



Report of: Service Manager (Community Re-use and Recycling)

Report to: Director of Environment and Housing

Date: 23rd February 2015

Subject: Containers on Household Waste Recycling Sites and Skip Vehicle Collections

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

- This report highlights the current arrangements for collection of gypsum and plasterboard based products from the City's eight household waste recycling sites (HWRSs).
- A recent risk assessment has highlighted some safety concerns in relation to the collection containers currently being used.
- The report identifies collection options available to mitigate these safety concerns.
- The report also proposes changes to collection arrangements for street sweeping waste and mixed plastics/cans, which are currently collected using a chain lift skip vehicle (CLSV), to deliver further efficiencies in view of the recommended collection strategy for gypsum and plasterboard.
- An option appraisal report has identified that revenue funding from the proposed changes can be utilised to cover the cost of purchasing suitable replacement gypsum/plasterboard containers. Savings in subsequent years can be used to fund an annual HWRS container maintenance, inspection and replacement programme, an essential area that is currently unfunded.

Recommendations

The Director of Environment and Housing is recommended to:

- a) Note the contents of this report;
- b) Approve:
 - the purchase of nine rolloff containers for gypsum/plasterboard;
 - suspension of mixed plastics/cans collections at 15 recycling site locations;
 - the use of a proportion of the savings generated through service efficiencies to fund an annual HWRS container replacement, repair, inspection and maintenance programme budget (which is currently unfunded).

1. Purpose of this report

- 1.1 The purpose of this report is to provide a suitable alternative method of gypsum/plasterboard collection at the HWRS's in light of safety concerns raised during a recent risk assessment.
- 1.2 The report also seeks to secure a funded replacement, repair, inspection and maintenance programme for HWRS containers, and to ensure safety standards are consistently achieved.
- 1.3 The report also proposes changes to collection arrangements for street sweeping waste and mixed plastics/cans, which are currently collected using a chain lift skip vehicle (CLSV), to deliver further efficiencies in view of the recommended collection strategy for gypsum and plasterboard.

2. Background Information

- 2.1 Under current service arrangements gypsum and plasterboard is collected on the HWRS's in mainly 40 cu. yd. enclosed walk-in containers. A recent risk assessment has highlighted a number of safety concerns with the use of these containers (see background documents).
- 2.2 Currently there is no budget for replacement, repair, inspection or maintenance of containers for the HWRS's. Most containers were bought when the sites were redeveloped between 2004 – 2007 and a number are now in need of repair or replacement. These are significant and essential assets required in the core provision of the service.
- 2.3 Recommendations made within the risk assessment suggest that side access enclosed rolloff containers provide the most suitable collection method for gypsum and plasterboard. There are currently two of these containers in use at HWRS's and it is recommended that an additional nine are purchased to allow a container to be situated at each site, two for collection of trade waste at Kirkstall Road and East Leeds and one spare container to allow for exchanges.
- 2.4 The option to limit the number of sites which accept gypsum and plasterboard was explored in order to reduce the financial cost of new containers. However, advice from operational managers and discussions with other local authorities (Sheffield, N Yorks, Wakefield, Kirklees) found that this is likely to cause issues with contamination of other waste streams, notably rubble skips. This could lead to loads being rejected, particularly at landfill sites

where plasterboard is banned. In addition, the distance residents living in outlying area would need to travel to dispose of the material would be significantly increased.

2.5 During the process of understanding the most suitable method for collection of gypsum/plasterboard, the workload of the CLSV was reviewed with the intention of using this vehicle for collections. Unfortunately the vehicle was unsuitable due to issues with the use of chain-lift skips, including:

- Low collection weights, making the movement of gypsum/plasterboard to the current collection site in Selby inefficient;
- Only one vehicle able to undertake exchanges, which could put the service under pressure during busy periods;
- The loading height of these skips may cause some manual handling issues.

2.6 However during the review of this service, an opportunity was identified to fund the replacement of the existing skips with the recommended side access enclosed rolloff containers through rationalisation of the CLSV operation.

2.7 In addition to the above, further savings could also be achieved by utilising spare capacity within the Waste Management fleet of rolloff vehicles to undertake part of the CLSV vehicle workload, specifically the white bag litter waste currently bulked at Henshaw depot. This would offer a more efficient service as payloads would be increased and vehicle movements reduced.

