



Derby City Council

COUNCIL CABINET
14 November 2018

ITEM 15

Report of the Strategic Director of Communities
and Place

Garden (including Food) Waste Recycling Scheme

SUMMARY

- 1.1 Since April 2014, the Council has offered a paid-for garden waste recycling scheme (brown bin) at £40 per household for the first bin and £20 for additional bins. This service is available for 32 weeks per year from April to November with a fortnightly collection. Prior to this date, the Council offered a free garden and food waste collection service across the city, throughout the year.
- 1.2 At present 13,000 households are signed up for the paid-for garden waste collection service; garden waste from those households not part of the current scheme is disposed of at the household waste recycling centre, by home composting, or via the general household collection service (black bin). When the scheme was introduced more than 50% of the garden and food waste transferred to the general household waste collection, which is the most expensive to dispose of.
- 1.3 As part of reviewing the Council's approach to this service, consideration has been given to re-introducing a free garden waste recycling service, and to consider the extension of this service from 32 to 52 weeks per year. Extension of the garden waste recycling scheme to 52 weeks per year would divert garden and food waste away from the general household waste stream. As the costs of disposing of general household waste are approximately four times that of disposing of garden waste, this will significantly reduce the disposal costs. An expanded service would also provide greater accessibility for households across the city.
- 1.4 An expanded scheme would provide further benefits in providing a facility for disposing of food waste thereby diverting food waste from the general household collection, contributing to a reduction in disposal costs. An additional advantage, seen by other authorities who have introduced food waste collection schemes, is a reduction in the amount of food wasted; as households become more aware of the food being wasted, they adjust their habits and behaviours.
- 1.5 It is estimated that the introduction of a free, 52 week per year garden (including food) recycling scheme will help the Council to meet the government's targets for reducing the volume of waste arisings sent to landfill by recycling at least 50% of household waste by 2020. It will also contribute to the government's ambition to work towards no food waste entering landfill in the UK by 2030.

RECOMMENDATION

- 2.1 To approve the introduction of a free, year round garden (including food) waste recycling scheme (brown bin) from April 2019, which is estimated to total approximately 80,000 suitable properties with gardens throughout the city with fortnightly collections for 52 weeks per year.
- 2.2 To approve the implementation of the free scheme on a staged approach:
 - Those 13,000 households currently part of the paid for scheme will be automatically transferred onto the free scheme from April 2019
 - Asking those households who may still have a brown bin to register by 1 March 2019 to participate in the free scheme from April 2019
 - Asking remaining households, who require a new bin, to register by 1 March 2019 to participate in the free scheme with collection from 1 August 2019
- 2.3 To approve the year's revenue pressure of £774,074 in 2019/20, reducing to £589,186 in subsequent years, as per paragraph 4.6 of this report.
- 2.4 To approve the use of budget risk reserve up to a value of £24,600 in 2018/19 to cover the cost of the set-up process.
- 2.5 To approve the inclusion of £740,000 in the 2019/20 capital programme to cover the cost of the purchase of the new bins and to approve the use of the Corporate Capital Contingency as funding.

REASONS FOR RECOMMENDATION

- 3.1 The implementation of a scheme that provides a free and improved garden (including food) waste recycling service to Derby residents in the most cost effective and environmentally sustainable way.
- 3.2 A staged approach will allow the Council to communicate and engage with local residents to maximise the use of brown bins that are still within the community, especially those not being used as part of the current paid-for scheme, therefore minimising the cost of providing new bins.
- 3.3 Implementing the scheme from April 2019 will allow the Waste Management Team to plan, resource and implement the service more effectively. This will include the route planning and logistics, disposal arrangements through the composting facility in Ashbourne as well as the purchase of additional vehicles and equipment. It will also allow for the recruitment and training of the additional staff required.
- 3.4 Allocating additional funding to the Waste Management budget, identified as a service pressure, in advance of the publication and approval of the Medium Term Financial Plan (MTFP) will enable the scheme to be developed, planned, resourced and

implemented from April 2019.

