

CABINET ITEM COVERING SHEET PROFORMA

AGENDA ITEM 7

REPORT TO CABINET

5 OCTOBER 2006

REPORT OF CORPORATE MANAGEMENT TEAM

CABINET DECISION

Environment - Lead Cabinet Member – Councillor Nelson

WASTE MANAGEMENT UPDATE

1. Summary

The Environment and Regeneration Select Committee have previously presented a review of wastes management to Cabinet following a series of meetings, which took place between April 2004 and March 2005. This area of Council activity, was referred to the Select Committee by Cabinet as one which merited a scrutiny review due to growing concerns over the need to address the waste problem, with particular regard to pursuing the waste reduction agenda.

The terms of reference for the Select Committee were:

- To promote waste reduction through examination and amendment of Stockton Borough Council waste collection policies.
- To make recommendations in terms of measures to help improve community participation in recycling and waste minimisation schemes.

Cabinet on 11 August 2005 considered the review report which had taken a detailed look at all aspects of waste collection (refuse and recycling) services and policies, and had made 16 recommendations arising from the findings of the review.

This report provides further information arising from those recommendations in terms of a progress report on their implementation, implications of the policy changes, consultation regime being adopted and also budget implications.

2. Recommendations

- (i) Cabinet note the report and the progress on the implementation of the Recommendations from the Cabinet Report on 11th August 2005.

- (ii) Cabinet to endorse the commencement of a recycling trial of collection of Cardboard and Plastic from approximately 12,000 properties within the borough over a 9 month period. A subsequent analysis and report will be brought back to Environment and Regeneration Select Committee following the trial period looking at the operational methodology, the financial implications and the environmental effects of Stockton's kerbside recycling activities.
- (iii) Cabinet to note the National and Regional context of waste management in terms of recycling performance.

3. Reasons for the Recommendations/Decision(s)

- (i) Update on the review of wastes management.
- (ii) To enable further development of waste collection services and improving recycling performance.

4. Members Interests

Members (including co-opted members with voting rights) should consider whether they have a personal interest in the item as defined in the Council's code of conduct (paragraph 8) and, if so, declare the existence and nature of that interest in accordance with paragraph 9 of the code.

Where a Member regards him/herself as having a personal interest in the item, he/she must then consider whether that interest is one which a member of the public, with knowledge of the relevant facts, would reasonably regard as so significant that it is likely to prejudice the Member's judgement of the public interest (paragraph 10 of the code of conduct).

A Member with a prejudicial interest in any matter must withdraw from the room where the meeting is being held, whilst the matter is being considered; not exercise executive functions in relation to the matter and not seek improperly to influence the decision about the matter (paragraph 12 of the Code).

Further to the above, it should be noted that any Member attending a meeting of Cabinet, Select Committee etc.; whether or not they are a member of the Cabinet or Select Committee concerned, must declare any personal interest which they have in the business being considered at the meeting, and if their interest is prejudicial, they must also leave the meeting room during consideration of the relevant item.

AGENDA ITEM

REPORT TO CABINET

5 OCTOBER 2006

**REPORT OF CORPORATE
MANAGEMENT TEAM**

CABINET DECISION

WASTES MANAGEMENT

SUMMARY

This report provides further information arising from the recommendations from the previous Cabinet report submitted in August 2005, including updates on their implementation, implications of the policy changes, the consultation regime being adopted and budget implications.

RECOMMENDATIONS

1. Cabinet note the report and the progress on the implementation of the Recommendations from the Cabinet Report on 11th August 2005.
2. Cabinet to endorse the commencement of a recycling trial of collection of Cardboard and Plastic from approx 12,000 properties within the borough over a 9 month period. A subsequent analysis and report will be brought back to Environment and Regeneration Select Committee following the trial period looking at the operational methodology, the financial implications and the environmental effects of Stockton's kerbside recycling activities.
3. Cabinet to note the National and Regional context of waste management in terms of recycling performance.

DETAIL

Background

1. The Environment and Regeneration Select Committee have previously presented a review of wastes management to Cabinet following a series of meetings, which took place between April 2004 and March 2005. This area of Council activity, was referred to the Select Committee by Cabinet, as one which merited a scrutiny review due to growing concerns over the need to address the waste problem, with particular regard to pursuing the waste reduction agenda.

