

NORTH LANARKSHIRE COUNCIL

REPORT

To: REGENERATION AND ENVIRONMENTAL SERVICES COMMITTEE		Subject: WASTE MANAGEMENT OPERATIONAL PLANNING REQUIREMENTS 2015 - 2017
From: HEAD OF ENVIRONMENT AND ESTATES		
Date: 27 JANUARY 2015	Ref: KW/HM	

1. Purpose of Report/Introduction

1.1. The purpose of this report is to advise Committee on operational performance since the introduction of the alternative working patterns in April 2014, to advise of the current levels of recycling being achieved, and to outline proposals which are intended to further improve front line recycling performance, achieve national targets, and secure best value for the Council.

2. Background

- 2.1. The Environmental Services Committee of 29 October, 2013 approved a report which gave a strategic overview of how the Council should address legislative demands, and required the Head of Environment and Estates to provide further proposals on how recycling could be increased to meet national targets, whilst ensuring costs are minimised.
- 2.2. Recently published figures show that North Lanarkshire Council recycled 43% of the 170,000 tonnes handled in the year to March 2014, falling short of the target 50% as required by the Scottish Government under the Zero Waste Plan. The overall performance for Council's as a whole in Scotland was 42.3%.
- 2.3. The option for financial penalties on Councils which do not meet their allocations of the target overall remains on statute and could be applied if the Minister feels this is appropriate.
- 2.4. Whilst the schemes currently operating are maintaining a level of recycling which is consistent with other Councils, it is apparent that in themselves they will not achieve the further 7% rise to meet the 50% rate.
- 2.5. Waste Analysis shows that significant amounts of glass remain within the residual waste stream in North Lanarkshire (18% of the mass), when compared to Councils which have provided glass collection systems (3-7% of the mass). Councils which operate glass recovery in addition to their other schemes therefore achieve higher rates of recycling.
- 2.6. The Clyde Valley Initiative, which is working towards a solution for residual waste, from 2019 will deal with the Council's tonnage, and it is important to minimise this as far as possible prior to that date, to secure the lowest possible cost of using that facility.

3. Proposals/Considerations

3.1. The proposal now being presented to Committee seeks approval of a progressive change to the means by which we currently operate, to allow all residents and businesses to fully engage with all our recycling activities, and in so doing drive material from the residual waste bins into the recycling schemes.

- 3.2. The overall hierarchy of Reduce, Reuse and Recycle will remain key to overall strategy, with ongoing doorstep minimisation campaigns, and re-use systems, as evidenced by recent initiatives such as the recent bike recycling collaboration with the Community Recycling groups.
- 3.3. It is proposed that the weekly food waste and fortnightly summer garden waste services continue without any change to the current set up. These systems are maintaining good rates of recycling, and other than providing householders with continued prompts to maintain and promote participation, it is not proposed to alter them at this time.
- 3.4. There are no proposed changes to both the Special Uplift Service and the operations of the Household Waste Recycling Centres, although it should be noted that the recent award of contracts in these areas is likely to improve recycling rates from both of these streams.
- 3.5. Flatted properties, which make up around 31,000 over the overall housing serviced within the Authority, will continue to have tailored schemes such as bulk bins provided so that they can participate in the schemes and it is proposed where possible, to continue to expand areas such as food waste collection, in due course.
- 3.6. It is however proposed that the remaining services, Blue Bin (Commingled Dry Recyclate), Glass and Residual waste are altered in a progressive manner, over an 18 month period from October 2015, as follows:
- a) Expansion of the current 24,000 house, mixed glass system which will recover the glass fraction currently lost to the residual bins. It is anticipated that if glass is recovered in the same proportion as other Council's currently achieve, as outlined at paragraph 2.5 above, an immediate increase of 3-4% on the current 43% is possible. This will require providing an additional 96,000 households with 240 litre bins for glass collection, resulting in a total of 120,000 across the area. It is proposed that this expansion would be effective from October 2015.
 - b) It is proposed that the glass collection service will operate to a four weekly cycle from October 2015 until April 2017 when further realignment will take place. This is the frequency of uplift currently provided to the 24,000 households which already have the glass service, and has operated to this frequency since 2005.
 - c) From April 2017, realign all blue bin, glass bin and residual bin waste collections, taking account of the fact that householders will then have additional capacity, to provide collections over a three weekly cycle. Appendix 1 provides detail of the frequency and types of material to be captured in the three bins that would then be present at all households. It is proposed that this realignment would be effective from April 2017.
 - d) The designated contents of each of the bins will also be altered at this time, with glass, metal and plastic proposed for one bin, paper and card for the second bin, and residual waste for the third.
 - e) This proposed segregation has several advantages. It meets the requirements of the EU Waste Framework Directive, which has effectively banned commingling of paper and glass on quality issues. It provides a spread of material over the three bins, such that no one stream is likely to be so overloaded as to be incapable of lasting over the proposed three week cycle. It separates materials such that there is little likelihood of contamination issues, which can lead to costly rejection of material, and the mix of glass, metal and plastic is capable of being readily sorted by processors, therefore the gate fee for this stream will be much lower.
- 3.7 It is proposed that an external provider be sought for the glass collection service from October 2015 until April 2017. The reasons for this approach are both technical and operational. The current fleet operated by the Council is not of the configuration required to

