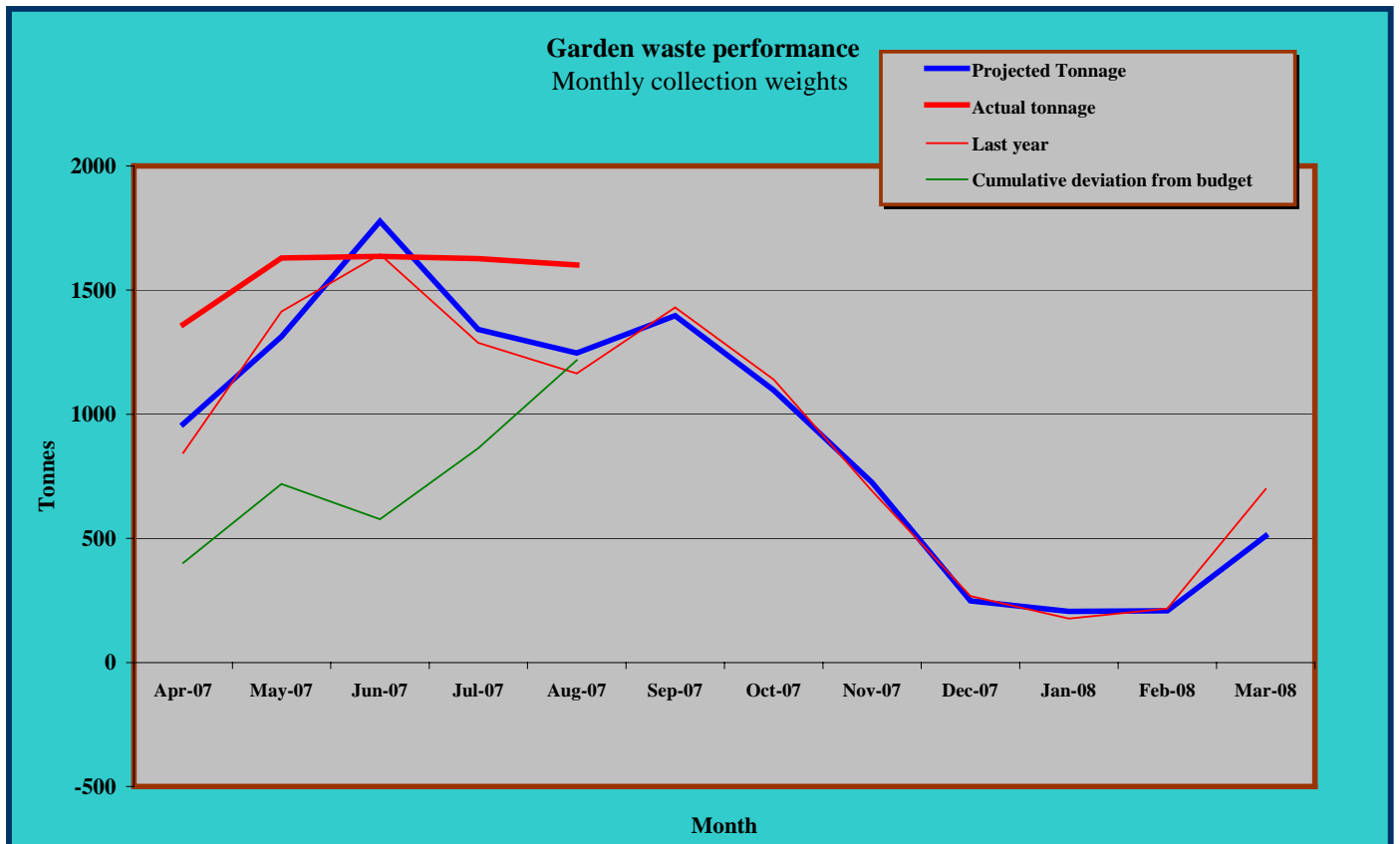
9.6.4 **Option 4:** Withdraw PC4:

The information to date since the implementation of the new arrangements show that the amount collected by the Plastic and Cardboard scheme is 66% more than originally forecast. With current levels of participation, PC4 is required to maintain the service. Withdrawing PC4 would result in the kerbside collection of plastic and cardboard being removed from a significant number of properties (c8,000).

## 10. Garden waste:

10.1 The extension to the garden waste scheme combined with a wet summer has generated a greater than anticipated quantity of garden waste (a 25% increase compared with the same period in 2006/07). Table 13 illustrates this increase against previous years.

**Table 13**



10.2 Whilst this increased waste has been accommodated within existing resources (i.e. no additional vehicles have been required) there are issues of concern relating to the composting of this waste.

Because of the lack of strategic central composting sites elsewhere in Cumbria, the Hespian Wood site, which was part funded by a DEFRA grant obtained by the Council in 2004, is now accepting green waste from four of the county's six districts. This has resulted in significant pressure on the site, testing its ability to meet demand. As a consequence, the site has continued to cause a nuisance to its neighbours (specifically odour related nuisances). The Hespian Wood site is licensed by the Environment Agency and continued breaching of the conditions of its licence could ultimately lead to the licence being revoked and hence the withdrawal of this facility.

The Council undertakes the collection of garden waste for Eden District Council. This contract expires in 2010 although Eden have indicated a likely extension to 2012. Eden District Council are keen to extend the geographical coverage of the service, however this would require identifying (or more likely creating) spare capacity in the existing resources of the Council's wheeled bin collection fleet. Discussions with Eden District Council will be undertaken within the context of the uncertainties detailed in paragraph 18.

## 11. Bring sites:

- 11.1 Despite the significant increase in the provision of, and participation in, the Council's kerbside recycling schemes, the amount of recyclables collected at the Neighbourhood Recycling Centres, or 'bring sites', has increased. Table 14 compares the amount collected in the period June – July (inclusive) 2007/08 compared with the same period in 2006/07. This shows that there has been a 6% increase in 07/08.

**Table 14**

	<u>1<sup>st</sup> quarter 06/07</u>	<u>1<sup>st</sup> quarter 07/08</u>
Recyclables at bring sites (tonnes):	691.74	733.79

- 11.2 With some minor exceptions, the 'bring site' service is delivered by Cumbria Waste Recycling (CWR) at no cost to the Council under an agreement which sees them retain the Third Party Recycling Credits paid by Cumbria County Council. Whilst this arrangement has worked well since 1997, the proposed (but as yet unspecified) changes to the Recycling Credit regime, along with the uncertainties regarding the future of CWR (see paragraph 18), will inevitably mean that the funding arrangements for this part of the service will change. Although it is not anticipated that any additional resources from the Council will be required to maintain the service, a replacement funding mechanism has yet to be agreed.
- 11.3 A consequence of the increased usage of the 'bring sites' and the changes to the Council's refuse collection service has been a significant, although localised, increase in the amount of fly tipping at the Council's 'bring sites'. In addition, the increased amount of recyclables has placed a considerable strain on the ability of CWR to service the banks. The sites worst affected by the above are:

- Tesco, Rosehill;
- Downagate, Warwick Bridge;
- Longtown Community Centre;
- Union Lane, Brampton

Existing resources from the Council's Area Maintenance section and the refuse collection service have had to be re-deployed to deal with the increased pressure. Additional resources for dealing with the increased fly tipping at 'bring sites' has been included in the recommendations to extend the provision of plastic and cardboard recycling facilities (see paragraph 9.6.3). This situation will continue to be monitored.

## **12. Fly tipping**

- 12.1 A key issue of concern to Members prior to the introduction of the new arrangements for the collection of refuse was the potentially negative impact it could have on fly tipping. Whilst the new arrangements are working well for most householders, there are a number of 'hot spots' around the city where refuse is persistently being inappropriately presented in an inappropriate manner (e.g. refuse sacks being used instead of wheeled bins) or excess side waste is fly tipped.
- 12.2 As stated in paragraph 6.5, a significant percentage of these incidents are linked to houses of multiple occupation (HMOs) and are therefore especially prevalent in particular parts of the city (e.g. Botchergate East). It should be noted that a disproportionate number of fly tipping incidents occur in those areas where refuse continues to be collected from rear lanes. Side waste is likewise prevalent in certain parts of the city (although the distribution of side waste is distinct from the distribution of fly tipping incidents).
- 12.3 The majority of refuse related fly tipping incidents can be resolved by liaising directly with the householders. For example, side waste in particular has been successfully addressed through the provision of additional bins following a waste audit. To date, a significant amount of Officer time has been spent on a limited number of fly tipping and side waste 'hot-spots' (e.g. Warwick Square) and some success has been achieved in reducing the



environmental nuisance resulting from them. That said, it is acknowledged that there is a 'hard core' of households that persist in presenting their refuse in an inappropriate manner and who persist in fly tipping. It is therefore recognised that additional measures will be needed if these persistent problems are to be tackled. Amongst these measures are the moving of refuse collections from rear lanes to the front of properties as outlined in paragraph 7.2, the purchase of remotely operated surveillance camera and the application of a more rigorous enforcement regime (e.g. issuing Fixed Penalty Notices).

12.4 It should be noted that Carlisle is not alone in experiencing problems associated with the inappropriate presentation of refuse for collection (and the fly tipping of waste at recycling 'bring sites'). All of the Cumbrian Waste Collection Authorities have reported similar problems. A fly tipping working group has been set up by the Cumbria Strategic Waste Partnership with the aim of sharing best practice, identifying common solutions and agreeing a consistent approach.

12.5 The procedure for dealing with fly tipped refuse is set out in Appendix 4.

12.6 A decision regarding the future of the Council's refuse and recycling enforcement team will need to be made. Two officers (Recycling Advisors) were employed on a one year contract to assist the implementation of the new collection arrangements.

A key role of these posts is to provide advice to householders on how to use the new service and to enforce the Council's refuse and recycling policies (as detailed in Appendix 1). These part time posts terminate in January 2008. Further details regarding the Recycling Advisors' posts are provided in paragraph 15.3.

12.7 Fly tipping incidents are recorded on the Environment Agency's 'Fly-capture' website'. This information is used to compare fly tipping across the UK and to compile Best Value performance indicators (BV199). The information submitted to 'Fly-capture' also generates a notional cost attributable to the removal of fly tipping. Members should note that this notional cost includes the cost of disposal in addition to that of collection and therefore does not

reflect the actual cost to the Council of fly tipping (N.B. the County Council pays the cost of disposal). It should also be noted that the total amount of household waste collected by the Council (and disposed of by Cumbria County Council) includes fly tipped wastes. As detailed in Table 7, the total amount of household waste landfilled by the Council area in the first quarter of 2007/08 was 5,506 tonnes compared with 7,675 tonnes for the same period in 2006/07. As a result the costs of landfilling household waste (including fly tipped wastes) in the first quarter of 2007/08 have reduced by £99,231 when compared with same period in 2006/07.