The terms of reference for the Select Committee were:

- To promote waste reduction through examination and amendment of Stockton Borough Council waste collection policies.

- To make recommendations in terms of measures to help improve community participation in recycling and waste minimisation schemes.
2. Cabinet on 11 August 2005 considered the review report, which had taken a detailed look at all aspects of waste collection (refuse and recycling) services and policies, and had made 16 recommendations arising from the findings of the review.
 3. The review of wastes management also needs to be viewed in the overall context of waste management in the region and in England as a whole. There continues to be significant variations in household recycling rates between different regions. The highest recycling region in 2004/05 was the East (29.4 per cent) with the South West, East Midlands and South East all showing rates of 26 to 27 per cent. The North East had the lowest rate of 15.3 per cent. This does of course have to be viewed in context as regards demographics, socio-economic factors. It is no surprise that the top 10 performing Councils are all situated in the South/South East England where population densities are low, the incidence of gardens is high and affluence is high. Nine out of the 10 top performing Councils have composting rates of over 20% with all operating an alternate weekly collection system.

The North East Region is also the Region which generates the most waste. This can be put down to a number of factors including:

- lack of charging policies for bulky household waste services.
 - lack of commercial waste controls at Civic Amenity Sites.
 - lack of 'side-waste' collection policies.
 - free green waste collections.
4. Stockton Council was set a statutory BVPI recycling target of 18% in 2005/6, Stockton achieved 16.65% which includes both composting and conventional recycling. In order to achieve this level of recycling and meet the next target in 2010/11 of 30%, further recycling measures need to be considered, which would increase our current recycling performance. In order to move towards the 2010/11 target we need to as stated above, implement further recycling systems.

Update

5. The 16 recommendations as previously approved by Cabinet are detailed below along with an update of progress with implementation or other relevant comments.
 - (i) *That the current green waste collection service is sustained, with a delivery plan to roll it out across the whole Borough.*
6. Service delivery for the 2006 growing season has now been operational since Easter 2006. Approx. 36,000 properties have been included in the 2006 scheme. Arrangements for 2007 will be scheduled in late 2006, with collections being expanded to around 48,000 properties. This will cover majority of properties with gardens. Home composting will be actively

encouraged in those areas with gardens where the kerbside collection of green waste is not offered.

(ii) *That an in-depth feasibility study is undertaken across two existing collection rounds to estimate the likely impact of a wheeled bin only collection policy. This will include estimated Enforcement and Fly tipping costs. This feasibility study to be reported back to the Environment & Regeneration Select Committee.*

7. Officers have completed a full analysis of the amount of side waste across the Borough in order to demonstrate the likely impact of a wheeled bin only collection policy. The results indicate that on an average day around 30% of properties have side waste – this figure remains consistent even where those properties are utilising the kerbside recycling collection scheme and the green waste service. This is because it is clear from our own analysis and from consultations with Redcar & Cleveland Council, that a significant proportion of side waste is made up of plastic and cardboard. Until these items are collected via an extended kerbside recycling collection service, a wheeled bin only collection policy should not be introduced as it would be likely to generate significant problems in relation to service complaints and enforcement. To enable to plan for this possibility a trial of the kerbside collection of cardboard and plastic is recommended to gauge response and aid planning should such a service be rolled out borough wide.

(iii) *That an extensive programme of consultation and presentations be arranged throughout the Borough to discuss waste collection issues. These to include all parish council's and residents groups, local public drop-ins, viewpoint surveys and a feature in Stockton News and local media.*

8. Consultation via 4 Area Partnership Boards and SCRGA has now been completed. Presentations were made to the meetings between November 2005 and January 2006. A new Viewpoint survey has also been drafted in relation to waste and recycling issues as covered by this report. Following the evaluation of the trial collection of plastics and cardboard, public drop-in sessions will be arranged by Care For Your Area, with Parish Councils being kept informed and articles published in Stockton News.

(iv) *That the Environment and Regeneration Select Committee schedule into it's work programme an analysis of the impact of alternate weekly recycling and refuse collection in Redcar and Cleveland, one year after it's introduction.*

This update report will be scheduled into the work of the Environment and Regeneration Select Committee in consultation with the Chair.