3. Main Issues

3.1 New Containers

A risk assessment identifying safety concerns in relation to the use of walk-in containers to collect gypsum and plasterboard requires action. An options appraisal report has shown that side access enclosed rolloff containers, similar to those already in use at two of the HWRS's, offer the best solution. A procurement exercise would need to be undertaken to purchase 9 of these containers, estimated at a total cost of approximately £34,000. Thereafter, this budget would be used to fund an ongoing annual HWRS container replacement, repair, inspection and maintenance programme budget. This is essential to the safe and effective operation of the service, but is an area that is currently unfunded.

3.2 Chain-Lift Skip Collection Vehicle (CLSV)

A review of the CLSV workload has highlighted that efficiencies can be achieved by changing the operation for collection of street sweepings using chain lift skips, as it is not deemed that a dedicated vehicle and driver(s) are necessary to carry out this service. This would provide sufficient savings to cover the cost of purchasing new rolloff containers for gypsum/plasterboard collection in this financial year and offering a funded replacement, repair, inspection and maintenance programme in subsequent years. Changes to the service would require: a contract variation to incorporate this relatively limited schedule of containers to be collected into the council's existing contractual arrangements for the provision of street sweeping waste; the discontinuation of provision and collection of mixed plastic and cans containers from recycling sites; and disposal of the CLSV (Fleet no. 5325) which is now at the end of its useful life.

3.3 Street Sweeping Waste

Street Sweeping Waste is the material collected by the council's fleet of pavement sweeper vehicles. This waste is deposited into chain-lift skips at various locations around the city before being transported to Kirkstall Road Bulk Transfer Station by the CLSV for onward disposal. The CLSV only transports the material from the collection points into Kirkstall

Road HWRS. Separate contractual arrangements are in place to facilitate the bulk collection and final disposal of this material.

3.4 Mixed Plastics and Cans

- 3.4.1 Chain lift skips for collection of mixed plastics and cans are located at 15 recycling sites across the city (8 of which are HWRSs). The service collects around 110 tonnes of recyclable material per year, which contributes 0.1% towards the council's recycling rate (NI192). Due to the type of material and containers used, the collection weights are very low, which makes the service highly inefficient to operate.
- 3.4.2 98.6% of households have access to kerbside commingled recycling collections which provides an opportunity to collect both these materials directly from residents. When this service was originally offered the percentage of households with access to kerbside recycling was significantly lower.

3.5 CLSV Drivers

The service currently employs two drivers to operate the CLSV. The proposed changes to the service, which include disposal of this vehicle, involves redeployment of these staff into comparable driver roles within the Localities service.

4. Corporate Considerations

4.1 Engagement and Consultation

- 4.1.1 The proposed changes have been discussed with the Executive Member (Cleaner, Safer and Stronger Communities).
- 4.1.2 If the changes within this report are agreed, an appropriate communications and engagement plan will be developed to inform the public about changes to the availability of Mixed Plastics and Can containers on the recycling sites and to provide information about alternative recycling options.
- 4.1.3 Formal consultation in accordance with the Council's policies will be implemented if the proposed changes to the CLSV collection service are agreed, as this will have redeployment implications for the two current drivers.
- 4.1.4 Other council departments were consulted on the above proposals to understand if a similar service exists within the authority which could potentially absorb the remaining CLSV work following the proposed changes to can and plastics collections. It was found that this type of service is not provided in-house by any other department and therefore a variation to an existing contract with an external provider is considered the most suitable option.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An equality impact assessment has been completed for the proposed changes and is attached to this report.

4.3 Council Policies and City Priorities

- 4.3.1 The strategy for the Service clearly supports delivery of the Best Council objective of, "Dealing effectively with the city's waste: minimising waste in a growing city, with a focus on:
- *ensuring a safe, efficient and reliable waste collection service;*
 - *providing a long-term solution for disposing of our waste;*
 - *increasing recycling;*

- *reducing landfill tax costs.”*

4.3.2 The recommendations in this report also seek to obtain best value to the Council in provision of the Waste Management service, support numerous further Council values and policies, and the Council vision, including spending money wisely, being open honest and trusted, being fair, having a prosperous and sustainable economy and facilitating successful communities.