- 12.8 One feature of fly tipping that has attracted sensationalist headlines in the media is the subject of vermin, and in particular rats. There is no evidence to support any link between the introduction of the new collection arrangements and any perceived increase in the number of rats in the city. Indeed it is the view of officers that the new service has reduced the opportunities for rats to feed on household rubbish because of its containment in wheeled bins. Statistics compiled by the Council's Pest Control service would support this view as they show no increase in the rat related incidents reported to them in 2007 when compared with the previous year (Table 15).

<b>Table 15</b>	<u>2006</u>	<u>2007</u>
January	184	149
February	164	153
March	166	145
April	134	126
May	171	166
June	179	188
July	136	125

### 13. Commercial waste

- 13.1 The impact of the new collection arrangements on the Council's commercial waste service has been indirect. The new scheme has successfully 'flushed out' a significant number of traders who have previously used the household waste collection service to dispose of their commercial waste. The new service has also enabled household 'eurobins' (communal bins provided to apartments and houses of multiple occupation) to be collected by the household refuse collection vehicles as opposed to the trade waste vehicle as was the case prior to the new arrangements.

As a result of the above, the new collection arrangements have had a positive impact on the Council's commercial waste service, freeing up capacity for additional customers.

- 13.2 That said, the commercial waste service faces a number of challenges. Firstly, the service does not offer customers a trade waste recycling service. Clearly, this is at odds with the development of recycling for household waste and could be seen to compromise that message. Without a commercial recycling service, trade waste customers may simply go elsewhere. Increasing landfill costs may mean that the lack of a commercial recycling option will compromise the future viability of the Council's commercial waste collection service (in other words, the absence of commercial waste recycling may make the Council's commercial waste service uncompetitive).

Secondly, the charging structure for the service was developed at a time when landfill costs were relatively low. Recent increases in the costs of landfill (a minimum annual increase of £8/tonne) mean that our charges no longer reflect the true cost of the service (in particular the disposal element). To address this situation, a pilot weighing project will be carried out using microchips fitted to commercial bins (N.B. not to household bins). The utilisation of this technology will enable the service to link the actual costs of disposal with the charge levied against individual customers. In addition to bringing our charges in line with our costs, bin weighing will provide an incentive for the producer of the waste to reduce (or divert) that waste. A capital grant of £25,000 to fund the pilot bin weighing project has been obtained from the Cumbria Strategic Waste Partnership. Members should note that in the short term, charges for the Council's commercial waste service are being reviewed.

## **14. Bulky household waste collection service;**

- 14.1 The impact of the new collection arrangements on the Council's bulky household waste collection service has likewise been indirect. Whether because of the heightened profile of household waste collection, or because bulky items that were previously collected along with contents of the dustbin are now correctly collected as bulky items, the number of bulky household waste collections has increased by approximately 20%. This has placed an additional strain on what was already a pressured service. Any further increases would most likely require additional resources to be made available.
- 14.2 In Cumbria, Carlisle City Council along with Barrow and Copeland Borough Councils collect bulky items of household waste free of charge. The other three district councils levy a charge for collection (varying from £10 - £15 per collection).
- 14.3 The following summarises the main options for the future of the Council's bulky household waste collection service:
- 14.3.1 **Option 1:** Retain the status quo (i.e. collections of bulky household waste are undertaken free of charge);
- 14.3.2 **Option 2:** Introduce a charge for all elements of the bulky household waste collection service. In 2006/07 a total of 16,060 collections of bulky household wastes were made. Given the increase outlined in paragraph 14.1, it is likely that a minimum of 19,000 collections will be made in 2007/08. If a charge of £10 per collection was made for each collection, the service could potentially generate an annual income of £190,000 p.a. However, this income would be offset by possible reductions in the number of collections made (although this has not been the experience of all the Cumbrian authorities who have introduced charges), by the administrative cost of a charging scheme and by the potential costs incurred as a result of any increase in fly tipping arising from the introduction of charges. Taking into account the costs of administering the scheme and a reduction of 25% in the number of collections (resulting from the introduction of charges), it is suggested that a likely annual income would be in the region of £120,000.
- 14.3.3 **Option 3:** Introduce a charge for part of the service. For example a charge could be introduced for the collection of electrical items only. It is estimated

that 40% of all collections include electrical items (mainly fridges, freezers, cookers and washing machines). Given the above, a charge of £10 for the collection of electrical items could potentially generate an annual income of £57,000. With administrative costs it is suggested that a likely annual income would be in the region of £37,000.

It should be noted that the separate collection of electrical waste is currently subsidised by the arrangement with Impact Housing (a 7.5 tonne Luton box van is provided to the Council by Impact Housing to collect electrical items. No charge is currently made for the use of that vehicle).

## **15. Waste Services staffing structure;**

15.1 The current structure of the Council's Waste Services section was set up to plan for and implement the new collection arrangements. Now that the arrangements are in place and have to all intents and purposes 'bedded-in', the structure of the section has been reviewed and some amendments proposed. A copy of the proposed amended structure is attached as Appendix 7.

15.2 Five temporary posts were created for the planning and implementation of the new arrangements. These were as follows:

- 1 x Waste Services Manager (full time, 3 year contract);
- 1 x Waste Data Analyst (full time, 2 year contract);
- 1 x Waste Promotions Officer (full time, 2 year contract);
- 2 x Recycling Advisors (full time, 1 year contract)

The new structure proposes that the Waste Services Manager and the Waste Promotion Officer is made permanent and that some of the functions of the Waste Data Analyst's post are incorporated in a new post of Service Development Manager. It is proposed that the posts of Recycling Manager and Waste Collections Manager are merged to form a new post of 'Operations Manager'. It is further proposed that the Recycling Advisors' fixed term posts detailed in paragraph 15.3 are located in the Council's Environmental Quality Enforcement team.

The financial implications of the proposed new Waste Services staffing structure are as follows (N.B. excluding operational staff):

2007/08: Total Waste Services management staffing costs  
(including temporary contracts): = £275,657

2008/09: Total Waste Services management staffing  
costs: = £272,800

2009/10: Total Waste Services management staffing  
costs: = £258,474

- 15.3 The future of the Recycling Advisor posts require careful consideration. These posts were created to help householders adapt to the new arrangements. Their primary duty has therefore been to provide help and assistance to householders. To carry out this duty, two main tasks have been undertaken by the Advisors. Firstly, the Advisors have carried out all of the 550 plus Waste Audits detailed in paragraph 7.1.2 & 7.1.3, helping those who have requested additional refuse bins (and sacks) to embrace the new service and the culture of waste minimisation and recycling. Secondly, the Advisors have spent (and continue to spend) a considerable amount of time addressing the problems caused by the inappropriate presentation of refuse and fly tipping detailed in paragraph 12. This work is by its very nature time consuming and has required the Advisors to investigate and liaise with the householders wherever it is possible to identify them.

It is acknowledged that whilst to date limited enforcement action has been taken (i.e. no Fixed Penalty Notices have been issued), there is a need now that householders have had the opportunity to become more familiar with the new collection arrangements to enforce the Council's collection policies. As such it is suggested that the emphasis of the Advisors' role will move from advice to enforcement.

However, Members should note that the current post holders' contracts come to an end at the end of this calendar year (i.e. 31<sup>st</sup> December 2007). Members will no doubt be keenly aware that whilst the new collection arrangements have been embraced by the majority of householders, there is a substantial minority who continue to create an environmental nuisance, either by the fly tipping of wastes or by the inappropriate presentation of refuse. Whilst enforcement of the Council's priorities is clearly a priority, subsequent to the termination of the current Recycling Advisor posts in

January 2008, the Waste Services section will not have the resources to undertake any enforcement action.

It is therefore recommended that resources are made available to extend the funding for the current Recycling Advisors' fixed term posts (albeit with a remit more heavily focussed on enforcement) for a further 1 year at a cost to the Council of £40,000. Members may wish to consider the option of extending this contract beyond that time should circumstances so require.

It is recommended that funding for these fixed term costs is obtained from either (i) the 08/09 Waste Performance & Efficiency Grant (see paragraph 18.3), or (ii) income from the introduction of charges for the Council's bulky household waste collection service (see paragraph 14.3)

## **16. Future promotion and provision of information about the service to householders:**

- 16.1 One of the key factors in the success, or otherwise, of any household waste collection scheme is the quality of information provided to householders. Whilst it is acknowledged that the information provided to Carlisle residents could have been made simpler, the successful implementation of the scheme and the high levels of participation suggest that that information achieved the objectives set. Of particular note was the success of the Communications strategy which ensured that any misinformation about the new collection arrangements was successfully countered.
- 16.2 To inform the future promotion of the service and the provision of specific information to householders, market research has been commissioned to survey 3000 householders across urban and rural Carlisle. The survey will question householders on various aspects of the service. A copy of the questionnaire is attached as Appendix 5. The results from this research will be available to the Council prior to the next major distribution of information about the service (i.e. refuse and recycling collection calendars) in early 2008.
- 16.3 In addition, two focus groups have been held with the aim of assessing the effectiveness of the new collection arrangements and to inform the future development of the service. A summary of the results from the focus groups is attached as Appendix 6.

- 16.4 Discussions have taken place with the Council's IT section (and GIS officer) with a view to making customer specific information about the service available on the Council's web site. It is hoped that this new facility will be available in the next few months.

## **17. Customer Contact Centre;**

- 17.1 As the first point of contact for householders, it was inevitable that the Customer Contact Centre would be subjected to a large number of calls during the implementation of the new collection arrangements. To deal with the anticipated increase, two additional Customer Service Advisors were appointed. However, despite the additional resources the Customer Contact Centre struggled to cope with the volume of calls during the implementation (a peak of 1,500 calls per day was recorded – these included calls for other service). The bottleneck created by the limited number of lines supplying the Civic Centre (i.e. the available hardware) resulted in a large number of customers unable to get through. It should be noted that the experience here in Carlisle was no different to that experienced in other authorities where such a major and fundamental change is made to a key council service. It should also be noted that the number of calls that the Customer Contact Centre is now dealing with (at the end of September) has reduced to 250 per day. This compares with 180 per day prior to the implementation of the new collection arrangements.

- 17.2 Corporate complaints:

Inevitably the new collection arrangements generated a number of complaints from the public about the service provided by the council. Since the beginning of the scheme in February 2007, 65 corporate complaints have been received by Waste Services covering a number of areas which have been outlined below in **Table 16**.



**Table 16.** Corporate complaints received by Carlisle City Council Waste Services since February 2007.

<b>Complaint</b>	<b>Total number</b>
Refuse – collection complaints	13
Recycling – collection complaints	17
Refuse and Recycling - both services	13
Staff conduct	3
Communications/Telephones	4
Damage to vehicle/property	2
Miscellaneous	11
Purple sack delivery/use complaints	2
<b>Total</b>	<b>65</b>

Table 16 outlines the number of corporate complaints by subject received by waste services since the introduction of the new refuse and recycling system was implemented in February 2007. Each complaint has been put into subject area to show which areas have the highest number of complaints. The miscellaneous section includes complaints that do not fit into the topic areas outlined above i.e. bin not exchanged quick enough and no bin delivered.