provide glass collection, being rear loading and compaction in nature, whereas glass ideally is lifted using non compaction and top loading vehicles. To procure such vehicles for short term operation would involve costly leasing break costs as they will not be required after April 2017 when the glass would be commingled with metal and plastic. The use of an external interim provider also negates the need to recruit on short term contracts, and avoids potential TUPE considerations with the existing service provider, currently operating the 24,000 house element for the Council.

- 3.8 From April 2017 the external provision of the glass service would cease, and the glass would be collected as part of the integrated three weekly cycle proposed. There is potential for efficiency savings at that time as a result of this development.
- 3.9 The proposals have been discussed in outline with officers from both Zero Waste Scotland and Scotland Excel, who have indicated that they are sustainable, and in keeping with the general thrust of national policy. Scotland Excel already have in place framework contracts which will make the purchasing of bins in particular more efficient, and therefore achievable in the timeframes should this be approved. It is also of note that several Councils have already embarked on three weekly collection cycles, Falkirk and Fife being two, and that Edinburgh City are looking at the reducing residual capacity of bins as a means of ensuring the recyclable fractions end up in the correct stream rather than in the residual bin.
- 3.10 It is fully recognised that these proposals will require the full range of communications available to the Council. Zero Waste Scotland have already indicated that they would be willing to consider providing staff short term, who are fully trained in such work, to enhance our approach. The methods which would be used include, but are not limited to the following examples, which have been used successfully in previous exercises:
- a) Initial leafleting to outline basic principles of what is proposed, followed by second leafleting giving a greater level of detail and advice;
 - b) These leaflets will also include the timetable for introduction and invitations to public meetings for discussion to take place and advice given;
 - c) Vehicle livery, council premises and banner advertising will be provided with suitable advertising of the message and contact information;
 - d) Working with the Corporate Communications Team a media plan will be created which will ensure continuous distribution of the message, in multiple formats, to ensure public knowledge of the system is enhanced;
 - e) Full training of key staff within operational depots, contact centres, First Stop Shops and other outlets to ensure consistency of the message; and
 - f) Reinforcement of the crew requirement to ensure that bins are visually checked for contamination of specific waste streams, with appropriate recording, reporting, and where necessary rejection of bins, all in accordance with the previously approved Contamination Policy of October 2013.

4. Corporate Considerations

4.1. Financial Considerations

4.1.1 The financial impacts of these proposals have been discussed fully with relevant Officers from that Section and there are three main elements:

- a) The initial one off cost of providing containers to the 96,000 properties, which it has been agreed can be met from earmarked reserves and will be in the region of £2m,
- b) The cost of the interim glass collection service, which is estimated will be in the region of £550,000, (net of any income received by the contractor for the sale of the glass collected), with the final cost being dependent on the outcome of the procurement

exercise, and

- c) The financial saving resulting from avoidance of the landfill gate fee and tax payable on the material currently, as it is in the residual waste stream, estimated to be in the region of £680,000. This is based on the current gate fee avoided in the region of £100/tonne but it should be noted that as landfill tax rises the cost avoidance of the proposal also increases.

4.1.2 The glass diverted from residual currently has a market value, estimated in the region of £70,000. This material can be offered to an external processor directly by the Council, or through the service provider, the eventual method chosen during procurement will be the one which secures best value for the Council, whilst minimising risk, as the value can vary significantly over time, and returns can therefore be volatile.

