

**CYNGOR SIR POWYS COUNTY COUNCIL.**

**CABINET EXECUTIVE**

**9<sup>th</sup> October 2018**

**REPORT AUTHOR: County Councillor Phyl Davies  
Portfolio Holder for Highways, Recycling and Assets**

**SUBJECT: Green Waste Kerbside Collection**

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**REPORT FOR: Decision**

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**1. Summary**

- 1.1 Green waste is currently primarily collected in Powys via a network of Household Waste Recycling Centres (HWRCs) and Community Recycling (Bring) Sites (CRS).
- 1.2 Green waste is also currently collected along with the residual waste with chargeable orange sacks. This is not promoted as the material is sent for landfill and hence only used where residents have no alternative.
- 1.3 The provision of green waste banks at Community Recycling Sites is unique to Powys. As they are unmanned, they are unfortunately open to abuse from commercial gardeners using them illegally at the taxpayers expense and also to people using them to flytip other types of waste.
- 1.4 An alternative service is proposed where the CRS banks are removed and residents pay an annual charge (circa £35) for a wheeled bin collected fortnightly. This is a convenient service for householders and has proved very popular in other authority areas where it has been introduced.
- 1.5 Green waste is a specified waste type in the Controlled Waste Regulations 2012 for which a charge for collection can be made.
- 1.6 Whilst in itself this service would not generate a surplus, there would be savings in operating costs following the removal of the banks at Community Recycling Sites. The estimated reduction in cost would be £280k which will make a significant contribution to savings required under the Medium Term Financial Strategy (MTFS).
- 1.7 The facilities at the Household Waste Recycling Centres would remain for residents to take larger items of green waste. Residents would also have the option of composting at home.

## **2. Proposal**

- 2.1 It is proposed that a green waste collection service is introduced to all households on a chargeable basis. This would be on the basis of an annual charge (typically £35 per year) for a 240 litre wheeled bin collected fortnightly. The bin would be brown to distinguish it from the grey residual bin and of a larger size than the standard 180 litre residual wheeled bin.
- 2.2 This service has proved very popular in other authority areas as it provides a convenient method for residents to recycle their green waste. There are still some authorities providing a collection service free of charge but these are now in the minority with many now introducing a charge. Green waste is a specified waste type in the Controlled Waste Regulations 2012 for which a charge for collection can be made.
- 2.3 It is proposed that the green waste banks at Community Recycling (Bring) Sites are removed. These are unique to Powys as all other authorities only provide facilities at manned Household Waste Recycling Centres. The banks at the unmanned 'bring' sites are subject to considerable abuse, both by commercial gardeners illegally using them and also by unscrupulous people disposing of other material, such as DIY waste, which will contaminate the entire load which then needs to be sent for disposal.
- 2.4 With the removal of the green waste Banks at 'bring' sites, residents needing to recycle their green waste would either have to use the Household Waste Recycling Centres (of which there are five in Powys which would not be affected by this proposal) or pay for the collection service. In reality, very few residents use the bring sites without using a vehicle, and hence the cost of fuel is likely to outweigh the annual cost of the service.
- 2.5 The current arrangements where residents (with no other alternative available to them) can purchase orange sacks to be put out for collection with their residual waste would be discontinued as with this material being taken to landfill, it is not a sustainable service. Furthermore, it is unlikely that there would be demand for the orange sacks if an alternative chargeable service is introduced, where the green waste can be securely stored in a wheeled bin and collected more frequently.
- 2.6 With the introduction of a collection service and the removal of the green waste banks at bring sites, estimated savings of £280k would be achieved. It is estimated that the chargeable service itself would operate at a small loss (£18k), but the saving would be achieved through the reduction in operating cost of £298k to service the green waste banks.
- 2.7 The modelling that has been carried out shows that there would be a slight increase in overall green tonnage collected. This is critical if the

Council is to reach the Welsh Government Statutory Recycling Targets and avoid significant infraction fines.

- 2.8 A number of the Community Recycling Sites are looked after by a local group who do receive a small contribution for each tonne of material collected at the site. This has reduced over the years with the rationalisation of the facilities at the sites, but there would be an impact on these organisations. These agreements were set up many years ago prior to the introduction of the kerbside recycling service and the requirements of the Welsh Government.
- 2.9 It is proposed that a consultation exercise is carried out during November so that residents can have a say in how the service should be implemented.

### **3. Options Considered / Available**

#### **3.1 Option 1 – Do nothing – retain existing green waste banks at Community Recycling Sites along with orange sack collection system.**

This option would mean continuing with the existing service so there would be no change for the public. The green waste banks would continue to attract illegal traders and contamination which is a cost to the Council, as it is very difficult to manage an unmanned site. Savings would not be achieved as required under the MTFs.