The majority of the corporate complaints received concern the standard of service provided during the transition from the old collection service to the new system. Now that the scheme is fully operational the number of corporate complaints has significantly reduced.

## **18. Cumbria Strategic Waste Partnership;**

- 18.1 The introduction of the Landfill Allowance Trading Scheme (LATS), and the landfill quotas it brings with it, along with Cumbria County Council's appointment of a new disposal contractor have been the catalyst for an unprecedented spirit of partnership between the six Waste Collection Authorities (WCAs) and the Waste Disposal Authority. The Cumbria Strategic Waste Partnership (CSWP) is the product of the new partnership working. The role it is playing in shaping the future of municipal waste management in Cumbria is illustrated by the new Draft Joint Municipal Waste Management Strategy (which has been presented to Members for their comment and which reflects the new National Waste Strategy) and the development of the County Council's new waste disposal contract. If, as seems highly likely, recycling remains outside the scope of that new contract (effectively meaning that 50% of the total household waste stream will be outside the new disposal contract), that will be the most tangible evidence to date of the key role that the WCAs have to play in the management of household waste.
- 18.2 The CSWP gives the Council, and the other WCAs, a voice in the future development of waste management in Cumbria out with the previous confines of our own collection remit. This is clearly important given the many links between collection and disposal functions – a relationship that has grown much closer with the diversion of more waste from landfill. Evidence of the benefits to the Council of its participation in the CSWP are, amongst others, the significant capital and revenue funding obtained from the CSWP for our new collection arrangements (via the 'pooled' Waste Performance & Efficiency Grants) and the proposed new Household Waste Recycling Centre (aka Civic Amenity site) for Brampton.
- 18.3 The Government Office for the North West has informed the CSWP that 'following the Comprehensive Spending Review (2007), and beyond the headline £2 billion PFI funding for waste infrastructure, it is expected, in terms of revenue funding, that the former Waste Performance and Efficiency Grant (WPEG) will be made available through non-ring fenced Revenue Support grant for 2008/09'.
- 18.4 However effective the CSWP is as a forum to debate the issues involved in municipal waste management, a number of major uncertainties remain. These are as follows:
- 18.4.1 The future of Cumbria Waste Management, wholly owned by Cumbria County Council and the parent company of Cumbria Waste, the major player

in recycling in Carlisle and the Council's main recycling contractor is still to be agreed.

18.4.2 The future of the County Council's Recycling Credit payments, which have effectively subsidised the growth of recycling across Cumbria, remains in doubt. Until this year, these payments were linked with the actual costs of landfilling household waste (i.e. they reflected the savings the County Council made as a result of household waste being diverted from landfill). However, with the acknowledgement by all parties that this link is unsustainable (principally because of the seemingly exponential increase in landfill costs), the search for a replacement mechanism that is agreeable to all parties involved becomes ever more pressing. Members should note that the CSWP has committed itself to finding a replacement to Recycling Credits by 2009/10. It is proposed that a replacement will fund the 'actual costs' of recycling. In practice, it is understood that this means the gross cost of the Council's recycling activities minus the available budget.

18.4.3 Finally, the long term future of kerbside recycling, namely the ongoing debate regarding whether collections should remain source segregated or whether recyclables are better collected in a co-mingled manner (and sorted elsewhere at a central sorting facility) is still to be settled. A report produced for the Cumbria Strategic Waste Partnership (CSWP) recommended co-mingled collections for 'dry' recyclables (i.e. collecting cans, paper, plastics etc together to be sorted at a central sorting facility) as opposed to the current source segregated methodology employed in Carlisle. Since the publication of that report, kerbside recycling in Cumbria has continued to grow at a significant rate. This development has largely ignored the findings of the CSWP report, primarily because the co-mingled option has been effectively barred to Cumbria's Waste Collection Authorities because of the lack of a central sorting facility. The forthcoming appointment of a new disposal contractor by Cumbria County Council provides an opportunity to redress this situation should the County Council and the CSWP be so minded. The CSWP Officers' Group has been asked to re-visit the findings of the CSWP report and re-assess the practicalities of co-mingled collections in Cumbria. The results of this assessment will help inform the future development of kerbside recycling in Cumbria. Clearly, any such step to replace the existing source segregated collection infrastructure with one based on co-mingled collections would be a major step with significant capital costs. As such, the merits of co-mingled collections need to be carefully assessed. Whilst this is clearly a dynamic environment, it is likely that no fundamental changes to the collection infrastructure will be required until 2011/12 at the very earliest.

18.5 The CSWP is the forum which enables the Council to contribute to the above key issues. However, it is worth noting that finding agreeable solutions to these questions will be far from simple.

## 19. Summary of key risks

19.1 **Risk:** The current high rates of participation in the various kerbside recycling schemes are not sustained;

**Effect:** Increased residual waste creates increased strain on refuse collection service. Reduction in income from Recycling Credits and product value leads to an increase in the overall cost of the service;

**Action required:** Continued importance of effective promotion is recognised to ensure maximum awareness of waste minimisation. The continued provision of relevant information to householders and a high quality household waste collection service is maintained.

19.2 **Risk:** The search for a replacement for the current Recycling Credit regime is unsuccessful and the full financial benefits of the Council's actions to the WDA are not financially recompensed;

**Effect:** The Council has to meet more than its fair share of the costs of recycling. In other words the full value of the Council's recycling activities is not financially recognised by the WDA;

**Actions:** High priority is given to the Cumbria Strategic Waste Partnership's search for a replacement to the Recycling Credit funding regime.

19.3 **Risk:** Fly tipping rates increase as a result of no enforcement action undertaken;

**Effect:** Public support for the new collection arrangements ebbs away. The benefits that the new arrangements have delivered are placed in jeopardy;

**Action:** Enforcement (including the provision of help and advice) is continued to be provided to ensure that the minority does not spoil things for the majority.

## 20. Summary of Key financial implications

<u>Scheme</u>	<u>Financial implication</u>	<u>Additional information</u>
<b>20.1 Greenbox:</b>		
Accepting the recommendation to consolidate GB6 within existing contractual arrangements.	Additional cost up to a maximum of £30,000 p.a.	Additional revenue costs will be met by the Cumbria Strategic Waste Partnership in 2008/09. Commitment to fund this cost in subsequent years will be sought from the County Council as part of the replacement to the Recycling Credit regime.
<b>20.2 Plastic and Cardboard:</b>		
Accepting the recommendation to consolidate PC4 and extend the provision of plastic and cardboard recycling facilities at the Council's 'bring sites'.	Additional revenue cost likely to be £37,000 p.a.	Additional revenue costs will be met by the Cumbria Strategic Waste Partnership in 2008/09. Commitment to fund this cost in subsequent years will be sought from the County Council as part of the replacement to the Recycling Credit regime. If PC4 is purchased outright, capital cost is likely to be £120,000.
<b>20.3 Bulky household waste collection:</b>		
Introduce charges for collections.	Potential to generate a maximum income of £120,000 p.a.	Additional income (N.B. not included in the financial summary shown on page 48)
<b>20.4 Enforcement:</b>		
Provision of resources to fund a continuation of household waste related enforcement action (2 x one year fixed term posts).	£40,000	Non-recurring. Recommended sources of funding are either (i) 08/09 WPEG or (ii) income from charges for the bulky household waste collection service.

**Summary of the budgetary implications of accepting the recommendations detailed in paragraph 3.2**

	Original Budget 2007/08	Revised Budget 2007/08	Proposed Budget 2008/09 <i>(N.B. Incorporates the financial implications of accepting the recommendations)</i>
	£	£	£
<b>Expenditure</b>			
Employee Related	1,064,200	1,276,000	1,276,000
Premises Related	25,600	85,600	85,600
Transport Related	687,800	884,500	859,600
Supplies and Services	367,600	208,400	218,800
Third Party Payments	536,800	752,000	755,000
Support Services	333,100	333,100	333,100
Capital Financing Costs	8,500	8,500	8,500
<b>Total Expenditure</b>	<b><u>3,023,600</u></b>	<b><u>3,548,100</u></b>	<b><u>3,536,600</u></b>
<b>Income</b>			
Government Grants	0	(100,400)	0
Other Grants Reimbursements or Contributions	(778,100)	(1,117,800)	(1,139,700)
Customer and Client Receipts	(165,600)	(250,000)	(250,000)
<b>Total Income</b>	<b><u>(943,700)</u></b>	<b><u>(1,468,200)</u></b>	<b><u>(1,389,700)</u></b>
<b>Net Requirement</b>	<b><u>2,079,900</u></b>	<b><u>2,079,900</u></b>	<b><u>2,146,900</u></b>
<b>Funding Shortfall (to be met by the Cumbria Strategic Waste Partnership)</b>			<b><u>67,000</u></b>

N.B. The above budget does not allow for the corporate saving of £69,000

## **Part 4: Key conclusions and recommendations**

### **21. Conclusions:**

- 21.1 The new service was implemented as scheduled between March and June 2007. The scale of the challenge was immense. Over 45,000 wheeled bins were delivered along with 3,500 Greenboxes and 60,000 Green bags. New collection rounds were implemented, property specific information was sent to all 48,000 households in Carlisle and a new collection regime was introduced.
- 21.2 The aims and objectives set in the Feasibility Study have been exceeded. The amount of household waste sent to landfill has been reduced by 28% and the amount of household waste recycled exceeds 50% for the first time. The total amount of household waste collected (both landfilled and recycled) by the Council and the County Council (from its Rome Street HWRC) has decreased by 8.75%.
- 21.3 The number of refuse related fly tipping incidents has increased. This increase is mainly restricted to a number of 'hot-spots' across the city.
- 21.4 In the face of intense national media interest and scrutiny, the new collection arrangements have been accepted by the residents of Carlisle. It should be noted that this has not been the case in all other authorities, where similar changes have met with resistance. The co-operation and patience of householders should therefore be recognised. Without the support of the public, the new arrangements would have failed.

The steadfast support of Members should also be acknowledged, especially given the fact that the implementation coincided with a local election. The hard work of Council staff deserves much credit. Staff at the Council's Waste Services section (both in the 'back office' and the collection crews) along with staff in the Customer Contact Centre were subject to intense and prolonged pressure. Their professionalism, stamina and commitment ensured that the transition from the old service to the new was accomplished in as efficiently and as quickly as possible.

