

RECYCLING COLLECTIONS

REPORT TO EXECUTIVE



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PORTFOLIO	Community & Environmental Services
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PURPOSE

1. To seek approval to implement changes to the recycling service that is undertaken as part of the current Waste and Cleansing Contract following a review of current arrangements.

RECOMMENDATION

The Executive is recommended to:

2. approve the move to the introduction of wheeled recycling bin service for 22,000 properties across the Borough as edged in green in Appendix One – Proposed recycling service changes;
3. approve a two-year extension of the current Waste and Cleansing Contract, in line with the existing Contract provision;
4. delegate authority to the Head of Streetscene in consultation with the Executive Member of Community and Environmental Services to accept the most economically advantageous tender for procurement of the recycling bins following the results of a mini- competition undertaken through Yorkshire Purchasing Organisation “Supply of Wheeled Bins” Framework;
5. authorise the Head of Streetscene to undertake the procurement of replacement recycling equipment for the collection of paper and card for the areas edged in red in Appendix One – Proposed recycling service changes;
6. authorise the Head of Legal and Democratic Services to execute all documentation necessary to implement the above decision; and
7. recommend to Full Council/ the Chief Executive to use urgency powers to add a capital budget of £720k for the procurement of wheeled bins and paper and card collection equipment in the 2019/20 capital budget.

REASONS FOR RECOMMENDATION

8. To equip the Council going forward to deliver the priorities that have been identified in the Government’s recently published Waste and Resources Strategy, by increasing the Council’s recycling capacity.

9. To implement the proposed service change to reflect the housing stock and storage provision of the Borough.
10. To enhance performance and improve the customer experience of the recycling services in Burnley.
11. The extension of the current Waste and Cleansing Contract is recommended considering the positive performance of the Contractor and as the most viable means to part fund the capital provision of the introduction of wheeled recycling bins.
12. For Officers to review and source improved provision of the existing paper and card recycling equipment to improve collection, resident satisfaction and increase recycling participation.

SUMMARY OF KEY POINTS

Background:

The Council's Scrutiny Committee considered a report on the 13th March 2019 following the receipt of a public petition that requested the Council to consider the introduction of a change to wheeled bins for the collection of recyclate. The Council's Executive committed to review current arrangements for the Recycling service. The following priorities were agreed to be included within the scope of the review:

- a. An analysis of the national waste strategy.
- b. A review of current waste collection and recycling operations within Burnley. The overall objectives include; increasing recycling rates, making recycling easier for residents and improving street cleanliness.
- c. Development of options for a tailored waste collection and recycling service, which meets the different needs of the different types of property within Burnley.
- d. Recommended way forward for a tailored waste collection and recycling service for Burnley residents.

The National Waste Review:

13. The Council has taken into account the main considerations of the Government's Waste and Resources Strategy that was published in December 2018. The key themes of the national strategy are in the main;
 - The Circular Economy and reform aim at manufacturers to reduce the supply and use of non-recyclable packaging
 - Single Use Plastics (SUPs)
 - Deposit Return Schemes
 - Waste crime
 - Re-use and waste management
 - Surplus food reduction and redistribution (primarily commercial activities and not resident)
 - Improved technology and performance measurement to manage waste

14. In conjunction with Lancashire County Council (as the waste disposal authority), Lancashire collection authorities and the Local Authority Recycling Advisory Council (LARAC) the Council have responded to the Government's recently published Consultations regarding Recycling and the national Consistency Agenda. The proposed actions to implement wheeled bins by the Council as a phased programme is in accordance with the direction of travel that advocates increasing recycling capacity and opportunities.
15. The Government's recently published Waste Strategy makes the ambitious commitment to achieve a national recycling rate of 65% by 2035. Nationally the current recycling rate is 44.8% and locally 32.8%.

LGA Peer Review

16. The Peer Review that was undertaken in conjunction with the Local Government Association to assess the quality of Council services, back in 2016, highlighted and recommended the Council reviewed how its recycling performance could be increased. There are many contributory factors to the lower local performance, however the introduction of the proposed service change for recycling is expected to increase participation and Burnley's recycling performance.

