

Summary Sheet

Name of Committee and Date of Committee Meeting

Cabinet and Commissioners' Decision Making Meeting – 16 April 2018

Report Title

Waste Collections Service Review

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

Yes

Strategic Director Approving Submission of the Report

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Ward(s) Affected

All

Executive Summary

This report provides details of the outcome of the waste consultation exercise and proposes the introduction of changes to the Council's waste collection service. The proposed changes are to introduce kerbside plastic collection as soon as practicable, and introduce an all year round green waste chargeable service from October 2018.

Recommendations

1. That approval be given to the cessation of the free garden waste collection service with effect from 26 October 2018 and to replace with an optional, all year round, chargeable garden waste collection service from 29 October 2018.
2. That the operating policies in paragraph 6.2 and 6.15 of this report be approved.
3. That the fee for the garden waste collection service be set at £39 for an initial subscription period from 29 October 2018 until January 2020, with the price of future annual subscriptions subject to review each year.

4. That approval be given to the introduction of a two-stream recycling service that includes the collection of plastic materials at the kerbside from early 2019 – Option 1(b) – with the specific date to be confirmed as part of the procurement exercise. New 180 litre residual bins will be provided to all households in time for the launch of the two-stream recycling service to enable the existing 240 litre residual bins to be used for recycling plastic, tin cans and glass thereby reducing capital expenditure.
5. That the Council be recommended to add the capital costs of the vehicles and bins at an estimated cost of £5.54m to the Council's Capital Programme.
6. That authority be delegated to the Assistant Director of Community Safety and Street Scene to make all necessary arrangements for the smooth introduction of the revised waste collection service including the purchase of bins and refuse vehicles.
7. That officers develop a comprehensive communications and marketing plan, in consultation with the Cabinet Member for Waste, Roads and Community Safety, to sit alongside the implementation plan for the revised waste collection service.

List of Appendices Included

Appendix 1 Waste Consultation Analysis report
Appendix 2 Financial analysis of options
Appendix 3 Equality impact assessment

Background Papers

Amec Foster Wheeler (now Wood Group) 39375 Waste Options Appraisal final report
Amec Foster Wheeler (now Wood Group) technical annex modelling assumptions

Consideration by any other Council Committee, Scrutiny or Advisory Panel
Overview and Scrutiny Management Board – 11 April 2018

Council Approval Required
Yes

Exempt from the Press and Public
No

Waste Collections Service Review

1. Recommendations

- 1.1 That approval be given to the cessation of the free garden waste collection service with effect from 26 October 2018 and to replace with an optional, all year round, chargeable garden waste collection service from 29 October 2018.
- 1.2 That the operating policies in paragraph 6.2 and 6.15 of this report be approved.
- 1.3 That the fee for the garden waste collection service be set at £39 for an initial subscription period from 29 October 2018 until January 2020, with the price of future annual subscriptions subject to review each year.
- 1.4 That approval be given to the introduction of a two-stream recycling service that includes the collection of plastic materials at the kerbside from early 2019 – Option 1(b) – with the specific date to be confirmed as part of the procurement exercise. New 180 litre residual bins will be provided to all households in time for the launch of the two-stream recycling service to enable the existing 240 litre residual bins to be used for recycling plastic, tin cans and glass thereby reducing capital expenditure.
- 1.5 That the Council be recommended to add the capital costs of the vehicles and bins at an estimated cost of £5.54m to the Council's Capital Programme.
- 1.6 That authority be delegated to the Assistant Director of Community Safety and Street Scene to make all necessary arrangements for the smooth introduction of the revised waste collection service including the purchase of bins and refuse vehicles.
- 1.7 That officers develop a comprehensive communications and marketing plan, in consultation with the Cabinet Member for Waste, Roads and Community Safety, to sit alongside the implementation plan for the revised waste collection service.

2. Background

- 2.1 The waste collection service in Rotherham has developed over the last 14 years and currently consists of a hybrid of previous kerbside sorting arrangements and current collection operations. The service is provided to around 116,000 households using a range of bins, boxes and bags. The latter two container types are not as easy to handle by waste collection operatives or residents and can result in windblown litter on collection days.
- 2.2 The projected increase of households and economic growth in Rotherham will generate more waste in the Council's administrative area, adding to the costs of providing both a waste collection service and waste disposal service. The combination of these factors and the ongoing pressure on the Council's budget means that it is essential to review the waste collection service to ensure it continues to fulfil statutory obligations and local priorities. The Government's latest 25 year environment strategy also focuses on reducing plastics, minimising waste and improving recycling amongst other things.

- 2.3 The Council needed to review its waste management arrangements to ensure value for money is achieved, as well as increasing recycling rates to help meet the national target of 50% recycling by 2020. To assist the Council, external expertise was commissioned to review alternative arrangements for the waste collection service design and delivery as well as the implications of new proposals on:
- Waste minimisation, re-use and recycling of waste material;
 - Composting arrangements; and
 - Implications on the residual waste disposal Private Finance Initiative (PFI) contract and the South Yorkshire Municipal Waste Strategy adopted by the Council, Barnsley Borough Council, Doncaster Borough Council and Sheffield City Council.
- 2.4 The review of waste collection arrangements in the Council's administrative area produced a series of options for consideration. This included details of different waste and recycling collection options as well as delivery options. This work provided a financial assessment of the different options and their perceived impact on performance and customer satisfaction. The work also highlighted alternative delivery models such as:
- Retention of the current in-house arrangement;
 - Establishment of a local authority trading company (often referred to as a Teckal company);
 - Creation of a joint venture arrangement with a private sector operator as a service delivery vehicle; and
 - Outsourcing the whole waste collection service to a private sector operator.
- 2.5 In terms of changes to the way in which waste is collected, a wide range of different scenarios and options each with a variety of financial implications were modelled. The options included the introduction of kerbside plastic collections to remove plastics from the remaining residual waste stream. However, the level of financial savings that could be generated from the inclusion of kerbside plastics collections was estimated to be significantly lower than the other options and was therefore initially excluded from the consultation.
- 2.6 The combination of operational changes which was projected to give the Council the most acceptable level of financial savings and improved recycling levels was as follows:
- Introduction of a subscription based garden waste collection service;
 - The removal of the bags and box container types that are currently used for collecting recycling materials;
 - Existing black and green wheeled bin types to be used for recycled materials to avoid the cost of providing new bins for collecting recycling materials; and
 - Introduction of a new 180 litre bin to minimise general household waste i.e. residual waste, and to increase recycling.

2.7 It was projected that this approach would save the Council approximately £1.38M per annum and increase recycling rates due to the additional capacity that would be available by using the wheeled bins instead of boxes and bags. The savings would arise from:

- The cessation of the free garden waste collection service;
- Additional income from a subscription based garden waste collection service;
- Reduced transport and seasonal staffing costs; and
- Lower waste disposal costs (including increased recycling income).

2.8 This proposal was considered by Cabinet Members and the Commissioners in November 2017 and approval was given to consult residents across the Council's administrative area before a final decision would be made on the way forward.