(v) *That following extensive consultation, the Environment & Regeneration Select Committee reconsiders the issue of alternate weekly recycling / refuse collection and report back to Cabinet with definitive proposals for any specific trials.*

There are no proposals to progress specific trials of an alternate weekly collection service at this stage. Prior to any consideration of alternate weekly collection the following stages will be followed:

- A report of the findings of consultation with Redcar and Cleveland will be reported back to the Environment and Regeneration select committee.
- Full analysis and financial appraisal of the trial of kerbside collections of plastic and cardboard.
- Full consultations on any proposal to implement a change in service delivery to alternate weekly refuse collection.

(vi) *A 'bin amnesty' to be applied to households using 2,240 wheeled bins. Bins should be recalled through a series of promotions via the local media, Stockton News, Website and e-mail address provided. Refuse collection teams should also be asked to report where more than one bin is being presented for collection by a household.*

9. Preparations are being made for an Amnesty to be held including a specific Members Bulletin, website and press releases, articles to be placed appropriate edition of Stockton News. Operational Managers, Supervisors, Contact Centre Staff, Refuse crews all to be briefed and provided with information in accordance with the Cabinet recommendation. This will be introduced incrementally, i.e. as areas are covered by the green waste scheme and receive a plastic and cardboard collection service.

(vii) *Recalled bins to be cleaned and recycled for re-use.*

To be undertaken in conjunction with recommendation number (vi).

(viii) *Larger families of 6 or more members and those who generate additional residual waste because of disability to be provided with a 360-litre wheeled bin upon request and following a needs assessment.*

To be undertaken in conjunction recommendations vi & vii. Procedural guides and Contact Centre Staff briefed.

(ix) *Residents should make a contribution towards the cost of replacement of a wheeled bin, to be a charge of £25 in all circumstances. A bin will be replaced free of charge where the collection vehicle is responsible for loss or damage, or the resident can provide a crime incident number to prove that the bin was stolen.*

10. Residents have now been notified by means of Borough wide leaflet and article in Stockton News. ICT infrastructure is now in place for smooth and efficient payments from residents. Procedural guides have been produced and Contact Centre Staff briefed. Following our own consultation and analysis, Officers have discovered that a charging policy is very typical throughout local authorities.

11. Up to the end of June 2006, 475 requests for a wheeled bin to replace lost or stolen bins had been received. This compares to 3195 lost / stolen wheeled bin requests for 2005/06. Of the 475 requests 121 were chargeable.

(x) *That the excellent work being undertaken by Service Stockton Officers and the CFYA team is acknowledged.*

Noted: Commendation recorded on FLARE.

- (xi) *That a standard charge of £10 is introduced for all bulky waste collection requests, with effect from 1st April 2006, over and above the existing charging scheme.*
12. Residents were notified by means of a Borough wide leaflet and article in Stockton News. ICT infrastructure is now in place for a smooth and efficient payments from residents. Residents are informed of the free of charge alternative service that exists at the Household Waste Recycling Facility at Haverton Hill.
13. Likewise with the replacement wheeled bin charges, a Members Bulletin was drafted prior to introduction as a final reminder of agreed policy change, to link with recommendation (ix) also.
14. Up to the end of June 2006, 2748 chargeable 'junk jobs' have been received. This compares to a total of 7089 free of charge service requests from the same period in 2005/06. The introduction of charging has had a minimal impact on fly tipping. Up to the end of June 2006, there have been 744 incidents of reported fly tipping, compared to 815 reports from the same period in 2005/06.
- (xii) *That the possibility of additional charges for hazardous waste be considered by the Environmental & Regeneration Select Committee once the full extent of the WEEE legislation is apparent.*
15. To be noted only at this stage. Still awaiting full WEEE legislative implications. Legislation once again deferred by Dti with full implementation of EC Directive into UK law unlikely until late 2007.
- (xiii) *That the incidence and costs of fly-tipping be closely monitored following introduction of the charge.*
16. CFYA and Enforcement team are working closely together co-ordinating Enforcement operations in response to any increase in fly tipping and to cover any increase in fly-tipping removal costs. Performance Management frameworks are already in place to monitor amount of fly-tipping – and are monitored on a weekly basis by operational managers. No increase of evidence in fly tipping detected.
- (xiv) *It is suggested that waste kits, comprising the following containers, could be provided at new homes with the developers agreement: -*
- a. 240 litre wheeled bin
 - b. recycling box and bag
 - c. composter
 - d. *information leaflets promoting home composting and recycling / waste reduction techniques, locations of recycling facilities and CFYA services.*
17. Development Control officers will be made aware of the contents of the waste kits as suggested in the list contained at **Appendix A** and developers will be *requested* to provide them. This is not a mandatory requirement, and for those developers willing to provide such items, will form part of a Section 106

