

# Gloucester City Council

<b>Meeting:</b>	<b>Cabinet</b>	<b>Date:</b>	<b>11 October 2017</b>
<b>Subject:</b>	<b>Improved Waste Service</b>		
<b>Report Of:</b>	<b>Cabinet Member for Environment</b>		
<b>Wards Affected:</b>	<b>All</b>		
<b>Key Decision:</b>	<b>No</b>	<b>Budget/Policy Framework:</b>	<b>No</b>
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<b>Appendices:</b>	<b>Consultation summary report</b>		

## FOR GENERAL RELEASE

### 1.0 Purpose of Report

- 1.1 To advise Cabinet of the review of the residual waste service and the necessary changes required to alleviate the operational problems associated with narrow access issues and terraced properties without storage for waste containers.

### 2.0 Recommendations

- 2.1 Cabinet is asked to **RESOLVE** that approval be granted to implement a weekly bag collection, within an animal proof sack for 2000 properties where there is no storage for waste, replacing the current purple bag service and expanding the service into all narrow access roads where collections have been problematic because of parked vehicles.

### 3.0 Background and Key Issues

- 3.1 In January 2017 Gloucester City Council launched the new enhanced recycling service, which introduced the collection of corrugated cardboard, mixed plastics and textiles as part of the kerb side collection service. The new service combined with other successful recycling campaigns, have resulted in a recycling rate increase of 6%, rising from 37% to 43% during the last two years.
- 3.2 As part of the waste and recycling service improvements of January 2017 a round optimisation exercise was completed to maximise the efficiency of all refuse and recycling rounds, including the HTR (hard to reach) properties and flats.
- 3.3 Schedule 2 Annex 1 of the Streetcare contract states that provision needs to be made for an average of 506 new households per year, in each year of the contract. At the start of the contract in 2007 there were 49,640 properties and the forecasted figure for 2018/19 was 54,700 when in fact the Valuation Office Agency figure in

March 17 was 56,590, which is 1890 above the number provided for in the contract sum.

- 3.4 The current purple bag scheme provides an alternative refuse service to 500 homes that have no outside space for a wheeled bin. Residents on the scheme receive 8 bags each month and are allowed to present 4 for each collection. Plans to roll out the purple bag collection across all properties that needed the service were not completed because of the amount of resource involved. The current service costs the Council £5,800 a year, but roll out to all 2000 homes that need it would increase the cost to £23,200 a year. This cost only includes the purchase of sacks and does not take into account the significant officer resource to deliver them each month.
- 3.5 A weekly sack collection will replace the current purple bag service and will be available to all of the 2000 properties that need it. Re-usable animal proof sacks will be provided, which will hold bags of waste. Residents will be responsible for ensuring their waste is bagged before being placed inside the animal proof sack. Wheeled bins will be removed if left on the pavement; however we will allow residents to keep a bin for storage purposes if they have room to store it inside the property or in the rear garden. Animal proof sacks will be subject to the closed lid policy and waste collection limited to the amount of waste that will fit inside the sack with the top closed. Waste must be presented in the animal proof sack, it will not be collected from bins. This will allow a small street sweeper to be used on the pavements in these high density areas, cutting down the resource needed for street cleaning in some areas.
- 3.6 The properties that would benefit from an alternative refuse service mainly consist of Victorian terraces. They are concentrated in five wards which are Barton & Tredworth, Kingsholm, Elmbridge, Westgate and Moreland. The introduction of an alternative waste service for these properties would allow waste to be collected weekly for those with a lack of storage space and the narrow streets would be free of waste containers outside of the collection day. It would not allow them to produce any more waste than elsewhere in the city but would mean they are not forced to store it for long periods.
- 3.7 Waste sent to landfill by our residents has reduced by more than 1500 tonnes since 2015 and it is important that a measure of control is put in place with the re-introduction of a weekly collection, not to undo this work. Limiting the waste allowance so that it is the same as elsewhere in the City is deemed fair and can be implemented with the use of polypropylene animal proof sacks, similar to those used in many other authorities. This type of waste collection is popular in towns where there are terraced streets and also in sea side towns where they do not wish the street scene to be adversely affected by bins left on the highway. It will be collected by a small 3.5 tonne transit van and waste will be transferred into a refuse truck, this also removes the access issues our refuse collection service has experienced in recent months. It will not be possible to tip bins into the transit vehicle, so residents must present their waste inside an animal proof sack on collection day and it should be bagged so that it can be manually handled. However if they wish they can have a bin to keep in their garden for storage purposes.
- 3.8 Polypropylene animal proof sacks will be 120L capacity, with velcro fastened top, weighted at the bottom, to prevent them from blowing away. This allows residents

