

IMPROVING PLACES SELECT COMMISSION

Venue: Town Hall,
Moorgate Street,
ROTHERHAM.
S60 2TH

Date: Wednesday, 20th January, 2016

Time: 1.30 p.m.

A G E N D A

1. To consider whether the press and public should be excluded from the meeting during consideration of any part of the agenda.
2. To determine any item(s) the Chairman is of the opinion should be considered later in the agenda as a matter of urgency.
3. Apologies for absence
4. Declarations of Interest
5. Questions from members of the public and the press
6. Communications
7. Minutes of the previous meeting held on 25th November, 2015 (Pages 1 - 7)
8. Report from Task and Finish Group 1 - Waste Management (Pages 8 - 49)
9. Town Centre Masterplan - ARUP - start of the consultation
Simeon Leach, Regeneration Manager, to present
10. Task and Finish Group 2 - Litter and Flytipping
Councillor Atkin to give update
11. Date and time of the next meeting - Wednesday 24 February 2016 at 1.30 pm

Improving Places Select Commission: membership: -

Councillors Atkin, Beck (Chairman), Buckley, Cutts, Godfrey, Gosling, Jepson, McNeely, Pickering, Reeder, Robinson, Rosling, Smith, C. Vines, Whelbourn (Vice-Chairman), Whysall and Wyatt.

Co-opted members:- Mrs. L. Shears, Mr. P. Cahill and Mr. B. Walker.

IMPROVING PLACES SELECT COMMISSION
Wednesday, 25th November, 2015

Present:- Councillor Beck (in the Chair); Councillors Atkin, Buckley, Cutts, Gosling, Jepson, McNeely, Pickering, Reeder, Rosling and Whelbourn, together with co-opted members Mrs. L. Shears and Mr. B. Walker.

Also in attendance:- Advisory Cabinet Member Councillor Sims.

Apologies for absence were received from Councillors Godfrey, C. Vines, Whysall and Wyatt.

25. DECLARATIONS OF INTEREST

There were no Declarations of Interest made at this meeting.

26. QUESTIONS FROM MEMBERS OF THE PUBLIC AND THE PRESS

There were no questions from members of the public or the press.

27. COMMUNICATIONS

There were no items to report.

28. BUDGET PROPOSALS AND MEDIUM TERM FINANCIAL STRATEGY - WASTE, ROADS AND ENFORCEMENT

Further to Minutes Nos. 112 and 113 of Commissioner Manzie's Meeting held on 15th October, 2015, consideration was given to a report presented by the Scrutiny Officer, concerning the budget savings proposal for the Advisory Cabinet portfolio for the Waste, Roads and Enforcement. Included with the report were:-

Appendix A – the savings proposals for this portfolio, amounting to £1.289 millions over the three years of the Medium Term Financial Strategy from 2016/17 to 2018/19; and

Appendix B – the report, about the savings proposals, which has been considered by the Overview and Scrutiny Management Board.

The report and appendices referred to specific savings proposals in respect of:-

Waste Treatment
Waste Collection
Winter Maintenance

The Select Commission's discussion of this item included the following salient issues:-

: the cost benefits which could be achieved by the extraction of carpets and mattresses from the general waste and disposing of them via the Sub-Regional Waste Plant;

: Members suggested that the issue of recycling (previously within the purview of the Recycling Group) should be considered by the Waste Management Task and Finish Group of this Select Commission;

: waste collection and rationalisation of the staffing structure, which will facilitate the achievement of savings;

: Vehicle Fleet Renewal – changing the type of vehicle used to support the kerbside collection of dry recyclables;

: use of an alternate week collection of domestic refuse during the Christmas and New Year holiday period – the Commissioners have agreed this proposal, with the facility for the collection of a reasonable amount of additional refuse placed at the side of wheeled bins; the household waste recycling centres will also be opened on an additional number of days (but not on Bank Holidays); the arrangements will include some collections on Saturdays (and on one Sunday) and no household should have an interval of more than fifteen days between collections of the ‘black bin’; there will also be a collection of dry recyclables during the Christmas and New Year holiday period;

: although there is no collection of plastic materials for recycling at the kerbside; the waste disposal contract does enable plastic materials to be extracted from the general waste stream and sent for recycling;

: reducing the number of vehicles required to grit/salt the highway; rationalisation of routes to minimise vehicle travelling distances when no gritting/salting occurs; there will be no reduction in the amount and length of highway being gritted;

: reliability of the vehicles used for the gritting and salting of highways; there is a ratio of one spare vehicle for five operational vehicles.

Resolved:- (1) That the report be received and its contents noted.

(2) That the revenue budget savings proposals, as now detailed in the submitted report, be accepted and referred for further consideration by the Commissioners and by the Council.

29. HEALTH REVIEW ON WASTE

The Director of Streetpride reported that the Council’s waste collection and waste disposal services had been included in the recent health checks of a number of key Council services (some others being Housing, Planning and Development, Leisure, Culture and Sport, Transportation

and Highways). The health checks had been undertaken by a peer group of local government officers from other local authorities, during the period 20th to 22nd October, 2015.

The outcome of the Health Check were several positive issues, others that were negative and also some challenges facing these services. Some initial feedback has been received, although the final written report of this health check is still awaited.

(i) Positive issues

The Barnsley, Doncaster and Rotherham waste PFI project is regarded, nationally, as an exemplar, 'milestone' project; the health check has suggested that this joint working partnership (inter-authority agreement) could be extended to incorporate more waste disposal contracts and further work on this issue will be undertaken in the future.

(ii) Negative Issues

Refuse Collection – during the Summer 2015, a number of household bins had not been emptied on the scheduled day; refuse collection vehicles had questionable reliability; there issues concerning the recruitment and retention of light goods vehicle-trained drivers (some drivers are employed on a seasonal basis for seven months, usually for the green waste collection vehicles). A collection round missed on one day would have consequent effects on subsequent days' collections. There is concern that some staff may lack a 'citizen focus'. Refuse collection is a public-facing service and its quality often impacts upon the reputation of a local authority. Sickness absence may impact upon the deployment of refuse collection crews. The work is physical and demanding, although sickness absence rates had been higher than expected during the Summer 2015.

(iii) Challenges

: Commercial and trade waste - the opportunity exists to develop this service and to generate more income; work should take place in partnership with the Barnsley and Doncaster local authorities in order to expand the nature of this service;

: Service Management stability, in view of the personnel changes currently taking place;

: the current uncertainty in terms of the Council's budget position and the shape of the waste collection and waste disposal services in the future;

: the proposed re-organisation, by the Government-appointed Commissioners to the Council, in order to align the waste collection and waste disposal services with other street-based services, so as to facilitate better service resilience;

: the proposed development of a service improvement plan, so that the service may achieve the highest standard possible.

During discussion, Members of the Select Commission raised a number of issues relating to this health check:-

- the consistency of the scheduled household refuse collection days;
- changes to the configuration of the refuse collection rounds and the replacement of refuse collection vehicles;
- the bank of employees (and use of employees via employment agencies); the green waste vehicle drivers (employed on a seasonal contract) are likely to be retained;
- Commercial and Trade Waste Collection – currently, there is no marketing of the Council's own service; this matter will be discussed with representatives of both the Barnsley and Doncaster Councils;
- Clean Neighbourhood and Environment Act 2011, which enables local authorities to challenge businesses about the quality of their waste disposal arrangements;
- internal partnerships within the Borough Council - the link between refuse collection services, street cleansing and Winter maintenance could be improved;
- Enforcement - undertaking a wider range of duties and adopting a holistic approach;
- Sickness absence monitoring and assessing the fitness levels of refuse collection operatives; the emphasis on training and safe working practices; the use of physiotherapy and occupational health services.

Resolved:- (1) That the information, now discussed, concerning the recent health check of this Council's waste collection and waste disposal services be noted.

(2) That the official report of the recent health check of this Council's waste collection and waste disposal services, when available, shall be referred to the Waste Management Task and Finish Group of this Select Commission for initial consideration.

(3) That, further to resolution (2) above, consideration be given to the development and implementation of an action plan arising from the health check of this Council's waste collection and waste disposal services and a report on this matter be submitted to a future meeting of the Improving Places Select Commission.

30. ROTHERHAM TOWN CENTRE - CAR PARKING

Further to Minute No. 16 of the meeting of the Improving Places Select Commission held on 2nd September, 2015, consideration was given to a report presented by Councillor J. Rosling (Chair of the Task and Finish Group) and by the Scrutiny Officer, concerning the preliminary findings of the investigation undertaken by this Select Commission's Task and Finish Group into car parking within the Rotherham town centre. The report of the investigation referred to:-

- : the Rotherham town centre economy (business, commercial and retail);
- : the availability of both on-street and off-street, short-stay and long-stay car parking within the Rotherham town centre; and whether there is a sufficient amount of short-stay car parking space available;
- : car parking tariffs and the issue of whether parking should be available free of charge at certain times;
- : the proposed development, by the Council, of a car parking policy;
- : the Council's existing car parking enforcement policy;
- : 'Blue Badge' parking areas for vehicles used by people with a disability and the action taken to prevent the fraudulent use of such parking areas;
- : Rotherham town centre shopper survey (2012);
- : the Council's regular dialogue with Rotherham town centre businesses and traders;
- : the Council's Transportation Policy which encourages the use of alternative forms of transport to the motor car;
- : the refreshed and developing Rotherham town centre master plan (Arup consultancy);
- : whether there should be a review of the pedestrianised areas within the Rotherham town centre;
- : the report of this preliminary investigation contained recommendations for consideration by the Improving Places Select Commission;
- : the Commissioners to the Council are also investigating issues concerning the Rotherham town centre.