- 3.5 A concerted communications and engagement approach will be adopted to ensure all Derby residents understand the purpose of the scheme and the approach being taken to minimise costs to deliver the greatest benefits. It will also help encourage residents, not signed up to the current paid-for scheme, to register and utilise the brown bins that they may currently have in the gardens which will minimise the costs of purchasing and distributing new bins. The communications approach will also reinforce the benefits of recycling garden and food waste to encourage diversion rates from the normal household collection service and the household waste recycling centre to a more cost effective disposal through the garden and food recycling scheme.

SUPPORTING INFORMATION

- 4.1 To maximise the benefits of introducing a free service for garden (including food) waste recycling, approximately 80,000 suitable homes will be targeted. These are homes that would generate their own garden waste so are considered the most suitable for the scheme. This includes the 13,000 households that currently pay for their garden waste recycling (brown bin) service.
- 4.2 It is proposed to implement the free service in the following stages which is anticipated will maximise the brown bins in the community and minimise the costs for providing bins, whilst diverting as much waste as possible, as soon as possible in year one to reduce disposal costs. It is proposed that:
- Those 13,000 households currently part of the paid for scheme will be automatically transferred onto the free scheme from April 2019
 - Asking those households who may still have a brown bin to register by 1 March 2019 to participate in the free scheme from April 2019
 - Asking remaining households, who require a new bin, to register by 1 March 2019 to participate in the free scheme with collection from 1 August 2019
- 4.3 A phased approach will allow the Council time to communicate and engage with households to assess how many brown bins are still within the city from the previous scheme. At the time of the cessation of the previous free scheme in 2014, households were given the options to:
- Use their brown bins and sign up for the new paid for scheme (13,000 households signed up to the scheme)
 - Retain their bin for personal use
 - Return their brown bin to the council via a kerbside collection process

- 4.4 Once fully rolled out, these 80,000 households will be able to use their brown bin for recycling both garden and food waste. The inclusion of food waste will divert more waste from the general household waste collection as well as provide a pathway for the Council to implement food waste recycling should the government mandate the collection of food waste to meet the 2030 ambition to have no food waste going into landfill.
- 4.5 The collection and disposal of household waste is a complex and costly issue. It is estimated that the implementation of a combined garden and food recycling scheme could enable over 11,000 tonnes of garden waste to be diverted from the household waste (black bin) collection into the garden (including food) waste recycling scheme. The diversion has been modelled based on a part year at 65% diversion and subsequent full years at 80% diversion of the waste. With a targeted communication and engagement programme, it is anticipated that this rate could improve in future years, realising additional savings.

4.6 **Financial Impact**

Detailed calculations have been produced to establish the additional cost of the new service. The elements of the calculations include;

- Staffing costs
- Purchase of vehicles
- Waste disposal and diversion rates and costs
- Start-up costs
- Loss of income from paid for scheme

It has been established from the calculations that the additional revenue cost will be £774,074 in 2019/20, reducing to £589,186 for 2020/21 and subsequent years. It is recommended that the additional costs are approved. They will be included in the 2019/20 budget setting process as a pressure.

Start-up costs are estimated to be £24,600 and will be incurred in 2018/19, prior to the start of the scheme. This report requests approval to fund these costs from the budget risk reserve.

Purchase of the new bins will require capital investment. It is estimated that 37,000 bins will need to be acquired at a total cost of £740,000, including delivery. This report requests approval to amend the capital programme to include this cost in 2019/20 and to fund the purchase from the Corporate Capital Contingency.

- 4.7 If requested, additional bins can be provided to households at a one off charge of £40 per bin.

- 4.8 To support the development and implementation of the new scheme a communication and engagement strategy will be required to ensure all Derby residents understand the purpose of the scheme and the approach being taken and to help to minimise costs to deliver the greatest benefits and recycling opportunities for 80,000 households. It will also help encourage residents, not signed up to the current paid-for scheme, to register and utilise the brown bins that they may currently have in their gardens which will minimise the costs of purchasing and distributing new bins. The communications approach will also reinforce the benefits of recycling garden and food waste to encourage diversion rates from the normal household collection service and the household waste recycling centre to a more cost effective disposal through the garden (including food) recycling scheme whilst also minimising contamination in this waste stream.