3. Current service provision

3.1 The Council currently spends over £11 million per annum on waste collection and disposal services. The current kerbside collection consists of 4 waste collection streams:

- Black 240 litre wheeled bin (household general waste) – collected fortnightly;
- Green 240 litre wheeled bin (household garden waste) – collected fortnightly (seasonal);
- Blue 60 litre bag (cardboard, newspapers and magazines) – collected fortnightly; and
- Blue 55 litre box (mixed glass, food tins, drinks cans, foil and textiles) – collected fortnightly.

3.2 The kerbside dry recycling service is currently collected from approximately 116,000 properties across the Council's administrative area. The garden waste service is free of charge and operates between April and October each year. There are also facilities available to residents for recycling other materials, including plastics and garden waste, at the Council's four Household Waste Recycling Centres (HWRCs) at Bramley, Greasbrough, North Anston and Rawmarsh, alongside various recycling points (bring banks) which also take recyclates including plastics across the Council's administrative area.

3.3 Barnsley Metropolitan Borough Council (MBC), Doncaster Borough Council and the Council (BDR) have jointly managed waste across their administrative areas for more than 20 years. The success of their "BDR Waste Partnership" helped secure PFI funding from DEFRA to build, maintain and operate the award-winning residual waste treatment facility at Manvers. This facility treats 250,000 tonnes a year of residual household waste delivered from the residual waste collected from 340,000 households across Barnsley, Doncaster and Rotherham. It also extracts some further recyclable materials from the residual waste stream (beyond kerbside collections) including plastics, metal, glass and organic matter. The PFI project creates fuel from residual waste and produces low carbon electricity for the National Grid rather than sending residual waste to landfill.

- 3.4 Since the PFI facility opened in 2015, over 95% of Rotherham's household black bin residual waste has been diverted from landfill. The national target for the UK is to recycle at least 50% of household waste by 2020. In 2016-2017 Rotherham's recycling rate was 45.15% of all collected household waste.
- 3.5 The recycling material that is collected at the kerbside is currently processed locally by two private contractors: paper and card recycling is taken to Newport Papers and the glass and metal cans are taken to Beatson Clark. Garden waste is processed at SJB's composting facility. HWRC waste and bring sites are serviced by other contractors. With the exception of the SJB contract, which is due for renewal in 2021, most of these contracts will be due for renewal within the next 12 months and this will be factored into the implementation of the final agreed option.

4. Consultation and engagement

- 4.1 The Council's Waste Management Team has undertaken a full public consultation, in line with the agreed decision of Cabinet Members and Commissioners, which commenced on 28 November 2017 and ran until 26 January 2018.
- 4.2 As part of the consultation, residents were asked to give their views on the proposed changes to the waste collection and recycling service and a range of activities were undertaken to promote the consultation as widely as possible. These activities included:
- A members' seminar;
 - A report to the Council's Overview and Scrutiny Management Board;
 - Letters to all residents were included with their new 2018 waste collection calendars;
 - Contact with voluntary service groups offering bespoke discussion with their members;
 - Nine drop-in sessions across the Council's administrative area at various locations and times. These sessions also provided residents with the facility to fill in the consultation questionnaire on-line or manually or make written comments and suggestions to staff;
 - Promotion of the consultation through various media channels before and throughout the consultation period; and
 - The use of on-line, social media and traditional media. Rother FM, the Rotherham Advertiser and the Rotherham Record were amongst those who featured the consultation.
- 4.3 Feedback was elicited primarily via the Council's website in the form of a questionnaire, letters and direct e-mails as well as comment sheets and survey forms obtained from drop-in sessions, libraries and the Council's Customer Services contact centre were all accepted. Written feedback was received from Barnsley MBC and Sheffield City Council. The Council's Waste Management Team responded to many letters and emails that were received. Trade Unions and staff were also engaged with as part of the consultation process.

5. Consultation responses and feedback

- 5.1 The online survey attracted 6,998 responses from residents. There were an additional 1,293 contacts via other means such as through the Council's contact centre, website and comments directly to the service. Social media hits and comments were monitored during the period which included views of the waste review video, comments in response to the Rotherham Advertiser and RotherFed's Facebook posts and Twitter posts. A comprehensive analysis of the responses is set out in Appendix 1.
- 5.2 The trend in terms of response rates was high in the first fortnight of the consultation process and then subsequently declined over the remainder of the consultation period. However, the general message every week from respondents was consistent.
- 5.3 The majority of respondents felt that providing regular waste collections (62%), sufficient capacity in bins (58%) and a system that is easy to use (38%) were important factors to consider when making any changes to the service. There was significant support (73%) for using bins rather than bags and boxes for recycling, and there was overwhelming support (86%) for the re-use of existing wheeled bins if it saved the Council money to do so. However, there was very little support (3%) for the introduction of a smaller bin with the majority of respondents (80%) preferring more materials to be collected (primarily plastics).
- 5.4 In terms of recycling habits, most respondents stated they recycled all the materials that are collected by the Council. Regarding garden waste, most respondents (92%) used this service and 81% disagreed with the proposal to charge for the service. 31% of respondents would prefer to pay the Council to collect their garden waste if the free service ceased. The modelling assumed a take up rate of 25% for a chargeable service, therefore, if the results of the consultation materialised in actual take up, the Council would be able to cover the costs of operating a chargeable garden waste service. There is however a risk that the actual rate of take up could be less than both the modelling assumptions and the results from the consultation exercise.
- 5.5 The on-line survey provided respondents with two free "text fields" where they were able to provide additional comments and a sample of these comments was examined to ascertain the key emerging themes. The majority of comments focused on plastics collection, garden waste service charges, bin sizes and fly tipping concerns. A synopsis of the comments is highlighted below:
 - **Plastics** - On a weekly basis, the majority of comments around plastics were requests for the Council to start collecting them. Responses included comments such as "*collect plastics*", "*the council should be like their neighbours*" [referring to Barnsley, Doncaster and Sheffield], and "*recycle plastics*", "*give me a container for plastics*", "*it is outrageous our plastics are not recycled*" and "*recycling plastics would be an idea.*"

- **Fly Tipping** – The comments around fly tipping were linked to the possibility of having a smaller bin and concerns about a resultant increase in fly tipping. Comments included *“there will be an increase in fly tipping”* and *“...lead to more fly tipping”*.
- **Smaller bin** – Comments such as *“having a smaller bin, will lead to more fly tipping”*, *“my bin is always full”*, *“I am concerned with these proposals”*, *“a plastic container would help”* are a few of the generic comments that were repeated on a weekly basis.
- **Garden waste** – *“I’d rather burn it, charging to remove my garden waste is not fair”*, *“bigger gardens are getting penalised”*, *“I have got no transport to take to the tip”*, *“garden waste should continue longer in the year”*.
- **Reducing bin** – *“keep the bin”*, *“how is the council saving any money?”*, *“I don’t have enough capacity in my current bin!”*, *“this would not work for us”*, *“I currently recycle everything”*, *“I make regular trips to the tip and bin is still full”*.
- **Charge** – *“I think it is ridiculous to charge”*, *“give me more recycling capacity”*, *“I am not happy with this proposal”*, *“people will put green waste in their black bin”*.
- **Council Tax** – *“I pay enough council tax”*, *“garden waste collection is included in my council tax”*.
- **Storage** – *“range of bins will be hard to store”*, *“extra bins will attract pests and rodents”*, *“where am I supposed to put it”*.

