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## **Meeting of Executive Member for Neighbourhood Services and Advisory Panel**

**21<sup>st</sup> January 2008**

Report of the Director of Neighbourhood Services

### **Groves Recycling Pilot – Delivery Plan**

#### **Summary**

1. The report reviews the background and seeks approval for the delivery plan for the 2008 Groves Area Recycling Pilot. This includes a set of mini trials, each with public consultation and review prior to assessing the best options to be used for the full rollout.

#### **Background**

2. The Executive agreed on 9 October 2007, that a pilot recycling scheme be implemented in the Groves area in 2008 at a cost of £160k in a full year, with consultation starting during 2007/2008 and being managed within the existing budget. It was also agreed that the implementation plan would be shared with Members via EMAP (Executive Member & Advisory Panel) following a full survey of the area so that feedback could be received.
3. The report to the Executive identified issues such as vehicle and general access in addition to container provision and storage, which would need to be resolved. A minimum of 6 months trial was anticipated with substantial householder liaison.
4. The pilot will provide the basis for methods of kerbside collections of recycling to all households. There is no expectation that a “one size fits all” service approach will be right for all circumstances as there are simply too many variables. The Groves pilot will however provide a sound basis for planning implementation of the Executive decision to fully rollout recycling in remaining areas from 2009.

#### **The Trial Area**

5. Initial consideration is being given to the area bounded by Monkgate and Huntington Road to the east, Lord Mayors Walk to the south, Clarence Street and Haxby Road to the west and the Guildhall Ward boundary to the north. The area contains the St John’s campus, several blocks of flats and two schools, but is predominantly residential terraced property with and without small forecourts. There are many back alleys and back streets, which are

unsuitable for access by collection vehicles. The front streets are generally narrow and on street parking greatly restricts the available carriageway width.

6. Currently parts of the area is serviced weekly by a narrow Refuse Collection Vehicle (RCV) collecting both plastic sacks and wheeled bins.
7. Some of the flats in the area have communal waste chutes, which discharge, into a large wheeled bin. Refuse collections from these flats are undertaken weekly by a full size RCV which also collects commercial waste, as this vehicle has the appropriate bin lifting system.
8. Some domestic properties have a fortnightly recycling collection, which is undertaken using a 'Fame' vehicle, (a small flat back vehicle with stillages). It has a capacity of only 1.5 tonnes. The flats currently have no recycling service.

### **Containment of Waste**

9. To maximise participation it has been proven that it must be as easy as possible for householders to store the recyclable materials separately from the residual waste. It is anticipated that the total weight and volume of waste will not change, although a 20% diversion from landfill would be the minimum target for the trial area.
10. The council's standard 180 litre wheeled bin has shown to be of sufficient capacity for most households to contain a fortnight of residual waste. The council provides, bags and /or boxes for recyclables. In smaller terrace properties, external storage may be the norm, so containers will need to be water and vermin proof. It is also proposed to trial a "recycling station", an example of which will be available at the meeting.

### **Collection Streams**

11. The Household Waste Recycling Act requires the council to collect at least two materials from all households. Currently households with kerbside recycling are offered paper & card; plastic bottles; metal cans/drinks containers and mixed coloured glass collections.
12. The existing disposal point is the material recovery facility (MRF) provided under contract by Yorwaste at Hessay. This is the only available facility for part segregated recycle.
13. The proposal for the Grove pilot is to collect recyclable material in a way which matches the capability of the Hessay MRF, i.e. three components (1) mixed paper & card, (2) mixed plastic bottles, metal cans and containers, (3) mixed coloured glass.
14. There is no locally available facility for the treatment of kitchen waste. In the medium term it is likely that any major facility for recovery and landfill

diversion will incorporate capacity to treat kitchen waste. Kitchen waste has therefore not been considered as a potential separate collection.

15. The Council's waste minimisation strategy does incorporate support for home composting, wormeries and food waste digesters as a way of reducing the amount of kitchen waste in the residual waste stream and diverting it from landfill. These options will be promoted as part of the pilot where appropriate.

### **Communication and Mini Trials**

16. Given the number of different types of property, types of refuse containment and vehicle constraints, the range of participation rates and the effort required to successfully communicate with residents, it is proposed to undertake several small mini-trials early in 2008 to determine which options work best.
17. It is proposed that the mini trials cover a variety of locations and property types: blocks of flats; terraced streets, with and without forecourts; one mews area; one block of property with flats above shops and one elderly persons accommodation. Two schools will be included as they will be receiving a recycling service and it will be possible to consider how to integrate collections locally. The trials will be operate on the basis of an alternate collection (refuse week one, recycling week two) to be consistent with other recycling provision provided in the City.
18. A presentation which will accompany this report at EMAP will give more details. Members are asked to give consideration to the proposed areas for the mini trials with options for extending or modifying the areas and types of buildings.
19. In 2002 when kerbside recycling was extended there was consultation with the Disabled Person's Action Group (DPAG) about the issues surrounding the placing of refuse containers on the pavement. The view was taken that a 55-litre box could be a hazard. The proposals in this report will need to look at the presentation of containers on the pavement, so further consultation will necessary. The DPAG no longer meets, so with the assistance of the equalities officer, representatives of disabled groups were invited to the EcoDepot and given a briefing on the need for additional recycling and the implications. Those present expressed support for the replacement of the individual recycling boxes with recycling stations.
20. As soon as the mini trials are agreed, a leaflet containing detailed information on the trial will be prepared for each location. This will be hand delivered and will include the dates and location of the exhibitions and a questionnaire on each household's current recycling activity.
21. Before delivery commences:
  - a. Ward councillors will be offered personal briefings
  - b. York customer contact centre staff will be provided with copies of the publicity and given guidance on answering queries.