The Select Commission's discussion of this item included the following salient issues:-

- criticism of the previous use of some of the town centre's car park sites

for new building development;

- the car parking master plan will be aligned with the Rotherham town centre development master plan;

- the card payment system, introduced for the Wellgate multi-storey car park, has been well-received by users of the car park; a similar system could possibly be introduced at other car parks;

- the need to ensure that the recommendations of the report of this Task and Finish Group are progressed, initially by reporting to the Commissioners;

- the increasing residential use of buildings within the Rotherham town centre and the limited space available for residents' own car parking; the option of 'car free' housing (ie: no car space available) in appropriate locations; where appropriate, concessionary permits may be provided, enabling residents to use the Council's own car parks, in exceptional cases.

Resolved:- (1) That the report be received and its contents noted.

(2) That the report recommendations of this preliminary investigation by the Task and Finish Group, as now submitted, be referred for consideration by the Commissioners and by the Council.

(3) That the draft Rotherham town centre master plan be submitted to the meeting of the Improving Places Select Commission to be held on Wednesday, 20th January, 2015 for consideration.

31. TASK AND FINISH GROUPS - UPDATE

Further to Minute No. 16 of the meeting of the Improving Places Select Commission held on 2nd September, 2015, discussion took place on the progress of each of the Task and Finish Groups which had been established to consider the detail of the Council's 'Cleaner – Greener' agenda. The reports of each Group were:-

(a) Group 1 - Waste Management (Chair – Councillor Godfrey)

The Group is undertaking an examination of the operation of household waste recycling centres, involving a visit to Selby District Council which charges householders for the use of the waste recycling centres. A visit had also been made to Nottingham City Council to assess the arrangements for the collection of commercial and trade waste. Discussions continue with the British Heart Foundation which has arrangements with some local authorities (eg: Elmbridge District Council) for the kerbside collection of bulky items, textiles and small electrical goods. There will also be a visit to the Barnsley, Doncaster and Rotherham Joint Venture waste disposal site at Wath-Manvers during

December 2015.

(b) Group 2 - Leisure and Community Services (Chair – Councillor Atkin)

The work of this Task and Finish Group has been held in abeyance until the other groups have reported. A meeting is scheduled to take place on Tuesday, 1st December, 2015, for discussion of the problem of littering and the responsibility of shops and retail outlets to prevent littering.

Resolved:- That the information be noted and the reports of these Task and Finish Groups be considered at future meetings of the Improving Places Select Commission.

32. MINUTES OF THE PREVIOUS MEETING HELD ON 14TH OCTOBER, 2015

Resolved:- That the minutes of the previous meeting of the Improving Places Select Commission, held on 14th October, 2015, be approved as a correct record for signature by the Chairman.

Summary Sheet

Council Report

Improving Places Select Commission 20th January 2016

Title

Is this a Key Decision and has it been included on the Forward Plan?

No

Strategic Director Approving Submission of the Report

Catherine Parkinson.

Report Author(s)

Christine Majer Scrutiny Officer, Resources
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Ward(s) Affected

Boroughwide

Executive Summary

The purpose of this preliminary investigation is to provide recommendations to the Advisory Cabinet and to the Commissioners on waste management. Improving Places Select Commission are requested to consider the report and these recommendations and to make appropriate amendments.

It is part of a series of reviews being undertaken by Members of Improving Places Select Commission.

The T&F Gp considered options in relation to Household Waste Recycling Centres, re-use facilities, the collection of bulky items, green waste collections, kerbside collections of bric a brac and the collection of commercial waste.

In undertaking this piece of work, the T&F Gp requested and considered evidence from RMBC Officers, other local authorities, private contractors and charitable organisations to learn from their experiences in managing waste.

Recommendations

That the Improving Places Select Commission

- i) receives and considers the report and makes appropriate recommendations.**

- ii) Forwards the report to Overview and Scrutiny Management Board for their consideration and approval.**

List of Appendices Included

Appendix 1 The report from the T&F Gp 1 on the findings of the review.

Background Papers

N/A

Consideration by any other Council Committee, Scrutiny or Advisory Panel

No

Council Approval Required

No

Exempt from the Press and Public

No

Title Improving Places T&F Group report on Waste Management.

1. Recommendations

- 1.1 **That the Improving Places Select Commission receives and considers the report and makes any appropriate amendments.**

2. Background

- 2.1 This review was one of a number of service areas within Environment and Development Services, identified by the Commissioners and Elected Members as a potential scrutiny review to take place during 2015/2016. The findings from the review are to be presented to Improving Places Select Commission on 20th January 2016, OSMB on 26th February and then to the Commissioners and Advisory Cabinet.

3. Key Issues

- 3.1 There is currently no waste strategy in operation.
- 3.2 The scope for charging for non-household waste at Household Waste Recycling Centres to raise income/reduce costs rather than reducing the number of hours HWRCs are open.
- 3.3 The existing contract for provision of HWRC's has a number of variations attached for the Barnsley, Doncaster and Rotherham Waste Partnership.
- 3.4 A kerbside collection is currently available for textiles but minimal amounts are collected, indicating that residents may not know about this service.
- 3.5 The Council has the option whether or not to charge for the collection of green waste. The T&F Gp thought that introducing charging for collection of green waste would be viewed by residents as an erosion of services and increase fly tipping and reduce recycling.
- 3.6 The collection of bulky items is a service provided by the Council which is price sensitive.
- 3.7 There is currently spare capacity in relation to the collection of commercial waste at the Treatment Plant at Manvers.

4. Options considered and recommended proposal

- 4.1 That a waste strategy is developed based on the Barnsley, Doncaster Waste Partnership

- 4.2 Explore the options for FCC Environmental to introduce a charge for non- household waste at HWRCs.
- 4.3 That future contracts for provision of HWRC's are considered across Barnsley, Doncaster and Rotherham to take advantages of economies of scale
- 4.4 The option to work with a charitable organisation is to be considered for the collection of textiles and bric a brac.
- 4.5 In relation to the collection of green waste, the T&F Gp recommend that ways of promoting home composting be promoted including offering free/subsidised compost bins to residents.

5. Consultation

- 5.1 Consultation has taken place as set out in the report.

6. Timetable and Accountability for Implementing this Decision

- 6.1 Referred to OSMB, Commissioners and Advisory Cabinet by end of February 2016.

7. Financial and Procurement Implications

- 7.1 None at this stage but any future changes to how services are provided may provide income generation or make financial savings in forthcoming years.

8. Legal Implications

- 8.1 The Council's Statutory obligations in respect of Waste Management are as set out at Part 3 of the Report.

9. Human Resources Implications

- 9.1 N/A

10. Implications for Children and Young People and Vulnerable Adults

- 10.1 N/A

11 Equalities and Human Rights Implications

- 11.1 N/A

12. Implications for Partners and Other Directorates

- 12.1 N/A

13. Risks and Mitigation

13.1 None at this stage.

14. Accountable Officer(s)

Christine Majer – Scrutiny Officer Ext 22738.

christine.majer@rotherham.gov.uk

Approvals Obtained from:-

Strategic Director of Finance and Corporate Services:- N/A

Director of Legal Services:- Stuart Fletcher

Head of Procurement (if appropriate):- N/A

This report is published on the Council's website or can be found at:-

<http://moderngov.rotherham.gov.uk/ieDocHome.aspx?Categories=>

Scrutiny Review: Waste Management

Review from the Improving Places Select
Commission Task & Finish Group

December 2015

Scrutiny Review Group:-

Councillor Maggie Godfrey (Chair)

Councillor Kath Reeder

Councillor Emma Wallis

Councillor Ken Wyatt

Mr Pat Cahill – Co-optee Member

Dianne Thomas, Advisor, Local Government Association and the Centre for Public Scrutiny.

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Executive Summary

This review was one of a number of service areas within Environment and Development Services, identified by the Commissioner Sir Derek Myers as a potential scrutiny review to take place during 2015/2016. The findings from the review are to be presented to Improving Places Select Commission on 20th January 2016 and then to the Commissioners and Advisory Cabinet.

A Task and Finish Group was established involving the following Members:-

Councillor Maggie Godfrey (Lab) as the Chairperson of the group.

Councillor Kath Reeder (UKIP),

Councillor Emma Wallis (Lab)

Councillor Ken Wyatt (Lab) and

Mr Pat Cahill – Co-optee Member

The T&F Gp was supported by Dianne Thomas, Advisor, Local Government Association and the Centre for Public Scrutiny.

The group looked at options in relation to Household Waste Recycling Centres; re-use facilities, the collection of bulky items, green waste collections, kerbside collections textiles and small electricals and the collection of commercial waste.

The T&F Gp recognises that waste management is one of the most important front line services that the Council delivers to the people of Rotherham and is both a Waste Collection and Waste Disposal Authority

The review involved obtaining information from a number of sources including officers from within the Council, other local authorities, private contractors, charitable organisations to learn from their experiences in managing waste.

The main points to note from the review include:

There is no current waste strategy in operation in the Council. Work however is ongoing with Barnsley and Doncaster as part of the BDR Partnership to rectify this matter.

There are 4 HWRC's in the borough, which are open 6 days a week. The option to close the sites an additional day per week has been deferred for the present. The sites are managed by FCC Environmental, the contract being part of a wider contract with Barnsley and Doncaster, which ends in 2018. The T&F Gp considered there was scope for charging of non-household waste to raise income/reduce costs rather than reducing the hours of opening at these centres. Members would also encourage HWRC provision being considered as a whole across the whole BDR partnership to expand the services offered (such as re-use) and to take advantage of economies of scale.

