



Reigate & Banstead
BOROUGH COUNCIL
Banstead | Horley | Redhill | Reigate

REPORT OF:	STRATEGIC HEAD OF NEIGHBOURHOOD SERVICES
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TO:	OVERVIEW & SCRUTINY
DATE:	6 September 2018

SUBJECT:	FLATS RECYCLING SERVICE
RECOMMENDATION: To note the Flats Recycling Service report to be considered by the Executive on 13 September 2018, and to make any comments to support the Executive's consideration of the report.	
SUMMARY: Attached as Annex 1 is the report to be received by the Executive on 13 September 2018. The Overview and Scrutiny Committee is requested to consider the report in advance of its consideration by the Executive, to note the contents of the report, and to offer any comments resulting from this pre-scrutiny process to the Executive to support its consideration of the report.	



REPORT OF:	STRATEGIC HEAD OF NEIGHBOURHOOD SERVICES
AUTHOR:	Morag Williams
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TO:	EXECUTIVE
DATE:	13 SEPTEMBER 2018
EXECUTIVE MEMBER:	COUNCILLOR A. HORWOOD

KEY DECISION REQUIRED:	YES
WARD (S) AFFECTED:	ALL

SUBJECT:	FLATS RECYCLING SERVICE
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<p>RECOMMENDATIONS:</p> <ul style="list-style-type: none"> (i) To note the overall success of the rollout of the enhanced kerbside recycling scheme agreed by the Executive in December 2010 (ii) To reaffirm the Council's continued support for the rollout of enhanced recycling services to flats in the borough; (iii) To delegate authority to the Strategic Head of Neighbourhood Services, in consultation with the Portfolio Holder for Neighbourhood Services to roll out Phase 1 and plan for, and roll out Phase 2. (iv) To note that providing kerbside recycling for the remaining properties will be reviewed once long-term waste disposal arrangements have been agreed with Surrey County Council, recognising that a roll-out will be challenging and may not prove cost effective.

<p>REASONS FOR RECOMMENDATIONS:</p> <p>There are around 10,400 flats in the Borough that currently do not have access to our full kerbside recycling service.</p> <p>Delivering the council commitment made in 2010, to provide kerbside recycling services to all households to achieve the governments recycling targets.</p> <p>The implementation of enhanced recycling services to flats will increase recycling rates and reduce the amount of residual waste sent for disposal. We anticipate an increase of 0.5% following phase 1, and a further 0.5% following phase 2. With the additional 1% potentially from remaining flats. This will prove more challenging due to the nature of adaptations that are required to the properties that fall within this group. Capital outlay will be required by managing agents/landlords/RSL's, which is out with the Council's control.</p>

EXECUTIVE SUMMARY:

In 2012 a comprehensive recycling service was introduced to 45,000 homes within the Borough; since that time 3,800 flats (total flats in the Borough = 14,200) have been provided with full kerbside recycling services.

Currently there are 10,400 flats which have limited access to recycling. This means that residents are obliged to dispose of some materials (including glass and plastics) as residual waste or via our 'bring sites' or Community Recycling Centres.

The purpose of this report is to reaffirm the Executive's commitment to implement an enhanced recycling service for 1,873 flats principally located in Redhill and Reigate. Furthermore, agreement is sought to plan the introduction of services to an additional 2,300 flats in other parts of the Borough.

We would like to highlight the challenges that are likely in rolling out the service to the remaining flats in the borough which include capacity issues, expenditure required by Managing Agents/Landlords in adapting their properties to accommodate bin stores and also the lack of agreement for future waste disposal arrangements and associated financial transactions between the Borough & the County post 2020.

This report details the location and numbers of flats still to receive kerbside recycling, the resources required to introduce the service and the likely recycling yield.

Funding is required to provide new bins and containers for flats. The report also addresses increased revenue costs associated with additional collection vehicles and crews.

Enhanced recycling services will further improve recycling rates and reduce the amount of residual waste sent for disposal. This will help us to achieve recycling targets as described in Surrey Waste Partnership's Joint Waste Management Strategy (JWMS), of which the Borough is a signatory (see supporting documents).

