

Committee: ENVIRONMENT COMMITTEE

Agenda Item

Date: November 18, 2008

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Title: **OPTIONS FOR BROWN BINS**

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Item for decision

Summary

1. The 140 litre, wheeled, kitchen waste bins have received some criticism in the community, a trial of a smaller, square bucket type bin is proposed to evaluate if this is a more suitable receptacle for kitchen waste collection from domestic properties.

Recommendations

2. That a trial 25 litre caddies on one kitchen waste collection round (approximately 1000 properties covering both rural and urban areas) is undertaken commencing January 12 2009 and continuing to June 2009 to permit assessment to be reported to Members for decision at Council in May 2009 subject to support funding from Essex County Council.

Background Papers

3. The following papers were referred to by the author in the preparation of this report and are available for inspection from the author of the report.

Sustainable Waste Strategy for Uttlesford

Impact

4.

Communication/Consultation	Those in the trial area will receive notification of the trial and a pre-trial questionnaire. A further survey will be undertaken during the trial period and results reported to members.
Community Safety	The survey will capture any adverse effect.
Equalities	Those entitled to assisted collection will retain their entitlement.
Finance	Estimated cost of trial £11,200 to be funded by EEC.
Human Rights	None

Legal implications	None
Sustainability	High diversion from landfill aids sustainability
Ward-specific impacts	Trial area proposed. Debden, Debden Green, Henham, Widdington, part of Dunmow (High Styles, Chequers Lane)
Workforce/Workplace	Crew involved in trial to be briefed as to its purpose and trained in safe collection methods

Situation/Update

5. Uttlesford's Waste Strategy was agreed by Council in December 2005. Its Key Aims were to:
 1. Improve recycling performance;
 2. Minimise waste;
 3. Maximise recycling credits
 4. Minimise landfill tax and penalties

6. To make a step change in our performance a step change was needed in our collection system. The three bin system was introduced with investment in bins and vehicles.

7. This change also required other issues to be addressed:
 - The refuse collection contract needed to be brought back in-house (TUPE transfer) and blended with the DSO which had responsibility for recycling collection.
 - Establishment of disposal partners for the materials collected
 - Reconfiguration of the rounds
 - Assessment of all domestic properties for the suitability to store/manage wheeled bins.
 - Hotline to support residents with the new scheme
 - Communications strategy
 - Large scale project management
 - Procurement of vehicles and bins

8. The new 3 bin system required residents to separate and present their household waste in a way they had not experienced before namely:
 - 140 litre wheeled bin for kitchen waste
 - 180 litre wheeled bin for non- recyclable waste
 - 240 litre wheeled bin for clean and dry recyclables
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- All of which would be presented at the boundary of the property in accordance with the collection schedule provided.
9. This work commenced upon decision of the Council and rolled out between June and November 2006 and achieved what it set out to do. Uttlesford has bettered its landfill allowance by 2,800 tonnes in 2006/7 and 4,700 tonnes in 2007/. Our recycling credits have increased as has our % recycling. Our waste to landfill and total waste arisings have decreased. All of which is evidenced in the graph at **appendix I** along with comparison data from other Essex Authorities **appendix II**.
 10. The three bin scheme was not universally popular at commencement but settled as residents became understanding. However, comments continue to be made about the size of the kitchen waste bin which has capacity beyond the needs of residents.
 11. This now brings us to the point in time when we need to consider if there are any affordable options to adjust the scheme.
 12. **Three options have been explored:**
 1. Collection of green waste using kitchen waste bin
 2. A pre-paid green waste collection service
 3. Providing smaller bins for kitchen waste
 13. These options are set out in turn in the following pages.

Option 1 - Collection of green waste

- This first option explores the potential for green waste to be added to the kitchen waste utilising the residual capacity in the 140 litre wheeled bin.
- We have collected benchmark figures from a comparable authority and found, pro rata, that we should expect participation in the region of tonnage of 10,000 tonnes p.a.
- The pay load of a kitchen waste vehicle is 6 tonnes and the additional tonnage would require an estimated additional two rounds with respective vehicles and crews.
- The revenue costs associated with each waste vehicle, its crew and maintenance are in the region of £110,000.
- The loss of recycling credit will be £80,000 when the credit for food waste (£47/t) moves to mixed green and food waste (£20/t)

Implications of Option 1

The additional cost of collecting green waste with kitchen waste is estimated at £300,000

Added to this the following must be considered:

- Collection of green waste is not supported by the County Council and any partnership funding we would hope to achieve may be compromised.
- The collection of green waste is not a palatable solution environmentally.

