

**BODY:** CABINET

**DATE:** 1 April 2009

**SUBJECT:** WASTE STRATEGY

**REPORT OF:** Director of Economy, Tourism and Environment

**Ward(s):** All

**Purpose:** To review and to set new Action Points, further to the Council's 10 - Year Waste Strategy (2003-2013) Action Plan.

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**Recommendation:** Cabinet is recommended to:  
(a) note progress with the Action Plan at Appendix A and to agree additional Action Points; and  
(b) endorse the introduction of a kerbside cardboard recycling service, in conjunction with the green garden waste collection service from May 2009.

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## **1.0 Background**

- 1.1 In October 2008 Cabinet agreed an Action Plan further to its 10-Year Waste Strategy (2003-2013). The Action Plan is at Appendix A. The Action Plan has been updated and amended to suit the Council's future waste management requirements. For clarity, in this report the Action Plan includes only Action Points and Target Dates from April 2008.
- 1.2 The outturn figure for recycling/composting for 2008/09 is estimated\* to be 28%, compared with an outturn of 25.3% in 2007/08, attributable to a continued increase in the collection rates of both dry recyclables and green garden waste.

\* The audited outturn figure for 2008/09 is provided by ESCC and is unlikely to be available until the end of May 2009 at the earliest.

## **2.0 The Need to improve**

- 2.1 The Council is required to improve on its current recycling/composting rate of 28% to a minimum of 30% in 2010, to meet its statutory target for recycling household waste.

Against this background and its Corporate Plan objective, the Council also has a commitment to improve on its 2007/08 recycling rate to 36% by mid 2011.

- 2.2 The Council continues to invest in improving its recycling performance for

which the outturn figure for 2008/09 demonstrates a significant improvement over previous years, brought about by a combination of service developments and continued participation/contribution by the residents of Eastbourne.

### **3.0 Current Waste Management Arrangements**

- 3.1 The Council provides a weekly refuse collection service and a fortnightly kerbside collection service for recyclables including: glass bottles and jars (three colours); newspaper and magazines; cans; textiles; and plastic bottles. The Council also provides a fortnightly kerbside collection service for green garden waste. All of these services are generally available to all households within the borough.
- 3.2 Additionally, a number of bespoke services are provided to blocks of flats where collection arrangements may differ due to storage facilities and site constraints.
- 3.3 In the Amenities & Contract Management Division Service and Financial Plan (2009/10) a performance of 92% is shown for both BVPI 91a and 91b indicators which indicate the percentage of all households from which the Council is able to collect one recyclable and two recyclables respectively through a kerbside collection service.
- 3.4 Since the preparation of the Service and Financial Plan in September 2008 a detailed survey has been undertaken by the Council's Waste Awareness Team of relevant premises and performance has now improved to 95.6% for both BVPI 91a and 91b, with more premises now being provided with recycling storage facilities.
- 3.5 To qualify this, there are currently 8,911 households living in high-density properties which are known to the Council as requiring a bulk refuse collection service. Of these, 77% already have access to a kerbside collection service whilst a further 19% have been assessed as being able to host conventional bulk recycling facilities and are now awaiting their arrival from the Council. A further 4% will require bulk bin storage facilities for recyclables, which are not readily available and will be the subject of a bid through the 2010/11 Service & Financial Planning process if not before.
- 3.6 In terms of numbers, this means that of the 46,488 hereditaments (households) within the borough, 44,456 currently have access to a kerbside collection service for two or more recyclables; 1,685 are currently awaiting delivery of suitable storage containers (standard wheeled bins; larger capacity wheeled bins and recycling boxes); and 347 (0.75%) will require further assessment to determine suitable access and facilities.
- 3.7 Work is planned to continue on this during 2009/10 and 2010/11, as referred to in the Action Plan, with the target of 100% performance for both BVPI 91a and 91b by the 31 December 2010.

- 3.8 In January 2009 the Council changed its 'pay', fortnightly collection service for green garden waste to an opt in 'free' service which now serves over 16,500 households through which a significant increase in the Council's recycling/composting rate is anticipated.
- 3.9 In addition to the kerbside collection of green garden waste the Council provides two green garden waste 'bring sites' throughout the year which alternate between two halves of the borough on alternate weeks.
- 3.10 The Council maintains 23 separate 'bring sites' across the borough which collect permutations of separate coloured glass bottles and jars, paper, cans, plastic bottles, cardboard, dry cell batteries, textiles; and tetra-pak.

