

Public Document Pack

Officer Decision Making

Tuesday, 16th July, 2013
at 2.30 pm

PLEASE NOTE TIME OF MEETING

Office of Interim Director of Environment
and Economy

This meeting is not open to the public

Decision Maker

Interim Director of Environment and Economy

Contacts

Democratic Support Officer

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AGENDA

Agendas and papers are available via the Council's website

1 IMPLEMENTING HOUSEHOLD GLASS COLLECTIONS FOR RECYCLING

Report of the Development and Performance Manager, setting out the proposed kerbside mixed glass collection service for households across Southampton and requesting delegated powers for the Head of City Services to implement this new service from October 2013, attached.

Monday, 8 July 2013

HEAD OF LEGAL, HR AND DEMOCRATIC SERVICES

Agenda Item 1

DECISION-MAKER:	INTERIM DIRECTOR FOR ENVIRONMENT AND ECONOMY		
SUBJECT:	IMPLEMENTING HOUSEHOLD GLASS COLLECTIONS FOR RECYCLING		
DATE OF DECISION:	16 JULY 2013		
REPORT OF:	DEVELOPMENT AND PERFORMANCE MANAGER		
<u>CONTACT DETAILS</u>			
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STATEMENT OF CONFIDENTIALITY			

BRIEF SUMMARY

The purpose of this paper is to set out the proposed kerbside mixed glass collection service for households across Southampton and to request delegated powers for the Head of City Services to implement this new service from October 2013.

This new service will be funded by monies received from the Weekly Collection Support Scheme (WCSS) award, which is allowing us to improve our current services. The implementation of glass collections will help increase the City's recycling rate and make it easier for our residents to recycle their glass bottles and jars, especially for those who find it difficult to get to a glass bank.

RECOMMENDATIONS:

- (i) To implement community glass collection recycling points for flats and surrounding areas in phase 1;
- (ii) To implement a glass collection scheme for houses, apart from the central Southampton area (this would exclude parts of SO14, SO15 and SO17 postcodes), in phase 2;
- (iii) To implement glass collections for remainder of houses (parts of SO14, SO15 and SO17 postcodes), which includes the city centre, in phase 3. It is intended to implement glass collection recycling points for flats in phase 1,
- (iv) To authorise the Head of City Services, on behalf of the Director of Environment & Economy as the delegate, and following consultation with the Cabinet Member for Environment & Transport, to undertake any work necessary within approved budgets and subject to compliance with Contract and Financial Procedure Rules to deliver the implementation of the glass collection service outlined in this report.

REASONS FOR REPORT RECOMMENDATIONS

1. In November 2012, the Council was informed that it would receive funds from the Department for Communities and Local Government (DCLG) to retain weekly collections until 2017. Included in the bid was funding to introduce

kerbside collection of glass.

2. To increase the City's recycling rate, which is currently 26%. Glass recycling will enable us to increase our recycling rate by approximately 5%.
3. Feedback from residents informs us that they would like to be able to recycle glass from the kerbside.
4. Glass is a major factor in the contamination of recycling collected via the blue lidded recycling bins. Collecting glass separately will improve the quality of our recyclates and increase the income we receive from the sales of recycling materials.
5. Removing glass from residual waste collections will reduce waste disposal costs.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

6. Implementing glass collections was part of the funding we received from the WCSS. Not implementing glass collections carries a significant risk in relation to receiving future payments.
7. The alternative is to maintain the current arrangement of residents taking their glass for recycling to glass banks at various locations across the city. This would not increase the number of people recycling or reduce the amount of glass in the residual waste collection or reduce contamination of recycling.

DETAIL (Including consultation carried out)

8. The proposed new glass collection service is based on market research, the experience of other local authorities, industry experts and feedback from local residents involved in the pilot, which took place in Polygon. The service is being designed with a flexible approach to take account of property type and location to ensure maximum uptake by residents.
9. It is intended that boxes will be used to collect glass from most houses in the city and small recycling banks and wheeled bins will be used for flats, parts of the City with high concentrations of houses of multiple occupation (HMOs) and for properties with certain access restrictions.
10. It is also proposed to replace the large noisy, steel glass skip recycling banks (located in council and supermarket car parks) around the city with the smaller banks that are more attractive, quieter to use and more cost effective to empty.
11. The glass collection service to households will be rolled out in three phases commencing in October 2013 with full roll out complete by Summer 2014. This end date will not cause problems with WCSS performance or payment issues as glass implementation costs are spread throughout the WCSS funding period.
12. A phased introduction is necessary due to complexities around supplier capacity, space to store containers, vehicle procurement, making effective use of staff resources and managing customer engagement and feedback. For these reasons it would not be possible to implement phases 1, 2 and 3 at the same time.
13. Phase 1 will be the roll out of glass collections to flats and HMOs at the end of October 2013. This will involve locating community glass recycling points (a small glass recycling bank or wheeled bin) at locations within or near to flats and HMOs, where there is appropriate space. The service is currently

undertaking a GIS based property audit across the city to identify locations for community recycling points. This timescale also ensures a supplier has time to build the small banks and make sure they have noise reducing adaptations.