the same capacity as everywhere else in the city. The sacks will hold the equivalent of 2; 60L refuse sacks and will be collected every week. Residents will be advised that containers must not be left on the street outside of the collection day. Similar animal proof sacks have already shown success in the City Centre, where they are used for trade waste collections. They are a cost effective solution at £2.25 each. Enforcement action can be taken when containers are left on the street outside of collection day. The recycling service for these properties will be unchanged and has already been factored in to the new Waste and Recycling service; our new fleet contains two narrow vehicles.

- 3.9 Additional capacity is given to large families, those with health needs or two children in nappies. It is recommended that for these families a second sack is allowed but only on completion of an audit and on the understanding that the family is making full use of the recycling facilities available to them. All sacks will be subject to the closed lid policy, in line with the rest of the city.

#### **4.0 Asset Based Community Development (ABCD) Considerations**

- 4.1 We will be engaging with residents prior to implementation of the new bag service to highlight that the new service is an improvement on the service currently available. Recycling champions will be engaged in each community.
- 4.2 We have engaged community members to work together in a strength based way, to assist us with the access issues our collection crews have been experiencing. This has shown a degree of success in some streets, particularly in the Longlevens area.

#### **5.0 Alternative Options Considered**

- 5.1 A weekly bag collection of 2 sacks, without an animal proof sack could be implemented. This would save the initial outlay £6,000 on the cost of purchasing the animal proof sacks but would increase costs of street cleaning and adversely affect the street scene in these areas. It would also unreasonably place responsibility on residents to purchase refuse sacks.
- 5.2 An alternative option would have been an extension of the current purple bag service to cover all the 2000 properties in the city that have no storage for waste containers. To operate a full purple bag service would cost £23,200 a year and in addition would need a significant resource to deliver the sacks each month.
- 5.3 Collection points for refuse containers have been considered in streets where access is restricted, but due to the narrow pavements this option is not feasible.

#### **6.0 Reasons for Recommendations**

- 6.1 The appearance of the narrow streets within the City Centre and its immediate periphery will be improved without containers for waste being left on them outside of the collection day. The street cleansing service will operate more efficiently without waste containers on the pavement, a small mechanical sweeper could instead be used to clean pavements in some areas. The staff resource can then be redeployed to the bag collection service.

- 6.2 In the last 12 months 25% of the complaints handled by the waste and recycling team related to issues associated with the purple bag service not being available to everyone that needs it, bins blocking the pavement, fortnightly refuse collections in areas where there is no storage for waste and collections not being made because of access issues in narrow streets. The waste consultation which took place prior to the new recycling service being implemented also indicated that these are the issues residents have with the current service provision.
- 6.3 Many of the streets highlighted for this service are Victorian terraces and are very narrow. Provision has been made in the past for cars to park on pavements and moving bins and recycling containers between parked cars without causing damage is extremely difficult and time consuming. Collection vehicles are in the street longer and roads are blocked. Many properties have numerous vehicles and on occasions it has been impossible to get a full size refuse truck into the street, resulting in multiple attempts to remove rubbish and high numbers of complaints from residents. This is not an efficient use of resource and is not expected to improve with households continuing to own numerous vehicles.

