

# Public Document Pack

## ADDITIONAL CIRCULATION



To: Councillor Malone, Convener; Councillor McDonald, Vice Convener; and Councillors Clark, Collie, Cooney, Corall, Dunbar, Fletcher, Hunter, Milne, Noble, Robertson, Kevin Stewart, Young and Yuill.

Town House,  
ABERDEEN 12 February, 2010

## **HOUSING AND ENVIRONMENT COMMITTEE**

The undernoted items are circulated in connection with the meeting of the **HOUSING AND ENVIRONMENT COMMITTEE** to be held here in the Town House on **TUESDAY, 16 FEBRUARY 2010 at 2.00 pm.**

RODERICK MACBEATH  
ACTING HEAD OF DEMOCRATIC SERVICES

## **BUSINESS**

### **1. MINUTES, COMMITTEE BUSINESS STATEMENT AND MOTIONS LIST**

#### 1.5 Motion by Councillor Graham referred from Council meeting of 10 February, 2010

“That this Council consults with the residents of former sheltered housing complexes with a view to reviewing its policy to return them to sheltered housing and not housing for varying need.”

### **5. HOMELESSNESS**

#### 5.1 Housing Access Centre - Homelessness Options (Pages 1 - 38)

8. **ENVIRONMENT**

8.2 Household Waste and Recycling Containers Policy (Pages 39 - 74)

**ITEMS NOT FOR PUBLICATION**

9. **HOUSING**

9.2 Tender Award - Provision of CCTV Services to Multi Storey Blocks (Pages 75 - 80)

Should you require any further information about this agenda, please contact Rebecka Steven, tel. 522869 or email [rsteven@aberdeencity.gov.uk](mailto:rsteven@aberdeencity.gov.uk) or Allison Swanson, tel. 522822 or email [aswanson@aberdeencity.gov.uk](mailto:aswanson@aberdeencity.gov.uk)

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COMMITTEE      Housing and Environment      DATE 16<sup>th</sup> February 2009

CORPORATE DIRECTOR Pete Leonard

TITLE OF REPORT Housing Access Centre - Homelessness Accommodation  
Feasibility Study

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## 1. PURPOSE OF REPORT

The purpose of the report is to highlight the conclusions and findings of the Homelessness Accommodation feasibility study and recommend both a temporary option and a permanent option for the homelessness service to operate. The four properties below were chosen for appraisal because they are within Council ownership enabling early action.

1. Croft House, Old Croft Terrace, Aberdeen, AB16 5UD
2. Victoria House, 80 – 84 West North Street, Aberdeen, AB24 5AR
3. Aberdon House, Coningham Road, Aberdeen, AB24 2TW
4. 74 – 84 Spring Garden, Aberdeen, AB25 1GN

## 2. RECOMMENDATION(S)

It is recommended the Committee;

1) Approve the recommendations in the Feasibility Study by Robinson Low Francis (RLF) which would develop the preferred short term and long term options outlined in the executive summary: -

- Short term option - Provide a temporary accommodation unit at Aberdon House pending redevelopment of the property for new build housing.
- Long term option - Provide a purpose built Housing Access Centre on the site of the existing property at Victoria House

2) Make provision in the Housing Capital Programme for 2010/11 for the acquisition of Aberdon House and execute the minor repairs to meet the Housing in Multiple Occupation (HMO) licence requirements as highlighted by Robinson Low Francis (RLF).

3) Make provision in the Housing Capital Programme for 2011/12 for the acquisition and development of the Victoria House option. Bring forward detailed costs, conceptual plans, and funding mechanisms to the Housing and Environment Committee on 25<sup>th</sup> May 2010.

### 3. FINANCIAL IMPLICATIONS

Funding was provided through the Homelessness Strategy to carry out the option appraisal by Robinson Low Francis (RLF). The costs are on a time charge basis and are capped at £10,000.

At the present time no provision has been made within the Housing Capital Expenditure Budget under the heading; 9.3 Hostel Works – Accommodation Unit for the financial years 2010/11 or 2011/12.