4.4 Resources and Value for Money

4.4.1 Table 1 below summarises the potential costs savings which could be realised through implementation of the proposed changes, and how these could be used to deliver the proposed service changes and improvements:

Table 1 Summary of financial information	£
Existing budget for CLSV	(£80,240)
Estimated* cost of nine new rolloff containers (<i>budget to be used in subsequent years to fund container repair and replacement programme</i>)	£33,900
Estimated* cost of a contractor for street sweeping collections.	£26,730 (297 standard collections @ £90* per exchange)
Seasonal variation to account for additional autumn leaf-fall collections.	£9,000 (100 leaf-fall collections @ £90* per exchange)
Remaining budget (to be utilised to ensure flexibility in changes to Localities working arrangements).	£10,610 (This would equate to 118 additional collections @ £90* per exchange)

*Market soundings were undertaken to provide reasonable estimates for financial figures provided.

4.4.2 The proposal is effectively cost neutral and would meet an unfunded service requirement both in the initial purchase of gypsum/plasterboard containers and in terms of the much needed subsequent replacement, repair, inspection and maintenance of HWRS containers.

4.4.3 Additional collections (100) have been assumed to account for seasonal variation, which are mainly relating to autumn leaf-fall collections between September and November.

4.4.4 It should be noted that new intended operational arrangements within Localities would see the service move towards a zonal working approach. As it is not yet understood what impact this may have on the number of Street Sweeping skip exchanges, to ensure flexibility is available during this changeover, it is proposed that the remaining budget be retained to cover potential additional collections that may be deemed to be required once more detailed assessment has been carried out.

4.5 Legal Implications, Access to Information and Call In

In accordance with the Council's governance procedures, the decisions contained within this report are not eligible to call in. Powers of delegation to the Director for this decision are contained within the scheme under Part 3 of the Constitution. There are no significant legal implications associated with this decision. The report contains no information which is considered exempt as determined by the Access to Information Procedure Rules within part 4 of the Constitution.

4.6 Risk Management

- 4.6.1 The safety concerns identified with the enclosed walk-in containers currently used to collect gypsum/plasterboard must be addressed. The recommended purchase of new side opening rolloff containers would address these issues.
- 4.6.2 Withdrawal of skips for the recycling of mixed plastics and cans could be perceived negatively by members of the public, however, key messages will be developed to mitigate such reaction. Alternative recycling options will be highlighted, including kerbside co-mingled recycling collections (to which 98.6% of the city has access) and through the scrap metal skips on HWRSs. This service currently recycles around 110 tonnes of material per year which represents only a 0.1% contribution to NI 192 performance. When the above alternative recycling options are considered, removal of this service would have a negligible effect on the city's recycling rate.
- 4.6.4 The use of a contractor to undertake collections of Street Sweeping Waste would require a variation to an existing waste collection contract with AWM to allow the inclusion of these additional materials. The Corporate Procurement Unit have been consulted on the variation process and CPR's will be followed.

5. **Conclusions**

- 5.1 This report highlights the current arrangements for collection of gypsum/plasterboard based products from the City's eight household waste recycling sites (HWRS).
- 5.2 A recent risk assessment has highlighted some safety concerns in relation to the collection containers currently being used.
- 5.3 The report identifies collection options available to mitigate these safety concerns.
- 5.4 The report also proposes changes to collection arrangements for street sweeping waste and mixed plastics/cans to deliver further efficiencies in view of the recommended collection strategy for gypsum/plasterboard.
- 5.5 It has been identified that revenue funding from these service efficiencies in this financial year can be utilised to cover the cost of purchasing suitable replacement gypsum/plasterboard containers. Savings in subsequent years can be used to fund an annual HWRS container maintenance, inspection and replacement programme which is essential but currently unfunded.
- 5.6 Vacant positions exist now in the Environmental Action service for the two existing CLSV drivers to be transferred into same grade roles.

6. **Recommendations**

- 6.1 The Director of Environment and Housing is recommended to:
- a) Note the contents of this report;
 - b) Approve:
 - the purchase of nine rolloff containers for gypsum/plasterboard;
 - suspension of mixed plastics/cans collections at 15 recycling site locations;

- the use of savings generated through service efficiencies to fund an annual HWRS container replacement, repair, inspection and maintenance programme budget (which is currently unfunded).

7. Background Documents

Risk Assessment for the collection of Gypsum and Plasterboard.