A kerbside collection is currently available for textiles, however the tonnage gathered from this service is minimal, indicating that residents may not know about this service. Opportunities have been explored with a charitable organisation to change the kerbside collection service to include textiles and small electrical items.

The Council has the option whether or not to charge for the collection of green waste. The T&F Gp considered that introducing a charge for this service would be viewed by the residents as a further erosion of services and could lead to increased fly tipping and reduced recycling. .

The collection of bulky items from residents is a price sensitive service, charge too much and people won't use it, looking to other means of disposing of the items. E.g. fly tipping. The T&F Gp looked at other ways of delivering this service by working with a charitable organisation to encourage re-use.

RMBC currently provides a commercial waste collection service, capturing only 12% of the market. There is capacity at the Treatment Plant at Manvers to accommodate an increase in this service at favourable rates. Information learnt from Nottingham City Council on how they provide this service led the T&F Gp to recommend a significant expansion of the commercial waste collection service which has the capacity to raise significant income for the Council

The work was undertaken as a short focussed review which will feed recommendations into the medium term financial strategy setting process. In addition the work was conducted in parallel with the on-going discussions for budget reductions in 2016/17 and beyond. It has not been able to fully consider the impact of any budget reductions as these decisions have yet to be taken.

1. Why Members wanted to undertake this review

This review was one of a number of service areas within Environment and Development Services, identified by the Commissioner Sir Derek Myers as potential scrutiny reviews during 2015/16. Findings from this review are to be presented to the Improving Places Select Commission on 20th January 2016 and then to the Commissioners and the Advisory Cabinet.

2. Methodology

The Chair of Improving Places Select Commission decided to establish a Task & Finish Group in July 2015, to conduct a short, focused review which would feed recommendations into the medium term financial strategy setting process; the following members were nominated to undertake this review:

Cllr Maggie Godfrey (Lab) as the Chairperson of the group, assisted by
Cllr Kath Reeder (UKIP)
Cllr Emma Wallis (Lab)
Cllr Ken Wyatt (Lab) and
Mr Pat Cahill – Co-optee Member.

The group was supported by Dianne Thomas – Advisor Local Government Association and Centre for Public Scrutiny and Christine Majer, Scrutiny Officer.

The scope of the review was agreed by the T&F Group:-

- **to explore the current provision of household waste recycling centres (HWRC's) and**
- **special household waste collections (green waste and bulky collections) and**
- **examine options for future provision identifying potential areas for savings (and / or income generation)**
- **Explore options for increasing recycling rates and introducing re-use into the waste collection service.**

The scope of the review was deliberately kept tight given the limited timeframe involved. It did not therefore deal with broader issues relating to the kerbside collection and disposal service which is subject to a full service review as part of the Medium Term Financial Plan. In addition the review was conducted in parallel with the on-going discussions on managing the budget reductions for 2016/17 and beyond. It has therefore not been able to fully consider the impact of any budget reductions as these decisions have yet to be taken.

The format of the review included the members of the panel meeting with and receiving evidence from the following officers and organisations:-

Streetpride – RMBC

David Burton, Director

Adrian Gabriel, Principal Officer.

David Hill, Principal Officer.

Bob Morrison, Waste Collection Manager.

Public Health – RMBC

Alison Iliff , Manager Public Health Principal (Health Improvement)

FCC Environmental Ltd

Andrew Baxter, Contracts Manager.

British Heart Foundation

Karen O' Donoghue, National Stock Generation Manager

A site visit to Selby's Household Waste Recycling Centre (HWRC) in North Yorkshire was undertaken by some members of the T&F Gp on 18th November 2015 to observe and learn how the HWRC's are managed in the area and in particular the system for charging for accepting various waste streams.

Representatives from **North Yorkshire County Council** included:-

Cllr Chris Metcalf, Executive Member for Waste

Tony Norris, Waste Services Manager.

Joanne Kearney, Waste Contracts Manager

Mark Kirk Kier, Contracts Manager

David Garnham, Kier, Area Supervisor

All of whom provided us with an open and honest discussion on the service provision.

Members of the T&F Gp met with

Paul Vanston from Kent Resource Partnership and Andy Vaughan from Nottingham City Council both of whom were invited by the Commissioners to Rotherham to undertake a “health check” on the current waste service in Streetpride.

An outcome of this meeting was for some T&F Gp members to visit Nottingham County Council to see how they manage and administer the collection of commercial waste.

Andrew Beighton Commercial Development Manager and Daniel Ayrton Commercial Operations Manager provided the group with a wealth of information as a contribution to this review.

Joanna Chauhan, Senior Environmental Services Officer at Elmbridge Borough Council. Joanna took part in a T&F meeting via a telephone call, to outline how the collection of textiles and small electrical good service, operated by the British Heart Foundation is run in Elmbridge.

Abigail Cox Community Education Liaison Officer at Shanks Treatment Plant kindly gave a tour of the plant to explain the final process in the treatment of waste collected from the residents of Rotherham.

Initial research from the internet was undertaken to explore experiences of other councils across England in relation to green waste.

3. Legal and Policy Drivers

RMBC is both a waste collection authority (WCA) and a waste disposal authority (WDA):

As a WCA, the Council statutorily must arrange a regular collection of domestic waste for which it cannot make a charge as the cost is covered by the Council Tax. In Rotherham this is achieved through alternate week collections of residual waste in wheeled bins and recycling materials in blue boxes and bags.

The Council as a Waste Collection and Disposal Authority has a statutory obligation under the Environmental Protection Act 1990 (s.45) and Environmental Protection Act 1990 (s.51) a duty to

- Arrange for the collection of Household Waste
- Arrange for the collection of at least four types of recyclable waste together or individually separate from the rest of the household waste.

- Make arrangement for collection of non-household waste, if requested to do so by the occupier of a premise, however a reasonable charge may be made.
- Arrange for the treatment or disposal of controlled waste it collects in its area.
- Arrange for places to be provided at which residents in the area may deposit their household waste and for the disposal of waste so deposited. (Household Waste Recycling Centres).

The definition of household waste encompasses a range of waste streams, one of which is garden waste; therefore the Council is obligated to collect garden waste.

However under this Act; The Controlled Waste Regulations (England and Wales) Regulations 2012 also states that the collection of garden waste is a service for which the Council may make a reasonable charge.

Therefore it is in the determination of the Council to:

- Retain a free collection service for garden waste.
- Implement a charging scheme for the collection of garden waste.
- Collect garden waste placed in the black residual bin.

In addition as a WDA, the Council is statutorily required¹ to arrange for places to be provided at which residents in its area may deposit their household waste and arrange for the disposal of that waste. The Act further stipulates that HWRCs should be:

- Situated within the local authority area or reasonably accessible to residents;
- Open at all reasonable times (including at least one period on the Saturday or following day of each week except a week in which the Saturday is 25th December or 1st January);
- Free of charge to residents in the area, to dispose of their own household waste;
- It is up to the Council how it fulfils this duty in respect of how many HWRC's are provided.

Legally, charges cannot be made at HWRCs for household waste including:

- Small recyclables: cardboard, paper, cans, glass; plastic bottles, drinks cartons, textiles and shoes, books;

¹ Section 51(1) of the Environmental Protection Act 1990

- Green (garden) waste;
- Large and small domestic appliances;
- Carpet; mattresses; furniture;
- Black bin waste.

However, charges may be made for building materials and other wastes

- DIY wastes: doors and windows; fitted kitchens; fitted wardrobes; inert material such as rubble and concrete; bricks and roof tiles; plasterboard; soil from landscaping activities;
- Any other building materials; (Not accepted at Rotherham sites);
- Tyres.

RMBC may also charge users who live outside the borough and trade and commercial customers.

Although RMBC is required to make some HWRC provision and must provide this free of charge for Rotherham residents' to bring their household waste;² the task and finish group have examined whether the provision could be reduced to release savings or whether charges could be made for certain types of waste to generate income.

Rotherham MBC does not currently have a Waste Management Strategy although this is now being developed with its Partners Barnsley MBC, Doncaster MBC and the City of Sheffield to provide a regional perspective on waste management.

² Appendix 1 provides a definition of household waste.

4. Background

The different strands of Rotherham's waste service are as follows:

- Household waste kerbside collection of recyclables and residual waste.
- Household waste recycling centres.
- Kerbside green waste collection.
- Bulky goods collection.
- Bring sites.
- Commercial waste collection.
- Clinical waste collection.

The current provision in respect of each of these is considered in turn.

5. Considerations

Kerbside Collection Service

The current cycle of collections is on a fortnightly basis with alternate black bin, green bins and blue boxes and bags

Kerbside recycling collects in the blue box – glass, cans and textiles, the blue bag, paper and cardboard. The green bin is for green waste. At this moment there is no provision for the collection of plastics. Textiles are collected but only a small tonnage is presented indicating that residents are often not aware of this service, use the black bin or take such items to charity shops, HWRC's or Bring Sites.

RMBC together with its waste partners, Doncaster MBC and Barnsley MBC (BDR Waste Partnership) has recently entered into 25 year PFI contract (total contract value of £750m) with 3SE, (a private consortium of Shanks and SSE) for the treatment and disposal of residual waste through a newly constructed waste treatment plant at Manvers. All black bin waste from all three council areas began being delivered to the plant at the end of February 2015 at the rate of around 1,000 tonnes a day.