### 4. SERVICE & COMMUNITY IMPACT

Aberdeen's City Vision, to be "a city which is vibrant, dynamic, forward looking - an even better place to live and work, where people can expect high-quality services that meet their needs", and the City Council's Vision that "we will be recognised within the city and more widely, as being a leading Council in Northern Europe by 2010". The content of this report links with the following priorities identified within Vibrant, Dynamic and Forward Looking 2007 to 2011.

- Housing
  1. Increase the number of temporary homes for homeless people across the City
  2. Retain the 24 hour contact point for homeless people.
- Environment
  1. Minimise the impact of Council activities on the environment, including a target of being carbon neutral overall by 2020 and a commitment that all new Council developments will be carbon neutral.

The content of this report links with the Housing Service Plan 2009 – 2012

*Reduce homelessness by improving provision and prevention activities.*

	<b>Strategic Outcome</b>	<b>Operational Objectives</b>
1.	<b>Reduce homelessness by improving provision and prevention activities</b>	We shall make available an adequate supply and choice of high quality temporary accommodation and reduce the overall time spent in temporary accommodation.  Increase the number of temporary homes for homeless people.  Working in partnership with other service providers, we will make available an adequate provision of appropriate supported temporary accommodation.

The content of this report links with Community Plan Update 2008

- Homes
- 1. Affordable housing - increasing the levels of affordable housing in new housing developments

The contents of the report contribute to the achievement of National Outcome 10 as outlined in the Single Outcome Agreement 2008 to 2011;

1. We live in well designed, sustainable places where we are able to access the amenities and services we need.

## 5. OTHER IMPLICATIONS

The Housing (Homeless Persons) Act 1977 introduced statutory duties on housing authorities to assist those who are homeless or threatened with homelessness, including the provision of temporary accommodation. The Housing (Scotland) Act 2001 now requires local authorities to provide temporary accommodation to all homeless applicants, regardless of priority need status, whilst either permanent accommodation for those in priority need is found or non priority need applicants are given advice and assistance to secure alternative accommodation.

To ensure that homeless households with children and women who are pregnant are not placed in unsuitable temporary accommodation unless exceptional circumstances apply The Homeless Persons (Unsuitable Accommodation) (Scotland) Order 2004 was introduced. Unsuitable accommodation is defined in the order as “accommodation which does not meet standards relating to the physical properties of the accommodation (the physical standard), its proximity to health and education services (the physical standard) and its suitability for use by children (the safety standard). Bed & Breakfast (B & B) accommodation for households with children is deemed unsuitable.

A Community Briefing was produced and made available through Tillydrone community representatives. Two public meetings have been (1<sup>st</sup> February and 3<sup>rd</sup> February 2010) arranged via Tillydrone Community Council/Network, and via Riverbank School Parent Council to allow accurate information to be introduced into the community.

The Housing Service has long term plans to redevelop and regenerate the area in and around Aberdon Court. Aberdon House is held on the Social Care and Well Being service account and is open to other Council Service’s for consideration and development.

The long term plans for the Housing Service would be to develop a mixed tenure new build programme to commence on site approximately 2012/13. With these time scales in mind the proposal to transfer Aberdon House in the interim period to the Housing Revenue Account (HRA) would seem prudent given that the whole area will be developed for affordable housing in the near future.

Consideration has been given to the current thinking with regard to best practice in the design and refurbishment of these sites into a potential "Housing Access Centre".

The properties at Victoria House, Aberdon House and Croft House have all been declared surplus to requirements and are currently held on the general fund.

## 6. REPORT

The Council requires to increase the provision of temporary accommodation to meet the 2012 deadline for the abolition of priority need, and to reduce its reliance on unsuitable Bed & Breakfast accommodation. To this end, Officers have embarked on a review of the asset management of temporary accommodation provision.

The Housing and Environment Committee on 11<sup>th</sup> January 2010, considered the proposal to use Aberdon House as a temporary accommodation unit for persons who have experienced the loss of accommodation, for an initial period of two years, subject to a more detailed report on the financial implications, the necessary statutory permissions being secured (Houses in Multiple Occupation – HMO licence) and community consultation being undertaken; In terms of Standing Order 36 (3). The report was referred to Full Council for its consideration.