Executive has authority to approve the above recommendations.

STATUTORY POWERS

1. Reigate and Banstead Borough Council is a statutory Waste Collection Authority. This means that we have a duty to collect household waste from our residents.
2. The Environmental Protection Act 1990 describes the duties of a Waste Collection Authority. S.48 makes provision for Waste Collection Authorities to retain waste for the purposes of recycling.

BACKGROUND

3. The decision was made by the Executive in December 2010 to proceed with the implementation of kerbside recycling to households within the borough. The aim was to increase recycling figures from 37% to the national target of 50% by 2015. Our rate is currently 55%, (ranking us 36th of 350 local authorities nationally). Notwithstanding the risk of contamination (see below) it is estimated that we may be

able to increase this percentage to between 56% and 58% by introducing the service to flats.

4. The Council's enhanced kerbside recycling service was introduced in 2012 and has been successful, resulting in increased recycling rates. However, it is not currently provided to 10,400 flats whose residents receive a more limited service. The initial roll out of the service was delivered to houses with a small number of flats gradually being brought on service. The previous political administration wished to wait until the outcome of the Surrey County Council/Surrey Waste Partnerships/RBBC future financial arrangements to be confirmed before delivering the service to the other properties in the borough.
5. The purpose of this report is to provide an update on progress to date and to reaffirm the council's commitment to rolling out to flats.

KEY INFORMATION

Implementing Kerbside Recycling to Flats

6. Flats presently receive weekly waste collections. Around 99% of flats have access to paper & cardboard recycling and 77% have the ability to recycle tins and cans. We are therefore unlikely to see an increase in the volume of paper & cardboard collected and therefore no significant increase in income from this recyclate, however, it is anticipated that the recycling rate will increase by around 2% or 1500 tonnes pa if all flats included in phase 1-3 are provided with the new service.
7. The enhanced kerbside collection service, we are looking to implement, sees food, paper, card and cardboard collected weekly. Whilst dry mixed recycling (DMR = glass, plastics and cans) and residual waste is collected on alternate weeks (fortnightly).
8. Survey work undertaken in 2015 and subsequent assessments suggest that flats that do not currently receive the enhanced kerbside recycling service fall into three groups :-
 - a. 1,873 flats that are almost ready to receive an enhanced kerbside recycling service, requiring only minimal alteration to existing waste provisions.
 - b. 2,300 flats that need managing agent/landlord consultation in order that we can agree minor improvements to access and storage areas before a service can be introduced.
 - c. 6,200 flats that need major adjustments and/or significant investment by managing agent/landlord, before they can be included in an enhanced kerbside recycling service.
9. Phase 1 of the introduction of enhanced kerbside recycling focuses on the 1,873 flats identified in para 4a above. A three month mobilisation period would be required to plan the new service. During this time each site would be assessed and assigned to a collection round. After planning and following communications and consultation with residents, new recycling bins would be delivered. Regular collections will commence after bin delivery. It is anticipated that, on completion of planning, a period of 20 weeks would be required to oversee the inclusion of all flats in Phase 1.

10. Phase 2 involves detailed planning of enhanced services for flats identified in para 8b above. Site visits undertaken by a Flats Recycling Officer would identify alterations required to access routes and bin stores as well as the number of bins required at each site. Consultation with residents and freeholders would be included at this stage.
11. Remaining flats are identified at para 8c above. This report recommends that until future waste disposal arrangements and associated financial transactions have been agreed between this Authority and Surrey County Council no decision should be made to include these flats in the enhanced recycling service at the present time.

TIMEFRAMES

12. Phase 1: Planning September to October 2018. Implementation will take place between October 2018 and April 2019.
13. Phase 2: On completion of Phase 1 planning for Phase 2 would take place between May and November 2019.
14. Remaining flats: To be considered on conclusion of agreements between this Authority and Surrey County Council.

