

ADUR & WORTHING COUNCILS

Joint Strategic Committee
6 November 2018
Agenda Item 11

Key Decision: [Yes/~~No~~]

Ward(s) Affected: All

Environmental Services for the Future

Report by the Director for Communities

Executive Summary

1. Purpose

- This report details the proposal for both Councils to introduce an alternate weekly collection service of our residents refuse and recycling bins, commencing in September 2019 across the District and Borough.
- The case for this proposal is made by outlining a number of issues, and factors that both Councils will need to take into account including:
 - The legislative requirement for both Councils to improve their recycling rates from the present % rate, to achieve the European Waste Framework Directive target to recycle 50% by 2020.
 - The positive impact that alternate weekly collections has delivered for other Local Authorities who operate this collection system. Such change has supported significant change in the way that households manage their waste and all areas reports a reduction in the amount of residual waste per household, as well as an increase in the proportion of waste that is recycled.
 - The surge in community interest and involvement in environmental issues, that support the Councils ambitions to drive a sustainability agenda and be effective stewards of our natural resources.
- The report also provides information on how this proposal helps contribute to delivering objectives under each area as laid out in the Councils' strategic plan 'Platforms for our Places'

2.0 Recommendations

It is recommended that Joint Strategic Committee approves:

- 2.1 The introduction of an alternate weekly collection service of household refuse and recycling, commencing in September 2019. This will involve an operational redesign of services to be led by the Head of Environmental Services, supported by other departments as required.
- 2.2 Delivery of an extensive communication campaign in the lead up to and during implementation.
- 2.4 Delegated authority be given to the Director for Communities to procure additional bins needed during the delivery phase of the project.
- 2.5 That Officers report back to this Committee with a review of the delivery of the alternate weekly collection service, 6 months after implementation.

3.0 Context

- 3.1 The Councils have published an extensive set of ambitions in 'Platforms for Our Places' which was refreshed earlier this year. As leaders within our local systems we continue to review and evolve our service offer in line with a whole host of considerations, including statutory requirements, delivering best value and supporting wider environmental objectives, and it is within this context that we have decided to review our approach to the collection of waste and recycling. In recent months, we have seen a public ground swell in support for programmes which promote the best outcomes for our natural resources - 'the blue planet' effect. This is evidenced by the positive support for 'Refill' campaign in Worthing and the significant increase in beach clearance groups in 2018 against the the same period in 2017.
- 3.2 Both Councils presently provide a weekly waste collection of household refuse bins. Recycling bins are emptied fortnightly and there is also a chargeable weekly green waste collection service available to all residents.
- 3.3 This collection service model has remained unchanged for many years, and residents in Adur and Worthing have grown used to having their refuse bin emptied weekly. The time however is opportune to review how both Council's carry out their waste and recycling collections, as awareness and public desire to get involved in making a positive impact to their environment, whether locally or in a wider context has never been higher.
- 3.4 This proposal is one of a range of initiatives that the Councils has already or is considering implementing as part of its commitment to conserving, protecting and improving our shared environment.
- 3.5 Both Councils are keen to see how they can dovetail this growing community commitment to the environment into helping to reduce the amount of waste we

produce and improve recycling rates in order to support the County to achieve the European Waste Framework Directive target to recycle 50% (of all waste) by 2020.