OTHER OPTIONS CONSIDERED

- 5.1 A number of other options have been considered but the recommended option was deemed more financially viable and environmentally sustainable whilst providing a free and enhanced service for Derby residents:
- 32 week free collections with bin provided to households by the Council
 - 32 week paid-for scheme but reduce the costs to encourage more take up
 - 52 week free collections with residents purchasing or providing their own bin

This report has been approved by the following officers:

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| Legal officer | Emily Feenan, Principal Lawyer/Richard Burton, Lawyer |
| Financial officer | Amanda Fletcher |
| Human Resources officer | Liz Moore |
| Estates/Property officer | |
| Service Director(s) | Richard Antcliff |
| Other(s) | Simon Aitken (Waste) and Ian Drury (Waste), Heather Greenan (Risk) |

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| For more information contact: | Mags Young 01332 642421 mags.young@derby.gov.uk |
| Background papers: | None |
| List of appendices: | Appendix 1 – Implications |

IMPLICATIONS**Financial and Value for Money**

- 1.1 The financial implications are detailed in paragraph 4.6 of the main body of the report.

Legal

- 2.1 In 2014 Derby City Council and Derbyshire County Council jointly entered into an agreement with RRS (Derbyshire) Limited for the delivery of the Derbyshire and Derby City Long Term Waste Management Project, which included the delivery of the new waste treatment facility (NWTF) at Sinfin ("Project Agreement"). Any proposal, which if implemented will result in a reduction of waste tonnages delivered to the NWTF by the City Council, must be considered in light of a legal and financial analysis of the Project Agreement and associated documentation. This analysis is set out in the confidential Annex 1 to this report.

Personnel

- 3.1 17 new posts will be created in the service, including driver, driver/collector and collector positions. These will be new employment opportunities and will be recruited to in line with the Council's recruitment processes.

IT

- 4.1 Business as usual.

Equalities Impact

- 5.1 An equalities impact assessment has been undertaken and is attached as appendix 2. Key points to note include the following:
 - The new garden (including food) waste recycling scheme will be accessible to more households in the city than the current scheme and will be available free of charge
 - It will be covered by the existing assisted collection scheme arrangements, which are available, on request, to anyone within the community who needs help putting their bins out
 - Whilst the service may not be suitable for and available to all households, all requests to participate in the scheme will be considered on a needs basis
 - Information about the service will be available in a range of languages and formats on request

Health and Safety

6.1 Business as usual.

Environmental Sustainability

7.1 The implementation of the scheme will result in an increase in recycling rates and a reduction in residual waste arising.

Property and Asset Management

8.1 Business as usual.

Risk Management and Safeguarding

9.1 Key risks are as highlighted in the main body of the report and financial/legal implications. They include:

- Households not registering to say they have a bin not currently being used – this will be mitigated by a communication campaign to encourage as many households as possible to let the Council know that they have a brown bin and wish to join the scheme from April 2019
- Households still using their black bins, which could impact on the Council's ability to achieve the diversion rates that the costing has been modelled on – this will be mitigated through the communication campaign and ongoing monitoring and enforcement
- Households not complying with the requirements of the scheme which may result in contamination of the garden and food recycling – this will be mitigated through the communication campaign and ongoing monitoring and enforcement
- Any changes to costs used in the financial modelling – this will be mitigated through financial monitoring, procurement and contract management

9.2 These risks will be added to the departmental risk register for ongoing monitoring and mitigation.

Corporate objectives and priorities for change

10.1 Working towards the implementation of free brown bin collection was a specific action included in the Council Delivery Plan 2018/19 (as approved by Cabinet in August 2018). The recommendations contained within this report will achieve this.