## **7.0 Future Work and Conclusions**

- 7.1 If the service is implemented delivery of animal proof sacks will commence at the beginning of November. It is proposed that the new sack is attached to the wheeled bin after it is emptied a leaflet will be posted through the letter box advising residents about the correct presentation of their waste for the new service which will commence the following week. We will ask residents to leave unwanted wheeled bins on the pavement for collection. After the start of the new service any bins left on the street will be removed.
- 7.2 There are currently 500 properties that use the purple bag service and do not currently have a bin to attach the new sack to. Sacks will be hand delivered to these properties and a signature will be required.

## **8.0 Financial Implications**

- 8.1 It is proposed that the service can operate without any changes to the current fleet. By using the small 3.5 tonne transit van we will operate a waste shuttle service, collecting sacks and transferring them to a refuse truck already working in the area.
- 8.3 Purchase of the purple bags at 12p each has an annual cost of £5,800. The bags are delivered every month by a member of staff who has been transferred to Business Support under the TG restructure. Although there is an initial capital spend of £6000 for animal proof sacks, residents will be expected to provide their own refuse sacks. An annual attrition rate of 10% for replacing sacks would cost £500 a year. Roll out to all 2000 properties that need the purple bag service would increase the cost of the service to £23,200 a year.
- 8.4 By reallocating the resource available and aligning the waste service with street cleansing the cost of this service improvement has been kept to a minimum as shown below.

<b>Capital Spend Costs</b>	<b>Additional</b>	<b>Annual</b>	<b>Annual Savings</b>
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	<b>Costs</b>	
2200 Gull Proof sacks £6000	10% attrition rate for animal proof sacks £500	Purple Bag Service £5,800

(Financial Services have been consulted in the preparation of this report)

## 9.0 Legal Implications

9.1 The Environmental Protection Act 1990 allows the Waste Collection Authority to stipulate how waste is collected and may require the occupier to place the waste for collection in receptacles of a kind and number specified. Communicating with residents will allow the necessary notice to be given.

9.2 In order to fulfil its Best Value and Equality Duties the Council have consulted by sending 4000 letters to affected streets. The results are set out in appendix 1.

## 10.0 Risk & Opportunity Management Implications

10.1 The following risks and opportunities have been identified

<b>Risks</b>	<b>Opportunities</b>
Attrition rate for animal proof sacks higher than wheeled bins	Improved street scene
Increased manual handling for collection crews	Resident satisfaction
Some residents may perceive a weekly collection of waste to be a better service than is received elsewhere in the city	Councillor satisfaction
	Improve health and safety for public and crews. Pavements will no longer contain waste and recycling containers
	Prevent animal attacks on waste bags, currently a problem in some purple bag streets
	Animal proof sacks cheaper than wheeled bins
	Reduced officer resource linked to delivery of purple bags
	Remove the access problems being experienced in narrow streets

## 11.0 People Impact Assessment (PIA):

11.1 Risk assessments have been carried out by AMEY in relation to manual handling. The PIA screening stage was completed and identified the need to limit the amount

of waste that can be collected for reasons of crew health and safety. This is assisted by the weekly collection frequency and keeping bag collection rounds below 500 properties.

- 11.2 Assisted collections will remain unchanged for disabled residents who live alone. This improved service will prevent residents with restricted mobility, having to manoeuvre heavy waste bins.
- 11.3 Consultation by letter has taken place during September for a 4 week period and involved every household in streets that have a change, 4000 letters in total were sent to affected streets 87 responses were received 39 of them negative. The main concern of those opposed to the new service was the amount of capacity within the sack for waste. This has been addressed by explaining that the proposed new service offers exactly the same capacity as the current service because waste will be collected every week. There has been limited opposition to purchasing refuse sacks but there is not a necessity to do so as long as waste is contained, any bag can be re-used inside the sack. Many residents are keen for enforcement action to take place if containers are left on their streets. On balance opposition to the change has been very small and the benefits of introducing the new service outweigh any concerns, it is therefore our intention to implement it.