Waste and Cleansing Contract

17. The current Waste and Cleansing Contract was awarded to Urbaser and commenced in June 2015 as an 8-year Contract. The Contract included options for two one-year extensions. A Service Change Fund of £250k was established as part of the Contract to support the implementation of any significant service changes that the Council would need to implement in response to changing service requirements and operating environment. The full £250k service change fund was based upon the Contract being extended by an additional 2 years.

Recycling Service Review

18. The Council's existing recycling collection service has been reviewed by Officers over recent months. The existing refuse and garden waste collections are not 'in-scope' for the purpose of this review and will remain unaffected across the whole borough and will remain as fortnightly collections.
19. Currently recycling is collected across the Borough as a fortnightly collection of recycling in 55l containers for glass, cans and plastics and white sacks for paper and card. The current collection cycle is as follows:

Week 1: Refuse

Week 2: Recycling collections (blue boxes and white sacks)

Week 3: Refuse

Week 4: Recycling collections (blue boxes and white sacks)

20. Whilst the current recycling service method outlined above is generally regarded within the industry as an efficient method for frequent collections, the Council has recognised ongoing concerns with regards to spillage and the limits on recycling

capacity of the containers that is often raised by residents. The potential benefits of the introduction of wheeled recycling bins would look to increase recycling capacity and performance, whilst reducing collection frequency. However, Officers are fully aware of the 'geography' and diverse housing stock within the borough, particularly the high concentration of high-density terraced housing with limited storage provision and the concerns that some residents have raised previously regarding lack of storage space and the potential imposition of additional 240l wheeled bins.

- 21.** As part of the review, it was identified that it would be beneficial to approach any roll-out of wheeled bins within those areas where physical factors (limited storage provision etc.) will not restrict the introduction. Appendix One highlights in green the indicative areas that have been identified as suitable for wheeled bin provision. This equates to approximately 22,000 properties across the borough
- 22.** The initial high-level round modelling exercise assessed the impact of the roll out of a wheeled recycling bin collection system to the designated areas outlined in Appendix One collected on a 4-weekly cycle. The main findings were that:
 - There would be no increase in collection costs
 - There would be significant benefits relating to resource planning and staff rota
 - There would be significant benefits (i.e. reduced demand) linked to street cleansing from this improved methodology
- 23.** A revised methodology to the street cleaning services would be implemented in the areas identified as suitable in Appendix One for wheeled bins. The areas that move to a wheeled bin collection system for recycling would receive a cleanse every 2 weeks following their refuse collections. The Waste and Cleansing Contract already provides a flexible resource that would remain across all the borough and would provide a service response, should this be required to continue to deal with additional reports of littering / fly tipping on a reactive basis that may occur in between scheduled cleansing.
- 24.** It should also be noted, that there are benefits relating to service improvements by moving to wheeled bins. There is a demand from residents who regularly recycle to replace our current containers with wheeled bins, so this would certainly be seen as a service enhancement.
- 25.** The proposed recycling collection methods would see approximately 22,000 properties (approx. 50% of the borough move away from boxes/sacks to larger wheeled bin containers for recycling collected every 4 weeks. Within this proposal households would receive 2 additional 240l bins for the separate collection of glass, cans and plastics and paper and card. The collection cycle for households with wheeled bins would be as outlined below:
 - Week 1: Refuse
 - Week 2: No Collection
 - Week 3: Refuse
 - Week 4: 2 x Recycling wheeled bins (One for Glass / Cans / Plastics and One for Paper/Card)