The Full Council on the 10<sup>th</sup> February 2010 approved the use of Aberdon House as a temporary accommodation unit for persons who have experienced the loss of accommodation subject to the necessary statutory permissions being secured (Houses in Multiple Occupation - HMO Licence). Relets to homeless households will also be increased to 75% for a three month period.

A property consultant, Robinson Low Francis (RFL) was commissioned by Aberdeen City Council to undertake a feasibility study on four different properties under Council ownership to determine which property(s) best meet(s) the Council's needs to provide temporary accommodation to persons presenting themselves as homeless.

The feasibility report produced by the consultants (see appendix 1) recommends the use of Aberdon House as a short term solution and the redevelopment of Victoria House as a long term solution to meet the statutory requirements of the Homelessness service by increasing the supply of temporary accommodation for people who find themselves homeless in the city.

## 7. AUTHORISED SIGNATURE

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## 9. BACKGROUND PAPERS

Housing Service Plan 2009 – 2012

Chartered Institute for Housing - Action Plan December 2007  
A standard for temporary accommodation for homeless households

Temporary Accommodation Strategy - 2009 – 2012 (August 2009)

Homelessness and Resettlement Strategy – 2009 – 2013 (June 2009)

Firm Foundations - The Future of Housing in Scotland (October 2007)

Scottish Government – Operation of the homelessness legislation 2008 – 2009  
(September 2009)

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Housing Access Centre /  
Homelessness Accommodation  
Feasibility Study

for

Aberdeen City Council

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## RECOMMENDATION

In order to increase temporary accommodation capacity, we seek the Council's approval to develop the preferred options outlined in the executive summary, below: -

- **Provide new temporary accommodation at Aberdon House**
- **Provide a new-build Housing Access Centre on the site of Victoria House**

We will bring forward more detailed costs, conceptual plans, and funding mechanisms to the Housing and Environment Committee meeting on 25<sup>th</sup> May 2010.

## EXECUTIVE SUMMARY

Increased temporary accommodation capacity is required to reduce the City Council's reliance on Bed and Breakfast (B&B) accommodation whilst providing a higher standard of accommodation and better services for homeless clients. Having investigated the options available from within buildings in the council's ownership in terms of cost, programme and statutory requirements, we recommend the following course of action: -

### **1) Provide a temporary facility at Aberdon House**

The temporary facility will comprise accommodation in the form of 35 number single rooms, 1 x 1 bedroom flat and 1 x 2 bedrooms flat, providing housing for up to 41-42 persons, over 80% of the accommodation requirements initially identified by the Homelessness Manager in the Specification drawn up by the Homelessness Service.

Aberdon House would be readily available if the Crown Street Temporary Accommodation Unit has to close or it could provide additional capacity for upwards of 2 years until more permanent accommodation can be developed. Aberdon House was selected as the temporary accommodation solution ahead of three other options, Croft House, Victoria House and Spring Garden, because it offered best value, the shortest development time and met virtually all of the short-term housing needs identified by the Homelessness Manager.

An initial order of cost for the refurbishment / fitting-out works has been estimated at £100,000-£150,000. Subject to Committee approval to the refurbishment / fitting-out works being carried out by either Building Services or following a fast-track competitive tender from a select list of contractors, Aberdon House could be brought into use relatively quickly, i.e. by July 2010 – on the understanding that a Housing in Multiple Occupation Licence (HMO) can be granted in a timely manner; as it would not require a great deal of repair and refurbishment work to bring it up to the required standard.

### **2) Provide a permanent new-build Housing Access Centre at Victoria House to comply with the Specification drawn up by the Homelessness Service**

The site of Victoria House was selected as the permanent location ahead of the three other options, Croft House, Aberdon House and Spring Garden, because it offered the opportunity to provide a purpose-built facility in a city centre location and its cost offered

best value on a per-unit and per-occupant basis, whilst fulfilling the housing needs identified by the Homelessness Manager.

The new facility would incorporate the Housing Access Centre with managed accommodation and flexibility for the future. Remodelling the existing Victoria House would require extensive alteration, refurbishment and a three-storey new-build extension which would be costly to build and to maintain. A purpose-built facility would meet current standards and prove more cost-effective both in capital expenditure and over the longer term.