#### **4.0 Performance**

- 4.1 The outturn figure for recycling/composting for 2008/09 is estimated to be 28% attributable to a continued increase in the collection rates over the previous year of both dry recyclables and green garden waste. This can be seen in the table below:

##### **Eastbourne Household Waste Data**

	<b>2007/08 (tonnes)</b>	<b>2007/08 (%)</b>	<b>2008/09* (tonnes)</b>	<b>2008/09* (%)</b>
Dry Recyclables	7,236	20.00	7,780	21.53
Green Garden Waste	1,944	5.30	2,379	6.58
<b>TOTAL RECYCLING</b>	<b>9,180</b>	<b>25.30</b>	<b>10,159</b>	<b>28.11</b>
Residual Waste	27,155	74.70	25,984	71.89
Total Waste	36,335	100	36,143	100

- \* estimated figures
- tonnages have been rounded

The waste stream overall is estimated not to have increased in 2008/09 which, although appearing anomalous, is in line with the growing trend nationally. It is estimated that Eastbourne's total waste will drop in 2008/09 by 0.6%, which is consistent with the national average change in municipal waste in the five years leading up to 2007/08.

Eastbourne's indicator of "kilograms of waste per head" at 380 kg's is an improvement on 2007/08 and remains particularly competitive at 23% lower than the national average of 495kg per head from the same year.

- 4.2 The performance of the Council's 'bring sites' for dry recyclables and the Saturday morning 'bring sites' for green garden waste for 2007/08 and 2008/09 is shown in the table below:

### Eastbourne Household Waste Data

	2007/08 (tonnes)	2007/08 (% total dry recyclables and green garden waste)	2008/09* (tonnes)	2008/09* (% total dry recyclables and green garden waste)
Total dry recyclables collected at 'bring sites'	2,187	6%	2,539	7.03%
Total green garden waste collected at Saturday morning 'bring sites'	168	0.5%	121	0.34%

\* estimated figures  
• tonnages have been rounded

From this table it can be seen that whereas there is an estimated increase of 1.03% in 2008/09 over performance for 2007/08 for dry recyclables there is a noticeable reduction in tonnages collected at the green garden waste bring sites.

### 5.0 Outturn for 2009/10

- 5.1 The estimated outturn for 2008/09 of 7% for green garden waste is expected to increase significantly in 2009/10 with the introduction of the 'free' green garden waste collection service which is likely to increase to, say 13%.
- 5.2 There are now over 16,500 households receiving the 'free' green garden waste collection service, as opposed to 6,000 that used the former 'pay' service, with the expectation that this figure will increase through 2009/10 up to potentially, 20,000 households.
- 5.3 Arising from this and anticipating a continued trend in growth in the collection of all dry recyclables and green garden waste, whilst allowing for the continued slow corresponding fall in residual waste, the estimated outturn performance for 2009/10 is shown in the table below:

### Eastbourne Household Waste Data

	2008/09 (tonnes)	2008/09 (%)	2009/10 (tonnes)	2009/10 (%)
Dry Recyclables	7,780	21.53	8,374	21.76
Green Garden Waste *	2,379	6.58	5,164	13.42
<b>TOTAL RECYCLING</b>	<b>10,159</b>	<b>28.11</b>	<b>13,538</b>	<b>35.18</b>
Residual Waste	25,984	71.89	24,939	64.82
Total Waste	36,143	100	38,477	100

\* based on 16,000 households participating in service  
• tonnages have been rounded

## **6.0 Opportunities for improving performance**

### **Kerbside Collection of Cardboard**

- 6.1 The collection of cardboard within the fortnightly kerbside green garden waste collection service would provide the opportunity for households to recycle all of the major recyclables, with the exception of kitchen waste.
- 6.2 It is difficult to predict what effect this may have on the outturn performance as the 'free' green waste collection service is yet to be fully established. However, a Waste Composition Analysis carried out by ESCC across the County in 2008 showed that 7% of Eastbourne's 26,000 tonnes residual waste stream was cardboard.
- 6.3 It is anticipated however that the collection of cardboard within the green garden waste collection service would not add significantly to the tonnages of waste collected due to limitations in capacity of the 180 litre wheeled bin, and lesser volume green garden waste sack.
- 6.4 The Assistant Director–Amenities & Contract Management has agreed with Wealden District Council, the Council's current Green Garden Waste Contractor that subject to Cabinet approval the Council will offer to collect cardboard from all households participating in the 'free' green garden waste collection service from May 2009.