The Mechanical Biological Treatment (MBT) facility seeks to maximise recycling by extracting any overlooked plastic, steel, aluminium, glass and aggregate remaining from residents' black bins. The rest of the household waste is either processed through the plant to create a Refuse Derived Fuel (RDF) which is shipped on to the power station at Ferrybridge where it is used to generate electricity for the national grid. Alternatively the organic fraction of the waste is treated on site in the Anaerobic Digestion (AD) facility to produce electricity and a form of compost which can be used for restoring former industrial land.

This means that very little of Rotherham's waste is landfilled (only about 5%) and the electricity generated from the RDF is estimated to save the equivalent of 114,000 tonnes of CO² every year.

RMBC have guaranteed to deliver a minimum 54,000 tonnes of waste to this site per annum.

The current disposal costs to the Council for the site are

Band 1 = £108.93 per tonne up to 54,000 tonnes per annum.

Band 2 = £13.68 per tonne between 54,001 tonnes and 79,500 tonnes per annum.

Band 3 = £117.36 per tonne over 79,500 tonnes per annum.

Dry recyclables go to Beatson Clarke's – glass and cans, paper and card to Newport Paper PLC via KCM Recycling, both local companies.

In the past kerbside recycling targets were based on weight. In renewing the contract for kerbside recycling collections, very few contractors included a price for collecting plastics. The difficulty is that plastic is a light but bulky item to collect and prices for recycling vary enormously. At present there is no processing capacity to deal with recycling of plastic in Rotherham. The Council does have a number of plastic banks placed at the large supermarkets to support plastic recycling.

There is currently a reduction in the amount of paper being recycled due to the increase in the cost of the newspaper, thinner gauge paper used in publication and an increase in on line technology to access daily news

Based on the financial figures from the 2015/16 budget, it is estimated that the cost of collecting recyclables for the Council will be £1,554,484³. The estimated income is £529,500. The cost to process green waste totals £340,000.

At present recyclables comprise about 40% of waste collected at kerbside. If recycling rates increase then RMBC could reduce its costs as income would increase with no real increase in the cost of collection. This would, however, require a significant educational and publicity push to achieve this or the introduction of incentive schemes that some authorities have introduced. This is not, however, an area that the T&F group explored any further. Whilst it is recognised that there is significant pressure to make substantial savings to the waste collection service this was not considered within the scope of this review. However, the potential to introduce a textile and small electricals kerbside collection service has been explored as a result of discussions with the British Heart Foundation.

³ Appendix 2 shows the cost of collecting recyclables to the Council

Household Waste Recycling Centres

RMBC currently provides four Household Waste Recycling Centres (HWRCs) located throughout the borough.⁴

- Greasbrough - Carr Hill, S61 4QL
- Bramley - Lidget Lane, S65 4LY
- Rawmarsh - Warren Vale, S62 7SS
- North Anston - Magilla, Common Road, S25 4AH

The Council owns the property rights at Lidget Lane, Bramley, Warren Vale, Rawmarsh and Magilla, Common Road, North Anston. However our HWRC at Carr Hill, Rotherham is leased from Wentworth Estates. The current lease runs until December 2024. Its duration and conditions would have to be taken into account if considering any potential for service development at Carr Hill. The HWRC service is a part of the RMBC's Street Pride function within the Environment and Development Directorate.

Green Waste Service

Collection

The Council currently provides for a free collection of garden waste using a 240 litre green bin. The service currently operates throughout the period April to October Inclusive (Summer Only Service for a 7 month period). Crews comprising of a Driver and 2 Loaders, to each of the 8 vehicles are deployed on to the service which usually covers the period.

Green Waste Treatment

The current cost for treating green waste is £17.12 per tonne with the annual cost for treatment being £340k. The overall cost of the green waste service is around £1m.

The contract has recently been the subject of a joint procurement with our partners in Barnsley and Doncaster. The contract has been awarded to two companies Freelands and SJB Recycling (part of Yorwaste) with Rotherham opting to use the latter partner. The contract is initially for 5 years, with the option to extend for a further 2 years on 2 occasions when the initial contract term runs out.

⁴ Appendix 3 shows locations of HWRCs in Rotherham, Barnsley and Doncaster.

Charging

It is possible for LA's to make a charge for collection of green waste and a number of authorities, including Sheffield now do so, as pressure on budgets has increased. RMBC have looked at this as an option for a number of years but it has been discounted to date, as this is recognised as being likely to be an unpopular erosion of service among residents. It also has the potential to increase the problem of fly tipping. It also is likely to lead to householders adding garden waste to the black bin waste, thus changing the composition of the household waste stream which may lead to higher disposal costs, if the council deviates from the agreed composition of residual waste as part of the PFI contract. This was, however, considered by the T&F group.

It is also recognised that the reduction in the service to summer only has been unpopular with pressure from some Area Assemblies to continue the service for an additional month until the end of November. This has therefore also been considered by the T&F group.

Bulky Item Collection

The Council has a statutory duty to collect household waste if requested by the occupier of a premise to do so but may make a reasonable charge for the collection of bulky items of waste.

Demand for the Bulky Items Collection Service is price sensitive with too high a charge potentially leading to some individuals finding alternative means of disposing of items which, at worst, may include fly tipping.

The current charge for the service has been held since 2011 and allows for 3 items to be collected for £21 with the option for a further 3 items for an additional £15. There is a discount for Rothercard holders of 50%. There is a higher rate for non-domestic items such as DIY materials.

The full scale of charges for Rotherham and nearby districts is included at Appendix 4⁵

All goods collected are initially taken to one of the HWRCs for recycling or a Waste Transfer Station at Tinsley for disposal. White goods and other electrical items that are delivered to HWRC's are recycled.

The service currently operates approximately 4 days a week. The income received exceeds the cost of the collection service by about £10k. However, disposal costs at Tinsley amount to £30,000 leading to a net cost of around £20k.

One important point to note is that all electrical goods delivered to a HWRC are recycled at no cost to the Council through the Waste Electrical and Electronic Equipment (WEEE) contract.

⁵ Appendix 4 Charges by Barnsley, Doncaster and Rotherham for the Collection of Bulky Items.

There are opportunities for working with the third sector to increase the re-use of goods that are currently deposited at our HWRC's. This will require the cooperation of our appointed HWRC partner and our WEEE contractors for electrical items. This could lead to the creation of job opportunities and an income stream for charities.

The T&F group did not consider if there was potential to increase the current charging levels for the bulky goods service due to the price sensitivity. However, the potential for working with the third sector was investigated with the British Heart Foundation being an obvious candidate given Rotherham's Heart Town status.

Bring Sites

Currently RMBC runs 36 recycling points across the Borough, varying in size and location. The sites are unmanned but inspected by Waste Management staff to ensure cleanliness, accessibility, available bin capacity and general status. The sites are on a mixture of authority land, private land and supermarket car parks. Open agreements are in place with individual waste management companies to collect and process our waste materials.

Generally, Bring sites are cost neutral to the authority but there are proposals to close a number of sites with low usage to allow more efficient use of labour and manpower, focusing on the higher performing sites. It is considered this may also encourage higher use of our kerbside recycling collection service.

The T&F group did not consider there were any advantages to looking at Bring sites any further at this stage.

Commercial Waste Collection Service

The Council has a legal obligation to make arrangements for the collection of commercial waste if requested to do so and may recover a reasonable charge for such.

RMBC currently hold 921 contracts to collect commercial waste comprising of external businesses (shops, offices etc), charitable organisations and schools.

The current charges imposed by Rotherham Council are significantly higher than those charged by neighbouring authorities.

The relatively high charges makes our service uncompetitive compared to private waste management companies operating in our area. There are around 7,500 registered business properties operating in Rotherham which means we serve only about 12% of the market. The cost of the service is currently around £510k with income generation of £700k which means we only generate a budget contribution of around £190k.

The PFI contract arrangements at Manvers offer a business opportunity to grow our commercial waste service taking advantage of the available headroom in the favourable Band 2 price category within the contract. Based upon our current level of waste arising we still have around 9,270 tonnes of available capacity in the band 2 range (at £13.68 per tonne). As we currently only deposit 2,950 tonnes of commercial waste, there is capacity to more than triple our current level of collection at a favourable disposal rate by competitively pricing our service at slightly below market price.

In view of this, the T&F group gave further consideration to this significant opportunity to raise income for the waste service and visited Nottingham City Council which runs a profitable waste collection and recycling service as part of an extensive facilities management service for businesses.

6 Findings

The T&F Group recognises that waste management is one of the most important front line services that it delivers to the residents of the borough, and that a failure to deliver a consistent, high quality service will be detrimental to its reputation. The key outcome for the service is to deliver a safe, well managed and efficient service for the collection, recycling, treatment and disposal of waste, and to achieve at least a 50% recycling rate.

HWRCs

The review considered whether further cost savings should be sought at HWRC's through further reductions in opening hours or reduction in the number of centres.

In 2012 as part of the Council's efforts to cut its spending in line with reducing budgets, a decision was taken to close each of the HWRCs on one day each week (each site closing on a different day to maintain a more acceptable level of service to residents). This provided a saving of £16k to RMBC. There appears to have been minimal impact on either level of customer satisfaction or on the amount of fly tipping as a consequence. However, congestion on sites has increased, especially on the day immediately following a closure. In 2013 the Council again reviewed the HWRC budget and decided to close the sites on a second day each week to reduce spending by a further £26k. However this additional cut to the service has been postponed to date through some additional savings/income from elsewhere in the service portfolio. This may be only a temporary reprieve as the pressure increases on Council budgets.