- 5.6 Whilst there were elements of the proposals that were supported by residents, the consultation exercise highlighted residents’ desire to include the recycling of plastics as part of the waste stream, with questions raised about the rationale for excluding this service from the proposed changes. Currently, the Council is one of only 3 mainland English local authorities that does not offer a plastic kerbside recycling service, and by 2019, it is likely that it would be the only English local authority not to do so if the original proposals are implemented.
- 5.7 Written comments were also received from Barnsley MBC and Sheffield City Council both of whom supported the replacement of the bags and box collection receptacles to help increase recycling and also supported the introduction of smaller general household waste bins for residual waste. However, Barnsley MBC, Doncaster Borough Council and Sheffield City Council expressed some concern about proposals to reuse existing bins for recycling waste, as this would result in the colour of bins for recycling being different to elsewhere in South Yorkshire and felt that some of the objectives of the South Yorkshire Municipal Waste Strategy may be compromised by this.
- 5.8 It is worth noting that the aim of the South Yorkshire Waste Strategy is to reduce, re-use and recycle waste across the region. In order to achieve this, the strategy is to pursue five key priorities. These are outlined below:

- Educate and inspire
- Deliver a reliable service
- Work together
- Utilise technology
- Influence decision making

6. Way forward

Garden waste collection service

- 6.1 Currently, about 65% to 70% of the Council's residents actively use the free garden waste collection service. Whilst the consultation exercise has highlighted residents are not in favour of the introduction of an optional subscription-based garden waste collection service, almost 33% of respondents would be prepared to pay for this chargeable garden waste service. Garden waste collection is a discretionary service rather than a statutory service. The data from the Waste and Resource Action Programme (WRAP) indicates that in 2016-2017, a total of 177 local authorities [in England] (53%) operated a subscription-based garden waste collection service. WRAP is currently compiling data for 2017-2018 and it is likely that the numbers will increase. The introduction of a chargeable garden waste service as proposed would lead to reduced collection costs and generate enough revenue to cover the costs of introducing a chargeable garden waste service. Therefore, it is proposed that a subscription-based garden waste collection service is introduced on the following basis as "Phase 1" of the changes to the service:

Proposed Charging Mechanism

- Garden waste collection service subscription fee to be set at £39 per annum (with an initial subscription period of 15 months from 29th October 2018, which will revert to 12 months in the years following).
- The charge will be reviewed as part of the fees and charges setting process for subsequent years after the initial 15 month period;
- The charge will need to be paid either as a one-off payment or a maximum of two instalments within 45 days from the customer signing up for the service;
- The same charge will be applied to all customers;
- Full payment of initial subscription will be required with no reduction/refund for part year subscription or cancellation;

Proposed Service Provision

- Customers will receive fortnightly collection between April to October and monthly collections from November to March, with a 4 week suspension between Christmas and New Year; an increase in the number of garden waste collections from the current 15, to 19 collections per year;
- Collection of the garden waste will be in a 240 litre brown bin;
- The existing green garden waste bin will be utilised as paper and cardboard recycling container to increase recycling and cease usage of the blue bag for collection. This service will also commence on 29th October 2018.

6.2 The operational procedures for a subscription-based garden waste collection service are set out below:

| Operational Procedure | Policy Details |
|------------------------------|---|
| Charges and payment | <p>£39 annual fee;</p> <p>If a resident wishes to have a second bin, this will be charged at £30 per annum;</p> <p>Method of payments (direct debit, on-line using debit/credit card);</p> <p>The charge can be paid either as a one-off payment or a maximum of two instalments within 45 days from the customer signing up for the service;</p> <p>No part year discount will be offered;</p> <p>If the service is cancelled part way through a year, there is no entitlement to a refund and the bin remains Council property.</p> |
| Stolen damaged bins | <p>Any bins which are lost or damaged will need to be paid for by the resident (resident's responsibility to manage and secure bins);</p> <p>Replacement garden waste bins will be £23.40 plus £8.36 delivery charge; Rothercard holders will receive 50% discount.</p> <p>The first time a bin is stolen it will be replaced for free. After that the charge will apply.</p> <p>Replacement garden waste bins will</p> <p>Any bins which are damaged by the Council's crew or collection vehicle will be replaced free of charge. The crew will report any bins damaged by them.</p> |
| Contamination | <p>Bins will not be collected if contaminated with non-organic garden waste;</p> <p>Resident to be required to remove contamination;</p> <p>Only collected on next collection day if contamination removed;</p> <p>No soil;</p> |
| Hours and days of operation | <p>Collections from 7:00 am Monday to Friday; To include extended hours if required and working Saturdays instead of bank holidays.</p> |
| Collection frequency | <p>Fortnightly collection between April to October, monthly collection from November to March (with 4 week suspension around Christmas and New Year).</p> |
| Side waste policy | <p>No side waste to be collected for any waste collection container;</p> <p>Waste collection container's lid must be closed;</p> |
| Additional bins | <p>Opportunity to offer more than a single bin for larger gardens with additional fees chargeable at £30 per year (maximum two per household).</p> |
| Missed collection | <p>If the collection is missed by the Council's waste collection crew, it needs to be reported within 24 hours and a crew will return to collect within 48 hours.</p> |

| Operational Procedure | Policy Details |
|---------------------------------------|--|
| Moving address | The Garden waste collection service belongs to the property, not to the individual resident. If residents move house, the responsibility for transferring the service lies with the householder. Should a resident move house, as with all other collection services, the bins should remain at the property. Any financial reimbursement for the paid for service, should be dealt with through the conveyancing process. The Council does not provide a service outside the administrative boundary. |
| Sharing the service with others | Garden waste bins can be shared with neighbours, but bins containing garden waste will only be collected if the service has have been paid for. It is the residents' responsibility to make arrangements as to who pays for the service, and which individual household is responsible for it. |
| Cancellation of service | Residents will not receive a refund if they no longer require the service (for whatever reason). The bin must be returned to the Council. The council will arrange for the bin to be collected. |
| Waste containers storage / management | Residents' responsibility to store, secure and manage their own containers at own property; Bins owned by Council; Responsibility to not block pavement or cause obstruction. |
| Assisted collection | Residents with medical conditions or disabilities can apply for the assisted bin collection service. |

6.3 Payment options for garden waste

Customers of the garden waste collection service will be able to make payment of the full amount on-line or through the Council's Customer Services contact centre. The process will operate on the following basis:

- The customer will contact the Council via on-line form or telephone (if contacted by other means such as letter, e-mail, face to face etc. residents will need to be directed to the correct channel);
- Payment can be made by debit or credit card;
- A report will be generated for the Council's Business Support team confirming payment received and subscribers details;
- Council's back office shared services team will enter collection schedule onto Council's system and arrange for bin to be delivered; and
- Confirmation letter and terms and conditions of service will be sent to the resident to inform subscription collection is active, with details of when the new bin is to be delivered and date the collections will commence.