- 26.** The initial provision of wheeled bin containers for recycling will be provided to residents free of charge. Any subsequent requests for replacement containers will be administered in accordance with the Council's current bin charging policy.
- 27.** Any implementation of recycling wheeled bins would be limited to the identified designated area in Appendix One due to managing the operational impact. Those properties that have not been initially identified within the recycling review will continue to benefit from existing collection arrangements. There will be no change or adverse impact. Fortnightly recycling collections will remain.
- 28.** However; an additional part of this proposal is the introduction of alternative equipment for the collection of paper and card for the areas highlighted in red in Appendix One. This equates to approximately 20,000 properties. As part of the planned service change, the areas that have not been identified at this stage as moving onto a wheeled bin service for recycle will be issued with replacement containers for the collection of paper and card. The review identified that the current white sacks are not popular with residents and complaints are received that they regularly go missing after collection. In response to these issues, it is proposed that the remaining white sacks are replaced with an improved sealable provision.
- 29.** In conjunction with any potential rollout of re-cycling wheeled bins a comprehensive communications plan will support the project implementation and delivery. Ongoing updates and information will be provided via a variety of sources. For instance, roadshows, information leaflets, social media FAQs and the Council's website. This activity will be similar to the hugely successful communication plan that was delivered as part of the introduction of the chargeable green waste service back in 2017.
- 30.** It should be noted that the map provided within Appendix One, is an initial high-level overview of how the Recycling Service change will be implemented. At this stage, Appendix One is for illustrative implementation purposes only. Elected ward members have been consulted and have been given the opportunity to raise any specific queries relating to the proposal outlined in Appendix One. This has been undertaken via scheduled Member Briefings and a separate email to All Members that has given the opportunity for all address related queries to be raised. All address related queries will be investigated prior to final implementation.
- 31.** The finalised details will be made available to residents via the detailed Communications plan identified above. As part of the communication plan to support the project, residents will have the ability to check on the Council's website for future recycling equipment relating to their property. To assist and inform residents about any recycling service changes, households will be able to access the Council's website via an address search which will confirm any changes. This will be available from July as part of the planned publicity activity.
- 32.** Officers will undertake a full community impact assessment to ensure the proposed round collection changes maintain existing accessibility and recycling participation and do not adversely impact those that currently benefit from assisted collections.

Market Testing

- 33.** Officers have market tested pricing for wheeled bins to meet Council requirements using the Yorkshire Purchasing Organisations “Supply of Wheeled Bins” Framework open to all municipal authorities. Taking this approach removes the need for a costly tender process and is compliant with the 2015 Public Contract Regulations. In taking this approach there is no binding requirement upon the Council. It is proposed that the Head of Streetscene shall award the Contract for the procurement of the wheeled bins to the most economically advantageous tender in consultation with the Executive Member for Community services.
- 34.** Quotations have also been obtained for replacement paper and card provision. Suitable replacement equipment is approximately between £40 - £45k. for 20,000 properties.

Rollout Timetable

- 35.** An indicative timetable of key dates for the procurement and rollout has been identified as follows;

Activity	Date
Award Contract for bin provision	W/C 8 th July 2019
Resident Communication / publicity activity	July - Sept 2019
Receipt of wheeled bins	W/C 26 th August 2019
Distribution of bins and equipment for paper and card to households	2 nd Sept – 27 th Sept 2019
Implement wheeled bin recycling collections	1 st Oct 2019

FINANCIAL IMPLICATIONS AND BUDGET PROVISION

36. Capital Budget

There will be a potential capital budget requirement of £720k for the procurement of wheeled bins for recycling, delivery of the containers (and the provision of alternative equipment for paper and card collections weighted white sacks for the rollout of this scheme. The budget will be funded as follows;

£250k Urbaser's Service Change Fund
£470k BBC Prudential Borrowing

37. It is not anticipated that there will be any additional revenue costs from the proposed roll-out.

38. The revised cleansing methodology and the two-year Contract extension should provide service efficiencies and financial benefits for the Council. A saving on the current Waste and Cleansing Contract from the adoption of the proposal would see circa £200k reduction in the current Waste and Cleansing Contract price. The savings on cleansing would be realised from the reduction of spillage from the proposed methodology. It is proposed the realised efficiencies of the Contract will help towards balancing the Councils revenue budget. The Council would retain a service contingency budget to support the implementation / transition to the revised service and to ensure existing collection and cleansing standards are maintained. This practice has been adopted for other significant service changes including; the Urbaser appointment for the Waste and Cleansing Contract, the establishment of the Leisure Trust and the Liberata partnership.

POLICY IMPLICATIONS

39. The proposal supports the commitment in the strategic plan to *“implement a range of initiatives to maintain a clean, safe, attractive and environmentally friendly borough”*.

DETAILS OF CONSULTATION

40. As follows;

- A briefing has been provided to all relevant Group Leaders and Members that requested a briefing on the proposals. The Group Leader briefings were undertaken during May 2019.
- The proposals have been presented to an All Member Briefing, delivered on the 29th May 201
- Reported to the Scrutiny Committee on the 17th June 2019.

BACKGROUND PAPERS

41. None

FURTHER INFORMATION

**PLEASE CONTACT: Tom Omerod –
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