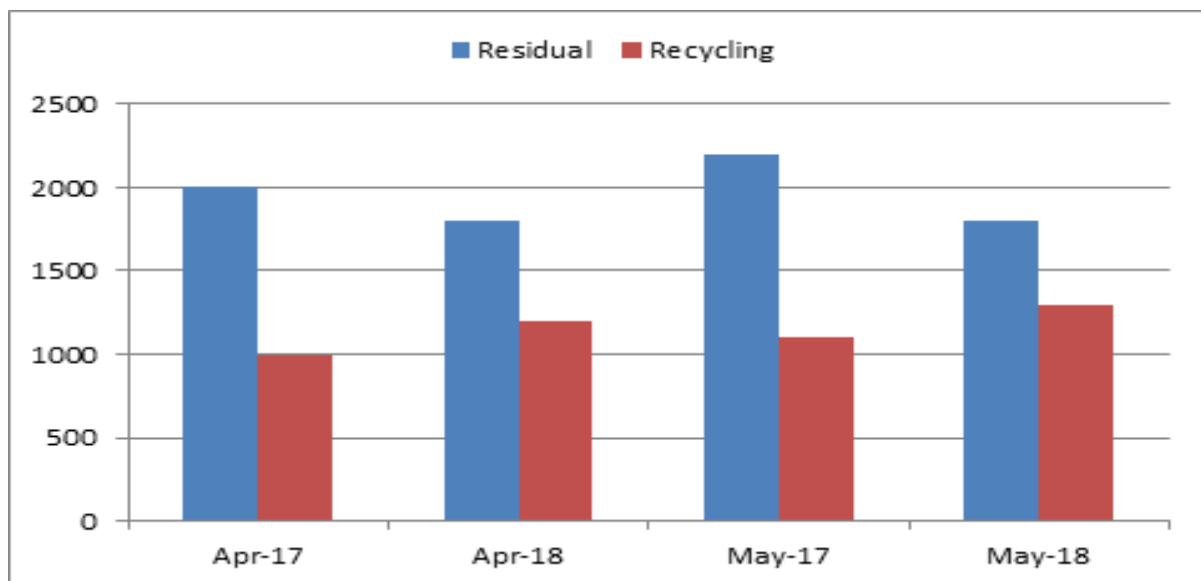
3.6 Both Council's recycling rates are currently below this target:

- Adur 35%
- Worthing 37%
- Joint Average 36%

3.7 Despite both Council's commitment to improve recycling, the proportion of waste that is recycled has plateaued. The proposed switch to alternate weekly collections has already been adopted by 76% of UK Local Authorities, who have seen overall a reduction in the amount of residual waste and an increase of between 5-7% in the proportion of waste that is recycled, following implementation.

3.8 Table 1 (below) shows the change in residual and recycled waste for Horsham District Council who moved to alternate weekly collections in February 2018. Of note is not only the increase in amount of recycled materials, but critically, a significant and greater reduction in residual waste levels. This means overall the recycling rate is increased by more than the additional waste recycled.

Table 1



3.9 The evidence therefore supports the assertion that changing the way in which waste is collected has demonstrable impact on the amount of waste discarded and recycled. This will be aided by the proposal to continue (in most cases) with the provision of 140 litre capacity bins, as this is proven to encourage people to reduce the amount of waste discarded and proportion of waste recycled.

3.10 This proposal will also provide an opportunity to review all of our current working practices, educational and communication approaches, with the view to providing our

residents with clear information on what they can recycle, and how they can reduce the amount they are putting into the waste stream.

- 3.11 There are no proposed changes to the current collection frequencies for recycling and green waste collection services.
- 3.12 The proposed implementation date of September 2019, has been selected as it provides a reasonable timeframe, post implementation, to embed the changes before a Bank Holiday leads to a change in collection day.
- 3.13 An internal service redesign of the waste collection service will be required to support this change, with all affected staff and trade unions being involved throughout. It is expected that the proposed change will reduce the present reliance on agency staff and improve flexibility and realise financial savings for the service. We will actively search for redeployment opportunities for any impacted staff, however it is anticipated that there will be no requirement for any compulsory redundancies as a result of this proposal.
- 3.14 The proposal also addresses the current need to introduce two new collection rounds to service the needs of new properties across Adur & Worthing. If approved, this change will mean that this is no longer required, leading to a further saving in the region of £250k per annum (across both Councils.)
- 3.15 It must also be noted that in the financial analysis undertaken, the proposal of West Sussex County Council to introduce a new "Waste Diversion Deal" from April 2019, which will be a change to the current payment mechanism and will result in joint income reductions of approximately £277,000 per annum has also been taken into account.