An order of cost estimate has calculated the construction cost for the new facility on the site of Victoria House at between £4.4 and £4.9m and, subject to preparing a design and obtaining planning approval, the new Housing Access Centre could be completed by the end of 2011. The proposals would also fulfil the Council's objectives to provide self-contained units, units with on-site support for "chaotic" families and additional "direct access" accommodation, all within walking distance of amenities.

It is intended that the development costs would be reduced by the acquisition and release of assets following closure of obsolete / surplus temporary accommodation either at 95 Bon Accord Street, 77/79 Bon Accord Street, and/or 165 Crown Street at a future date.

It is envisaged that this provision of additional accommodation at Victoria House would be cost neutral as the revenue costs would be offset by receipts from Housing Benefits and hostel deficit grant.

The options appraisal has been summarised in the tables immediately following this section which also forms Appendices I and II of this report.

## **INTRODUCTION**

### **Client Brief**

A summit meeting / workshop for the Homelessness Service was held on 1<sup>st</sup> October 2009, at which the “high demand for managed residential (interim) accommodation, ideally with ensuite facilities, for homeless households, particularly those who are vulnerable and with significant support needs” was highlighted. A risk of the Crown Street facility losing its HMO Licence was also identified.

### **Project Objective**

To increase the short-term and longer term provision of bed spaces for use as temporary accommodation.

### **Parameters / Needs Analysis**

The Council’s preferred option is for self-contained units

There is a need to provide units with on-site support for “chaotic” families

There is a need to make available additional “direct access” accommodation

Where possible, provision should be made within walking distance of amenities/facilities

The following specification was prepared by the Homelessness Service for the proposed Housing Access Centre, based on the service to be provided

- 10 en-suite residential care units, 1 room accessible for disabled persons with lift access if on more than one floor; registered to care home standards (alcohol/drugs) to include
  - two sitting areas
  - commercial kitchen to serve twelve people, including storage, dishwashing, etc.
  - laundry, mainly for staff use
  - three staff rooms including space for equipment and storage of files etc.
  - staff WC facilities
  - outside recreational space
- 20 self contained flats: – 3 x 2 bed, 1 x 4 bed, 16 x 1 bed (1 flat to be accessible) 1 x 2 bedroom staff flat. Lift access is required if accommodation is on more than one floor.
- Office accommodation for Homelessness Service staff: -
  - reception area
  - five interview rooms
  - open plan office with furniture equipment and file storage etc. for 30 staff
  - three small offices
  - staff kitchen
  - staff rest room

- staff toilets
- CCTV at entrances, master key system for all doors

## Options for Study

Four potential locations were identified from properties within the council's ownership; Croft House, Aberdon House and Victoria House - three vacant properties on the Social Work Service Account; and Spring Garden, a building which is currently in use as office accommodation for Aberdeen City Council Staff. Each was considered for both short- and long-term suitability.

**Aberdon House** Coningham Road, Aberdeen AB24 2TW  
Service Account – General Services (Declared Surplus)

Aberdon House is a former care home located in the Tillydrone area, a residential district approximately 1.5 km from the city centre but with several bus links close by. It has local healthcare facilities and a number of convenience stores within walking distance. It comprises accommodation on three floors with a gross internal floor area of 2053m<sup>2</sup>. The building is vacant and has been deemed surplus to requirements however, due to the length of time that it has been unoccupied, there has been substantial deterioration of the internal and external building fabric.

Two options were considered as part of the study; firstly to create 35 individual rooms as a short-term solution with the potential to convert part of the building into a direct access supported facility. The second option was to consider, additionally, creating en-suite facilities for longer term use.

**Croft House** Old Croft Terrace, Aberdeen AB16 5UD  
Service Account – General Services (Declared Surplus)

Croft House is a former care home located in the Stockethill area, a residential district approximately 1.5 km from the city centre but it has several bus links close by and local shopping and healthcare facilities within walking distance. Its accommodation comprises three floors with a gross internal floor area of 2217m<sup>2</sup>. The building is vacant but has sustained extensive internal damage due to break-ins during its void period.



Two options were considered as part of the study; firstly a short-term solution to create individual rooms with the potential to convert part of the building into a direct access supported facility with 10 Nr. Individual units. The second, longer term option was to consider creating supported units with en-suite facilities.