Alternatively an invoice for payment can be issued to residents who wish to make the payment over two instalments. Once the invoice has been issued, the process will work as follows:

- Payment can be made by direct debit / standing order, debit or credit card, online, automated line or call to telephone team. Cheque or cash payments will also be accepted at payment kiosks in Customer Services Contact Centre, Post Office or any store offering PayPoint;
- A report will be generated to Council's Business Support team confirming payment received and subscriber's details;
- Periodic reports will be generated of outstanding invoices not paid. If a payment is not received within 45 days of the invoice being raised then the subscription will be cancelled;
- The Council's shared services back office team will enter collection scheduled onto the Council's system and arrange for bin to be delivered;
- A confirmation letter and terms and conditions of service will be issued to the resident to inform subscription collection is active, when new bin is to be delivered and date and day collections will commence.













6.4 Introduction of kerbside plastic collections







The Council acknowledges residents' strong desire to have a kerbside plastic collection service. In recognition of this it is proposed that the Council will introduce plastics collection from the household waste stream as "Phase 2" of the implementation process. As the Council will need to procure and put in place new contracts for the disposal of plastics which have been collected at the kerbside, it is anticipated the new arrangements will commence between January and March 2019. This approach will bring the Council into line with the vast majority of the rest of the local authorities in England and across the South Yorkshire local authorities.

- 6.5 The range of plastics that can be collected is constrained by available markets for each type of plastic. The Council needs to ensure that any materials collected for recycling have financially sustainable outlets, and that any plastics collected can be recycled by its contractors. There are currently very limited markets for certain types of plastics, such as films and hard plastics. If these were collected in the recycling stream, in the current market it is likely that they would be sent for incineration, rather than being recycled. This would neither be acceptable to residents who have sorted their waste for recycling, or acceptable financially, as additional costs would be incurred for this method of disposal. The Council therefore proposes to collect plastic bottles, pots, tubs and trays as a minimum from the outset, but will continue to work with contractors to expand the range of plastics that can be recycled, should markets develop.
- 6.6 Whilst there is an additional cost for the introduction of plastic materials being collected at the kerbside as a separate waste stream, it is anticipated this will increase the Council's recycling rates and the quality of recycled material collected.
- 6.7 The modelling work identified a range of options. Two of the options available to the Council to introduce the collection of plastics at the kerbside are to:
- Include the plastics with the existing glass and cans waste stream or the paper and card waste stream (a two-stream system); or
 - Co-mingle all recycling (plastic, paper and card, cans, plastics) in one bin.

























- 6.8 The two-stream option would operate on an alternate monthly collection of each bin (different recycling bin each fortnight) whereas the co-mingling option would require a single recycling bin to be collected every fortnight.

6.9 The tables below show the different options assessed by the Council, along with the potential impact on recycling and the costs of each option.

| Option | Current Recycling collection | | | | Recycling Rate | |
|-------------|--|--|---|--|--|-------------------------|
| |  60ltr – Fortnightly. |  55ltr Fortnightly. |  240ltr Fortnightly (30 weeks) |  Residual waste 240ltr Fortnightly. | 45.15% 2016/17 recorded out-turn | |
| 1(a) | 240ltr residual bin with two stream recycling | | | | Recycling rate | Saving per annum |
| |  240ltr Bin swap - 4 Weekly (Alternative). Paper and Cardboard |  New 240lts – 4 Weekly (Alternative) Glass bottles and jars and steel and aluminium tins and cans and plastics |  New 240ltr Fortnightly summer Monthly winter (Christmas Break) Subscription. |  Original Residual waste 240ltr Fortnightly | There is a risk that the initial recycling rate may decrease by 1.7% | £430,000 |
| 1(b) | 180ltr residual bin with two stream recycling | | | | Recycling rate | Saving per annum |
| |  240ltr bin swap 4 Weekly (Alternative). Paper and Cardboard |  240lts bin swap 4 Weekly (Alternative) Glass bottles and jars and steel and aluminium tins and cans and plastics |  New 240ltr Fortnightly summer Monthly winter (Christmas Break) Subscription. |  New Residual waste 180ltr Fortnightly – Bin colour to be confirmed | Expected recycling rate increase of 1.5%. | £550,000 |

| 2(a) | 240ltr residual bin with co-mingled recycling | | | Recycling rate | Additional cost per annum | |
|------|--|--|--|---|--|---------------------|
| | <div></div> <div>240ltr bin swap fortnightly Paper and cardboard, Glass bottles and jars and steel and aluminium tins and cans and plastics</div> | | <div></div> <div>New 240ltr Fortnightly summer Monthly winter (Christmas Break) Subscription.</div> | <div></div> <div>Original Residual waste 240ltr Fortnightly – Bin colour to be confirmed</div> | <div>There is a risk that the initial recycling rate may decrease by 1.7%.</div> | <div>£390,000</div> |
| 2(b) | 180ltr residual bin with co-mingled recycling | | | Recycling rate | Additional cost per annum | |
| | <div></div> <div>240ltr bin swap fortnightly Paper and cardboard, Glass bottles and jars and steel and aluminium tins and cans and plastics</div> | | <div></div> <div>New 240ltr Fortnightly summer Monthly winter (Christmas Break) Subscription.</div> | <div></div> <div>New Residual waste 180ltr Fortnightly – Bin colour to be confirmed</div> | <div>Expected recycling rate increase of 1.4%.</div> | <div>£530,000</div> |

6.10 The following table describes the collection regime under each assessed option:

| | <i>Two stream recycling</i> | 240ltr residual | 180ltr residual | | Co-mingled recycling | 240ltr residual | 180ltr residual |
|--------------|---|---|---|--------------|--|---|---|
| Week | <i>Collection</i> | Bin | Bin | Week | Collection | Bin | Bin |
| One | <i>Residual waste bin</i> |  |  | One | Residual waste bin |  |  |
| Two | <i>Recycling bin 1 (Paper & card) and Subscription garden waste (summer and winter, collection day to be determined)</i> |   |   | Two | Co-mingled recycling bin (bottles, tins and cans, paper and card and plastics) and (summer and winter, collection day to be determined) |   |   |
| Three | <i>Residual waste bin</i> |  |  | Three | Residual waste bin |  |  |
| Four | <i>Recycling bin 2 (bottles, tins and cans, and plastics and Subscription garden waste (summer only)</i> |   |   | Four | Co-mingled recycling bin (bottles, tins and cans, paper and card and plastics) and Subscription garden waste (summer only) |   |   |

Waste Review – Financial Options Summary

| | Two Stream Recycling | | Co-mingled Recycling | |
|---|--------------------------|--------------------------|--------------------------|--------------------------|
| | 180 litre bin | 240 litre bin | 180 litre bin | 240 litre bin |
| | Additional cost/(saving) | Additional cost/(saving) | Additional cost/(saving) | Additional cost/(saving) |
| | £000 | £000 | £000 | £000 |
| Overall (saving)/cost compared to cost of current service | (550) | (430) | 530 | 390 |
| Annual Budget Savings Requirement (2019/20 onwards) | (1,383) | (1,383) | (1,383) | (1,383) |
| Additional Earmarked Council Tax Income (1%) | 965 | 965 | 965 | 965 |
| Net Budget Savings Requirement | (418) | (418) | (418) | (418) |
| Overall (saving)/cost compared to Budget Savings Requirement | (132) | (12) | 948 | 808 |

- 6.11 The increase in costs for the co-mingled option is due to the change in the recycling materials collected together (i.e. all in one bin). The Council currently receives income of £60 per tonne for paper and card by separating this out at the kerbside. If the paper and card are co-mingled with other recyclates the material has a negative value as it becomes contaminated and also requires separation before it becomes a usable commodity (a processing cost of £38 per tonne will be incurred by the Council rather than being an income generator).
- 6.12 The most cost effective option that includes plastics would be to introduce the two-stream recycling option with a 180ltr residual bin, which will deliver both (a) the Council's objective of delivering a more efficient service and increasing recycling and (b) resident's desire for a plastic collection service. Whilst the Council has consulted on the introduction of smaller residual household waste bins, as outlined below, this approach did not gain favour with residents. Therefore, an alternative could be the provision of a new 240 litre blue recycling bin and retention of the 240 litre residual black bin. This approach would bring the materials collection receptacles used by the Council more in line with the rest of the local authorities in South Yorkshire. However, we anticipate that this would cost an additional £90K per annum due to the potential for the larger bins' spare capacity to be filled with additional waste by residents (e.g. garden waste). This may have implications on the number of residents who sign up to the subscription-based garden waste collection service.