21.5 In addition to the above, the main factors that contributed to the successful implementation of the new collection arrangements are listed as follows:

21.5.1 Groundwork: The considerable time and effort spent outlining the scheme to residents prior to its introduction was time well spent;

21.5.2 Cross party political involvement: The involvement of Members from across the political spectrum in all stages of the project, from its initial design to its implementation was a key factor in ensuring its success;

21.5.3 Planning: Over 2 years elapsed between the initial evaluation of the available options and the implementation of the chosen scheme. This period enabled the new arrangements to be properly and effectively designed;

21.5.4 Design: The design of the new arrangements allowed for flexibility ( i.e. not a 'one size fits all' scheme). Maintaining a weekly collection in the areas of high density housing ensured that the scheme was not 'shoe horned' into unsuitable areas;

21.5.6 Implementation: Implementing the scheme in one go (albeit over a three month period) as opposed to phasing it in gradually, ensured maximum awareness amongst the public. Whilst it is acknowledged that this placed a strain on staff and resources it meant that the scheme was implemented quickly and efficiently;

21.5.7 Information: The provision and successful delivery of property specific information to householders (e.g. calendars) ensured that householders were provided with the information they needed to participate in the new collection arrangements.

21.5.8 Technology: Designing new collection rounds and creating databases linked to these new rounds was an enormous challenge. The use of the Council's new GIS technology was instrumental in ensuring that this challenge was successfully met.

21.5.9 Communication: The support from colleagues in the Council's Communications unit secured the support and interest of the local media, a key factor in the success of the scheme.

21.6 The projected cost per household of the new service in 2007/08 (BV86) is £44.84 per annum. This places the authority in a mid-table position when compared with the other authorities in our 'family group'.



21.7 Whilst the new service has been accepted by residents, there are still occasional calls for a return to a weekly refuse collection service. Utilising the existing infrastructure (i.e. the wheeled bins and lifting gear purchased at significant capital cost by the Council), the effects of a return to a weekly refuse collection should not be under-estimated. The provision of a 240 litre wheeled bin for a weekly refuse collection would effectively remove any incentive to recycle (i.e. the bin would be large enough for both refuse and recycling), plus it would double the revenue costs of the Council's refuse collection service. Taking these two factors into account, it is estimated that a return to a weekly refuse collection service would increase the annual cost of the Council's household waste collection service by £750,000 per annum.

## **22. Recommendations**

### **22.1 Re: The collection of refuse via 'purple sacks':**

It is recommended that, where appropriate, the 'front of property' weekly purple sack collection is extended to include other appropriate households.

### **22.2 Re: The Greenbox scheme:**

It is recommended that, subject to agreement of acceptable terms with the existing contractor Cumbria Waste Recycling, Members accept the principals of Option 2/3 as detailed in paragraph 8.6.2/3. It should be noted that any extension to the existing joint Greenbox contract would also require the agreement of Eden District Council.

The additional revenue cost of accepting options 2/3 is a maximum of £30,000 p.a. The additional revenue cost in 08/09 will be funded by the Cumbria Strategic Waste Partnership.

### **22.3 Re: The kerbside collection of Plastic and Cardboard:**

It is recommended that Members accept a combination of Option 1 and Option 3 as detailed in paragraphs 9.6.1 and 9.6.3 respectively: - consolidate the provision of PC4 and extend the provision of plastic and cardboard recycling facilities at the Council's Neighbourhood Recycling Centres.

The additional revenue cost of accepting a combination of Option 1 and Option 3 is £37,000. The additional revenue cost in 08/09 will be funded by the Cumbria Strategic Waste Partnership.

### **22.4 Re: Garden waste collection:**

It is recommended that Officers negotiate with Eden District Council the proposal to extend the existing contract beyond the scheduled termination as detailed in paragraph 10.2.

### **22.5 Re: Bulky household waste collections:**

It is recommended that Members consider the introduction of charges for the collection of bulky household wastes as detailed in paragraph 14.

### **22.6 Re: Waste Services structure:**

It is recommended that Members accept the amended staffing structure for the Council's Waste Services section as detailed in paragraph 15.1 and 15.2.

### **22.7 Re: Enforcement:**

It is recommended that Members make available the necessary resources to extend the Recycling Advisors' fixed term posts (albeit with a remit more heavily focussed on enforcement) for 1 year at a cost to the Council of £40,000 as detailed in paragraph 15.3. It is recommended that funding for these posts is made available from either (i) the 08/09 Waste Performance & Efficiency Grant, or (ii) from income generated from the introduction of charges for the Council's bulky household waste collection service.

## **Part 5: Appendixes**

### **Appendix 1**

#### **AWC Scheme Service Standards & Collection Policies:**

##### **1. What kind of bins will the Council provide?**

- Carlisle City Council will provide all residents with a wheeled bin or coloured sacks for the collection of household refuse;
- All households will be provided with a 240 litre wheeled bin for household refuse except in the following circumstances:
  - (i) Households of 5 or more individuals or households with 2 or more babies using disposable nappies will be eligible for an additional 140 litre wheeled bin;
  - (ii) Where the householder is unable to get a wheeled bin from its normal point of storage to the point of collection, the householder will be provided with coloured sacks;
  - (iii) Where the access for the Council's refuse collection vehicles preclude a household's participation in the scheme, the householder will be provided with coloured refuse sacks;
- Where appropriate, all households provided with a wheeled bin for the collection of refuse will be provided with an additional wheeled bin for the separate collection of garden waste for recycling;
- In addition to collecting garden waste for recycling, the Council aims to provide a kerbside recycling service to as many households as is practical. A minimum of 45,000 households will be provided with a 'Greenbox' for paper, glass and cans. A minimum of 37,000 households will be provided with special re-usable bags for the separate collection of plastic and cardboard.
- Properties that have not been included in the extended Greenbox scheme will be offered a waste audit and an additional bin if needed. (N.B. the normal criteria for qualifying for an additional bin will be waived for those households).

## **2. When will the Council collect your bin?**

- Wheeled bins for refuse and garden waste will be collected on 'alternate weeks', i.e. refuse on week one, garden waste on week two and so on;
- Households provided with coloured refuse sacks will receive a weekly collection;
- Recycling boxes and bags will be collected fortnightly;
- All households will be provided with a 'collection calendar' informing them when their refuse and recycling will be collected;
- All bins, boxes and bags must be put out for collection before 7am on the stated collection day;

## **3. Where will the Council collect your bin from?**

- Unless otherwise agreed with the Council, householders are asked to put their refuse and recycling for collection at the curtilage at the front of their property;
- Collection arrangements for properties with private lanes will be negotiated. Wherever possible, the point of collection will be where the private lane meets the public highway;
- If a householder is unable to manage a Greenbox, smaller, lightweight reusable sacks can be provided as an alternative;
- Elderly or infirm householders who require assistance to get their wheeled bins, refuse sacks, recycling boxes or bags from their normal point of storage to the point of collection will be eligible for an 'assisted collection';

## **4. How much rubbish will the Council collect from you?**

- Only household refuse put out for collection in the wheeled bin will be collected. No 'side waste' (i.e. rubbish put out in bags beside the wheeled bin) will be collected. Householders presenting 'side waste' for collection will first receive a warning. On subsequent occasions fixed penalty notices

under the Clean Neighbourhoods and Environment Act may be issued to persistent offenders.

- In the interests of hygiene and to reduce any environmental nuisances (e.g. litter), householders are asked to put their wheeled bins out for collection with their lids down;
- For those households receiving a sack collection, only 2 coloured refuse sacks will be collected from each property at each collection;
- All recyclable rubbish should be placed in the box and/or bags provided.

## **5. Replacement bins**

- Wheeled bins that are stolen or have been damaged within the first year of the scheme will be replaced free of charge.
- Recycling bags and boxes that have been stolen or damaged will be replaced free of charge;
- Replacement bins and boxes will be delivered within 2 weeks of a request for a replacement having been received by the Council.
- All wheeled bins (both for refuse and for garden waste) and Greenboxes remain the property of Carlisle City Council and should be left for the use of the new occupier when moving house.

## **6. What can be recycled?**

- All households will be provided with full instructions on how to take part in the various recycling schemes;
- To help ensure the viability of the various kerbside recycling schemes, householders are asked to follow the instructions provided for each scheme and place only those items specified in the respective recycling container. Any 'contaminated' Greenboxes and Garden waste bins will not be collected (N.B. contamination is defined as non-recyclable wastes in sufficient quantities that would render the material collected unsuitable for recycling). Householders presenting contaminated Greenboxes and Garden waste bins will be provided with a leaflet explaining why their Greenbox or Garden waste bin was not collected. Persistent offenders will be offered a waste audit. The removal of the Greenbox or Garden waste bin remains the last resort.

## Appendix 3

Findings of the 'Front of property' collections workshop held on 3<sup>rd</sup> August 2007:

### Pros of moving to 'front of property' collections

- Operationally easier;
- More cost effective;
- The current collection from back lanes may be interpreted as legitimising the permanent storage of refuse in back lanes;
- Brings the collection of refuse in line with recycling (N.B. recycling is collected from the front of property);
- Past experience of moving collections from back lanes to front of property has been positive (e.g. Melbourne Road;
- Will facilitate the enforcement of Council policies.

### Cons of moving to 'front of property' collections

- Streetscape may be compromised;
- Householders will be required to carry refuse through their house;
- Could be unpopular with residents;
- Front of property collections may not be suitable for all property types;
- Some streets have traffic calming obstacles which could impede front of property collections;
- Could produce negative publicity.

## Appendix 4

### Procedure For Black Sack Fly Tipping Removal.

<i>Adopted Lanes</i>	<i>Unadopted Lanes</i>
<ul style="list-style-type: none"> <li>• Identify Lane</li>   <li>• Inspect lane/gather evidence- photos/letter etc to be stored in file</li>   <li>• If NO evidence:               <ul style="list-style-type: none"> <li>➤ Arrange for collection, apply sticker</li> </ul> </li>   <li>• If evidence IS located:               <ul style="list-style-type: none"> <li>➤ Apply sticker to sack</li> <li>➤ Visit householder,</li> <li>➤ Discuss what the problem is,</li> <li>➤ Educate</li> <li>➤ See how we can help,</li> <li>➤ If possible, get resident to remove rubbish- Explain procedure if it occurs again</li> </ul> </li>   <li>• SECOND OFFENCE:               <ul style="list-style-type: none"> <li>➤ Issue formal warning letter</li> </ul> </li>   <li>• THIRD OFFENCE:               <ul style="list-style-type: none"> <li>➤ Issue FPN £75- 2 officers to be present</li> <li>➤ (50% discount if paid within 14 days)</li> <li>➤ (Extension of payment can be requested if payment difficulties)</li> </ul> </li>   <li>• AFTER 5 FPNs take to court.</li> </ul>	<ul style="list-style-type: none"> <li>• Identify Lane</li>   <li>• Locate Waste and Gather Evidence</li>   <li>• If evidence IS located:               <ul style="list-style-type: none"> <li>➤ Visit householder,</li> <li>➤ Ask what problem is,</li> <li>➤ Explain policy for unadopted lanes,</li> <li>➤ If they decide not to remove, pass onto EHO's to determine if it is classed as a Statutory Nuisance</li> </ul> </li>   <li>• If evidence CANNOT be found and refuse is usually collected from lane, arrange for it to be removed either by street cleaning or refuse crew (<i>sticker prior to collection</i>)</li>   <li>• <i>If refuse/waste is found on PRIVATE land ie, CHA property, contact CHA or Environmental Health.</i></li> </ul>







## CARLISLE CITY COUNCIL RECYCLING QUESTIONNAIRE - SEPTEMBER 2007

*Carlisle City Council have changed the way your rubbish is collected and made it easier for more residents to recycle. We are now recycling over 50% of your household rubbish and we'd like to know a bit more about your opinions on refuse and recycling to help us to improve the service we offer you in the future.*

**ENTER OUR FREE PRIZE DRAW.** An entry will be drawn at random after the closing date of xxxxxx and the winner will receive a weekly delivery of organic fruit and vegetable boxes for 3 months from Evas Organics near Brampton. For your chance to win, just fill in the form attached and return it to us to take part - you can also leave any further comments on this form. All entries will be treated in confidence and we do not pass on your details to any third parties.