### **Victoria House**

80-84 West North Street, Aberdeen AB24 5AR.  
Service Account – General Services (Declared Surplus)

Close to the City Centre in a commercial area, Victoria House is a 3/4 storey granite-faced property, with a partial basement, formerly used as a hostel. It is approximately 1km from the city centre. Being in a more commercial area the nearest health centre is ½ km away but there are supermarkets and convenience stores within a short walk. The building is vacant and has been deemed surplus to requirements however, due to the length of time that it has been unoccupied, there has been substantial deterioration of the internal and external building fabric.



Three options were considered as part of the study; firstly to identify the number of flatted supported units and assessment facilities which could be accommodated within the existing building, from the plans produced some time ago by the firm Jenkins & Marr (now part of Archial Group), with current costings; secondly to

create individual rooms with en-suite facilities and 4 Nr. flatted supported units with an assessment facility; thirdly to consider demolishing the existing building and constructing a purpose-built hostel with individual en-suite units, flatted supported accommodation units and an assessment facility. A short-term option to repair the facility and use in its existing layout was considered but proved not to be feasible.

**74-84**  
**Spring Garden**

Aberdeen AB25 IGN  
Service Account – General Services

Spring Garden is currently in use by Aberdeen City Council as office accommodation. It is approximately 1km from the city centre. Being in a more commercial area the nearest health centre is ½ km away but there are supermarkets and convenience stores within a short walk. It comprises accommodation on three floors, with a gross internal floor area of 1379m<sup>2</sup>.

Only one option was considered as part of the study; the provision of 24 Nr. self-contained units on the upper floors, each having en-suite facilities; with an assessment facility on the ground floor.

## **SITE INVESTIGATION & SURVEYS**

### **Condition Reports**

The initial Client Brief for the Homelessness Study indicates that a condition report exists for Aberdon House, Croft House and Spring Garden.

Aberdon House      The photographs indicate that Aberdon House has a partial flat roof which may need replacement or repair. As all windows have been boarded up their condition cannot be established. The photographs support indications that deterioration of the internal and external building fabric has occurred.

A detailed list of work required to bring Aberdon House up to standard to form temporary homeless accommodation is contained in Appendix I.

Croft House      The initial Client Brief for the Homelessness Study indicates that a condition report exists for Croft House; however, it appears that the survey report for Croft House was limited due to the presence of furniture and extensive vandalism.

The condition report indicates that the building has sustained extensive internal damage due to break-ins during its void period and suggests that replacement windows will be required.

Victoria House      The current state of repair of Victoria House has not been established, however, an indication of its internal condition was provided within the Jenkins & Marr Report of March 2003. Deterioration of the external fabric is evident from the recent photographs and it is envisaged that similar deterioration has taken place internally.

Spring Garden      The photographs suggest that Spring Garden has had replacement windows and partial roof repairs.

The building is currently in use as office accommodation for Aberdeen City Council, which suggests that it is generally in an acceptable state of repair.

### **Surveys**

No information has been received on the existence of any site surveys, existing records, drawings and the like; nor has any investigation of ground conditions, soil contamination etc. been undertaken.

## **Services/Utilities**

No information has been received on availability of statutory services or utilities. Detailed investigation on the availability of services or cost of provision will need to be carried out.

## **ASBESTOS**

### **Asbestos Registers**

At present it appears that asbestos registers exist and that asbestos surveys have been carried out at Croft House, Aberdon House and Spring Garden.

It is likely that the survey is limited in extent. Flues, ducts, voids or any similarly concealed areas, the access to which would necessitate the use of specialist equipment, or which would have caused damage to decoration, fixtures, fittings or the structure may not have been inspected. No areas would have been inspected that would require the removal of carpets, furniture, blinds, curtains, fixtures or fittings. The report makes no allowance for the potential that asbestos may be present in those areas which had not been inspected.

There is no indication in the outline brief that any type of survey has been carried out at Victoria House.

Where the buildings are currently unoccupied it may be prudent to carry out an intrusive survey at the earliest opportunity to determine the nature and extent of asbestos.