4.1.3 The proposals as outlined have no negative financial impact in terms of the 2014/15 and 2015/16 efficiency savings already identified as being required of the Waste Management Section of Environment and Estates. This does however offer potential for further savings to be achieved from 2017/18, when the external glass service will no longer be required.

4.2 Human Resource Considerations

4.2.1 The proposal has no impact on overall levels of staffing within the section in both the short and longer term. The interim external provision of the service over 18 months avoids the need for fixed term contract employees, and also potentially addresses any TUPE concerns that may arise from the existing service provider.

4.2.2 It is proposed that the interim external service ends in April 2017, the glass service then integrating with the existing in house provision, there are therefore no overall job losses as a result of the proposals.

Other Corporate Considerations

4.3.1 The proposals outlined will have a positive benefit overall in terms of Sustainability and the Council's Carbon Commitment Reduction,

4.3.2 The proposals are also consistent with the context of the aspirations of the Zero Waste Plan, and will adhere, or enhance the Council response, to the conditions of the Single Outcome Agreement,

4.3.3 The proposals will afford local business with access to services which are coordinated and fully compliant with their responsibilities, in terms of the Zero Waste (Scotland) Regulations 2012, which requires they ensure segregation of material at their premises,

4.3.4 The overall proposal will provide the Clyde Valley Residual Project with a stable and secure tonnage, which can be used as the basis for design and build of the designated waste facility being considered, well in advance of its scheduled start in 2019. The recyclate will then have been separated as far as practicable from the residual waste which heads to the facility, therefore minimising the need for pre treatment.

5. Recommendations

5.1. The Committee are asked to note the content of the report, which indicates that the Council performance for the year to March 2014 being 43%, whilst above the national average for

Scottish Councils of 42.3%, falls short of the 50% target which had been identified in the Zero Waste Plan, and in response:

- 5.2. notes and agrees the need for suitable expansion of current recycling schemes in order to address the current need to meet targets,
- 5.3. notes that levels of glass in residual waste in North Lanarkshire has been found after audit to be considerably higher than that in neighbouring Councils which have provided such schemes for this type of material, and therefore,
- 5.4. approves the proposal for the introduction of a glass bin service to a further 96,000 properties, by providing each household with an additional 240 litre container,
- 5.5. agrees that this service should commence in October 2015, subject to the appointment of an appropriate contractor, and continue until the end of March 2017,
- 5.6. agrees that the interim glass collections service be procured externally for reasons outlined,
- 5.7. agrees that after that time the collection system be altered such that a revised three weekly service be introduced,
- 5.8. agrees that as the external glass service will be integrated into front line services that this service therefore be terminated end of March 2017,
- 5.9. notes and approves of the proposed communication package necessary for ensuring public consultation on, and knowledge of the proposals, and the ongoing measures taken to reduce contamination and improve product quality.



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Local Government Access to Information Act: for further information about this report please contact Kenneth Wilson, Head of Environment and Estates on 01236 632655

Collection Frequency Template

	Week 1	Week 2	Week 3	Week 4	Week 5	Week 6	Week 7	Week 8
<u>Current -> Sep 2015</u> 140,000 Properties 140,000 Properties 24,000 Properties	Residual Food	Blue Food	Residual Food	Blue Food Glass	Residual Food	Blue Food	Residual Food	Blue Food Glass
<u>Oct 2015 -> Mar 2017</u> 140,000 Properties 140,000 Properties 120,000 Properties	Residual Food	Blue Food	Residual Food	Blue Food Glass	Residual Food	Blue Food	Residual Food	Blue Food Glass
<u>April 2017 onwards</u> 140,000 Properties 140,000 Properties	Residual Food	Blue 1 Food	Green Food	Residual Food	Blue 1 Food	Green Food	Residual Food	Blue 1 Food

Additional Notes

Flatted properties will continue to be serviced as existing, with recycling provision by street recycling bins (Node Units)

Food collections will be maintained as a weekly service

Garden Waste service will be maintained as a fortnightly collection March – November

Blue = Existing Co-mingled mix of all material except glass

Blue 1 = Contains Paper and card only

Green = Contains Glass Metal and Plastic