14. Phase 2 will be the roll out of kerbside glass collections to houses, apart from the central Southampton area (this would exclude parts of SO14, SO15 and SO17 postcodes). Residents will be provided with a plastic box with handles, which will be emptied every two weeks alongside their existing collection of dry mixed recyclables (DMR). Phase 2 should commence in January 2014 and be rolled out across the city by the end of March 2014.
15. Phase 3 will be the roll out to houses, in the central Southampton area. The central and city centre area presents particular challenges with the introduction of the glass collection service due to high numbers of Houses of Multiple Occupancy (HMO), areas of high density housing and a lively night-time economy. Phase 3 will be implemented during June to August 2014 which will enable us to learn from the phase 1 and 2 roll out in other parts of the city and allow time to consider the challenges of this particular location. It is important that collections are right for the area and it is likely that they will comprise of a mixture of community recycling points and kerbside collections using boxes and wheeled bins.
16. The pilot of glass collections focused particularly on the Polygon area and finished on 18 June 2013. The trial will be extended at the end of June to another area of the city, which includes a number of flats in order to test collections in a part of the city, which is outside of the central area. The purpose of the trial was to evaluate the impact of potential anti-social behaviour and the presentation of glass containers for collection, to assess the types of containers including options for use of a smaller container for residents with mobility issues, to consider start times for glass collection to avoid containers being left over night and to trial community recycling points for HMOs and flats. The pilot will enable the service to design out any problems that might occur so that the new service is as safe and efficient as possible. Initial feedback from residents is positive and all those responding would continue to use the glass bank and the majority with kerbside boxes had no problems with moving the box. Further evaluation of the pilot will be used to develop the service, the information available to residents, branding and the communications plan.
17. Glass collections will be funded by WCSS until 31 March 2015. Thereafter the service needs to be self sustaining and funded by income from glass sales and avoided waste disposal costs. The most cost effective way to collect glass is alongside the existing DMR collections by using a split bodied vehicle, which will be procured. It is simpler and easier for residents to have collections on the same day for both glass and DMR.
18. With the launch of a new service it is important that a clear and robust communications campaign is developed to enable glass collections to take place safely and establish the right behaviours from our residents. Containers will be clearly branded and easily associated with glass collections. This will be part of an overarching campaign to Recycle for Southampton. This is a strand of the council's overall waste transformation programme and will build on national branding, the use of digital communications and social media to help ensure residents have access to

the right level of information in order to change behaviours and at the same time increase the Southampton's recycling rate.

19. It is proposed that the SCC commercial waste recycling service to the city's business community will be expanded by the introduction of a chargeable glass recycling service which will enable greater efficiencies through the coordination of joint collections and maximised use of vehicles.
20. The introduction of glass collections requires careful consideration of health and safety issues, especially in terms of noise and manual handling. The collection of glass is noisier than the collection of recycling/household waste and broken glass is a hazard. These issues will be addressed through staff working groups and in consultation with the Unions and HSE as necessary to mitigate any risks identified and ensure appropriate hearing, hand and eye protection is in place. Health surveillance for staff will be required along with ensuring appropriate equipment is provided to reduce the impact of noise. Training for manual handling will be refreshed.

RESOURCE IMPLICATIONS

Capital / Revenue

21. All start up and operating costs for the new glass collection service will be provided by the WCSS fund until 31 March 2015. This equates to £845K of capital to purchase collection vehicles, collection boxes and banks. This is also supported by £1,699K in revenue to publicise the scheme and fund collection costs. It is proposed to use the WCSS fund to maximise take up of the scheme in the first two years to enable it to become self funding in future years from income and avoided disposal costs.
22. It is estimated that by collecting glass in the manner described, the additional cost of the mainstreamed service from 1 April 2015 is anticipated to be offset by increased income from recycled glass and other DMR plus reduced costs from avoided waste disposal costs. From 1 April 2015 onwards this would be a sustainable service, subject to overall budget considerations.

Property/Other

23. It is intended to use a framework agreement to purchase the containers (boxes / wheeled bins) to achieve best value for money. Options are currently being reviewed on the options available to purchase small banks and the best procurement route. No property implications are identified however, it is possible that minor landscape work, funded by the WCSS may be required for some community glass recycling points in parts of the city.

LEGAL IMPLICATIONS

Statutory power to undertake proposals in the report:

24. The Council has a statutory duty to collect household waste in accordance with s.45 of the Environmental Protection Act 1990 ('EPA'). The Council has the power to require residents to separate out specified classes of household waste for recycling, including glass in accordance with s.46 of the EPA. The Council can specify the type of receptacle to be used, the manner of collection, the timing of collection and the items that can be placed in any such receptacle together with the appropriate charge for such collections where appropriate. Failure to comply with the Council's requirements in this regard may be subject to education and enforcement action as appropriate

and, ultimately to either a fixed penalty fine or prosecution in the magistrates' courts for non compliance.