The savings from additional closures is small relative to the overall cost of the HWRC's of just over £1.5m

Table 1 HWRC - Opening Times

Season	Opening Times
1st April to 30th September	10:00am to 6:30pm
1st October to 31st March	10:00am to 4:00pm

Table 2 HWRC – Closing Days.

Site	Closing Day
Magilla, Common Road, North Anston	Closed every Tuesday
Carr Hill, Greasbrough	Closed every Wednesday
Warren Vale, Rawmarsh	Closed every Thursday
Lidget Lane, Bramley,	Closed every Friday

The sites are managed and operated through a contract with FCC Environmental, who receives a fixed Management Fee per site per day. Additionally, a Recycling Premium is also paid, which increases as recycling performance improves. In this way the Contractor is incentivised to segregate materials for recycling. Ownership of waste passes to FCC Environmental once deposited on site.

This contract is part of a wider contract in partnership with Barnsley MBC and Doncaster MBC through the joint waste partnership arrangements. A Deed of Variation to this contract was signed on 12th December 2013, extending the duration of the contract by three years until 27th October 2018. This supported a previous initiative in terms of supporting budget savings.

HWRCs provide a facility for residents to bring any additional household waste and separate it out for either recycling or disposal. Local authorities have been set an EU target to increase the proportion of waste that is recycled to 50% of all household waste by 2020. Approximately 20% of our household waste is deposited at HWRC's with the average recycling rate achieved being 53% (including rubble and other inert materials the figure rises to 77%)

The items recycled from Rotherham's HWRCs include

- Aluminium cans
- Steel cans
- Paper/cardboard
- Glass
- Plastic bottles
- Batteries
- Electrical Appliances and Light Bulbs
- Green Waste
- Wood

- Scrap metal
- Textiles
- Hard Plastic
- Fluorescent Tubes.

At present there is no provision at any of the HWRC's to separate out items that could be suitable for re-use rather than recycling or disposal.

Currently the Council makes no routine checks to determine whether users of the HWRCs are its own residents or charge for residents from out of the borough to use the site, and reciprocally both Barnsley and Doncaster do not charge Rotherham residents. Trade and commercial waste organisations are expressly forbidden from using HWRCs as they are solely provided for domestic waste.

There are three references to HWRCs in the National Waste Strategy, indicating that:

- Free access to HWRCs should continue;
- The use of HWRCs by small businesses should be encouraged "at an affordable cost to the business user." This would help smaller businesses to recycle by using existing infrastructure more effectively and may also be of benefit to local authorities and household residents as revenues generated from accepting business waste could help provide the funds needed to keep the sites open;
- The development of opportunities for re-use collection facilities at HWRCs should be encouraged.

The basic statutory provision is for at least one HWRC, as long as that is deemed "reasonably accessible to persons resident in the area". Beyond that, there is no statutory guidance on what the level of HWRC provision should be. However, some organisations have done some work to assess this and provide guidance. In 2004 the National Assessment of Civic Amenity Sites (NACAS) published a study that drew on national evidence to assess suitable levels of provision. The resulting recommendations for minimum levels of HWRC provision were:

- Maximum catchment radii of three miles in urban areas and seven miles in rural areas covering the great majority of residents;
- Maximum driving times to a site for the great majority of residents of 20 minutes in urban areas, and 30 minutes in rural areas; though preferably less than this by the order of 10 minutes in each case;
- At least one site per 143,750 residents, with a maximum throughput for any site of 17,250 tonnes per annum.

WRAP considered the issue and emphasised that local authorities should come to their own conclusions on the correct level of provision. They cited some examples of current standards used by local authorities for HWRC provision:

- Greater Manchester Waste Disposal Authority uses five mile radii to determine minimum acceptable levels of HWRC provision;
- Suffolk County Council sets a maximum of 20 minutes' drive time for 90% of residents;
- Leeds City Council also uses 20 minutes' drive time for the great majority of residents as a minimum standard.

WRAP tentatively suggest that the following are reasonable minimum levels of HWRC provision, with some exceptions for very rural or very urban areas:

- Maximum catchment radii for a large proportion of the population: three to five miles (very rural areas: seven miles);
- Maximum driving times for the great majority of residents in good traffic conditions: 20 minutes (very rural areas: 30 minutes);
- Maximum number of inhabitants per HWRC (in all but the most urbanised areas): 120,000;
- Maximum number of households per HWRC (in all but the most urbanised areas): 50,000.

The Table 3 below shows the comparative data for authorities in South Yorkshire

		No. HWRCs 2013/14	No. HWRCs per 100,000 population	Land area per HWRC, sq. miles	Average site catchment radius, miles	Total HWRC Tonnage 2013/14
Barnsley MBC		4	1.7	32	3.2	17,960
Doncaster MBC		6	2.0	37	3.4	28,115
Rotherham MBC		4	1.5	28	3.0	21,971
Sheffield City Council		5	0.9	28	3.0	23,686
ENGLAND TOTAL / AVERAGE			1.3	72	4.8	4,588,147

Source: National HWRC Directory 2013 (WRAP)

Within the BDR waste partnership, Rotherham has comparatively fewer HWRCs per head of population (although a greater number than in Sheffield) but it has the lowest catchment radius at three miles, which means that residents in Rotherham have

shorter distances to drive to their nearest HWRC than in either Barnsley or Doncaster.

Given the pressure on Council budgets and the deferred decision to close the HWRCs for an additional day per week the T&F group have considered whether this further cut to the service will need to be implemented after 2016/17, and whether there is a need to further reduce opening hours or even close one or more of the sites permanently and determine what are the implications of such. An alternative/additional consideration has also been given to the opportunity to provide for small businesses to use the HWRC's for the disposal of trade waste as recommended by the National Waste Strategy and whether the Council should charge for those types of waste which the law allows. The T&F group also looked at the opportunity for the introduction of a re-use service at the HWRCs.

Findings from FCC

Evidence was taken from FCC on the impacts of reduced opening hours to date and their expectations should additional reductions of service be introduced.

The closure of the centres on one day per week has not made a material difference in tonnage received. There has been an impact in terms of sites becoming busier on opening days with queuing traffic especially at Carr Hill. The increased daily traffic does however reduce the ability of staff to direct, advise and educate the public to maximise recycling at the centres.

There has been some impact on increased fly tipping at the sites entrances but it is less of a problem than anticipated. It is, however, difficult to evaluate the impact on fly tipping in the Borough as a whole which has increased but this is a national trend.

If one of the four HWRC's were to be closed then this would put additional pressure on the remaining centres which already have capacity issues at the busiest times and could lead to more residents crossing boundaries to access sites in Doncaster or Barnsley. Those authorities could then start to impose resident's only restrictions.

There has recently been a residents satisfaction survey carried out at the HWRC's. The results are attached in Appendix 5⁶. It should be noted that only two of the 4 sites took part in the survey and this could have an impact on the overall results. However it should be noted that the satisfaction rate at the Rotherham sites was lower than at Doncaster or Barnsley. FCC are understandably not keen to see a further reduction of service at HWRC's but would prefer to instead investigate ways of raising income through charging for certain types of waste for which charges are permissible eg inert waste, difficult/hazardous waste, building waste.

FCC was asked about the potential to provide a service for disposal of commercial waste for small businesses at the centres as encouraged by the National Waste Strategy. This could potentially assist in reducing flytipping from such sources.

⁶ Appendix 5 Customer Satisfaction Survey undertaken by FCC Environmental at the BDR HWRC sites

Experience noted by FCC is that similar initiatives have been piloted at other areas such as Buckinghamshire and Staffordshire with limited success because they were too expensive due to double handling charges. (A charge for the small business to deposit waste at the site and then a charge for the site owners to take to landfill).

To be able offer this service in Rotherham would need a weighbridge facility on one of the sites which would mean capital investment along with a suitably sized site to accommodate the additional waste. None of the current sites in Rotherham are large enough to support this option.

It would appear that if serious provision is to be made for reception of commercial waste then this should be looked at on a sub-regional basis with our PFI partners as part of the BDR contract renewal in 2018. This could include provision to use rubble for our road maintenance and soil in our parks.

Evidence was also sought from FCC on the potential to introduce a re-use service on the HWRC's. In September of this year, FCC employed a full time Development Manager to explore re-use options in the area. A site has been earmarked in Conisborough with some capital investment already made by FCC at the site to provide a re-use workshop and commercial outlet. There would be a contract with Doncaster Re-furnish who operates up to 7 outlets, including a shop in Wath who would sell the items donated for re-use.

The scheme would operate through a partnership with a charity such as Doncaster Re-Furnish with a facility on each HWRC for donations by the public for items to be resold. The goods would then be moved to this single centre and sold by auction at that site or through the shops. FCC already operate such a scheme in Bucks, Staffs, Wrexham and Hull accepting furniture, bric a brac, records, electrical items, books and bikes. Income is split between FCC and the charity.

The potential for developing such a project in Rotherham would have to be based on need for the service. FCC indicated that they cannot roll out such a re-use service in Rotherham under the current contract and would want a 7-10 year contract in the future due to the capital investment required.

It would appear that RMBC is currently unable to operate a re-use service from its HWRCs until the new contract is let in 2018, unless FCC is prepared to co-operate in this regard. This is a disappointment given that there are charities within Rotherham such as BHF which would like to offer such a service in the shorter term.

Given the limitations of size and capacity of the four HWRCs there would be merit in considering provision of say two larger centres in the longer term which could provide for receipt of more recyclables, provide a service for small businesses and allow for introduction of a re-use service including the potential for re-use shops on site.