OPTIONS

15. Option 1 – Don't continue with the roll out of kerbside recycling to flats
16. Option 2- The executive is asked to recommend proceeding with Phase 1 & 2 (in section 12 & 13 above) roll out of the kerbside recycling service to approximately 4000 flats by the end of 2020
17. Option 3 – Commence work on remaining flats following phase 1 & 2, this option is not recommended
18. The Executive could choose to implement enhanced services to all flats more quickly but this would require significant additional resource.

LEGAL IMPLICATIONS

19. Section 46 Notifications under the Environmental Protection Act 1990:
20. Section 46 Notice will need to be served on householders. This notice advises the householder about waste receptacles and their use.
21. The local authority can provide the waste receptacles free of charge or make a reasonable charge or request that the householder provides the waste receptacle. The local authority can determine the type and size of waste receptacle. The householder has a right of appeal to the Magistrates Court to challenge the requirement on the householder to provide a waste receptacle on the grounds that the requirement is unreasonable or that there is already adequate provision for a waste receptacle.

22. The section 46 Notice can also indicate steps which the householder needs to take to facilitate the waste collection for example where the waste receptacles need to be placed for collection.
23. Provided the section 46 Notice is properly served and effective, the householder can be subject to prosecution if for example waste is not placed in the receptacles as specified or failure to have an adequate waste receptacle as required by the section 46 Notice. If successfully convicted the householder is liable to pay a Fine. The maximum Fine for these offences is "level 3 on the standard scale", which is currently £1000.
24. There are no significant legal implications. The commitment to enhance recycling opportunities will support the Borough to meet the legislative requirements relating to waste collection and relevant recycling targets.

FINANCIAL IMPLICATIONS

25. Phase 1: Cost £85k. This is the pro-rata cost of crew and vehicle required plus additional administration and communications cost and the purchase and delivery of containers. We are asking for £51k from the Corporate Plan Delivery Fund to cover the cost of the bins required and the balance of the £85k will be delivered through the existing revenue budget.
26. Phase 2: Cost £129k. This is the pro-rata cost of crew and vehicle required plus the reinstatement of a Flats Recycling Officer, additional administration and communications, cost and the purchase and delivery of containers. We will require additional revenue and capital funding which due to the roll out programme being in 2019/20 will be sought through the service and financial planning process.
27. Remaining flats: Await decision with regards to implementation after Phase 2 completed and our financial arrangement with SWP post 20/21 is agreed.
28. At the commencement of any future phased roll-out, one additional 'twin pack' vehicle (26t refuse collection vehicle with two chambers) will be required, either at a capital cost of £180k or a short-term hire cost of £1,100 per week.
29. The widely reported Chinese import ban has led to greatly reduced income from recyclates and the introduction of recycling to flats is unlikely to generate further income for the Borough. Our financial arrangements post 20/21, with SWP, are not yet agreed and therefore it is possible that implementing the recycling service to additional flats would benefit SCC rather than RBBC in the future.
30. Although there is no direct financial advantage most (although not all) residents of flats are keen to recycle. The provision of enhanced services will be well received and affords the opportunity for residents to recycle more waste, including glass, plastic bottles, pots, tubs and trays and food, which is of environmental benefit.

EQUALITIES IMPLICATIONS

31. An Equalities Impact Screening Assessment has been completed and found there are no equalities implications arising from this report. This is because we are providing additional bins to enable residents to recycle more; we are not changing the location of the bins or making recycling compulsory. Although we offer an assisted collection from houses in the borough we are not able to provide this service

to flats as this would involve bringing waste from the resident's property to the bin. We do not offer a service to enter resident's homes.

COMMUNICATION IMPLICATIONS

32. A communication plan has been used in the introduction of kerbside recycling services since 2012. Residents will receive written communication explaining their new service and this includes dates of planned collections for each waste commodity.
33. Information about our recycling service is available on our website including detailed information about which materials can be recycled and how to separate recycling from residual waste
34. We use Social media regularly to update residents about our waste services and planned dates of waste collections.
35. Problems with bin collections can be reported online or via our Customer contact team.