Other Legal Implications:

- 25. In proposing revised arrangements for the collection of glass the Council is required to have regard to the provisions of the Equalities Act 2010 and s.17 of the Crime & Disorder Act 1998. Considerations include work to reduce noise, to make collections two weekly to avoid the build up of glass and to change collection times where appropriate in parts of the City as well as build in flexibility on the type of receptacle used in specified areas to tackle potential anti-social behaviour hotspots.

POLICY FRAMEWORK IMPLICATIONS

- 26. These proposals support the Council's policy framework.
- 27. The waste management policy will need to be reviewed and refreshed to take account of this new service and other changes to the service under the waste transformation programme, which is intended to be completed by November 2013.

KEY DECISION? Yes

WARDS/COMMUNITIES AFFECTED:	All wards
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SUPPORTING DOCUMENTATION

Appendices

1.	None
2.	

Documents In Members' Rooms

1.	None
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Equality Impact Assessment

Do the implications/subject of the report require an Equality Impact Assessment (EIA) to be carried out.	Yes
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Other Background Documents

Equality Impact Assessment and Other Background documents available for inspection at:


Title of Background Paper(s) Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)

1.	None	
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Equality Impact Assessment

EIA No:

Portfolio Ref:	
	IMPLEMENTING HOUSEHOLD GLASS COLLECTIONS FOR RECYCLING
Brief Service Profile	The waste collection service has an operating budget of £3.481 million made up of £7.056 million in costs minus £3.575 million in income and has a staffing level of approx 135. The service provides waste collection services to the 100,720 households in Southampton comprising weekly waste collections, fortnightly recycling and fortnightly chargeable garden waste collections plus a chargeable bulky waste collection service. The service also operates a chargeable trade waste and skip waste service for business and residents. The service also provides collection services for the councils housing services comprising clearing voids and removing excess waste. Glass is a new material that residents can recycle from the kerbside.
Summary of impact and Issues	A kerbside mixed glass collection service will be implemented for households across Southampton. It is intended that 38 litre boxes will be used to collect glass from most houses in the city and small recycling banks and wheeled bins will be used for flats, parts of the City with high concentrations of houses of multiple occupation (HMOs) and for properties with certain access restrictions. The glass collection service to households will be rolled out in three phases commencing in October 2013 with full roll out completed by Summer 2014. A pilot of glass collections focused particularly on the Polygon area has taken place. The purpose of the trial was to evaluate the impact of potential anti-social behaviour and the presentation of glass containers for collection, to assess the types of containers including options for use of a smaller container for residents with mobility issues, to consider start times for glass collection to avoid containers being left over night and to trial community recycling points for HMOs and flats. The pilot will enable the service to design out any problems that might occur so that the new service is as safe and efficient as possible.
Potential positive impacts	Glass recycling will enable us to increase our recycling rate by approximately 5%. Feedback from residents informs us that they would like to be able to recycle glass from the kerbside. Collecting glass separately will improve the quality of our recyclates and increase the income we receive from the sales of recycling materials.
Responsible Service Manager	Gale Williams, Development & Performance Manager
Date	20/06/13
Approved by Senior Manager:	Jon Dyer-Slade, Senior Manager City Services
Signature	
Date	20/06/13

POTENTIAL NEGATIVE IMPACT

Portfolio Ref	Brief description of proposal	EIA Ref:
	IMPLEMENTING HOUSEHOLD GLASS COLLECTIONS FOR RECYCLING	
Impact assessment	Details of impact	Possible Solutions
Age	Resident has difficulty with the weight or the size of the glass collection container.	Smaller containers can be provided that are lighter to move and assisted collections would be provided in the same way they are for other domestic waste types.
Disability	Resident has difficulty with the weight or the size of the glass collection container.	Smaller containers can be provided that are lighter to move and assisted collections would be provided in the same way they are for other domestic waste types.
Gender reassignment		
Marriage & Civil partnership		
Pregnancy & maternity	Resident has difficulty with the weight or the size of the glass collection container.	Smaller containers can be provided that are lighter to move. A temporary assisted collection could be provided in the same way they are for other domestic waste types.
Race	Resident has difficulty in understanding how the glass glass scheme operates due to language barrier.	Information will be provided in a pictorial form in simple to understand format. Information would be provided in different languages if it was helpful
Religion or belief		
Sex		
Sexual Orientation		
Community Safety	Broken glass on the highway and glass containers left on pavements on key walk home routes in the city centre.	A pilot will enable the service to design out any problems that might occur so that the new service is as safe and efficient as possible. If an anti-social behaviour problem arises, a change in the way glass is collected either at commencement of the collection service or during the course of its ongoing delivery, would result in adaptations to the service.
Poverty		
Other significant impacts	Impact of noise during collection process.	A 38 litre box in size is recommended by HSE to avoid lifting injury to crews. Noise deadening modifications in relation to containers and vehicles are being developed to reduce the impact of noise on the local environment. Health surveillance for staff will be required along with ensuring appropriate equipment is provided to reduce the impact of noise. Training for manual handling will be refreshed.