Findings from North Yorkshire CC

A visit was made to Selby HWRC was to explore the option of charging for accepting those types of waste for which charges can be levied in this case hardcore and rubble, plasterboard and soils. Much of this will be from Household DIY projects but, in North Yorkshire, this service is also available to small businesses which were not previously allowed to use the HWRC's as is the case in Rotherham.

The charging for this waste was introduced to the Selby site in 2014. Prior to charging being introduced, restrictions were placed on the quantity of waste that could be accepted; this was limited to 2 bags/a car boot full of waste. This did prove difficult to manage. Once charging was introduced, there is no limit to the amount of waste that can be deposited.

The current position is that Kier run 18 of the HWRC's in North Yorkshire, with them having the responsibility for recruiting staff and payment of their wages through. NYCC pay Kier a monthly management fee for each HWRC which includes Kier's staffing costs. The income received from the charging of commercial waste offsets the cost of accepting those materials. This was introduced to give businesses a legal option to dispose of their waste. Prior to the introduction of charging, NYCC were responsible for the transport and disposal costs of the hardcore and rubble materials. Kier agreed to a variation in the contract for them to manage the hardcore and rubble. NYCC made the saving by no longer paying the cost of transporting and disposing of the hardcore and rubble. Kier set the pricing for dealing with hardcore and rubble which covers their costs and includes the "free" items that NYCC collect. All the risk for managing the site and disposing of the waste rests with Kier the level of charges they set being the major risk of not covering their costs. The current contract runs until 2017.

The information regarding the charging structure is presented clearly on the website, on sign boards on site and to help the site assistants, they have a pocket guide for use when making payment requests, which also reduces the potential for customers arguing over the costs.

Payment is taken via debit or credit card only with the machines operating via a mobile phone line. No cash is kept on site. Customers who arrive without the appropriate payment cards are given the opportunity to "phone a friend" and payment can be taken over the phone. Payment is made to the County Council and a list of waste accepted. Under the current contract no provision was made for the cost of taking payments. The cost of operating this service is dealt with by the number of transactions undertaken is listed and the cost for this service is shared on an equal basis by Kier and NYCC.

The income from the service is paid to Kier. The Council has however saved £335k through avoiding haulage and disposal costs.

Since the introduction of the charging policy the amount of waste deposited on site has decreased, a 73% reduction has been noted in chargeable waste streams. An anecdotal aside to this statistic is an increase in skip hire as this may be seen as a more cost effective option.

There has been no reduction in recycling rates. Hardcore and rubble is no longer in the recycling performance of the site. Plasterboard which is also chargeable, is included and there has been a decrease in the tonnage of this.

Whilst there has been a significant reduction in usage of HWRC's since introduction of the charges, there has not been a recordable increase in flytipping (this being closely monitored by the District Councils). Furthermore, there is the advantage of creating the capacity to accept limited amounts of such waste from small

businesses, a service not previously provided. Acceptance of paper and card as part of that service free of charge is also allowed for small business customers.

The introduction of the charging arrangements was undertaken with a lot of forward publicity and consultation. The public were asked if they preferred introduction of a charge or stopping the service altogether. The option of the status quo was not offered. It took about 1 year to implement in total with the full involvement of Members. There was some resistance from the public when the charge was first introduced but it has now bedded in and gone smoother than expected. Kier are happy with the arrangements and the Council still receives high satisfaction ratings in surveys carried out through the Citizen's Panel.

North Yorkshire CC is now looking at the potential to charge for tyres which are currently accepted free of charge. Rotherham MBC does not currently accept tyres at HWRC's. Instead directing any enquiries to a local tyre processor Milltol Tyres.

The outcome of these discussions is that the T&F group consider there is a benefit in RMBC looking carefully at introducing charges for agreed types of waste and that this is definitely preferable to further closures at the HWRC's

Re-use is a service provided at the Selby HWRC. Recovering items for re-use is carried out by staffs that have been trained to look for items of value. Items for re-use are stored on site in a lock up container. A firm called Secret Pirates collects the stored items on a regular basis and then sells them on the internet. Other than this service there is no more space on site to expand the re-use provision. The T&F group would like to see such a service provided at its HWRC's but, as stated above, there is limited scope for such until the new contract is negotiated in 2018

Green Waste Collection Service

Evidence on this matter was provided by the Council's officers within the waste service with some additional information provided by North Yorkshire CC

Labour

At the end of October 2014 due to the green waste service ceasing over the winter period; the establishment of Waste Collection Operation was reduced by 21 posts.

For the 2015/16 period the service has operated with employees working on temporary contracts which cease on Friday 30th October 2015.

Vehicles

The current fleet of vehicles used on the green waste service come to the end of their operational leases at the end of October 2015 and will be returned to the lessor.

This provides the opportunity for the Council to determine what type of service is provided for the collection of green waste in the future. There will be a need to order new vehicles in the near future so that they can be delivered in time for the provision of a service in spring 2016.

In general this is a service where there can be significant fluctuations in the amount of waste presented for collection due to participation by households. **It is not a requirement that residents must use the service.**

It is also recognised that this service is subject to seasonal variation in terms of the summer growing season leading to an increase in participation by households and the amount of tonnage collected. However there are a number of other factors that can affect the amount of waste presented for collection during the year, these include:

- Prolonged dry spells – nothing grows
- Prolonged wet spells – gardens cannot be maintained
- Warm / Showery Weather - leads to growth spurts.
- Warm /Cold Seasons – can extend or cut short the growing season

The introduction of a charge for green waste (at say £35 per year) will undoubtedly be unpopular with residents and likely to result in a substantial reduction in residents who use the service. Nationally, the take up for areas where such a charge has been introduced has been around 25%. Using a neighbouring authority Sheffield as an example, it originally had a free green waste collection service to 45,000 households, (so only certain areas). Following the introduction of a subscribed service to all households (241,000) at £49.35 for 15 fortnightly collections from May to November initial take up was 7,000 has now increased to 9,000, which is approx. 3% take up of the service.

A similar level of take up can be expected in a borough like Rotherham with relatively high levels of deprivation and low ability to pay.

Green waste not collected by this service is likely to be placed in the black bin, taken to HWRC's, composted at home or, at worst, flytipped. The Council's recycling rate would be expected to fall and this may have an impact on the PFI credits awarded by Defra for the new waste facility. There could also be contract implications in terms of the impact of the service change on the operation of the waste treatment facility.

Within North Yorkshire 3 authorities are now charging for green waste collection. Whilst take up there has been high, at least one authority has seen an increase in flytipping as a result (Ryedale DC).

It is important to note that the three Districts concerned are of a mainly rural nature, with high demographics and residents with the ability to pay a fee; hence the reason that take up in green waste has been higher.

The view of the T&F group is that charging for green waste collection should be avoided if at all possible. However, it is also recognised that the best option for green waste is for it to be composted so residents should be encouraged in this regard.

The T&F group also looked at the possibility of extending the current service to the end of November due to resident pressure through some Area Assemblies. The additional cost would however amount to around £90,000. Given that only about

10% of the total annual collection was in the winter months November to April, the T&F group do not consider this option should proceed given the substantial pressures on budgets.

Bulky Goods Collection

Evidence was taken from BHF on the potential for a partnership arrangement with the Council to increase re-use of unwanted bulky goods and provide an income for the charity as well as potential local job opportunities. As an organisation BHF has over 740 shops including 173 designated furniture and equipment stores, providing an end of line solution to many items which would otherwise go to HWRC's / landfill, along with promoting the ethos of "re-use"

The BHF currently collect from over 12,000 households per week with over 2000 of these collections booked on line.

During the discussions, two potential options for bulky waste collections were identified.

- 1 Joint service by RMBC and BHF.** – RMBC's contact centre receives the call for the bulky goods to be collected. If an item is suitable for re-use then it is collected by BHF free of charge. If not, then the item is collected by the Council who make the normal charge.

- 2 Outsource the whole system to BHF**
This option would pass the whole bulky goods collection service to BHF who would operate on behalf of the Council taking re-useable items to their shops and disposing of the rest. Under this option BHF would require unlimited free tipping rights to dispose of unwanted items

Further discussions to identify the details of both schemes are required.

Kerbside Textile and small electricals service

BHF run a kerbside textile and small electrical collection service in conjunction with a number of authorities including Elmbridge Borough Council.

Following on from the meeting with BHF, the T&F Gp wanted to triangulate information provided to them by speaking with a Joanna Chauhan – who currently manages the kerbside collection in Elmbridge.

A pilot project was introduced in Elmbridge in January 2012, 6 months after the initial discussions had taken place. The pilot covered 20,000 homes and in 2013 the project was extended to include all 50,000 homes in Elmbridge. The resources required to run this operation was one collection crew for 4 weeks making collections three times a year.

There is no cost to the council to set up this scheme.

Current service provided in Elmbridge

- Veolia deliver bin 'hook-ons' to each property, advertising the date of the next collection in 2 weeks.
- Householders are asked to put their items in their own bags and attach the hook-on to a bag so it is easily identifiable by the collection team.
- Bags are left by the recycling bin on the residents recycling collection week.
- Veolia provide a transit van and use an existing driver to ensure a reliable service while BHF provide a volunteer collector to work alongside Veolia.
- All materials collected are delivered directly to a local BHF shop for sorting and distribution for sale.

Long term benefits

- The service encourages environmental behavioural change by promoting and establishing reuse as the 'norm'.
- The model can be copied by other local authorities.
- The scheme at Elmbridge generates over 50 tonnes of additional recycling each year, at no cost to the Council.
- The partnership provides a new revenue stream for local charities (Elmbridge donate their recycling credits).