#### **3.2 Option 2 – Introduce a chargeable green waste collection service, whilst maintaining the green waste banks at Community Recycling Sites.**

This option would provide residents with a convenient service from their property which has proved popular elsewhere. Maintaining the green waste banks would mean that there is still a service available at no extra direct cost to residents, but it is likely to reduce the uptake of the collection service which would jeopardise its viability. The problems with the abuse of the green waste banks would continue with this option. There would be no savings as a result of this option with an overall additional cost due to operating both systems in tandem.

#### **3.3 Option 3 – Introduce a free garden waste collection service, remove all green waste banks at Community Recycling Sites.**

This option would provide residents with a convenient collection service, which would prove very popular. There would be an estimated cost of £850k to operate the service, although this would be slightly offset by a saving in operating costs of the green banks of £298k. This option would leave the service with an additional budget pressure of £450k.

**3.4 Option 4 – Introduce a chargeable green waste collection service, remove all green waste banks at Community Recycling Sites.**

This option would achieve savings of circa £280k, dependant on take-up, and would provide a convenient service to all householders willing to pay the nominal charge. Traders who have previously used the green waste banks illegally would have to make their own legitimate arrangements which could bring in additional income through the HWRCs.

3.5 It is important to note that the green waste facilities at HWRCs would not be affected by any of the options.

3.6 Table 1 below provides the risks and benefits along with the estimated capital and revenue costs of these options.

**Table 1 – Options – risks / benefits / costs**

<b>Option</b>	<b>Benefits</b>	<b>Risks</b>	<b>Capital Requirements</b>	<b>Revenue Implications</b>
<b>1) Do nothing – retain existing green waste banks at Community Recycling Sites along with orange sack collection system</b>	<ul style="list-style-type: none"> <li>• No impact on residents</li> </ul>	<ul style="list-style-type: none"> <li>• Savings identified will not be achieved resulting in a requirement to find the savings from elsewhere in the Highways, Transport and Recycling service</li> <li>• Difficult to control illegal use of facilities</li> </ul>	<ul style="list-style-type: none"> <li>• No additional capital requirement</li> </ul>	<ul style="list-style-type: none"> <li>• No savings would be achieved with this option</li> </ul>
<b>2) Introduce a chargeable green waste collection service, whilst maintaining the green waste banks at Community Recycling Sites</b>	<ul style="list-style-type: none"> <li>• Additional convenient service offered to residents</li> <li>• Bring sites still available for residents at no direct cost</li> <li>• Positive impact on recycling rates</li> </ul>	<ul style="list-style-type: none"> <li>• Savings identified will not be achieved resulting in a requirement to find the savings from elsewhere in the Highways, Transport and Recycling service</li> <li>• Difficult to control illegal use of facilities</li> <li>• Uptake for the new service will be limited which will increase net cost of service</li> </ul>	<ul style="list-style-type: none"> <li>• £290k for wheeled bins</li> </ul>	<ul style="list-style-type: none"> <li>• Additional cost of £18k, but highly dependant on take-up of service</li> </ul>
<b>3) Introduce a free garden waste collection service, remove all green waste banks at Community Recycling Sites</b>	<ul style="list-style-type: none"> <li>• Additional convenient service offered to residents free of charge</li> <li>• Positive impact on recycling rates</li> </ul>	<ul style="list-style-type: none"> <li>• Not only will the savings identified not be achieved, but there will be an additional budget pressure</li> <li>• Residents required to change behaviour which will require a comprehensive communications strategy</li> <li>• Public perception that a service is being withdrawn, particularly where the distance to a HWRC is greater</li> <li>• The local groups that look after the</li> </ul>	<ul style="list-style-type: none"> <li>• £500k for wheeled bins</li> </ul>	<ul style="list-style-type: none"> <li>• Additional cost of £450k</li> </ul>

		CRS would lose the contribution they currently receive		
<b>4) Introduce a chargeable green waste collection service, remove all green waste banks at Community Recycling Sites.</b>	<ul style="list-style-type: none"> <li>• Projected savings achieved</li> <li>• Convenient service offered to residents</li> <li>• Most residents are likely to benefit from overall saving due to negation of fuel costs</li> <li>• Uptake is likely to be considerable as less alternative options</li> <li>• Positive impact on recycling rates</li> </ul>	<ul style="list-style-type: none"> <li>• Residents required to change behaviour which will require a comprehensive communications strategy</li> <li>• Public perception that a service is being withdrawn, particularly where the distance to a HWRC is greater</li> <li>• The local groups that look after the CRS would lose the contribution they currently receive</li> <li>• Uptake for the service is lower than modelled</li> </ul>	<ul style="list-style-type: none"> <li>• £390k for wheeled bins</li> </ul>	<ul style="list-style-type: none"> <li>• Annual projected net saving of £280k</li> </ul>

#### **4. Preferred Choice and Reasons**

- 4.1 **Option 4** – Introduce a chargeable green waste collection service, remove all green waste banks at Community Recycling Sites.
- 4.2 This is the only option that would provide a convenient service to residents as well as making the savings required.
- 4.3 Abuse of the existing green waste banks would be removed as well as potentially generating further income through the Council’s trade waste and recycling service as well as the HWRCs.
- 4.4 The requirement for the unsustainable orange sack system would be removed.
- 4.5 The service would be introduced in April 2019, following a consultation in November 2018 which will shape the service. Between January and March of 2019, a communications campaign will be undertaken to promote the new service and advise residents of the removal of the green waste banks.