RISK MANAGEMENT CONSIDERATIONS

36. We know that the introduction of communal recycling services in flats runs the risk of an increase in contamination (residual waste being placed in recycling bins). Contaminated material will be rejected at Materials Processing Facilities (MRF) and the cost of transportation and disposal will be borne by RBBC. Typically, a 22 tonne load of contaminated material sent for disposal will cost RBBC £2,500. Income from material will be lost, no recycling credit is payable and the tonnage cannot be counted towards our recycling percentages.
37. There are ways to mitigate the contamination risk, such as the use of 'aperture and locking' bins¹. Discussions have also been commenced with Raven Housing Trust and other Registered Social Landlords about the principle of introducing secure local recycling areas. Whilst this would create considerable savings for the landlord (compared to more intensive modifications) it would still require a modest amount of funding from the managing agent/landlord, which is not always readily available.
38. Deferring remaining flats until we have agreed financial transactions with Surrey Waste Partnership/Surrey County Council post 2020.
39. Income from recycling is subject to prevailing market conditions and the risk of any market decrease is borne by the borough as we retain control of material collected for the purposes of recycling.

CONSULTATION

40. This report follows on from the consultations that took place prior to the introduction of the new kerbside recycling service in 2012.
41. The Leader of the Council, Deputy Leader of the Council and Portfolio Holders for Neighbourhood Services have been consulted about the Flats Roll out.

¹ Locked bin lids with an aperture through which to 'post' recycling. This prevents bags of refuse being placed in the bin.

POLICY FRAMEWORK

42. The Council's Five Year Plan was adopted in late 2014 and covers the period 2015-2020. Whilst it does not include a specific priority in relation to waste, the Plan vision includes that we will deliver quality services and support, provide value for money and respond to the needs and demands of our residents.
43. The phased flats recycling roll out outlined in this paper reflects our ambition to move towards a situation where all residents receive the highest quality recycling service; recognising that given the financial constraints that the Council is faced with, securing 100% coverage may not be financially viable in the short to medium term.

Background Papers:

1. Five Year Plan: http://www.reigate-banstead.gov.uk/info/20205/plans_and_policies/280/our_5_year_plan
2. Surrey Waste Partnership's Joint Waste Management Strategy (JWMS) https://www.surreywastepartnership.org.uk/_data/assets/pdf_file/0004/76387/JMWM_S Rev2_v6_STRATEGY.pdf

Annex 1

The Location of Flats in Phase 1, Phase 2 and remaining flats.

The location of flats in Phase 1 is shown in the table below:-

Ward	No. of flats Phase 1
Earlswood Whitebushes	193
Meadvale St Johns	128
Redhill East	766
Redhill West	382
Reigate Central	141
Reigate Hill	263
Total	1873

The location of flats in Phase 2 is shown in the table below:-

Ward	No. of flats Phase 2
Banstead Village	126
Chipstead Hooley Woodmansterne	149
Earlswood Whitebushes	192
Horley Central	266
Horley East	12
Horley West	73
Kingswood Burgh Heath	120
Meadvale St Johns	70
Merstham	152
Nork	33
Preston	126
Redhill East	322
Redhill West	176
Reigate Central	176
Reigate Hill	104
Salfords & Sidlow	11
South Park Woodhatch	96
Tadworth Walton	40
Tattenhams	56
Total	2300

The location of remaining flats is shown in the table below:-

Ward	No. of flats
Banstead Village	533
Chipstead Hooley Woodmansterne	112
Earlswood Whitebushes	436
Horley Central	517
Horley East	69
Horley West	139
Kingswood Burgh Heath	87
Meadvale St Johns	313
Merstham	222
Nork	200
Preston	120
Redhill East	592
Redhill West	790
Reigate Central	718
Reigate Hill	549
Salfords & Sidlow	15
South Park Woodhatch	275
Tadworth Walton	273
Tattenhams	240
Total	6200