### **Kerbside Collection of Kitchen Waste**

- 6.5 Kitchen Waste accounts for some 17% of the household waste stream and although it would be purposeful for the Council to introduce a kerbside collection service for kitchen waste a disposal facility is unlikely to be available to the Council until 2010/11.
- 6.6 It should be noted however that there would be significant cost implications in providing this service as under current collection arrangements, both planned and implemented provided by both SITA and Wealden District Council, these are running at capacity and regardless of the availability of a kitchen waste composting facility, under present contractual arrangements there is no capacity to provide this service.
- 6.7 It is also a service that would require considerable publicity and promotion to encourage households to commit to it.
- 6.8 For these reasons it is anticipated that this service could not be provided, prior to the implementation of a new Refuse Collection Contract in April 2013, on expiry of the current contract.

### **Promotion**

- 6.9 The Council will continue to actively promote a greater awareness of the waste hierarchy and to encourage recycling. The Council's strategy is based on the waste hierarchy of waste minimisation, re-use followed by recycling.

- 6.10 Promotion of the waste hierarchy will continue during the forthcoming year but this may have to be somewhat limited due to funding constraints and the opportunity for external grant funding received in previous years.
- 6.11 During 2008/09 high visibility promotional panels have been added to SITA's recycling truck fleet and refuse collection trucks to improve public awareness.

### **Contractors Performance**

- 6.12 As in previous years, SITA, the Council's Refuse Collection and Street Cleansing Contractor, has undertaken an Annual Customer Satisfaction Survey involving 3,000 households. The results from the survey are currently awaited.
- 6.13 SITA continue to work well with the Council and a high level of satisfaction from households is anticipated from this survey.
- 6.14 Despite current national adverse publicity on the resale of recyclables SITA continue to find a viable market for all recycle collected by them on behalf of the Council, with the exception of plastic bottles which although collected by SITA are passed to East Sussex County Council for reprocessing through their Integrated Waste Management Contract.
- 6.15 Wealden District Council has also worked well with the Council in delivering the green garden waste collection service; and has worked with the Project Management Board responsible for the implementation of the 'free' service under the chairmanship of Councillor Troy Tester.

### **7.0 Financial Implications**

- 7.1 The financial implications arising from the Action Points contained in the Action Plan appended to this report are included in the Council's budget for 2009/10 and where necessary for future years; or as applicable will be considered further in the Council's 2010/11 budget process.

### **8.0 Human Resource Implications**

- 8.1 There are human resource implications arising from this report which have been taken into consideration in preparing the report.

### **9.0 Environmental Implications**

- 9.1 There are significant positive environmental implications arising from the content of this report.

### **10.0 Summary**

- 10.1 This report is concerned with developing the Council's services to address the needs of residents and of the Council in meeting Government targets for waste minimisation, recycling and the composting of household waste and in addressing climate change.

Mark Probyn

**Assistant Director – Amenities and Contract Management**

**Background Papers:**

Report to Cabinet, 13 March 2003, Waste Strategy 2003-2013

Report to Cabinet, 20 October 2004, Waste Strategy

Report to Scrutiny Committee, 22 March 2004, Implementation of the Council's Wheeled Bin Refuse Collection Service and Recycling Service

Report to Cabinet 7 September 2005 Waste Strategy

Eastbourne Borough Council – Report on Waste Management (Updated November 2007)

Report to Cabinet 16 April 2008, Waste Strategy

Report to Cabinet 22 October 2008, Waste Strategy

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## APPENDIX A

### ACTION PLAN (SUBJECT TO FUNDING)

*Text in italic print in this Action Plan is used to provide updated information and new initiatives, where appropriate.*