Introduction of 180 litre residual household waste bin

- 6.13 Throughout the public consultation phase, there has been support for reducing waste and increasing recycling. However, whilst the great majority of respondents did not support the introduction of a 180 litre household waste wheeled bin, the modelling undertaken on bin capacity confirmed a smaller bin would be sufficient for the majority of residents if they recycled everything that was recyclable. The introduction of a 180 litre bin still provides an overall increase in waste capacity to residents, compared to the current system. Larger households and those with specific medical requirements may need to have alternative arrangements in place, but this should be the exception rather than the norm and an assessment will need to be undertaken to determine their requirements. The policy below reflects this requirement.
- 6.14 As with the introduction of plastics collection at the kerbside to improve recycling, the Council has options regarding changes to the residual household waste bin size but there is an inter-relationship with the approach adopted for plastics recycling which could affect the size of the residual bin.
- 6.15 The operational procedures for non-garden waste collection service are set out below:

| Operational procedure | Policy details/comments |
|--|--|
| Hours and days of operation | Collections from 7:00 am Monday to Friday; |
| Alternative weekly/ fortnightly/ seasonal collection | Council's obligation to collect and ability to set frequency; To cover alternate weekly collection, alternate fortnightly collection for recycling streams, Christmas and Bank Holiday alternate collections. |
| Side waste policy | No side waste to be collected for any waste container; Waste containers lid must be closed; and Excess waste will be placed back into empty bin for next collection. |
| Plastic materials collected | Pots, tubs, trays and bottles will be collected as a minimum. Other materials such as films, tetrapak, carrier bags and hard plastic will be introduced if the disposal technology allows this to be done efficiently in the future. |
| Additional red top residual bin | Cease collection of additional red topped residual bin (estimated to be in 240 households) which were purchased by households during 1994 – 2003 as additional bins for household waste. |
| Missed collection | If collection missed by Council's waste collection crew needs to be reported within 24 hours; and will return to collect within 5 days. |
| Waste container specification | Council's has a duty to collect waste but ability to stipulate the type of containers to be used. |
| Additional waste capacity (medical and large family) | If family of 5 or more = extra 140 litre bin; If family of 7 or more = extra 180 litre residual bin will be provided; |

| Operational procedure | Policy details/comments |
|---|--|
| | <p>Charges for these additional bins will apply as per below.</p> <p>If there is a medical need extra bins are provided (dependant on circumstances) free of charge;</p> <p>Application process and assessment; and</p> <p>review all current recipients on a bi-annually basis.</p> |
| Assisted collection | <p>Qualifying criteria – age (70+), medical requirements (infirm, impaired movement), proof required to qualify;</p> <p>Collection of all bins from property and return to same position by the Council's waste collection crews;</p> <p>There is an application process and assessment; and</p> <p>Review all current recipients on a bi-annual basis.</p> |
| Waste containers storage and management | <p>Resident's responsibility to store, secure and manage their own containers;</p> <p>Bins owned by the Council;</p> <p>Require storage on resident's property where available;</p> <p>Responsibility to not block pavement or cause obstruction; and</p> <p>Present bins at the kerbside on collection day (unless assisted collection) by 7.00 am.</p> |
| Replacement bin policy | <p>If a new 180 litre residual bin is supplied to replace the old 240 litre bin, the initial 180 litre bin will be supplied free to residents. Thereafter, payment will be required for lost or damaged residual waste bins;</p> <p>These are:</p> <p>140 litre bin = £20.86 plus £8.36 delivery charge;</p> <p>180 litre bin = £22.13 plus £8.36 delivery charge;</p> <p>240 litre bin = £23.40 plus £8.36 delivery charge;</p> <p>Rothercard holders will receive 50% discount.</p> <p>Bins used for recycling will be replaced free of charge.</p> <p>Bin swap – free replacement for homes with no bins to swap but will be issued with old returned bins. If the resident prefers to have a new bin, a fee is payable and any new replacement bins or supply of bins to new property will be 180 litres for residual household waste bin.</p> <p>All new build property owners / developers will need pay for the bins.</p> <p>Any bins which are lost or damaged will need to be paid for by the resident (resident's responsibility to manage and secure bins);</p> <p>The first time a bin is stolen it will be replaced for free. After that the charge will apply.</p> |

| Operational procedure | Policy details/comments |
|--|---|
| | Any bins which are damaged by the Council's crew or collection vehicle will be replaced free of charge. The crew will report any bins damaged by them. |
| Flats/HMOs/ restricted size properties | Request for alternative bins will be considered on an individual basis taking account of the household and also the dwelling / available storage / access. Flats and complexes will be individually assessed. |
| Contamination | No waste to be collected if any of the waste collection containers/bins are contaminated; Residents will be informed; Residents need to remove contamination; Return policy for collection once contamination removed (next collection). |

6.16 The issue of storage of extra bins has mainly been associated with terrace houses, flats or sheltered housing complexes. This was an issue of concern that was raised by residents at the drop-in sessions. There are many households who currently keep their blue box, and especially their blue bag, collection receptacles indoors, in garages or sheds. Consideration will be given to offering reduced sized bins to help alleviate the pressure on space if needed. Officers are working with housing providers to identify the changes that may need to be made to ensure suitable arrangements can be introduced. Therefore, the Council needs to have a flexible policy when implementing the changes and work with residents to deliver the change successfully.

6.17 Flats

There are approximately 9,500 flats and multi occupancy dwellings in the Borough and due to the variety of accommodation types, containers and infrastructure differences the Council's Waste Management service staff have met with Council's Housing team colleagues to discuss the consultation, the challenges they are currently encountering and which they envisage could occur should service changes be introduced. The following accommodation types have been identified which require consideration if a change in service model is introduced:

- Maisonettes;
- Balconied access flat;
- High rise flats; and
- Sheltered accommodation.

The Council's Housing team have indicated the bin swap proposals and any changes would need to consider the following:

- Restricted bin storage;
- Unsecure/unmanaged bin storage;
- Estate infrastructure;
- Fire risk; and
- Anti-social behaviour.

The next step is for the Council's Waste Management team to undertake a review of properties identified and agreed with the Council's Housing team colleagues, to enable individual proposals to be developed (rather than adopt a one size fits all view). The approaches being considered are:

- Communal residual bins;
- Secure compound development;
- Communal recycling arrangements;
- Collection frequency;
- Lockable bins;
- Bin design; and
- Individual property collections.