4.0 Issues for consideration

- 4.1 Table 2 shows the two key options that have been considered in this process. Other matters have been considered as part of an extension of Option 2. These include:
 - Fortnightly green waste collection - this has been discounted as this is a paid for service
 - Three weekly collections - discounted as this is too far removed from the current provision
- 4.2 The Committee will note that evidence suggests that whilst Option 2 will increase the proportion of waste recycled (as well as reducing overall waste levels) it does not achieve the European directives, signed up to by Government, of 50% of waste recycled by 2020. It will however support this being achieved by the County. The Committee may also be aware that some areas collect food waste and absorbent hygiene products (AHPs) which also count towards recycling targets. This is not being proposed at this time, and it is not currently operational in West Sussex.

However, the proposals contained in this report do not preclude the Councils from reviewing this in the future.

Table 2 - Options appraisal

Option	1 - no change	2 - Alternate Weekly Residual and Recycling Collection (Green waste collected weekly)
Financial Impact	Increase in revenue costs for A&W combined of over +£500,000 per annum This is made up of <ul style="list-style-type: none"> ● Minimum reduction in recycling credits from WSCC of £277,000 pa (could be higher) ● Cost of 2 additional rounds at £250, 000 pa 	Saving in revenue costs for A&W combined of -£594,000 per annum This is made up of: <ul style="list-style-type: none"> ● Fuel savings. ● Reduction in operational costs including agency staff costs. ● Lower % decrease in the recycling payments received from WSCC, due to an expected increase in the amount of recycled materials.
Recycling Impact	No change <ul style="list-style-type: none"> ● 36% 	Increase of 5-7% <ul style="list-style-type: none"> ● Up to 43%

4.3 The recommendation of this report is that the Committee adopt **Option 2** and agree to move to an alternate weekly collection system, whereby customers will have their residual waste collected one week, and their recycled waste the next. Green waste (which counts towards our recycling targets) will continue to be collected weekly.

4.4 Within the proposal, flexibility has been factored in to allow both Councils to still provide a weekly refuse collection service for houses of multiple occupancy (flats) and town centre properties where with limited space available for storage, it is not practical to introduce an alternate weekly collection service. However we will aim to work closely with these residents to encourage greater recycling and reduction of residual waste.

4.5 It is also proposed that for the households listed below, on application we will provide a larger 240 litre capacity bin :

- Households with five or more permanent residents
- Households with medical needs

4.6 Approximately 10% of our residential households have met this criteria previously and have larger refuse 240 litre bins presently.

- 4.7 For the provision of a new 240 litre residual waste bin if the household meets the above criteria, it is proposed to introduce a charge of £20 per delivered bin to cover the actual cost of purchasing the bin.
- 4.8 It is proposed to make no changes to both Councils' assisted bin collection policy.
- 4.9 It is recognised that both Councils have recently in 2017 invested over £4 million pounds in a new refuse and recycling fleet. The procurement exercise was designed to ensure that the vehicles purchased would be adaptable to meet any potential future changes in collection methods. The result is that the proposed new alternate weekly collection service will not require any changes to the current fleet.
- 4.10 The alternative option is to continue with the current weekly refuse collection. However, the retention of the existing model would not result in the projected increase in the recycling, assumptions of which are based on the evidence of other authorities moving to this model, and would cost an additional circa £1 million per annum when compared to the revenue savings that can be achieved through a change to the current model of collection. .

5.0 Communication and Consultation

5.1 One of the key drivers for this change is to promote and prompt behaviours across our places that lead to significant reductions in the amount of waste generated overall, whilst increasing the proportion that is recycled. The key to delivering these objectives will be an effective information and communication programme that reaches all of our communities. Our aim will be to not only ensure that residents are clear on how the proposed changes will affect their waste collections, but crucially, how they can make changes - before the implementation date of September 2019, that support these ambitions. Hence an extensive communication plan will be formulated, led by the Council's Communications team and supported by Environmental Services Officers. The delivery of this plan will run throughout the planning and implementation stages and will be designed to:

- Raise public awareness of recycling options and increase recycling rates
- Promote the reduction of residual waste
- Support the Council's wider strategic sustainability objectives
- Inform all households of the changes to service delivery and how it will affect them
- Reduce the risk of contamination levels (i.e residual waste in the recycling stream) increasing during the change to a new timetable.