**Q1** By taking part in the recycling schemes, do you think that you've reduced the amount of household waste (non-recyclable rubbish) that you now put in your dustbin or refuse sack?

Yes (Go to Q2) ....  1      No (Go to Q3).....  2      Don't recycle (Go to Q3) .....  3

**Q2** If yes, how much would you say the contents of your dustbin or refuse sack has decreased by?

Less than a quarter .....  1      Three-quarters .....  4  
A quarter .....  2      More than three-quarters .....  5  
A half .....  3

**Q3** Do you feel the containers you have been provided with are sufficient enough to deal with refuse/recycling?

Yes (Go to Q5) .....  1      No (Go to Q4) .....  2

**Q4** If not, why is this?

\_\_\_\_\_

**Q5** Which of the following items do you put in your Greenbox? (TICK ALL THAT APPLY)

Newspapers ..... <input type="checkbox"/> 01	Letters ..... <input type="checkbox"/> 08	Plastic carrier bags ..... <input type="checkbox"/> 13
Magazines ..... <input type="checkbox"/> 02	Metal lids from glass jars ..... <input type="checkbox"/> 09	Glass bottles ..... <input type="checkbox"/> 14
Junk mail ..... <input type="checkbox"/> 03	Cardboard ..... <input type="checkbox"/> 10	Glass jars ..... <input type="checkbox"/> 15
Envelopes ..... <input type="checkbox"/> 04	Other glass ..... <input type="checkbox"/> 11	Food tins ..... <input type="checkbox"/> 16
Directories ..... <input type="checkbox"/> 05	Metal ..... <input type="checkbox"/> 12	Drinks cans ..... <input type="checkbox"/> 17
Greetings Cards .. <input type="checkbox"/> 06		None of these ..... <input type="checkbox"/> 18
Envelopes ..... <input type="checkbox"/> 07		



**Q6 Which of the following items do you put in your Greenbags? (TICK ALL THAT APPLY)**

Plastic bottles.....	<input type="checkbox"/> 01	Yoghurt pots.....	<input type="checkbox"/> 06	Tetrapack (milk or juice) cartons...	<input type="checkbox"/> 11
Plastic food trays.	<input type="checkbox"/> 02	Plant pots .....	<input type="checkbox"/> 07	Cereal boxes .....	<input type="checkbox"/> 12
Polystyrene .....	<input type="checkbox"/> 03	Bubble wrap .....	<input type="checkbox"/> 08	Packaging boxes.	<input type="checkbox"/> 13
Cling film .....	<input type="checkbox"/> 04	Cardboard boxes.	<input type="checkbox"/> 09	None of these.....	<input type="checkbox"/> 14
Plastic carrier bags .....	<input type="checkbox"/> 05	Egg cartons .....	<input type="checkbox"/> 10		

**Q7 Which of the following items do you put in your Garden waste bin? (TICK ALL THAT APPLY)**

Grass.....	<input type="checkbox"/> 01	Weeds.....	<input type="checkbox"/> 06	Wood.....	<input type="checkbox"/> 11
Leaves.....	<input type="checkbox"/> 02	Flowers.....	<input type="checkbox"/> 07	Soil .....	<input type="checkbox"/> 12
Twigs.....	<input type="checkbox"/> 03	Vegetable & fruit peelings.....	<input type="checkbox"/> 08	Rubble.....	<input type="checkbox"/> 13
Branches .....	<input type="checkbox"/> 04	Kitchen waste.....	<input type="checkbox"/> 09	None of these.....	<input type="checkbox"/> 14
Cooked food scraps.....	<input type="checkbox"/> 05	Hedge clippings...	<input type="checkbox"/> 10		

**Q8 Do you ever visit Recycling Centres?**

Yes (Go to Q9).....  1      No (Go to Q10) .....

**Q9 What items do you recycle/dispose of when using the recycling centre? (Tick all that apply)**

Paper.....	<input type="checkbox"/> 01	Wood.....	<input type="checkbox"/> 06	Books/Music.....	<input type="checkbox"/> 11
Card .....	<input type="checkbox"/> 02	Aluminium foil.....	<input type="checkbox"/> 07	Clothes/rags .....	<input type="checkbox"/> 12
Tins & Cans.....	<input type="checkbox"/> 03	Metals.....	<input type="checkbox"/> 08	Don't use them ...	<input type="checkbox"/> 13
Glass .....	<input type="checkbox"/> 04	Plastic.....	<input type="checkbox"/> 09	Other .....	<input type="checkbox"/> 14
Garden waste.....	<input type="checkbox"/> 05	Oil.....	<input type="checkbox"/> 10		

**If other, please specify:**

**Q10 Are there any other material you would like to be able to recycle?**

Tetrapak cartons (fruit juice, milk).....	<input type="checkbox"/> 1
Kitchen waste .....	<input type="checkbox"/> 2
Household batteries.....	<input type="checkbox"/> 3
Commercial waste that is recyclable.....	<input type="checkbox"/> 4
Other.....	<input type="checkbox"/> 5

**If other, please specify:**

**Q11 In the future how would you prefer to have your recycling collected?**

In a wheeled bin.....	<input type="checkbox"/> 1
Using the current Greenbox and Greenbags.....	<input type="checkbox"/> 2

**Q12 Do you compost your garden waste at home?**

Yes (Go to Q13).....  1      No (Go to Q14) .....



Q13 **Do you use Carlisle City Council provided composting bins?**  
 Yes (Go to Q15) .....  1      No (Go to Q15) .....  2

Q14 **If you do not home compost, why not?**  
 \_\_\_\_\_  
 \_\_\_\_\_

Q15 **Are you aware of the following...**

	Yes	No
Home composting bins are available from Carlisle City Council from just £8	<input type="checkbox"/> 1	<input type="checkbox"/> 2
You can have additional recycling containers to recycle more if needed	<input type="checkbox"/> 1	<input type="checkbox"/> 2
Carlisle City Council collects and/or recycles bulky household items, such as fridges, washing machines, sofas from your doorstep free of charge?	<input type="checkbox"/> 1	<input type="checkbox"/> 2
You can buy household items that have been recycled from Impact Housing Association, Centre 47, Nelson St, Carlisle	<input type="checkbox"/> 1	<input type="checkbox"/> 2

Q16 **Do you use a reusable cotton bag when shopping?**  
 Yes (Go to Q17) .....  1      No (Go to Q18) .....  2

Q17 **If you have a reusable cotton bag, where did you get it from:**

Carlisle City Council ..... <input type="checkbox"/> 1	Resource Cumbria..... <input type="checkbox"/> 2	Other supplier..... <input type="checkbox"/> 3
--	--	--

Q18 **Do you reuse plastic shopping bags? (TICK ALL THAT APPLY)**

Yes for shopping with..... <input type="checkbox"/> 1	Yes for other uses..... <input type="checkbox"/> 3
Yes to line bins with ..... <input type="checkbox"/> 2	No ..... <input type="checkbox"/> 4

Q19 **Do you look after a child that uses nappies?**  
 Yes (Go to Q20) .....  1      No (Go to Q23) .....  2

Q20 **If yes, do you use disposable or reusable nappies?**

Only disposable (Go to Q21) ..... <input type="checkbox"/> 1	Only reusable (Go to Q23) ..... <input type="checkbox"/> 2	Both (Go to Q21). <input type="checkbox"/> 3
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Q21 **If you only use disposable nappies, did you ever consider using reusable nappies?**

Considered, but did not try ..... <input type="checkbox"/> 1	Never considered them ..... <input type="checkbox"/> 2	Tried, but gave up ..... <input type="checkbox"/> 3
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**Q22 Why do you use disposable nappies? (Tick any that apply)**

Cheaper than reusable nappies.....  1

More hygienic than reusable nappies .....  2

Don't have the time to wash nappies .....  3

Don't like the thought of washing the nappies .....  4

Other.....  5

**If other, please specify:**

---

***The cost of disposing of household waste is set to increase significantly for councils over the coming years. Landfill sites are filling up, as a community we need to take action***

**Q23 How much do you think it costs your Council to provide Kerbside collection of refuse and recycling to your household every year?**

Less than £20.....  01    £80-£100 a year ..  05    £160-£180 a year  09

£20-£40 a year ....  02    £100-£120 a year  06    £180-£200 a year  10

£40-£60 a year ....  03    £120-£140 a year  07    More than £200 a  11

£60-£80 a year ....  04    £140-£160 a year  08    year .....