#### **5. Impact Assessment**

- 5.1 Is an impact assessment required?            Yes
- 5.2 If yes is it attached?                            Yes

#### **6. Corporate Improvement Plan**

- 6.1 The proposal accords with one of the key essentials of an effective council in Vision 2025, ‘Changing how we work – Making best use of what we have and working in new, innovative ways to deliver our priorities for the benefit of the county’s residents and communities.’
- 6.2 It is in accordance with the sustainable development principle of ‘balancing short-term needs with the need to safeguard the ability to also meet long-term needs’.
- 6.3 The Well Being of Future Generation (Wales) Act specifies seven well-being goals, one of which is a globally responsible Wales. This proposal will ensure that as much green waste is collected for composting as possible, thus reducing the need for disposal.

#### **7. Local Member(s)**

- 7.1 Whilst all Members will be affected, those with electoral divisions further from HWRCs are likely to receive more negative feedback from their residents who may be concerned that they are having the ‘free’ green waste banks removed.

**8. Other Front Line Services**

Does the recommendation impact on other services run by the Council or on behalf of the Council? No

**9. Communications**

Have Communications seen a copy of this report? Yes

Have they made a comment? Yes

The report is of public interest and requires use of news release and social media to publicise the recommendation/decision.

**10. Support Services (Legal, Finance, Corporate Property, HR, ICT, Business Services)**

10.1 Legal: The Professional Lead notes the proposals and how this impacts on the MTFs. Legal Services will support the Service in pursuing the agree proposal.

10.2 Finance: The Finance Manager Environment and Resources notes the contents of the report. The service has worked closely with finance to compile a business case to cost the options. The savings noted within the report of £280k are based on an assumed take up of the kerbside recycling scheme, using knowledge from other similar local authorities and consultant's advice. If the take up changes significantly from the assumed rate it will affect the amount of saving possible to be achieved.

10.3 Business Support and Customer Services: The proposal is supported, customers will be able to log a request via the contact centre or via the web-site, therefore keeping administration costs to a minimum.

**11. Scrutiny**

Has this report been scrutinised? Yes

A working group reviewed the draft cabinet paper and proposal on 14<sup>th</sup> September 2018, report to follow

**12. Data Protection**

The personal data of those wishing to pay for a kerbside collection will need to be processed in compliance with data protection legislation.

**13. Statutory Officers**

13.1 The Solicitor to the Council (Monitoring Officer ) commented as follows :  
“ I note the legal comments and have nothing to add to the report.

13.2 The Head of Financial Services (Deputy Section 151 Officer) notes the comments of the Finance Manager. The proposal will support the Council's Medium Term Financial Strategy and Budget Plan.

**14. Members' Interests**

The Monitoring Officer is not aware of any specific interests that may arise in relation to this report. If Members have an interest they should declare it at the start of the meeting and complete the relevant notification form.

<b>Recommendation:</b>	<b>Reason for Recommendation:</b>
<b>1) Introduce a chargeable green waste collection service, remove all green waste banks at Community Recycling Sites – Option 4 above</b>	<b>To provide a convenient service to residents whilst achieving identified savings</b>
<b>2) A consultation exercise is carried out during November so that residents can have a say in how the service should be implemented. - Approval of the detailed implementation to be delegated to the Portfolio Holder for Highways, Recycling and Assets.</b>	<b>To allow residents to shape the implementation of the service</b>

<b>Relevant Policy (ies):</b>	Vision 2025		
<b>Within Policy:</b>	Y	<b>Within Budget:</b>	Y

<b>Relevant Local Member(s):</b>	
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<b>Person(s) To Implement Decision:</b>	Ashley Collins
<b>Date By When Decision To Be Implemented:</b>	April 2019

<b>Is a review of the impact of the decision required?</b>	<b>Y / N</b>
<b>If yes, date of review</b>	
<b>Person responsible for the review</b>	
<b>Date review to be presented to Portfolio Holder/ Cabinet for information or further action</b>	

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**Appendix 1 – Impact Assessment**

## **Appendix 2 – Scrutiny Observations**

### **Background Papers used to prepare Report:**

- WRAP Cymru – Powys Garden Waste Feasibility – Stage 1 Results
- WRAP Cymru – Powys Garden Waste Feasibility – Stage 2 Results
- PCC – Kerbside Garden Waste Feasibility – Summary Report