There are already a number of ways available to residents to deal with green waste in Uttlesford:

- 1 Home composting
- 2 Village green waste weekend service
- 3 Weekend recycling skips in Stansted, Thaxted and Dunmow
- 4 Civic Amenity site in Saffron Walden (and later to be added at Dunmow)
- 5 Prepaid bag service that residents set out with their Kitchen waste.

Officers also have further concerns that the addition of green waste may drive kitchen waste back into the non-recyclable waste stream, this being the target material that this whole scheme was established to divert from landfill. The additional cost of this option would be borne by Uttlesford and officers are unable to recommend this option at this time.

Option 2 - A pre-paid green waste collection service

Should the council wish to provide a chargeable service this would need to be a separate collection from kitchen waste to comply with legal advice in that under the Regulations for Controlled Waste, no charge may be made for collection of food waste.

Development of a business case to collect separated green waste would require a detailed report and would need to build a business base over a number of years and cover its own costs.

Again officers are unable to recommend developing this option at this time.

Option 3 - Providing smaller bins for kitchen waste

Residents have expressed a preference for smaller bins for their kitchen waste, whilst there is no measure of how well this might be supported and how well it might go down in practice there is the opportunity to run a trial and collect the evidence to allow Members to make a decision about smaller bins suitability for the district.

The cost implications are:

	Trial of 1000 properties	Whole district
25 litre caddies	£4,300	£124,000
Delivery staffing	£600	£26,000
Communications	£1,300	£4,000
Customer care line, production of two questionnaires and analysis.	£5,000	Would review costs on completion of the trial but should assume customer care line costs of c£15,000

A post rollout survey (1,200 responses) was completed in April 2007 for the new scheme and 9% of the participants posted comments about the large size of the kitchen waste bins.

Members of the Waste Project Team have twice met to discuss the proposal of a trial and are keen that this option is tested. They have viewed both a 20 litre and a 25 litre bin and have given a preference for 25 litres because of its capacity and ease of lifting for residents. A sample bin will be available for members to view at the meeting

Should the trial be successful a smaller bin will give us the opportunity to review those properties previously identified as exempt due to lack of storage space for 140 litre bin.

The trial will also give us the opportunity to assess if the collection is quicker by utilising a slave wheeled bin to decant the contents of several 25 litre bins into before emptying via the existing bin lifts attached to the vehicle. The trial has selected a mix of urban and rural areas where slave bin can and sometimes can't be used to good effect.

Option 3 offers the opportunity for an early trial with support funding from ECC. Members are asked to confirm a trial to ascertain the likely success of smaller bins for kitchen waste.

Risk Analysis for introduction of 25 litre caddies

14.

Risk	Likelihood	Impact	Mitigating actions
Manual handling reintroduced for collection crews may result in health issues	2 Due to repetitive movement and lifting	2 Increased sickness and redeployment	Manual Handling risk assessment

Manual handling reintroduced for residents	2 Lifting of buckets vs wheeling of bins	2 Increase in assisted collections	Need to accept that lifting may be more difficult for some people
Bins may be opened by children or animals	1	2	Bins with locking lids procured.
Residents may not co-operate with trial	1	2	Communications explain clearly details of the trial.
Some residents may find the bins too small	1 Limited to those with detailed understanding of our schemes and recycle cut flowers paper/and contaminated by food in brown	2 Potential for waste to landfill to increase	The trial will identify if this is found to be a problem in practice by asking participants in the survey. Black bin contents to be assessed.