Agreement / unilateral undertaking attached to the relevant planning consent. In lieu of providing such a kit, developers may also wish to consider financial reimbursement to the Council, who will retain the responsibility for provision and management of the kits. This addresses recommendation 15 of the Cabinet report:

(xv) That developers are requested to provide the kits outlined above, or provide a financial reimbursement to the Council, who will retain the responsibility for provision and management of the kits.

18. Further to recommendation 16, it is not possible under the existing system of Local Plans to implement such an SPG because there is no policy basis for it. However, under the new Local Development framework the appropriate policy basis will be developed and a Supplementary Planning Document (SPD) on Planning Obligations, which will incorporate requirements for recycling facilities in new developments, is scheduled for preparation in 2007. Development Control policies will also be contained within the Core Strategy, and these will be broad policies which will indicate the Council's requirements, reflecting also the recommendations of the RSS. The Core Strategy is currently under preparation, and final adoption is not due until June 2009, although it will carry some weight in decision making as it progresses through the process of preparation.

(xvi) That supplementary planning guidance is created which outlines the expectations of the Council in relation to the provision of waste kits.

19. Guidance has been devised following consultation with Planners and developers will be encourage to adopt the measure contained within this guidance. **(Appendix A).**

Consultation

20. Refuse collection consistently rates as the 'number 1' service in MORI polls and so any proposals to review and change the current level of service requires careful consideration and a consultation exercise. With this in mind, officers delivered presentations on waste management options to the 4 Area Renaissance Boards in November, December 2005 and January 2006.
21. The presentations set out the current situation as regards the need to reduce our waste, recycle more whilst retaining quality front-line services. It also lists the range of initiatives, which have been introduced since 2003 to increase recycling activity in the Borough and reduce waste. Finally, the presentations present a range of options for waste management services.
22. Feedback from the meetings was fairly limited in scope and provided general support for Stockton to consider adopting recycling policies similar to those operated by the most successful local authorities with regard to recycling performance. There was a general view that there was too much packaging waste in circulation but that there was little that the Council could do about this and also that there was a need to review how waste was collected to reduce overall waste arisings and increase recycling.
23. Colleagues in Policy and Performance have suggested waiting until after the MORI survey is complete in June / July before undertaking any further consultation as this may provide the impression of imminent changes to

refuse collection services, which may then detrimentally impact upon satisfaction survey results.

Promotion and Publicity

24. Linked to the above consultation we have distributed a leaflet/booklet to every household to promote waste management policies and best practice for householders, highlighting the key Cabinet recommendations e.g. charges for bulky household waste and replacement wheeled bins. The booklet set out and explained collection policies in relation to refuse collection, provided information about recycling and waste minimisation and also flagging-up that future changes to services may have to be implemented to address the recycling and LATS agenda.
25. Stickers are also being applied to every wheeled bin in the Borough to promote recycling by requesting that the main recyclables (glass/cans/paper) are not put in the wheeled bin.

FINANCIAL AND LEGAL IMPLICATIONS

Financial

26. The introduction of a charge for bulky waste collection is anticipated to provide income of circa £100K. The charge for replacement bins appears to have reduced the demand for replacement bins. Early indications are that this has reduced the pressure on resources spent on replacement bins by up to £20,000. The cost of the trial collection will be £40K and will be within existing resources. Also the additional recycling gained from the trial has an outside chance of allowing Stockton to claim grant rewards for hitting the stretch targets in our PSA which is 22% recycling.

RISK ASSESSMENT

27. "This is categorised as low to medium risk. Existing management systems and daily routine activities are sufficient to control and reduce risk."

COMMUNITY STRATEGY IMPLICATIONS

Environment

28. Links to the Councils performance targets contained within the environment block of CPA.

Community Safety and Well-Being

29. Enforcement Unit involved in the prevention and prosecution of enforcement crime, which changes in operational activity will require a coordinated enforcement response.