A schedule of flat collections and containers has been updated in preparation for the works with solutions being developed. Once this initial work is completed engagement will be commenced with registered providers of housing to develop regimes for these accommodation areas.

6.18 Introduction of changes to staff shift patterns

The consultation asked if residents would support a longer working day by the bin crew. The aim of this approach is to make more efficient use of vehicles and staff, however, more work needs to be undertaken to establish the practicality of introducing this approach in Rotherham. Given there was overall support from residents for introducing longer working days, it is proposed that this is considered following further detailed assessment of the operational implications of this approach.

The new waste disposal contract(s) for plastics and other recyclates collected at the kerbside will also have an implication on this proposal and therefore detailed modelling cannot be undertaken until the outcome of the tendering exercise and the final disposal point for the recyclates taken out of the residual household waste is known.

6.17 Changes to waste collection service fleet

A significant cost of the waste collection service is on fuel and vehicle costs. For many years, the Council has been hiring refuse collection vehicles on a long term basis and has a fleet renewal policy of 5 years' life cycle replacement. This practice is expensive and needs to change to deliver some of the efficiencies. It is, therefore, proposed that vehicles are purchased by the Council. The changes proposed above will require new vehicles to be procured and therefore, if agreed, the procurement process will need to commence as soon as possible.

7. Options considered and recommended proposal

- 7.1 The final four options considered were as outlined in the table above (see 6.8) and were assessed as follows:

- 7.2 Option 1(a) – Subscription-based garden waste collection service. Change containers [from boxes/bags to bins] and introduce kerbside plastics recycling into the residual household waste stream on a phased approach. This results in a 21% increase in bin capacity (excluding garden waste) per household from the current 595 litres per fortnight to 720 litres per fortnight.

Although this option does not achieve the same level of savings as option 1(b) due to the risk of higher disposals costs of residual waste resulting from maintaining the 240 litre bins, it does help move towards achieving the aims of South Yorkshire Municipal Waste Strategy in materials collected and container colour. The current higher disposals costs could potentially be off-set by future reductions in household waste through the replacement of 240 litre residual bins over the longer term with the smaller 180 litre bins. However, this would clearly take some time. This approach could help to assuage some concerns from residents about capacity and bin size. However, this option is expected to cost £120,000 more than the best value option (Option 1(b) and there is a significant risk that the recycling rate would fall due to the significant additional capacity being provided (more than 125 litres more per fortnight). This option also does not fit with the consultation outcome where residents clearly stated that they would wish the council to reuse existing bins if it meant costs could be saved. This option is not therefore recommended.

- 7.3 Option 1(b) – Subscription-based garden waste collection service. Provide new 180 litre wheeled bin for household waste and introduce two stream recycling using the existing green 240 litre bin for paper and card and existing 240 litre black bin for other recycling. This results in a 11% increase in bin capacity (excluding garden waste) per household from the current 595 litres per fortnight to 660 litres per fortnight.

This option provides the greatest level of monetary savings of the 4 options (£550,000 per year) and delivers on the ambition to provide kerbside plastic recycling. The provision of a smaller (180 litre) residual waste bin will immediately reduce the level of residual waste, and reduce disposal costs. Whilst this option reduces the capacity residents have for residual waste, overall capacity for waste and recycling is increased by 65 litres per fortnight. This option does not provide the same level of harmonisation with other South Yorkshire Authorities as Option 1(a) with respect to bin colours. However, it does still move Rotherham to a more consistent service in terms of kerbside materials collected and so supports the aims of the South Yorkshire Municipal Waste Strategy. The introduction of additional kerbside recycling capacity will also increase recycling rates, with this option delivering the highest increase in recycling rate of the options, for the lowest cost. It also delivers on the principle as outlined during the consultation, that residents would like existing bins to be reused where possible. **This is therefore the recommended option.**

- 7.4 Option 2 (a) –Implement the subscription-based garden waste collection service, introduce co-mingled recycling using green 240 litre green bin for paper and card, tins and plastics and 240 litre black bin for residual waste. This option results in a 21% increase in bin capacity (excluding garden waste) per household from the current 595 litres per fortnight to 720 litres per fortnight.

This option would increase costs by £390,000 per year. Clearly this option means that residents have fewer bins, and a simpler overall service. However, the commingled option presents large risks in terms of the quality of recycling being collected and the available markets for such recycling. For example commingling glass with paper, reduces the quality of the paper material, restricts available markets, and increases disposal costs. Additional costs are also incurred through the need to separate materials for recycling. There is, as with Option 1(a) above, a significant risk that the recycling rate would fall due to the significant additional capacity being provided (more than 125 litres more per fortnight). This option is not therefore recommended.

- 7.5 Option 2 (b) – Provision of smaller 180 litre residual bin and the introduction of a co-mingled recycling service using the green 240 litre green bin for paper and card, tins and plastics and subscription based garden waste collection service. This option results in an 11% increase in bin capacity (excluding garden waste) per household from the current 595 litres per fortnight to 660 litres per fortnight.

This option would increase costs by £530,000 per year. Clearly this option means that residents have fewer bins, and a simpler overall service. However, the same issues as in Option 2(a) above apply in terms of the commingled service. This option could increase recycling levels. This option is not therefore recommended.

8. Timetable and accountability for implementing this decision

- 8.1 A project delivery plan detailing implementation of the proposals has been produced and shown below is a summary of the indicative timetable for delivering key milestones:

| Activity | Milestone from | To | Action |
|--|----------------|-----------|---|
| Cabinet decision on the proposals to be introduced | 16 April 2018 | | Allows mobilisation of implementation plan and roll out of service changes. |
| Creation of communications plan | April 2018 | June 2018 | Robust plan to be created and approved including: <ul style="list-style-type: none"> • Social media • Council media • Bin stickers, waste calendars, leaflets • Rotherham Show • Pro-active engagement and out-reach to residents • Roadshows, community engagement, FAQ etc. |

| | | | |
|---|----------------|---|--|
| New operating models for garden waste and plastics roll out created | April 2018 | January 2019 | <p>Integration into existing council financial payment and invoicing systems.</p> <p>Integration with on-line services/web systems.</p> <p>Re-scheduling of collection rounds.</p> |
| Procurement process for fleet renewal | April 2018 | October 2019 | Specification of vehicle requirements and writing of tender documents. Vehicle build and deliver period. |
| Procurement process for bin supply of up to 40,000 brown bins and circa 116,000 residual 180 litre bins | April 2018 | November 2018 (brown) and January (residual) 2019 | <p>Specification of bin types and volumes and writing of tender documents.</p> <p>OJEU compliant procurement process: invite to tender, evaluation of tenders, standstill period, tender award.</p> |
| Procurement process for waste treatment contracts | April 2018 | January 2019 | <p>Specification of disposal requirements and writing of tender documents.</p> <p>OJEU-compliant procurement process: invite to tender, evaluation of tenders, standstill period, tender award (4 months).</p> |
| Communications campaign for garden waste collection service (continues after roll out) | July 2018 | October 2018 and beyond | Promotion of garden waste collection service and early subscription and incentive period. |
| Sign up garden waste customers | September 2018 | Ongoing | |
| Launch garden waste service | October 2018 | | |

| | | | |
|--|---------------------|-------------------------|---|
| Communications campaign begins plastics collection (continues until after roll out) | September 2018 | January 2019 and beyond | Promotion of plastics recycling and when to be introduced. Explanation of new blue bin, when due to be delivered, when to use. Engagement campaign. |
| Residual (180 litre) bin delivery to residents | September 2018 | January 2019 | Roll out can commence at the same time as production to save stockpiling of bins. |
| Go-live for commencement of collection of plastics in the recycling stream Commencement of new recycling disposal contracted. | End of January 2019 | | |