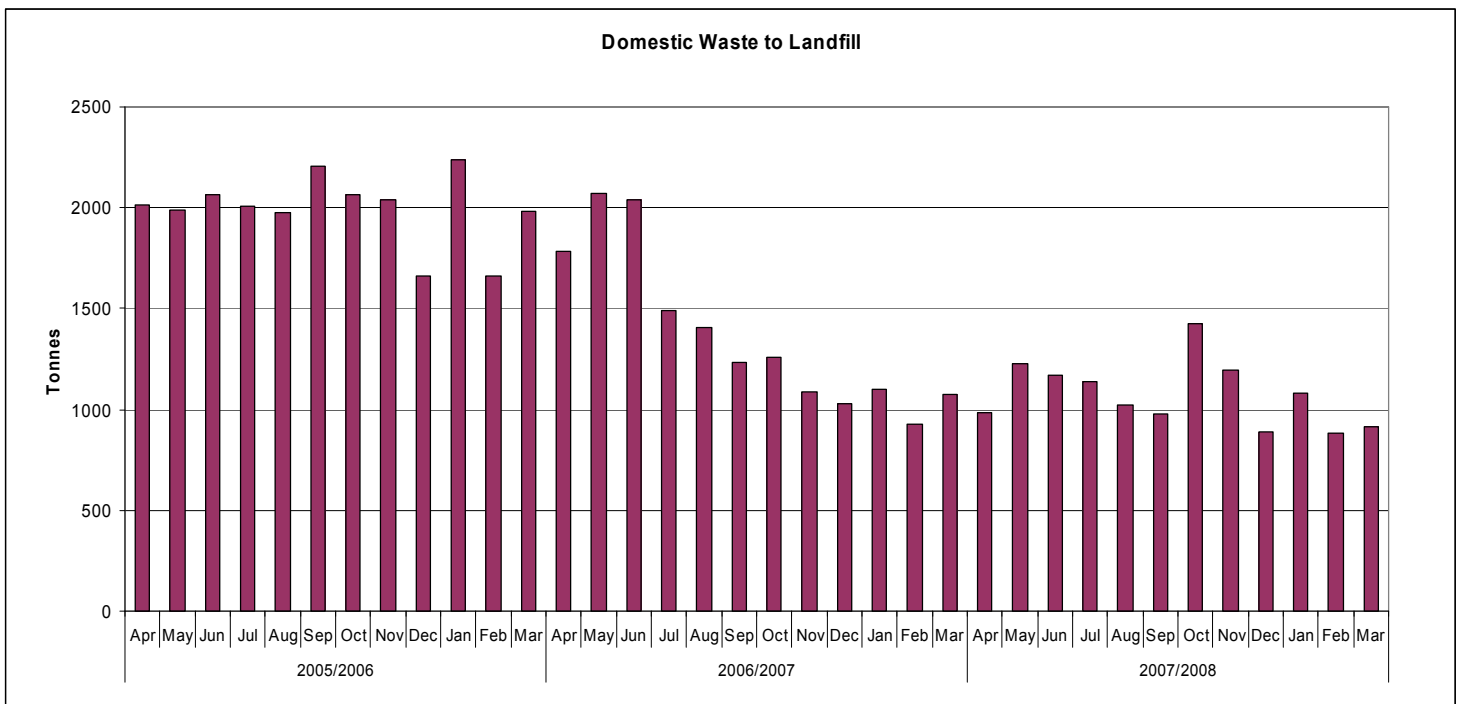
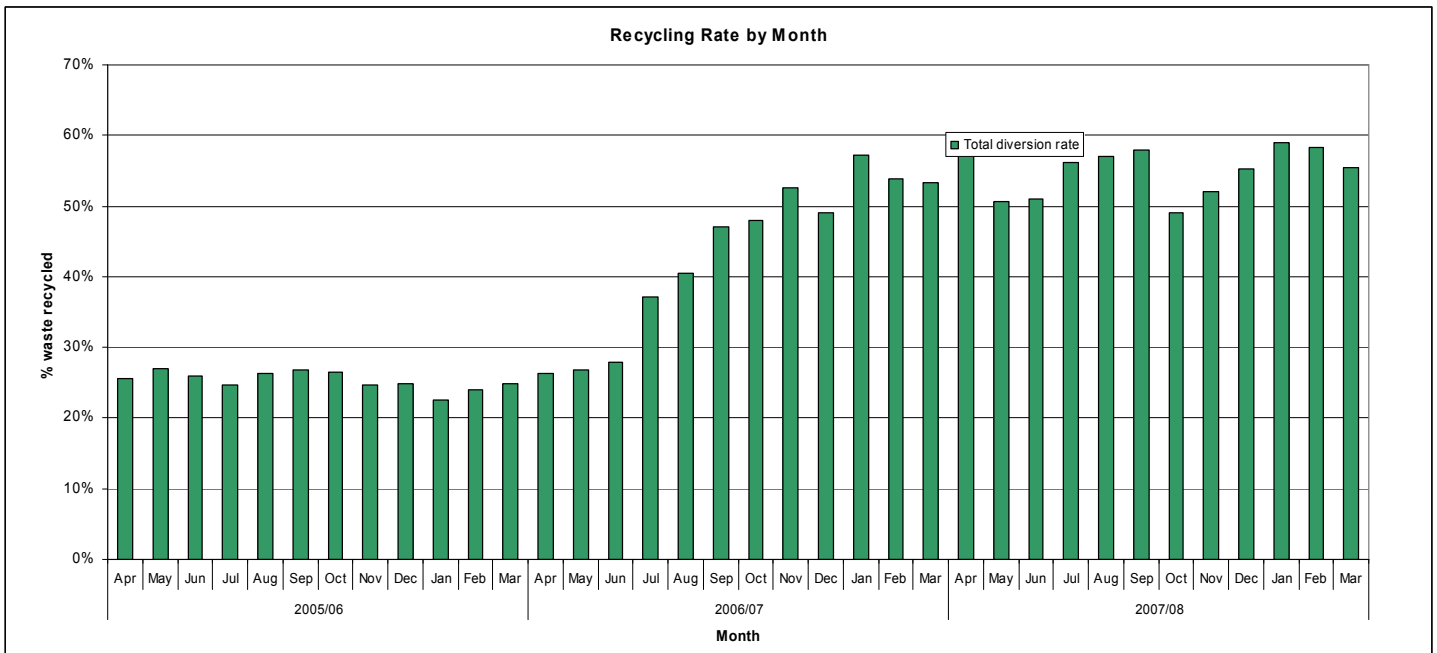
1 = Little or no risk or impact