***We consulted residents in various ways as part of the changes to our new scheme. We are constantly aiming to improve our communications and we would like to know about your experiences when contacting us and if you found the information we sent you helpful.***

**Q24 What did you think of the information leaflet about how to use your containers?**

	Agree		Disagree		Did not receive
Interesting	<input type="checkbox"/>	1	<input type="checkbox"/>	2	<input type="checkbox"/> 3
Useful	<input type="checkbox"/>	1	<input type="checkbox"/>	2	<input type="checkbox"/> 3
Easy to read and understand	<input type="checkbox"/>	1	<input type="checkbox"/>	2	<input type="checkbox"/> 3
Attractive	<input type="checkbox"/>	1	<input type="checkbox"/>	2	<input type="checkbox"/> 3
Informative	<input type="checkbox"/>	1	<input type="checkbox"/>	2	<input type="checkbox"/> 3

**Q25 What did you think of the recycling calendar?**

	Agree		Disagree		Did not receive
Interesting	<input type="checkbox"/>	1	<input type="checkbox"/>	2	<input type="checkbox"/> 3
Useful	<input type="checkbox"/>	1	<input type="checkbox"/>	2	<input type="checkbox"/> 3
Easy to read and understand	<input type="checkbox"/>	1	<input type="checkbox"/>	2	<input type="checkbox"/> 3
Attractive	<input type="checkbox"/>	1	<input type="checkbox"/>	2	<input type="checkbox"/> 3
Informative	<input type="checkbox"/>	1	<input type="checkbox"/>	2	<input type="checkbox"/> 3





Q26 **What did you think of the refuse calendar?**

	Agree		Disagree		Did not receive	
Interesting	<input type="checkbox"/>	1	<input type="checkbox"/>	2	<input type="checkbox"/>	3
Useful	<input type="checkbox"/>	1	<input type="checkbox"/>	2	<input type="checkbox"/>	3
Easy to read and understand	<input type="checkbox"/>	1	<input type="checkbox"/>	2	<input type="checkbox"/>	3
Attractive	<input type="checkbox"/>	1	<input type="checkbox"/>	2	<input type="checkbox"/>	3
Informative	<input type="checkbox"/>	1	<input type="checkbox"/>	2	<input type="checkbox"/>	3

Q27 **How would you prefer to receive refuse & recycling calendars?**

Website.....  1

Stuck on bin.....  2

Newspaper.....  3

By post.....  4

Other.....  5

**If other, please specify:**

---

Q28 **Have you ever visited Carlisle City Councils refuse and recycling events and roadshows?**

Yes.....  1      No.....  2

Q29 **Have you contacted the Council regarding recycling issues?**

Yes (Go to Q30).....  1      No (Go to Q31).....  2

Q30 **If so, how did you contact the Council?**

Email (recycling@carlisle.gov.uk).....  1

Telephone (01228 817200).....  2

Contact in person at the Civic Centre.....  3

Contact in person in other ways (eg, a home visit).....  4

Q31 **Have you visited the refuse and recycling pages on Carlisle City Council website www.carlisle.gov.uk?**

Yes (Go to Q32).....  1      No (Go to Q33).....  2

Q32 **If yes, did you...**

	Yes		No	
Find it easy to use/navigate	<input type="checkbox"/>	1    Go to Q34	<input type="checkbox"/>	2    Go to Q34
Find the information you needed	<input type="checkbox"/>	1    Go to Q34	<input type="checkbox"/>	2    Go to Q33

Q33 **If no, what did you want to know?**

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Q34 **How would you prefer to be updated on developments with the schemes?**

Newsletters .....	<input type="checkbox"/> 01	Radio advertising .....	<input type="checkbox"/> 06
Council magazine (e.g. Carlisle Focus) .....	<input type="checkbox"/> 02	TV advertising .....	<input type="checkbox"/> 07
Attending public meetings (such as Neighbourhood Forums).....	<input type="checkbox"/> 03	Local newspaper - article .....	<input type="checkbox"/> 08
Other public events (such as local agricultural shows, farmers markets etc) .....	<input type="checkbox"/> 04	Local newspaper - advert.....	<input type="checkbox"/> 09
Via the Internet.....	<input type="checkbox"/> 05	By email .....	<input type="checkbox"/> 10
		Other .....	<input type="checkbox"/> 11

**If other, please specify:**

---

Q35 **Is there any of the following recycling containers that you do not have?**

Green box .....	<input type="checkbox"/> 1	Garden waste bin .....	<input type="checkbox"/> 3
Green recycling bags for plastic/card .....	<input type="checkbox"/> 2	Other .....	<input type="checkbox"/> 4

Q36 **Would you like to find out more about:**

What you can home compost .....	<input type="checkbox"/> 1
Where you can buy a home composting bin at reduced price .....	<input type="checkbox"/> 2
Washable cotton nappies .....	<input type="checkbox"/> 3
Water Butts.....	<input type="checkbox"/> 4
Where to recycle certain items (please list item below).....	<input type="checkbox"/> 5

**Please list those certain items you are interested in recycling:**

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Q37 **If yes go to Q35 and/or Q36, please write your name and address below for further details:**

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Q38 **Do you have any suggestions for improving the service we provide to you?**

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*And finally, for analysis purposes only, a few questions on you...*

Q39 **What is your postcode?**

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## Appendix 6

### Recycling Focus Groups (September 2007)

#### **INTRODUCTION**

CN Research was asked by Carlisle City Council Recycling Department to carry out two focus groups with their customers from both rural and urban collection routes. One group was carried out with residents on Collection Round 23 covering Dalston (rural) and one with residents on Collection Round 11 (urban) covering Currock, Upperby and Brisco areas.

The results from the focus group will allow the Recycling Department to assess the effectiveness of the current schemes in place for recycling and to inform future plans for recycling services to residents in both rural and urban areas.

#### **METHODOLOGY**

CN Research carried out focus groups in the following areas:-

- Dalston
- Currock / Upperby

Participants were recruited for all focus groups from Carlisle City Council Recycling / Waste collection routes databases by CN Research. Letters were sent to a random sample of residents explaining the reason for the research. Recruitment took place using responses to the letter and by face to face contact with the random sample. Each respondent then received a follow up phone call the day before the focus group to remind them.

Both groups were moderated by the Project Manager, Georgia Shorrocks. There were 10 people in each group.

The groups were held on the following dates:-

- Dalston – Monday 17 September, Blue Bell Hotel, 7pm
- Currock – Wednesday 19 September, Currock Community Centre, 7pm

All participants were reassured of the confidentiality of the focus groups, in accordance with the Market Research Society Code of Conduct, and were encouraged to be open and relaxed during the discussion. We strictly adhere to the Market Research Society guidelines for qualitative research, and in keeping with a promise given to participants, the final report will avoid making references which could lead to the identification of individual participants.

The question frame was developed with the client and issues addressed included:-

- What do residents currently do to recycle or reduce waste?
- Is there anything they find difficult to recycle?
- Current recycling containers
- Co-mingled waste
- Issues for families
- Rural issues
- Reasons for recycling
- Communication

For full question frame see the end of this Appendix.

### **SUMMARY**

- Most residents seem to have embraced recycling and are keen to do whatever they can to ensure recycling is maximised
- There is still uncertainty about some products, particularly plastics – what can and can't be recycled
- Individual residents have individual requirements and this should be addressed if possible
- All bins and containers required should be provided free of charge, including additional bins and compost bins

- Refuse collection teams should be flexible where necessary to accommodate uncertainty and genuine mistakes with recycling products
- Telephone communication should be improved to ensure queries are dealt with more efficiently
- Residents would prefer all recycling waste to be collected in one container rather than in several different containers
- Residents would prefer weekly collections
- General information should be made more easily available, particularly on how special collections can be organised, and how well the residents are performing with recycling, giving encouragement to do more.

## **FINDINGS**

### **What sort of things do you currently do to help reduce waste?**

Both groups confirmed that they use the current schemes provided by Carlisle City Council for recycling. These include the grey wheelie bins for general household rubbish that cannot be recycled, green bags for plastics and cardboard, green box for paper, glass and tins and a green bin for garden rubbish.

Members from both groups said they composted, in the urban area 2 people use a compost bin and in the rural area 1 person composted straight into a trench in their garden.

Water was recycled by members of both groups. Some had kept their old bins and used these to collect water. Another respondent used an old bath and one respondent has a stream in their garden which they use for water for the garden.

Several respondents said they still have to go to Bousteads Grassing (BG) with additional loads of rubbish that the current collections will not take. This is usually additional volume of goods for recycling, for example additional garden waste which will not fit into the current garden waste bin for the regular collection.

One respondent said they dumped their garden rubbish over a hedge near them into a field with cattle in.

Several members of both groups said they took additional recycling, particularly plastics to supermarket 'Bring Sites'. Respondents are happy to do this when they are going for their shopping, and even use the containers provided by the City Council to take things there.

Several respondents have phoned the City Council to have larger items removed such as televisions and fridges, and some have taken these items to BG themselves.

Two respondents said they contact Impact Housing if they have any furniture to recycle. They will collect and renovate sofas etc at their workshops.

One respondent takes her junk mail to Aldi for recycling

### **Issue arising**

Respondents feel that some of the containers are not big enough and any additional rubbish put out next to them would not be picked up by the collection vehicles. This was particularly the case, in both the urban and rural areas, where respondents had babies in nappies or had larger families. The biggest problem was volume of nappies, cardboard and plastics, particularly bottles which take up a lot of room in the containers provided. Many respondents commented that they felt the bins became unhygienic and smelly when they are full of nappies, dog food tins, salmon tins etc and are only collected once a fortnight. Even though the bins have lids they become smelly, particularly in warm weather. This is also the case if respondents have put something in the bin that should not be there, usually by accident or uncertainty, and the bin is not collected at all. This means that the waste has to wait for 4 weeks before it is collected, and this then becomes a problem with the extra volume of waste. This also happens if the bin lids do not shut completely, then the bins are not emptied and stay until the next collection 2 weeks later.

However respondents agreed that this happens less frequently now as awareness of recycling improves.

One respondent in the rural area does not have all the recycling containers but would be happy to recycle if she did. Currently she puts all her tin cans in the waste bin as she feels it would be too smelly and unhygienic to save them and put them in her car and take them to the 'Bring Site' in Dalston. She does do this with cardboard and tin foil though.

Some respondents, both in rural and urban areas feel that the wheelie bins are actually too big for them. This is mainly the grey bin for general non-recyclable waste, where there is only one person in a household. They agreed that this is probably because they are now recycling so much of their waste, often a single person only has a couple of small bags of rubbish in their grey wheelie bin.

Single residents in the urban area said they would prefer to have the option to put a black / purple sack out instead of having the bins if they do not have so much rubbish, especially when the bins have to be moved from the back of a house, around to the front for collection in terraces of houses. They have to rely on relatives or neighbours to move the wheelie bins for them.

They also commented that observations of the collection men had shown that they look in the bins anyway and if there are only a couple of bags in it they just pick them out and throw them on the lorry, so why couldn't they just put the bags out in the first place?

Another problem in both the rural and urban areas was the volume of garden waste, particularly hedge cuttings in the summertime. Several respondents commented that they used to be able to put 10 bags of garden rubbish out at a time and it would be collected. Now that they have to use to container provided it takes them approximately 4 collections (2 months) to dispose of their hedge cuttings so they feel this is now a poorer service offered.

Many respondents have phoned the City Council to request additional containers and some have received them, some have not and some have purchased additional



containers, so there was confusion as to what the system actually was for additional containers.

All respondents in both groups agreed that it would be sensible and more cost effective if the City Council took into account individual requirements for recycling and the right number and size of containers was provided to meet these individual requirements. Everyone agreed that they are quite happy to recycle as much as possible, but the right systems and facilities must be put in place to allow this to happen. This would make the system more cost effective and also reduce wastage in waste collection.

An example was given of the garden waste collection service set up for the Hethersgill area where, up to now they have been able to dispose of garden waste easily because it is a very rural area. There is now a fortnightly collection in that area that no-one needs.

Everyone agreed that they would prefer a weekly collection of waste and recycling, with the exception of paper which they felt could be collected separately once a fortnight. Weekly collections would stop the problem they have of plastics needing to be taken to the collection sites at supermarkets. Although most of them do this now there was some concern for those people who do not

drive. This would also solve the garden waste problem; many respondents said they have to go to BG with a trailer regularly throughout the summer.