CONSULTATION INCLUDING WARD/COUNCILLORS

30. Renaissance Area Boards
SCRGA
Environment and Regeneration Select Committee

Jamie McCann
Head of Direct Services
Telephone No. 01642 - 527071
Email Address: jamie.mccann@stockton.gov.uk

Richard Bradley
Care for Your Area Service Manager
Telephone No. 01642 - 527739
Email Address: richard.bradley@stockton.gov.uk

Background Papers

Cabinet Report 11 August 2005
Environment Select Committee Reports 2004 -2005

Ward(s) and Ward Councillors:

All

Property

N/A

Planning Guidance – Waste Management & Recycling

The following schedule is intended to act as a general guide only. There will be circumstances where these guidelines do not apply and where a local solution will need to be agreed upon with the developer. Advice should be sought from the Waste Management Section in these instances.

Housing Types

Housing Type	Requirement
Detached house/bungalow Semi-detached house/bungalow Terraced property (with garden) Flats with ground floor access	240 litre wheeled bin 55 litre recycling box 45 litre reusable recycling bag Storage unit for the above 3 items and space for garden waste container equivalent to 240 litre wheeled bin 330 litre composter (made from recycled plastic) Access large enough between garden and collection point to allow the movement/wheeling of container(s)
As above but without garden(s)	240 litre wheeled bin 55 litre recycling box 45 litre reusable recycling bag Storage unit for the above 3 items Access per above
Terraced property	240 litre wheeled bin 55 litre recycling box 45 litre reusable recycling bag Storage unit for the above 3 items and space for garden waste container equivalent to 240 litre wheeled bin Access large enough between garden and collection point to allow the movement/wheeling of container(s)
Terraced property in Alleygate scheme	3 x 1100 litre wheeled recycling containers (glass/cans/paper) secured to secure lockable frame within alley area. (This assumes houses will already have refuse containers and recycling boxes)
Low-Rise Flats (with communal bin area)	3 x 1100 litre wheeled recycling containers (glass/cans/paper) secured to secure lockable frame in a secure area OR, 55 litre boxes and 45 litre reusable recycling bags for paper issued to each property if acceptable to residents.
Medium-Rise Flats (with communal bin area)	3 x 1100 litre wheeled recycling containers (glass/cans/paper) secured to secure lockable frame in a secure area or adj. to bin room. 45 litre reusable

	recycling bags for paper issued to each property.
High-Rise Flats (with refuse chutes)	Eco 6 Eco-Island Underground Recycling Unit or equivalent sited at convenient location, which could include containers for waste as well as recyclables OR 3* x 1100 litre wheeled recycling containers (glass/cans/paper) secured to secure lockable frame either within bin room or in secure external area. *more containers could be provided depending on demand 45 litre reusable recycling bags for paper issued to each property
New Development as a whole (more than 50 properties)	Eco 6 Eco-Island Underground Recycling Unit or equivalent sited at convenient location to accept domestic waste as well as recyclables
Sheltered Housing/Care Homes	3 x 1100 litre wheeled recycling containers (glass/cans/paper) secured to secure lockable frame in a secure area or adj. to bin room. 45 litre reusable recycling bags for paper issued to each property.

NB. It is likely that the standard issue 240 litre wheeled bin will be replaced by a smaller 140 litre wheeled bin as and when Cabinet approve a range of waste management policy amendments.

Size of Development

At the planning application stage, developments will be set out via drawings, Planning and Design Statements. These will advise the total number of residential properties and the types of each as well as a range of other issues e.g. street furniture, road/path layouts etc.

It would be helpful therefore, to indicate the type of recycling facilities required in relation to the size of development. The table above relates to housing types rather than volumes of properties.

Development Type	Requirement
Semi-detached housing – up to 50 properties	Individual recycling and waste containers as above
Detached housing – up to 50 properties	Individual recycling and waste containers as above
Terraced housing – up to 50 properties	Individual recycling and waste containers as above
Semi-detached housing – more than 50 properties	Communal recycling & waste facility - Eco Island 6 Unit or equivalent
Detached housing – more than 50 properties	Communal recycling & waste facility - Eco Island 6 Unit or equivalent
Terraced housing – more than 50 properties	Communal recycling & waste facility - Eco Island 6 Unit or equivalent
Flats	Per above recommendations