Changes

In 2016 BHF will take on all aspects of the collections. Veolia will continue to deliver hook-ons, and provide the round sheets/schedules to BHF, who will now use their own drivers/vehicles for the collections as well as handle any reports of missed collections

Elmbridge are very happy with the service provided and there have been no real difficulties in its operation. They would recommend introducing on a pilot basis in the first instance before extending to all households across the Borough.

The T&F group consider that the introduction of BHF into our waste collection service should be actively considered both with regards to bulky goods and textile/small electricals so long as this does not increase the cost to the Council. There would be real benefits to the charity which has an obvious synergy with Rotherham being a Heart Town. It also provides local job opportunities and introduces a valuable re-use element into our waste collection service which does not currently exist.

Commercial Waste Collection Service

The purpose of the visit to Nottingham City Council was to explore their current arrangements for commercial waste collection.

The meeting was led by Andrew Beighton Commercial Development Manager and Daniel Ayrtou Commercial Operations Manager.

The first point to note about the service provision at Nottingham City Council is that it has a business ethos and acts like a business, with a very proactive approach to winning contracts. The commercial waste service is one aspect of a facilities management service for businesses that includes a whole raft of chargeable services such as building maintenance, catering, transport, MOT testing and grounds maintenance amongst other services.

Commercial Waste

The first point to note is that there is a difference in the collection of domestic waste and commercial waste. Both are statutory functions but have different requirements on collections and they consider that the operation of both services should be kept separate.

In 2010/11 the commercial waste collection service in Nottingham was redesigned, with a starting customer base of approx. 3,000 customers.

The service is advertised in the local business directories and 2 separate telephone lines are assigned to the service to be able to identify the source from which the enquiry has arisen.

In 2015 the customer base has increased to approx. 4,500 customers which equates to 60% of City Centre businesses and 47% of the overall customer base. This has been achieved by employing a Business Development Manager, who actively seeks out new customers, 3 Business Development Officers a team of 4 Customer Services Advisors and a Finance Officer. Within two hours of an initial enquiry being made to the team, a Business Development Officer needs to have made contact with the enquirer.

Any further staff requirements will need to be met by an increase in business. When a Business Development Officer visits a client they also try to sell the other services the Council offers.

The single biggest contract is for £125k and the team also submit written bids for contracts, having a delegated limit to what they can work to, in order to speed up the decision making process and to be able to adapt and work quicker to meet the needs of the customer. All bids submitted include an element for growth costs. Each service provision is covered by a business plan showing income and expenditure targets. There is a tendering process in place and all contracts are examined for their workability. NCC currently works for Biffa and Veolia on collections that are unwanted by them.

As to the service provision the advice given was for commercial collections, not to use the telematics system, commonly used by local authorities, as this has a domestic focus. Introducing a new commercial system requires the correct software for the service being provided.

The two preferred options for software to manage commercial collections, which have I.D chips in the bins are ISYS and AMCS. Both are capable systems to cater for commercial collections and the estimated cost for installation is £150k over 4 years. These systems will provide the required information to manage collections and provide for future business planning.

The commercial waste service generates a surplus of £1.8m a year. The charging rates are slightly below that of the private sector but rates still have to be increased year on year.

The added value of using the commercial approach for the citizens of the City of Nottingham is that any surplus funds are reinvested back into the Council. Each Councillor who has responsibility for a portfolio has a commercial element in their remit to ensure the business ethos runs throughout the council.

The Business Development Officers employed by NCC are not incentivised and most recruitment for these posts is done internally. This is different from the counterparts in the private sector where incentives are key part of the role, but then they work in a “hire and fire” scenario. Working for the Council still has a higher level of security and employees in the commercial sections are encouraged to work as a team. From experience it would appear that introducing incentives into the commercial sector of the council would discourage the team working ethos and bring about a more individual way of working.

Support staff provide invoicing arrangements of which there are a variety of options available to pay. The standard option is monthly in advance and direct debits can be arranged. The commercial team also work alongside the Enforcement Officers to check when businesses are depositing more waste than they are paying for an excess charge will be levied if this is the case.

The vehicles are badged slightly differently to the council's domestic collection vehicles. In Nottingham, part of the political support is to strengthen the Council's brand and promote the thinking that the Council is an organisation you can trust and do business with. There is a marketing budget available of £26k.

The commercial waste service also offers a recycling option although this does not generate a surplus. Nottingham also operates a skip hire service with a £1m turnover which concentrates on contract builders rather than householders. A service for disposal of confidential waste including on site shredding is now being rolled out as well.

The main findings from Nottingham are that it is that there is significant scope to generate significant surpluses from a commercial waste service as well as other facilities management services but it requires significant investment and a proactive

approach to selling and delivering a top class service which is truly competitive with that offered by the private sector.

It is worth noting that the job for managing commercial waste is just one element of one Supervisors' role in the Waste Management Team.

All Service Review

The Council is currently undertaking an all service review across all services as part of the development of the Medium Term Financial Plan. As part of this review officers have to put forward savings proposals to achieve savings over the next three years.

In terms of Waste Collection including Management and overheads the saving target is £1.272m.

7 Recommendations

Short Term (within the 2015/16 financial year)

7.1 Consider the ways in which home composting may be promoted in Rotherham, including the cost/benefit of offering free/subsidised compost bins to residents.

7.2 Continue the discussions with the British Heart Foundation with a view to commissioning:

7.2.1 A joint approach to the provision of **bulky waste collection service** to all householders in RMBC which enables greater reuse of unwanted furniture.

7.2.2 The establishment of a **textile/ bric-a-brac/ small electrical goods household collection service**.

7.3 Negotiate with FCC and a third sector/not for profit organisation **to introduce a small-scale re-use facility** on one or more of the HWRCs as a means of encouraging re-use and raising awareness of the opportunities for reuse of household bric a brac and other small items.

7.4 Explore with FCC the scope for **introducing a charge for non-household waste at HWRCs** during 2016/17 for the remainder of the contract period at all RMBC HWRCs for all items of non-household waste that the Council may legitimately make a charge for. Evaluate the benefits to the Council as well as the likely impact on user satisfaction and any perverse consequences such as increases in fly tipping.

Medium Term (From 2016/17 onwards)

7.5 Given that RMBC works collaboratively across a range of waste services with Barnsley and Doncaster and there is an effective governance arrangement already in place through the Joint Waste Partnership Board.

7.5.1 Members would like to see the HWRC provision being considered as a whole across the partnership. This opens up potentially greater economies of scale and the ability to sustain acceptable levels of provision at lower cost. The joint contract is due for renewal in October 2018 In order that proper consideration can be given to transforming the way the service is provided. It is recommended that work begins early in 2016/17 with BDR partners to jointly review the most cost-effective way of commissioning HWRC services across the three boroughs and scope a service specification that will ensure income is maximised and costs are minimised, while maintaining a service level that will be acceptable to residents.

7.5.2 Careful consideration should be given to the establishment of re-use facilities at HWRCs either as part of a new joint contract through the BDR arrangements, or as a RMBC sole commissioned service.

7.5.3 Members also recommend that BDR examines the opportunities and benefits of a combined contract for the collection of green waste across the three boroughs during the growing season, thus maintaining a valued service to residents, increasing recycling rates and potentially saving money. Members do not exclude the possibility that a charge may need to be made for this service.

7.5.4 Produce a fully costed business plan for a substantial expansion of the commercial waste collection service throughout the borough and potentially beyond the borough boundaries. Include in the appraisal the option of a combined service through the BDR waste partnership to maximise scale and profitability.

6. Thanks

David Burton Director, Streetpride, RMBC

Adrian Gabriel Principle Officer, Streetpride, RMBC

David Hill Principle Officer, Streetpride, RMBC

Bob Morrison - Waste Collection Manager, Streetpride, RMBC

Alison Iliff - Public Health Principal, Health Improvement, RMBC

Andy Baxter, Contracts Manager - FCC Environmental Ltd

Cllr Chris Metcalf, Executive Member for Waste, North Yorkshire County Council

Tony Norris, Waste Services Manage, North Yorkshire County Council

Mark Kirk Contracts Manager, Keir

David Garnham Area Supervisor Kier Joanne Kearney, Contracts Manager North Yorkshire County Council

Karen O' Donoghue, National Stock Generation Manager, British Heart Foundation

Paul Vanston, Kent Resource Partnership Manager

Andy Vaughan, Corporate Director, Nottingham City Council

Andrew Beighton, Nottingham City Council

Daniel Ayrton, Nottingham City Council

Joanna Chauhan, Elmbridge Borough Council

Abigail Cox Community Education Liaison Officer, Shanks Treatment Plant

Dianne Thomas Consultant, Centre for Public Scrutiny and Local Government Association

7. Appendices

- Appendix 1 Definition of Household waste
- Appendix 2 Cost of Collecting Recyclables to the Council
- Appendix 3 Catchment Radius for each Rotherham HWRC
- Appendix 4 Charges for Rotherham and nearby districts for collection of bulky waste.
- Appendix 5 Customer Satisfaction Survey Undertaken by FCC Environmental

8 Glossary

WEEE – Waste Electrical, Electronic Equipment.

WRAP (Waste & Resources Action Programme) WRAP is a registered charity. It works with businesses, individuals and communities to achieve a circular economy through helping them reduce waste, develop sustainable products and use resources in an efficient way.

Appendix 1 Definition of Household Waste / Non Household Waste

Household Waste and Non-Household Waste are defined in the Environmental Protection Act 1990 and the Controlled Waste (England and Wales) Regulations 2012.