Several respondents (mainly urban) said they would be keen to compost but it was the cost of buying the bin in the first place. They would do this if the bins were provided for them.

Residents in the urban area commented on the bureaucracy with regard to getting large items collected such as fridges etc. One example given was of a respondent who organised for a fridge to be collected and whilst he was waiting for this he also had a cooker which he wanted to be removed, so he put it out with the fridge. When the collection vehicle came it took the fridge and not the cooker. He felt that this was

ridiculous, particularly when we are being asked to cut down on CO2 emissions, as it just meant that the trip would have to be made again to collect the cooker.

All respondents agreed that it is easy to recycle newspapers, however the bin provided is for paper, tins and glass and several respondents said they fill their bin just with newspapers. This also means that the bin is very heavy to carry out for collection.

Several respondents said that as the bin has no lid, if it is a windy day the paper often gets blown away and makes the neighbourhood very untidy. The collection operatives do not pick up anything that is in the streets so it is up to the residents to clear up the streets after the collection service. This is particularly the case with the paper if they put the bin out the night before. They confirmed that they know they are not supposed to put bins out the night before but with collections at 7am this is the only sensible thing to do. If they miss the collection it is another 2 weeks before the bins are emptied. A suggestion was made that the street cleaning service follows on after the recycling service.

### **Is there anything that you find difficult to recycle and how do you overcome this?**

The main problem that respondents had was with plastics. There was a lot of uncertainty about which types of plastics go where – for recycling or for waste. This was the same with certain types of wrappers such as foil wrappers on chocolate – can this be recycled? Also the volume of plastics is a problem, so most people take additional plastic to supermarket recycling sites.

Polystyrene was a problem as it takes up such a lot of space in the grey bins, particularly packaging from televisions etc.

One respondent wanted to recycle /remove a mattress. He was happy to take it himself to BG, however when he got there he was not allowed in as he had the mattress in a van. He was not allowed to carry it in either. He had to take it home, put it on top of a car and take it back again. He did this, however he said it would have been very easy just to dump it on a roadside somewhere.

Tetrapacks currently cannot be recycled so just go into the ordinary rubbish bin.

There was confusion in both groups about disposing of vegetable peelings and respondents wondered why these could not go with the garden waste. Those who compost recommended this method for getting rid of peelings and waste food. Others said they put them in the waste bins.

Additional volumes of recycling was again mentioned, particularly garden waste. Many respondents still make regular trips to BG to dispose of this.

Most respondents knew that plastic bags could not be recycled and everyone agreed that they needed more information on recycling these and other types of plastics. Again supermarket sites were used for disposal of plastic bags. One respondent who thought they could be recycled put them in her plastics Green Bag and they were removed and left scattered in her garden.

Silage bags – one respondent in the rural area has difficulty in disposing of large plastic silage bags – currently has to pay DEFRA to take these away. Although she thought this was probably not a Carlisle City Council issue, it did mean that the countryside is littered with plastic from farms and smallholdings because it is too costly to have it removed or recycled, even though she knows that any recycled plastic is used to make furniture.

Many respondents commented that they find it very difficult to contact anyone to get larger items removed. Some people were unsure where you find the telephone number for this service; others were frustrated by the automated service on the telephone system

### **What do you think about wheelie bins?**

There were many different comments made about the wheelie bins depending on individual circumstance:-

- Most respondents were pleased with the introduction of wheelie bins
- Those with families or young children, particularly with babies in nappies, felt they were too small
- Respondents who lived alone felt they were too big
- Respondents in terraced housing felt they were often difficult to manhandle them to where they have to be collected
- The bins are so deep that if you drop something in by accident it is very difficult to retrieve
- Having to use a range of containers, storage was an issue. Several respondents said they can no longer use their garage for their cars as there is no room.

**Would there be any benefits or drawbacks for you putting all your recycling waste into one wheelie bin instead of bags or boxes?**

This was actually suggested by one respondent and received unanimous agreement that this would be a much better option if it was available.

Respondents from both groups queried as to whether this would be a more expensive option or would increase their council tax. They are all keen to recycle now and are prepared to carry on with splitting their recycling up if this has a cost savings for them / the council. If there is no difference they would prefer that all recycling waste went together into one bin.

All agreed that this would be a sensible option as the paper, glass and tins have to be sorted out anyway by the bin men so it wouldn't be any different sorting it once it had all been collected. Respondents from both areas also felt this would mean that everything would be collected on the one day, rather than lots of collections on different days, or lots of different collection lorries.

Respondents from the urban group commented that most people are proactive in recycling and if it was made even easier it might encourage those people who don't do it now to start recycling.

## **Family issues**

The main issues for those respondents with families are:-

- Wheelie bins not big enough to take 2 weeks worth of waste
- Bins are unhygienic and become smelly, particularly with nappies
- Containers for cardboard and for plastics are not big enough for fortnightly collections – either need bigger bins (quite happy with this option) or more regular collections. One respondent suggested that if bigger bins were provided for plastic and cardboard this would only need to be collected monthly as it does not smell
- Don't have enough storage room for all the containers

## **Rural issues**

The main issues for those respondents living in a rural area are:-

- Disposal of garden waste – most people have large gardens
- Remembering which things are collected on which days as everything goes out on separate days
- Not everyone has all the different containers, still have to bring lots of different things into Dalston or other places for plastics
- Have some fly tipping in the local area
- Transport not easy for some people so cannot always take things to other sites for recycling

## **What do you think are the main reasons for recycling and reducing waste?**

Both groups felt that the City Council had introduced the recycling schemes because of pressure from government to reduce the amount of landfill. They felt it was the financial pressure (being fined if they did not reduce their landfill waste) which is pushing all councils to recycle rather than ethical reasons.

However they agreed that it makes commonsense to recycle, materials can be used over and over again, saving not only landfill but also the resources used to make

things in the first place. Respondents want the council to put the most efficient system in place so that council tax payers bear the least cost. Most residents would be prepared to contribute as much as they can in time and effort to help reduce the costs. However if this is to be the case, they would like the facilities and services to be more personalised to encourage this.

A suggestion was made on several occasions that residents are given the right number and size of containers for their individual needs, making the recycling effort as efficient and effective as possible.

## **Communication**

Generally all respondents liked the idea of the calendar provided by Carlisle City Council. They would like this to be one calendar, instead of the current three that are provided, and one that could be hung up and kept throughout the year, with all the different recycling days highlighted on it. It was suggested that this could be a laminated calendar and that it could be distributed by the bin men to save on postage costs. Those living in the urban area commented that they had received their three calendars on separate occasions by post and thought that this was an expensive option for distribution. All respondents agreed that an annual calendar is sufficient for communicating collection times and dates; however they would like to see more information on how well residents are doing with recycling. A suggestion was to use the Focus magazine for this. There was very little awareness of any other publicity or information on recycling such as leaflets or information sheets.

Respondents said they would like the calendar to include all information on recycling, including telephone numbers for collection of fridges, televisions etc, information on how to dispose of bigger items, how to get extra bags or bins etc – a comprehensive recycling guide.

One respondent thought the Focus magazine could be used to distribute the annual calendar, perhaps as a tear off cover.

Several respondents in the rural area said they would use the website more if it was not so complicated. One suggestion was that residents could key in their postcode

and all the information on their collections would be available. However most respondents from both groups said they would not use the website.

Most respondents felt that communication by phone was very poor, either the phone did not get answered, or when it did the automated system was too complicated.

Several respondents agreed that the City Council needs to be sensitive about the worry that something like recycling can cause to elderly or vulnerable people. Examples were given of how elderly people worry about putting the right waste in the right bins, then putting the bins out on the right day, and if they do get things wrong perhaps the people collecting the bins could be sensitive to the anxiety this causes. They suggested that perhaps someone could be assigned to work with older people, as most of them want to get things right but it does cause a lot of anxiety.

Dalston has a Parish Magazine and it was suggested that this was used for further information or to let Dalston residents know how well they are performing with recycling.

### **Any other comments**

Respondents were generally very positive about recycling and want to do whatever they can to make it work, however they are frustrated by things that seem to make this difficult to do. This includes:-

- Not being given enough containers of the right size to use
- Some were able to get extra containers and others were not
- Not all containers were available for some residents
- Refuse collectors will not take anything that is not in the right container
- What is seen as 'petty bureaucracy' by Bousteds Grassing – no flexibility when people are trying their best to get it right
- Telephone communication is poor – residents cannot get through to the City Council
- Requests for additional containers are ignored

- Not enough information on what can and can't be recycled – particularly plastics, foil wrappers etc

Many respondents felt strongly that pressure should be put on the manufacturers of the packaging to use only recyclable products. It was noted that Marks and

Spencer say that by 2012 all their packaging will be recyclable. This is a good move and everyone should do the same but why is it taking so long?

The Bags for Life from supermarkets were seen as a good initiative and it was suggested that people should be charged for the ordinary plastic bags, or they should be removed completely.

Another suggestion was that an incentive be given to recycle things, similar to the way that lemonade bottles used to be taken back to the shop and a deposit was returned on them, or to give more Tesco Clubcard points or similar for using recyclable bags etc. Many people felt the responsibility for recycling should be everyone's – residents, supermarkets and packaging manufacturers, not just the City Councils.

Several residents commented that they City Council used to collect the grass cuttings when they cut public areas such as York Field, Hammonds Pond and some school fields and recycle them; however they are left on the fields now. Perhaps they should set an example and collect and compost these, or at least use the garden waste recycling scheme.

There was some discussion about keeping the bins clean, although this was not a big issue. Some people used the service provided by a private company to clean their bins regularly, others used bin liners and others just hosed them out.

Residents were very inventive with the use of mothballs, air fresheners etc to keep their bins smelling nice.