5.2 A frequently asked questions document will be produced and regularly updated and published on the Council's website to provide a range of relevant information regarding the proposed change.

5.3 In order to fully support our residents during this implementation phase, we have also identified the need to be able to respond swiftly to any issues that arise, receive

feedback and make changes if required. In order to do this we will, in the short term, employ additional temporary staff in the Council's Contact Centre to ensure we meet the needs of any additional customer queries and listen to their feedback.

- 5.4 As these changes may require some internal operational/structural changes, all relevant staff and recognised unions will be fully consulted. As indicated above at 3.13 the work undertaken to date indicates that no compulsory redundancies will be required, and all changes will be undertaken in line with the Councils Managing People Change Policy.

6.0 Financial Implications

- 6.1 As indicated in Table 2, the cost of continuing to deliver the current services would mean the Councils' cost of waste and recycling collection would increase by over £500,000. This figure is made up of the additional revenue funding of £255,000 (which was built into the 2018/19 base budget) that would be required to create two additional rounds to service the increasing number of households from local developments and the impact of the introduction by West Sussex County Council of a new "Waste Diversion Deal" from April 2019. This is likely to cost the Council £277,000 in lost income as WSCC move to a statutory model of payment for recycled materials.

- 6.2. Option 2, the proposal to move to a model of alternate weekly collections for residual and recycled waste, would save the Councils £594,000 per annum. This reduction in costs would be achieved by;
- a reduction in both operational and fuel costs
 - the saving accrued by not having to fund additional rounds
 - additional revenue from increased recycling.

- 6.3 It should be noted that if the recommendations in this report are approved, the full per annum saving will not be realised until 2020/21 as the following would have an impact in 2019/20:
- Implementation costs of approximately £120,000 associated with communication and promotion of these changes, the appointment of a project manager and additional contact centre staff. No redundancy costs are included as none are expected per section 3.13.
 - A proportionate reduction in savings achievable in 2019/20 due to the implementation date being part way through the year.

7.0 Legal Implications

- 7.1 The Councils' waste collection duties are set out in Sections 45 to 48 of the Environmental Protection Act 1990.
- 7.2 The Councils' obligations in respect of the intermingling of recyclates are incorporated by the amendments made to the Waste Amendment Regulations 2012.

- 7.3 The Council will need to comply with its Contract Standing Orders in respect of any procurement for the provision of additional bin capacity.
- 7.4 Section 1 Local Government (Contracts) Act 1997 confers power on the local authority to enter into a contract for the provision of making available of assets or services for the purposes of, or in connection with, the discharge of the function of the local authority.

Background Papers

None

Officer Contact Details:-

Andy Edwards

Head of Environmental Services

Tel : 01273 363137

andy.edwards@adur-worthing.gov.uk

Tony Patching

Waste Operations Manager

Tel:01273 263049

tony.patching@adur-worthing.gov.uk

Sustainability & Risk Assessment

1. Economic

- The savings identified within the report will help to contribute to both Council's producing a balanced budget for 2019/20 onwards.

2. Social

2.1 Social Value

- The proposal has taken into account any potential impact that the change in collection frequency may result in, and has mitigated these risks through continuing with its Assisted Bin Collection policy and careful route planning.

2.2 Equality Issues

- Matter considered and no issues identified.

2.3 Community Safety Issues (Section 17)

- Matter considered and no issues identified.

2.4 Human Rights Issues

- Matter considered and no issues identified.

3. Environmental

- This proposal will have a positive impact on both Council's recycling rates and will contribute effectively to how we manage and protect our natural resources.

4. Governance

- This proposal helps to contribute to all of both Council's Platforms for our Places objectives of:
 - Our Financial Economies
 - Our Social Economies
 - Stewarding our Natural Resources
 - Services & Solutions
 - Leadership of our Places
- During the writing of this report, any implication to the Council's reputation and relationships with partners and community have been carefully considered and mitigated throughout the proposed changes to its waste collection services.