2 = Some risk or impact – action may be necessary,

3 = Significant risk or impact – action required

4 = Near certainty of risk occurring, catastrophic effect or failure of project.

Appendix I



Utlesford Recycling Credits

Year	Kitchen Credits	Total Recycling Credits
2005/6	£0	£349,580
2006/7	£88,712	£560,707
2007/8	£173,185	£743,084
2008/9(Est.)	£210,000	£791,000

Appendix II

For the year 2006/7 DEFRA recognised Uttlesford as being: -

- 1st** most improved recycling rate (25% to 42.8%)
- 2nd** most improved reduction in waste to landfill (-31%)
- 3rd** largest decrease in total household waste generated (-10.92 per head)
- 10th** best dry recycling rate (30.1%)
- 34th** best collection authority (42.8%)

During 2007/08 we remained as the number one collection authority in Essex and will soon be announced as one of the top recycling authorities in the country (54% recycling and composting rate). Our dry recycling rate for the year will be announced as 34.7%, which we believe will be near to, if not, the **top** of the league table. More importantly, and in line with not only the Essex Waste Strategy, but also the National Waste Strategy, we are the only authority in Essex to reduce our total household waste arisings each year between 2000/01 and 2006/07.

Household Waste Arising (tonnes)

	2000/01	2001/02	2002/03	2003/04	2004/5	2005/6	2006/7	% change 2000/01 to 2006/07
Basildon	72,290	744,780	76,497	76,299	78,079	76,961	77,905	7.8%
Braintree	51,592	51,463	53,196	52,188	56,049	56,495	56,853	10.2%
Brentwood	23,274	23,183	24,396	32,927	27,970	29,228	29,032	24.7%
Castle Point	33,929	34,813	34,761	34,705	35,584	35,759	35,640	5.0%
Chelmsford	71,199	71,991	71,999	72,495	79,649	79,170	78,747	10.6%
Colchester	54,886	57,093	58,095	60,058	63,540	62,757	62,476	13.8%
Epping Forest	48,133	49,335	50,265	50,034	51,019	49,114	50,007	3.9%
Harlow	28,646	28,196	27,666	28,784	29,448	28,759	29,278	2.2%
Maldon	20,662	20,938	21,401	21,861	22,738	23,707	24,049	16.4%
Rochford	31,717	32,513	31,812	32,724	33,519	33,429	33,252	4.8%
Tendring	45,639	47,213	47,055	47,470	49,007	48,468	48,906	7.2%
Uttlesford	33,832	32,578	32,497	31,944	32,155	32,067	28,884	-14.6%
EssexCC	145,799	146,830	148,103	134,505	141,435	131,272	143,640	-1.5%
Total	661,598	1,340,926	677,743	675,994	700,192	687,186	698,669	5.6%

Essex Household Recycling & Composting Performance

Authority	Total recycled or composted (%)	Household Waste Collected per Person (Kg)	Cost of Waste Collection per Household ²
Castle Point Borough Council	27.07%	392	£33.12
Tendring District Council	26.90%	325	£35.23
Rochford District Council	19.39%	397	£44.79
Brentwood Borough Council	41.20%	396	£46.42
Maldon District Council	34.89%	374	£47.06
Basildon District Council	32.23%	446	£50.86
Colchester Borough Council	33.09%	361	£51.06
Uttlesford District Council	54.26%	412	£63.42
Braintree District Council	42.79%	402	£65.86
Chelmsford Borough Council	35.37%	464	£67.72
Epping Forest District Council	41.67%	419	£83.62
Harlow District Council	23.88%	371	Not Available