## Question Frame

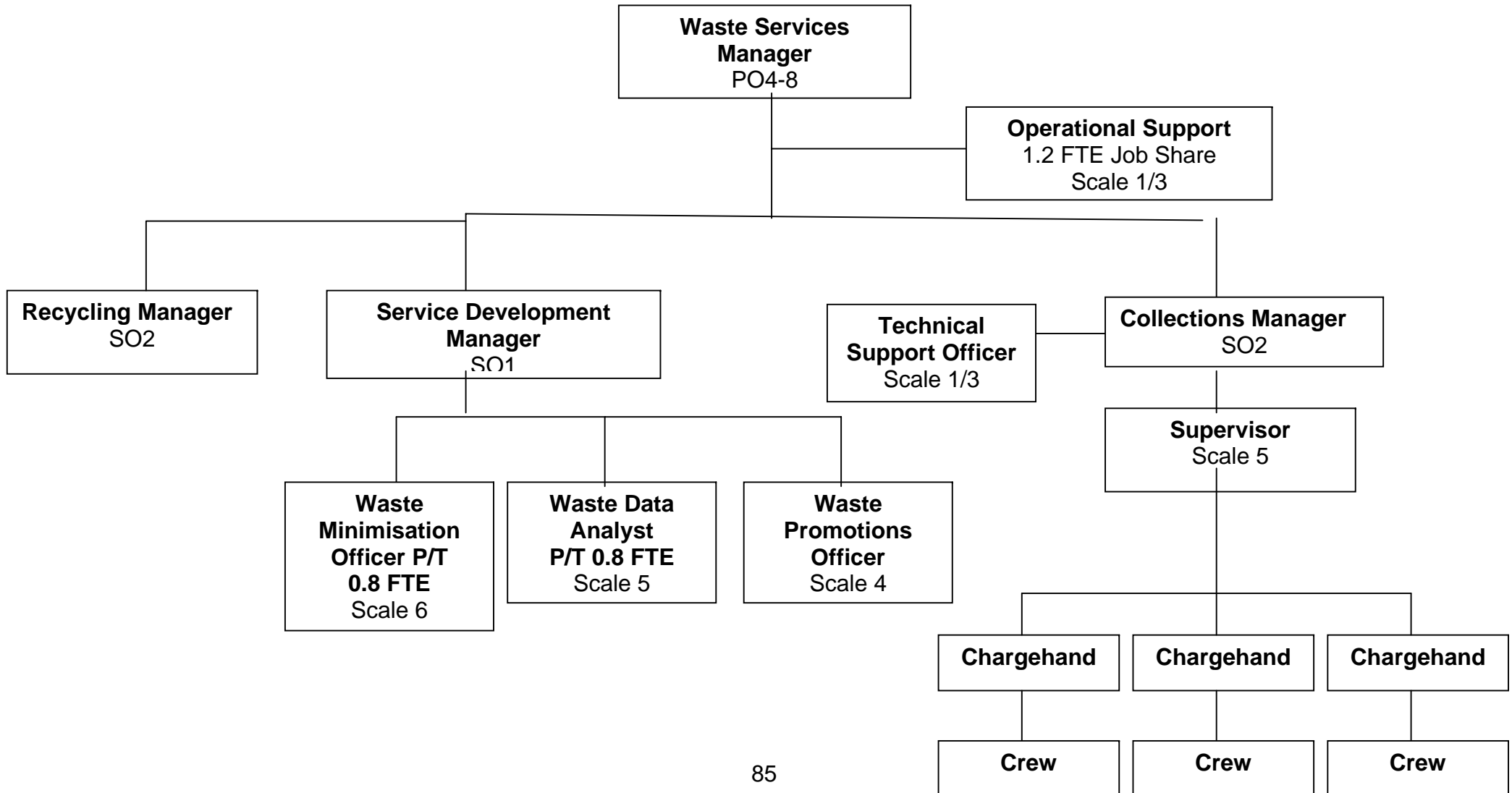
### Carlisle City Council

#### Recycling Focus Groups – September 2007

- What sort of things do you currently do to help reduce waste (prompt – recycle everything possible, use council recycling collections regularly to dispose of waste, use recycling centres (if so, what for?), use reusable shopping bags, home compost, use a water butt in the garden?)
- Is there anything that you find difficult to recycle (prompt – other facilities required to recycle, use of recycling centre, large white goods etc, and fly tipping)?
- How do you overcome this?
- What do you think about wheelie bins?
- Would there be any benefits or drawbacks for you of putting all your recycling waste into one wheelie bin instead of the bags and boxes?
- **Families** – As families, what are the biggest issues for you with recycling? (prompt – time to do it, ease of doing it, not enough space for the boxes etc, children keen to recycle – awareness)
- **Rural** – Living in a rural area what are the biggest issues for you with recycling (putting bags and boxes out, having to take other things to recycling centre or 'bring centres', if so, what?)
- What do you think are the main reasons for recycling and reducing waste?
- What do you think about the way that Carlisle City Council communicate with you about recycling and waste reduction (prompt – publicity material, calendar / collection schedule, general information, progress so far, understanding why, understanding full recycling service available, where, when etc)
- How would you like the communication to be different? (prompt – calendar again or not, use of websites, where do they look for information)
- Anything else you would like to comment on?

## Appendix 7

### Proposed amended WASTE SERVICES STRUCTURE (2008/09)



## Appendix 2

## Recycling collections 2007/8

GREEN BOX COLLECTIONS										
Week 1					Week 2					
Vehicle	Monday	Tuesday	Wednesday	Thursday	Friday	Monday	Tuesday	Wednesday	Thursday	Friday
GB1	Belle Vue (10)	Morton South (22)	Currock (31)	D.Holme (1)	Botcherby (19)	Wetheriggs (6)	Alston Moor (7)	Castletown (8)	Lower East F (9)	St Aidans (20)
GB2	Sandsfield Pk (4)	Raffles (13)	Upperby (11)	Wetheral (21)	Warwick Bridge (18)	Brampton 1 (2)	Stanwix 1 (15)	Belah (14)	Harraby (3)	Newtown (16)
GB3	High Hesket (26)	Penrith new (27)	Langwathby (28)	Appleby (29)	Greystoke (30)	Longtown (25)	Lowry Hill (5)	Houghton (24)	Dalston (23)	Cotehill 1 (33)
GB4	Burgh (35)	Levens (17)	Upperby S'th (32)	Bot'gate East (34)	Petteril Bank (12)	Shap (36)	Ullswater (37)	Skelton (38)	Fell Lane (39)	Kirkby Ste (40)
GB5	Great Orton (47)	MWest/Dunmail (48)	Durdar (49)	DH/BotE/Stan (50)	Hallbankgate (51)	Brampton 2 (52)	Stanwix 2 (53)	Castle Carrock (54)	Hopeshill (55)	Hethersgill (56)
GB6	Castlesteads (57)	Scotby (58)	Wreay/Currock (59)	Greta/Richardson (60)	Aglionby/Warwick (61)	Cargo/Rockcliffe (62)	Stanwix 3 (63)	Durrant/Crosby (64)	Dalegarth (65)	Cotehill 2 (66)
CV1	Traffagar/Lorne (?)	Penrith new (?)	Stanhope (?)	?	Brampton/Warwick (?)	?	Alston (?)	Blackford/Crosby (?)	Stock/Fell Lane (?)	?

GARDEN WASTE COLLECTIONS										
Week 1					Week 2					
Vehicle	Monday	Tuesday	Wednesday	Thursday	Friday	Monday	Tuesday	Wednesday	Thursday	Friday
GW1	Wetheriggs (6)	Alston (7)	Castletown (8)	Lower East F (9)	Longtown (25)	Belle Vue (10)	Raffles (13)	Castle Carock (46)	D.Holme (1)	Botcherby (19)
GW2	High Hesket (26)	Lowry Hill (5)	Belah (14)	Harraby (3)	Cotehill (33)	Burgh (35)	Penrith new (27)	Langwathby (28)	Appleby (29)	Greystoke (30)
GW3	Shap (36)	Stanwix (15)	Houghton (24)	Fell Lane (39)	Kirkby Ste (40)	Sandsfield Park (4)	Morton S'th (22)	Upperby (11)	Wetheral (21)	Warwick Bridge (18)
GW4	Cliburn (41)	Dalston (23)	Lazonby (44)	A66 (43)	Appleby Rural (45)	Penruddock (42)	Levens Dr (17)	Upperby S'th (32)	Brampton (2)	Petteril Bank (12)

PLASTIC & CARDBOARD COLLECTIONS										
Week 1					Week 2					
Vehicle	Monday	Tuesday	Wednesday	Thursday	Friday	Monday	Tuesday	Wednesday	Thursday	Friday
PC1	Belle Vue (10)	Levens Drive (7)	Upperby (6)	D.Holme 1 (25)	Botcherby (9)	Brampton (2)	Lowry Hill (5)	Belah (17)	Harraby 1 (3)	Newtown (22)
PC2	Sandsfield Park (4)	Morton South (11)	Currock (13)	D.Holme 2 (26)	Petteril Bank (24)	Longtown (29)	Newfield (15)	Houghton (18)	Harraby 2 (20)	Cumwhinton (23)
PC3	Narrows (60)	Raffles/MWest (12)	Upperby S'th (14)	Wetheral (27)	Aglionby (64)	Vehicle Servicing	Stanwix (16)	Broadoaks (19)	Dalston (21)	Denton Street (32)
PC4	Burgh (28)	Dunmail Drive (61)	Upperby West (62)	Longlands (63)	Warwick Bridge (31)	Brampton Nth (65)	Edentown (66)	Linstock (67)	Beverley Rise (68)	Cotehill (69)

Carlisle Collections

Eden Collections

Carlisle &amp; Eden Collections

## Appendix 3

## Refuse collections 2007/8

REFUSE & NEW GW COLLECTIONS										
Week 1					Week 2					
Vehicle	Monday	Tuesday	Wednesday	Thursday	Friday	Monday	Tuesday	Wednesday	Thursday	Friday
X1	Bewcastle (60)	Cummersdale (158) Newlaithes (159)	Talkin (105)	D.Holme (134)	Penton (101)	Bewcastle (102)	Scotby N'th (143) Scotby S'th (112)	Todhills (139)	Cotehill (110) Carleton (141)	Penton (63)
X2	Burgh (122) Belle Vue low (124)	Castlerigg (130) Levens Drive (129)	Upperby (135)	Warwick Bridge (107) Wetheral (113)	Petteril Bank (148)	Lanercost (67)	Beechwood (151)	Houghton (154)	Cumwhinton (111) Lingmoor (142)	Longtown (161)
X3	Thurstonfield (121) Belle Vue high (123)	Morton West (125)	Heads Nook (106)	Raughton Head (62)	Gilsland (61)	Low Row (104)	Dalston East (119) Bridge End (118)	Blackford (114) Broadoaks (165)	Crossways (144)	Gilsland (103)
X4	Castlesteads (126)	Stonegarth (131)	Currock (136)	St James (137)	Botcherby (149)	Brampton (163)	Lowry Hill (152)	Belah (155)	New Carleton (145)	Hethersgill (64)
X5	Sandsfield Pk (127)	Raffles (132)	Durdar (138)	Dowbeck (167)	Kingfisher Park (168) Chertsey (166)	Brampton 2 (164)	Newfield (153)	Etterby (156)	Pennine Way (146)	Irthington (115)
X6	Great Orton (120) Whernside (128)	Dunmail Drive (170) The Riggs (133)	Wreay (116) Upperby East (140)	E. Botchergate (162)	Cumwhinton (108) Great Corby (109)	Broadwath (66)	Stockdalewath (117)	Westlinton (65)	Warwick Road (157)	Currock Lanes (160) Cargo (150)
X7	Rural Bags (205)	Currock (203)	D. Holme (204)	Botchergate (202)	Newtown (201)	Rural Bags (205)	Currock (203)	D. Holme (204)	Botchergate (202)	Newtown (201)

AWC Collections

Purple Sack Collections (weekly)

New Garden Waste Collections