8.2 A comprehensive communication plan detailing all aspects of communication of the changes will be required and has been scheduled into the project delivery plan and will include:

- Communication of changes;
- Engagement with residents and communities;
- Promotion and marketing of garden waste service;
- Promotion of home composting; and
- Education of waste minimisation, increased recycling and details of the services

8.3 A range of different options will need to be used to maximise publicity and customer engagement and participation in recycling. This will include traditional media routes, social media and also face to face engagement with those parts of the Council's administrative area where there is likely to be greatest impact in changing behaviour and increasing recycling. Face to face engagement will be the most resource intensive and additional staffing resources will be needed to undertake this role as this does not currently exist within the Council's Waste Management services team. Whilst a low number of respondents to the consultation (4%) felt that face to face communications was their preferred method of communications, it is likely that a small number of this type of event will be necessary to engage fully in some areas.

8.4 The Assistant Director of Community Safety and Street Scene, the Head of Street Scene Services and the Waste Manager will be responsible for implementing this decision.

9. Risks and Mitigation

9.1 The key risks for implementation of the changes are set out below:

| Risk | Mitigations |
|--|--|
| Reputational risk if the changes are not implemented effectively | Deliver changes on a phased approach; Provided dedicated project management support; Develop detailed implementation plan; Set up project board to monitor delivery; and Undertake a comprehensive communication exercise to ensure clarity and smooth transition. |
| Financial risk if insufficient residents sign up to subscription-based garden waste collection service | Develop communications and marketing strategy; Publicise new service; Set up dedicated engagement/sales team; Ensure processes established to provide excellent customer experience at sign up stage; and Decommission service if insufficient take up. |
| Procurement risks associated with procurement of: <ul style="list-style-type: none"> • Bins; • New disposal contracts if plastics collection included; and • Vehicles | Soft market testing has been undertaken which suggests there are suppliers who would be interested in providing a disposal service which includes plastics; Commence procurement process early; If procurement process slips for new disposal contract, existing contract would require appropriate notice to terminate; Set up project team with all relevant specialists to deliver procurement including accessing external support if required; and Only place orders for minimum number of garden waste bins to avoid over supply if service take up does not reach anticipated levels. |
| Supplier unable to deliver the quantity of bins in the required time period | Utilise alternative suppliers and frameworks. Use standard common bins. |
| Recycling markets collapse | Consider risk sharing in the procurement of recycling contracts. Investigate the feasibility of shared material recycling facilities with South Yorkshire Councils. |
| Recycling rates may decrease and fly tipping will increase | Local authorities that have introduced chargeable garden waste collection service have not seen a significant increase in fly tipping and recycling may go down by about 1.7%. |

| Risk | Mitigations |
|---|--|
| | <p>The Council will continue to deliver a strategy to prevent fly-tipping where it occurs, through the robust use of enforcement powers, and the use of CCTV to support this.</p> <p>Promoting the benefits of the services and encouraging more residents to sign up for the subscription-based garden waste collection service and increasing recycling of other waste materials, will also help to mitigate. The Council could also promote home composting but, if it were to offer free or discounted compost bins to residents, this would be an additional cost (average cost of compost bin is estimated to be £20) for the Council.</p> |
| The new changes may not comply with statutory requirements for recycling | A new self-assessment would be conducted to ensure the proposals are compliant with TEEP regulations. |
| Household waste recycling centre may not cope with residents using it for garden waste and potential traffic issues at facilities | Early engagement with contractor to plan for the changes and review traffic management arrangements and more publicity to inform residents. |

10. Financial and Procurement Implications

- 10.1 Within the revenue budget agreed by Council on 28th February 2018 annual revenue savings of £1.383m from 2019/20 have been agreed in respect of a review of waste collection services. In addition the Council also agreed that £965k of additional Council Tax income generated from a 1% increase be earmarked for the introduction of the kerbside collection of plastic waste, giving an ongoing net savings requirement of £418k.
- 10.2 A summary of the annual revenue implications of the 4 options considered is shown above in section 7.0, with a more detailed breakdown shown in appendix 2. All information is based on the first full year of operation of the new service i.e. 2020/21 and figures quoted are based on the difference to the current cost of waste collection and thus can be easily compared with the £418k savings requirement.
- 10.3 Total capital costs for vehicles and bins are estimated at £5.54m. This sum needs to be added to the capital programme funded by the service as revenue prudential borrowing costs.
- 10.4 It should be noted that there is potential future risk to the Council in respect of the volatility in recycling markets for plastics, paper and card in the light of the Chinese decision on imports of these materials and a lack of infrastructure for plastics recycling. This is a national issue which will impact on all councils.

- 10.5 The recommended option is to introduce a two stream recycling service which includes the collection of plastic bottles, pots, tubs and trays as a minimum from the outset, but will continue to work with contractors to expand the range of plastics that can be recycled, should markets develop. This will be introduced alongside smaller 180 litre bins for residual household waste. The required budget saving will be delivered in 2019/20 with the full saving of £550k i.e. £132k greater than that required as part of the Council budget, being delivered from 2020/21.
- 10.6 There are some initial one-off costs in 2018/19 arising from the implementation of the revised service. These are estimated at circa £440k and will be funded on an Invest to Save basis given that greater savings than those required, will be delivered on full implementation. This investment will be funded from corporate Council resources and thus will not impact on the agreed revenue budget. Although there is a potential risk that it may not be feasible to procure, mobilise and implement a replacement contract including disposal of plastics within this timeframe.
- 10.7 In addition to procurement of a new recycling waste disposal contract, there is a requirement to procure new garden waste bins and/or recycling bins/smaller residual bins. It is anticipated the procurement exercise and production of potentially 115,000 to 150,000 bins will take up to 7 months to complete.
- 10.8 Finally, procurement will be required for the acquisition of the new fleet of waste collection vehicles. Following the determination of the vehicle specification, the tender process and the building of the vehicles can take anything between 12 to 18 months which will need to be factored into the implementation.
- 10.9 Following the decision and finalisation of requirements, the Procurement Manager will work with the Waste Management service area to investigate and identify the preferred procurement routes to market and the procurement process will be carried out in accordance with the Council's Contract Procedure Rules and to be compliant with the EU public procurement regime and any domestic UK procurement law.

11. Legal Implications

- 11.1 The Council is a waste collection authority with a statutory duty under the provisions of the Environmental Protection Act 1990 (as amended) (EPA) to arrange for the collection of household waste in its area. The statutory duty does not prescribe the method of collection of household waste. The Council can consider options, therefore, in terms of the type and frequency of collections that are made available in the Borough.
- 11.2 Under Section 46(4) of the EPA, the Council has specific powers to stipulate:
- the size and type of the collection receptacles;
 - where the receptacles must be placed for collecting and emptying;
 - the materials or items which may or may not be placed within the receptacles.
- 11.3 Also pursuant to the EPA, the Council must make arrangements for the collection of at least two types of recyclable waste together or individually separated from the rest of the household waste.