Target Date	Action	Desired Outputs	By when	Actual Outputs
April 2008	Review success of implementation of green garden waste collection service	21% of household waste recycled/composted	In 2008/09	<p><i>Refer to main body of report and to 'A Waste Strategy (Updated November 2007)' for a review of recycling/composting activities currently being undertaken and proposed.</i></p> <p><i>Estimated outturn figures for the recycling of dry recyclables and green garden waste sent for composting are at 24% of the household waste stream for 2007/08.</i></p> <p><b>Actual outturn – 25.3%</b></p>
June 2008	The introduction of a phased in, fortnightly kerbside plastic bottle collection service in conjunction with the present kerbside recycling collection service.	A 2% increase per annum in the current collection of dry recyclables. (This outturn figure may increase dependent upon the take up of this service and knock on effect as the Council would then be collecting glass bottles, cans, newspaper and magazines and	Could be introduced subject to the outcome of satisfactory negotiation on contract extension and other matters with SITA (UK) Ltd.	<p><b><i>A borough wide kerbside plastic bottle collection service has been introduced in three phases between June and September 2008. The take up has been very good with some 20 tonnes</i></b></p>

		textiles at kerbside as well as the free green garden waste collection service.		<b><i>of plastic bottles being collected and sent for recycling during the period.</i></b>
April 2009	Further to the review of 'A Waste Strategy (Updated November 2007) and to the Council's Service and Financial Planning process for setting the 2008/09 budget: To have set in place a free 'opt in' fortnightly green garden waste collection service to serve a potential 20,000 households.	<p>An increase in green garden waste sent for composting. % increase is difficult to predict recognising that service is not to be operational until early in 2009 and at this time, prior to comprehensive household survey on take up of free service has been carried out.</p> <p>It is anticipated that with a full year of operation and 20,000 households participating in the service that an overall recycling/composting rate of 37% could be achieved provided that the current level of recycling of dry recyclables is maintained.</p>	New service proposed to be implemented in early 2009 for which annual % performance outturn will not be known until April 2010.	<p><i>A Project Management Board has been set up, chaired by Councillor Steve Wallis, to oversee the implementation of a borough wide 'opt in' free green garden waste collection service to commence in January 2009.</i></p> <p><b><i>As from January 2009 a 'free' kerbside green garden waste collection service is now provided to over 16,500 households.</i></b></p> <p><b><i>It is anticipated that further households will take up this in the Spring.</i></b></p>
June 2009	Further to the successful implementation of the borough wide opt in free green garden waste collection it is proposed to include cardboard in this collection service.	<p>The inclusion of cardboard within the green garden waste collection service would provide the opportunity for households to recycle all of the major recyclables, other than kitchen waste.</p> <p>It is difficult to predict what effect this may have on the outturn performance as the free green waste collection service is yet to be set in place but cardboard alone could amount to as much as 9% of</p>	The target date is June 2009 provided that all matters referred to in the 'Desired Outputs' Column can be satisfied.	<b><i>Subject to Cabinet agreement, users of the green garden waste collection service will be able to have their cardboard collected along with their green garden waste as from May 2009.</i></b>

		<p>the household waste stream. (Refer to further comment in body of Report)</p> <p>The inclusion of cardboard within the green garden waste is being investigated currently (October 2008) in terms of procurement procedures, disposal of green garden waste including cardboard and contract issues with Wealden District Council (the Contractor).</p>		
June 2009	To re-tender Green Garden Waste Collection Service.	A collection service within the current cost envelope.	For commencement/ implementation in April 2010.	<b><i>The Assistant Director-Amenities &amp; Contract Management will commence this procurement process with an OJEU advertisement seeking expressions of interest from suitable contractors in May 2009.</i></b>
September 2009	Review usage of Saturday morning green garden waste 'bring	To ensure their usage and financial viability.	To determine in September 2009	
February – September 2009	In this years Service and Financial Plan for the Amenities & Contract Management Division a performance of 92% was given for both BVPI 91a and 91b indicators which indicates the percentage of all households from which the Council is able to collect one recyclable and two recyclables respectively by its kerbside collection service.	Since September 2008 a detailed survey has been undertaken by the Council's Waste Awareness Team and facilities introduced to a greater number of premises with the performance now standing at 95.6% for both BVPI 91a and 91b.	By the 31 December 2010	

		Further work will be done during the course of 2009/10 and 2010/11, as referred to in the body of the report performance to 100%.		
June 2012	To re-tender Refuse Contract (and Street Cleansing Contract)	A collection service within the current cost envelope with a necessary budgetary increase to include for the collection of additional commodities for recycling/composting at kerbside. e.g. kitchen waste	For commencement/implementation in April 2013.	