As a guide, if the waste is an item usually found in a residential house and it is not fixed to the house or if outside it is not fixed to the ground, it will generally be household waste. If the waste item is not usually found within a residential house, it is fixed to a residential house, or if outside it is fixed to the ground, it will generally not be household waste.

The table below shows examples from around a house and garden to illustrate the distinction between household and non-household wastes.

	Household Waste (free of charge)	Non-Household Waste (a charge may be made)
Electrical & Gas Appliances	Kettle, toaster, free standing cooker, microwave, fridge, vacuum cleaner	Gas fire, boiler
Bulky Household Items	Free standing furniture including table, chair, sofa, bed & mattress, carpet	Fitted cupboards, fitted wardrobes
Plumbing	None	Bath, shower, sink, toilet
Garden	Grass cuttings, hedge clippings, lawn mower.	Fence posts & panels, garage door, soil, bricks, rubble, whole or sectional trees
Building Materials	None	Slabs, soil, bricks, rubble, tiles, plasterboard, asbestos, guttering, fallpipe, window frame, door, sectional buildings
General	Packaging (e.g. tins, boxes, bottles), Textiles (e.g. curtains, towels, clothes), Food	

Appendix 2 The Estimated Costs for the Collection of Recyclables in 2015/16. Rotherham MBC

Cost of Recycling

The Council provides the following services at a cost to support the recycling agenda.

The services costs incurred are:

Provision of Kerbside Multi Material Collection	- £973,967
Provision of Kerbside Green Waste Collection	- £573,017
Servicing of Plastic Banks	- £ 7,500
Total	- £1,554,484

Potential Income

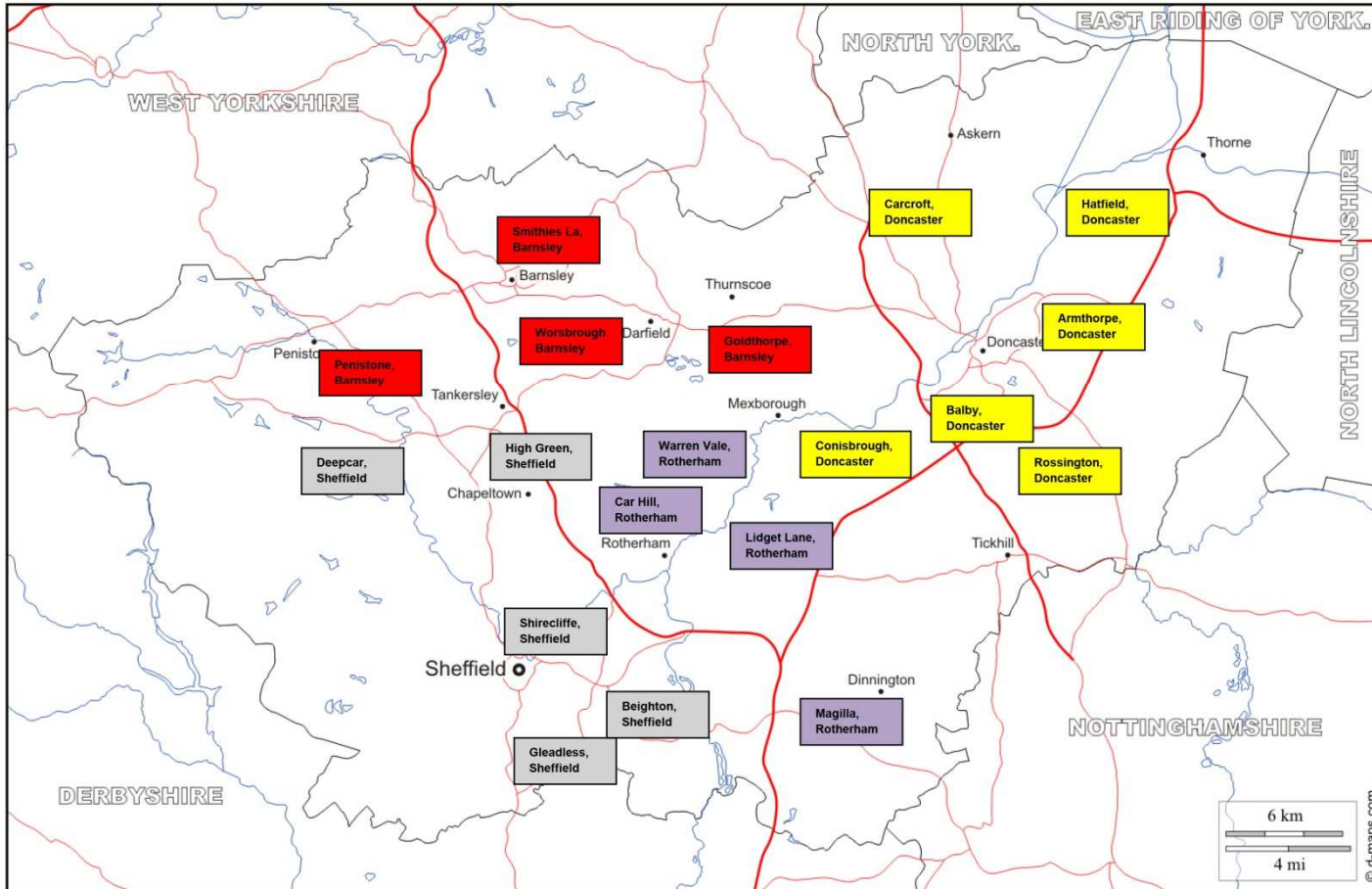
Multi Material - £205,000	
Paper Banks - £ 8,000	
Paper/Card - £315,000	
Plastic - £ 1,500	
Total =	£529,500

Cost to process Green Waste = £340,000

Source – 2015/16 Budget

Appendix 3 Location map showing HWRCs site in Barnsley, Doncaster and Rotherham

HOUSEHOLD WASTE RECYCLING CENTRES – SOUTH YORKSHIRE



**Appendix 4 - BULKY ITEM COLLECTION SERVICE – BENCHMARKING
JANUARY 2015**

Authority	Charges	Service	Comments
Rotherham	YES	£21 up to 3 items Next 3 items + £15 Further 3 items +£15 Maximum 9 items	NO reduction on DIY 50% reduction for Rother Card
Doncaster	YES	£25.00 Up to 8 items on one order Fridges & Freezers free	
Barnsley	YES	£5 per item £10.00 up to 4 items £15.00 for 5 items £20 for 6 to 8 items £25 for 9 items £30 for 10 to 12 items	
Amber Valley	YES	£17 up to 3 items £27 up to 6 items Fridge / Freezers £16 per item Electrical Items £16 per item	½ price for means tested benefit
Ashfield	YES	£12.00 – 1 x item £6 for subsequent items	
Derby City	YES	£11.45 – 1 x item £17.70 – 2 to 5 items £24.95 – 6 to 15 items 15 items or more min. £35	
Chesterfield	YES	£13.80 – 1 x item £21.00 – 2 to 5 items £27.80 – 6 to 10 items Fridge freezers £13.80 per unit – collected separate	50% concession for residents in receipt of benefits
West Lindsey	YES	£21.00 up to 6 points £3.80 per point £21.00 Fridge / Freezers first collection Minimum charge for quotations £95.18	Works on points system for items Up to 6 points minimum charge More than 6 points additional charges apply
Bassetlaw	YES	£10.50 Per item Maximum 9 items	Restrictions on items collected and items not covered

Appendix 5 Customer Satisfaction Survey undertaken by FCC Environmental at the BDR HWRC Sites

FCC undertook a customer satisfaction survey earlier on in 2015.

The 4 questions asked were:-

Q1 - How often do you use the site?

Q2 - Are the opening days and hours suitable for your needs?

Q3 - What improvements would you like to see at this site?

Q4 - Do you find the staff helpful and knowledgeable?

A summary of the results are shown below:-

BDR Contract Summary

Overall sites across the contract have performed well in the customer service/satisfaction scores.

On average the Barnsley sites performed better achieving an average score of 9.8 out of 10. Doncaster next with an average of 9.58. Followed by Rotherham with an average score of 8.68.

In general the customer responses for all sites were very happy with the services that the staff provide on the sites.

95% of the total responses commented on how friendly, helpful and knowledgeable the staff are and how they are an asset to the company.

The main customer issues are to do with opening times and days that certain sites are closed.

In Doncaster area customers would like the sites to be open 7 days, whereas in Barnsley the customers like to see longer opening times in the winter.

The main customer concern in Rotherham is the lack of parking spaces and the amount of time customer spend in queues.

In summary the customer to FCC sites across the BDR contract are generally happy with the service they receive, with the average score across the contract being 9.46/10.

Some individual sites are performing below this average and I suggest that a customer survey is performed again in a few months, once the results have been digested by the sites and that the survey could be part of the admin process to monitor sites and that the survey could be part of the admin process to monitor site customer service performance on a monthly basis.

Town	Site	Average Score
Doncaster	Armthorpe	9.88
Doncaster	Rossington	9.61
Doncaster	Carcroft	9.79
Doncaster	Bootham	9.36
Doncaster	Springwell	9.77
Doncaster	Conisbrough	9.06
Rotherham	Carrhill	8.30
Rotherham	Warren Vale	8.93
Barnsley	Smithies	9.83
Barnsley	West Street	9.71
Barnsley	Goldthorpe	9.85

Doncaster Average score
 Rotherham Average score
 Barnsley Average score

 Contract average across BDR