- 11.4 Further the Controlled Waste Regulations 2012 gives waste collection authorities the power to charge for the collection of garden waste.
- 11.5 This reports sets out how the Council, taking into account the responses to the consultation, proposes to make arrangements which discharge the duty referred to above and also exercise the power to charge for the collection of garden waste.

12. Human Resources Implications

- 12.1 It is anticipated that any staff reductions in relation to the garden waste collection service (green bin collection) will be achieved through the ending of temporary posts.
- 12.2 Operational changes required by the service e.g. changes to staff shift patterns (i.e. 4 day working week), hours of working, duration of working day and/or other changes to working arrangements will be undertaken in full consultation with employees and Trade Union representatives.

13. Implications for Children and Young People and Vulnerable Adults

- 13.1 There are no implications for Children and Young People, however, there may be implications for vulnerable adults and appropriate action will be taken as outlined below.

14. Equalities and Human Rights Implications

- 14.1 A full equality impact assessment has been undertaken (see appendix 3) and there is the potential that the elderly and people with a disability may be affected in moving the bins due to mobility constraints. To mitigate this, the Council will continue to provide assistance to such residents via its assisted domestic waste collection policy.
- 14.2 For residents where English is their second language, and for those who have difficulty reading or understanding written information, this can be mitigated by putting a sticker with pictograms on bins, showing what can and cannot go in each bin. In addition to this, additional resources will need to be allocated to the Council's Waste Management team to provide outreach visits to community groups and households supported by the Council's Communications Team. Messages will be available to all using a range of media appropriate to the target audience.
- 14.3 Targeted support will be provided in specific communities to assist with the transition and ensure a sustainable improvement in recycling rates. Currently there are a number of households across some communities that do not fully comply with the requirements of the existing waste collection service determined by the Council. It is proposed that a range of options, including face to face engagement, needs to be developed early in the implementation phase to assist householders living in these areas to more easily achieve good levels of recycling performance.

15. Implications for Partners and Other Directorates

- 15.1 There are likely to be implications for the Council's Housing Service relating specifically to tenants in flats and sheltered housing schemes. Officers are working collectively to identify all the issues and develop appropriate solutions on an estate/dwelling basis.
- 15.2 The introduction of plastics to the kerbside waste collection service affects the waste tonnage and its composition being supplied to the residual waste disposal PFI contract which is due to continue until mid-2040. It may qualify as a "Significant Collection Change" under the PFI contract and as such the PFI contractor (3SE (Barnsley, Doncaster & Rotherham) Limited and its operator Renewi UK Services Limited), DEFRA (as the awarding authority for the Waste Infrastructure Credits that subsidise the PFI project), Barnsley MBC and Doncaster Borough Council will need to understand and determine the impacts of the plastics collection as a change which may affect the PFI contract. The Council has begun to engage with DEFRA and the PFI contractor informally around our proposals and will engage formally once the proposal is agreed.
- 15.3 The introduction of a kerbside collection for plastics to improve recycling does have potential impact on the residual waste PFI contract. The PFI project is jointly and severally entered into with a PFI contractor by Barnsley MBC, Doncaster Borough Council and the Council, who have themselves entered into an Inter-Authority Agreement (the IAA) that governs their relationship and decision making between themselves as it affects the performance of the PFI project.
- 15.4 Where any of the IAA parties e.g. the Council has an idea which may affect the PFI project operation they should table an "operational change" summary for the other IAA parties to consider. Some or all may be supportive. If a unilateral decision is made to proceed with an "operational change" that has a detrimental effect on the PFI contract which could then flow back to require compensation to be paid to the PFI contractor then the proposing IAA party is responsible to protect each other IAA party from loss (by way of an uncapped indemnity).
- 15.5 As an example the "operational change" for plastics recycling may be a "Significant Collection Change" under the PFI contract that could require trials to be conducted. The impact could be to shift the waste composition and its potential calorific value, when residual household waste is converted into fuel for burning at a thermal power station which is optimised for a "firing diagram" for a range of calorific value. Outside the design/operational range the fuel may be rejected so could affect the PFI contractor's commercial and operational performance
- 15.6 If there are material changes to the PFI contract which compromise the recycling performance against pre-set targets or vary the PFI project materially then DEFRA may be entitled to withdraw some or all of the Waste Infrastructure Credits which support the PFI project. DEFRA have indicated they do not require a variation business case to the original PFI project final business case but there is always an ability to ask for further justification.

- 15.7 However, the Council believes that the proposed new waste arrangements provide mitigation to any potential impact on the contractor and the risk to the PFI contract is therefore low. Firstly the the removal of plastic from the residual waste stream may reduce costs at the PFI facility and therefore provide better value for money. Secondly, the introduction of kerbside plastic recycling will increase the Council's overall recycling rate and provide better value plastic into the market, which will militate against the volatility within low-value recycling markets. Finally, the Council believes it would be not in keeping with DEFRA's own priorities, or the South Yorkshire Strategy for the Council to suffer any contractual financial detriment for introducing kerbside plastic recycling, when the other authorities in the BDR Partnership already have it in place.
- 15.8 Since the proposed waste collection service is involving several new procurement exercises (plastics recycle offtakes contract, bin supply and vehicles supply etc.) there will be legal implications in supporting the service, procurement and HR teams in delivering the new contracts and any staffing consequences.
- 15.9 A revised TEEP assessment may be required to assess the revised waste collection service against the TEEP criteria. This will require legal team support.
- 15.10 The garden waste collection service invoicing for the subscription-based service will require consideration of data handling and information security, potentially on the same terms as existing Council arrangements, unless a bespoke arrangement is prepared.

16. Conclusion

- 16.1 The proposals in this report set out the Council's direction of travel regarding waste collection services. The consultation exercise revealed a number of areas where the residents of Rotherham felt that the Council needed to revisit its original proposals for the waste collection service. Specifically, residents felt that a kerbside collection of plastics should be introduced.
- 16.2 The Council has considered the feedback carefully from residents and partners and the recommendations in this report reflect this. The changes will deliver financial and environmental benefits for the Council and residents across its administrative area as well as future proofing the Council's waste collection service from any further changes that may arise from changes to government policy or locally such as population and accelerated economic growth. The proposals also go some way to bringing the services in line with the other South Yorkshire local authorities who partner the Council in delivering the residual waste disposal PFI contract and other joint waste management service contracts as well as delivering consistently with the objectives of the South Yorkshire Municipal Waste Strategy.

17. Accountable Officers

Tom Smith, Assistant Director – Community Safety and Street Scene

Approvals obtained on behalf of:-

| | Named Officer | Date |
|---|----------------------|-------------|
| Strategic Director of Finance & Customer Services | Graham Saxton | 26.03.2018 |
| Assistant Director of Legal Services | Dermot Pearson | 05.03.2018 |
| Head of Procurement (if appropriate) | Louise Hayter | 16.02.2018 |
| Head of Human Resources (if appropriate) | John Crutchley | 26.02.2018 |

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