- c. Press releases would inform the public in general and other Groves area residents in particular that localised changes are taking place to some collection arrangements but they are not affected.
  - d. A presentation will be given to the Groves residents association.
22. Recycling Assistants will call at every property in the mini trial areas to talk to householders. This will be undertaken at times appropriate for householders (e.g. during the day for elderly residents, and after work or on Saturdays for others). Follow up meetings will be offered where needed in addition to local meetings for the Dudley Street/Court/ Mews residents.
23. Clear guidance will be given on delivery dates of new containers and the start of collection dates. With the new containers there will be detailed information on what can be put in each recycling container. The importance of avoiding contamination will be emphasised.
24. A provisional item has been placed on the agenda of the Guildhall Ward meeting agenda to be held on 11<sup>th</sup> February 2008.
25. During the mini trials, staff and collection crews will actively pre-inspect containers to check for contamination, to observe participation rates and to assess whether recyclable material is present in the residual waste containers. When necessary appointments will be made with residents to provide further advice.
26. Towards the end of the mini trial period a progress report will be issued to each participating household plus a questionnaire about ease of participation and suggestions for changes.

### **Mini Trial – Enforcement Support**

27. The authority uses powers under Section 46 of the Environmental Protection Act as a tool for tackling household waste problems, including refuse presented too early, in the wrong location, side waste issues and the presentation of bulky waste, for which a charge should be applied.
28. When implementation is being planned in detail, further discussions will be undertaken to ensure there is a co-ordinated approach. In the initial phases of the trial, education will take precedence over enforcement, but as arrangements settle down, enforcement may become necessary.

### **Consultation**

29. Consultation with members, frontline staff and officers will be carried out as part of the trials.

### **Options**

- Option 1:** To agree the mini trial area as set out in the paragraphs above.

**Option 2:** To propose alternatives or additional areas within the Groves Trial area to carry out the mini trials.

**Option 3:** Not to carry out mini trials as outlined above, but to move directly into a full trial for the whole of the Groves area.

## Analysis

30. Surveys of participation rates and weights of each type of recyclate will be undertaken to determine the optimum collection containment method and the vehicles needed for the full trial.

## Corporate Priorities

31. This work is specifically relevant to the following Corporate Priority:

32. Decrease the tonnage of biodegradable waste and recyclable products going to landfill.

## Implications

33. **Financial** – The mini trials will require containers, vehicles and crews, publicity materials and staff time. Exact numbers of each type of container will not be known until the consultations have been completed. An estimate is 200 x 180 l wheeled bins, 80 recycling stations, 20 communal bins of various sizes, and 200 recycling boxes. Most will be provided from existing stock. As the trials begin to return results, they will be rolled-out the remaining trial area. For this, costs of one additional vehicle, crew and marketing would be incurred in the first instance in order to fully test the number, and type, of vehicles and the level of support needed. The total fully year estimate cost of the trial is expected to be around £160k. However, the availability of 'recycling stations' must be carefully monitored due to their relatively high cost.

34. **Human Resources (HR)** – There will be a need to recruit additional staff and a staff review following a review of the impact of the trials on the remaining rounds. The authorities change management procedures will be followed where necessary.

35. **Equalities** – Equalities issues during the trial will be addressed through consultation and the application of the council's equality policy.

36. **Legal** - It is not expected that legal issues will present a problem during the trial, however, enforcement action is open to the authority as set out above.

37. **Crime and Disorder** – No implication in this report

38. **Information Technology (IT)** – No implications in this report

39. **Property** – Some modifications to internal waste chutes may be necessary, but this will be fully considered as part of the mini trials.

## **Risk Management**

40. In compliance with the Council's risk management strategy the main risks that have been identified in this report are those which could lead to physical injury and financial loss.
41. Measured in terms of impact and likelihood, the risk score, all risks will be assessed as part of the trial, aiming for a risk score of less than 16. This means that at this point the risks need only to be monitored as they do not provide a real threat to the achievement of the objectives of this report.
42. **Physical Risk** – The physical risk to residents of carrying waste materials to designated containers must be assessed as part of the mini trials. Consideration on the location of collection areas must be carefully considered to minimise the risk of highway obstruction. Containers and vehicle types must be match to minimise the risks associated with manual handling.
43. **Financial Risk** – The cost benefit analysis must be completed to ensure that the expected waste diversions from landfill are achieved and contributing to the councils exposure to Landfill Allowance Trading Scheme (LATS) penalties.

## **Recommendations**

44. That the Advisory Panel advise the Executive Member to give consideration to the areas for the mini trials and propose alternative options for extending or modifying the areas and types of buildings for the mini trials.
45. Reason: To ensure full support from the local area for successful mini and full trials.

## **Contact Details**

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**Report Approved** **Date** 10<sup>th</sup> January 2008

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**Wards Affected:** Guildhall**All** **For further information please contact the author of the report****Background Papers:**

Executive Report, Waste Management Strategy 2007/2008 – 2013/2014

**Annexes** – None**Presentation** – Available at the meeting