At Spring Garden, where the building currently remains in use, an intrusive survey cannot be carried out until the building has been vacated.

### **Asbestos Removal**

Under the duty to manage asbestos containing materials (ACMs) in the Control of Asbestos at Work Regulations 2006, existing materials that are in good condition can be left in place if they are unlikely to be disturbed. However, before any major refurbishment can proceed, the Regulations require an intrusive survey to be carried out so that the nature and extent of any asbestos can be fully determined and the relevant information included in a Pre-Construction Health and Safety Plan.

All asbestos identified in the intrusive survey would need to be removed or encapsulated by a licensed contractor before any refurbishment work could commence.

In the event that the development involves demolition work at Victoria House it is mandatory that an intrusive survey is carried out and any asbestos identified must be removed by a licensed contractor before demolition can proceed.

## STATUTORY CONSIDERATIONS

### Planning Permission

A Housing Access Centre would not be regarded as permitted development, and therefore, planning permission would be required. Generally, an application for planning permission is always required for material changes of use involving hostels. However, as it has been established that three of the four properties involved are already in Use Class 8 (Residential Institutions), further advice is required on whether a planning application must be made before repair and minor alteration works are permitted to proceed.

**Aberdon House** Under the Town and Country Planning (Use Classes) (Scotland) Order 1997, the existing Aberdon House is in Planning Use Class 8 – Residential Institutions. Advice has been sought from the Planners as to the need to seek planning permission for a change of use to provide a Homelessness / Housing Advice Centre.

The proposed Unit will fulfil the criteria for Use Class 8 in that the provide “personal care including the provision of appropriate help with physical and social needs or support both during the day and at night.

Converting Aberdon House to a homelessness unit would not alter the use class, therefore in principle, planning permission for change of use should not be required; however further clarification from the Planners is awaited.

**Croft House** The existing Croft House is also in Planning Use Class 8 – Residential Institutions. On the basis of the advice given for Aberdon House it can be surmised that converting Croft House to a homelessness unit would not alter the use class, therefore planning permission for change of use should not be required; however further clarification from the Planners is awaited.

**Spring Garden** The existing Spring Garden is currently in use as office accommodation for Aberdeen City Council. Planning Consent for a Change of Use from Class 4 to Class 8 would be required before any development of Spring Garden could take place. Such an application would take a minimum of 16 weeks from completion of planning drawings, which suggests that Spring Garden could not be considered as a fast-track, temporary measure.

**Victoria House** The existing Victoria House believed to be also in Planning Use Class 8 – Residential Institutions however confirmation is required.

On the basis of the advice given for Aberdon House it can be surmised that converting Croft House to a homelessness unit would not alter the use class, therefore planning permission for

change of use should not be required; however further clarification from the Planners is awaited.

The planners have also indicated a preference for the main frontage of the building to be located close to West North Street.

### **Listed Building Consent**

With regard to demolition and construction of a new build Housing Access Centre, full planning permission would be required. Due to the age of Victoria House, further investigations were made to establish whether the building was subject to Listed Building Consent.

The investigations have established that Victoria House is not listed, nor is Victoria House in a conservation area. The demolition of Victoria House would not be opposed on the basis of its being an historic building. However, the Local Plan encourages the retention of granite buildings and, as Victoria House is a substantial traditional granite building, its retention would be encouraged.

The Planners have also advised that if, as is considered likely, alteration should not prove cost-effective and permission to demolish Victoria House were to be granted to enable the site to be used for a new build facility, the Planners would expect the principal elevations to be formed with granite (new or old), however, some leeway might be granted regarding the amount of granite used on the principal elevations.

The current proposal to retain and refurbish the existing building close to West North Street for the Housing Access Centre could fulfil the Conservation Officer's preference to retain a granite building on the site, with approval for the main building to be demolished and constructed without the requirement for the principal elevations to be constructed in granite.

It has been noted that adjoining new-build properties do not have granite faces to their principal elevations so it might be possible to challenge a recommendation by the Conservation Officer for potentially costly granite elevations for the new-build facility,

### **Building Warrant / Fire Regulations**

The project team has been advised that "a formal building warrant application is required for a conversion, even if it were not necessary for building work to be undertaken". The Procedural Handbook suggests that information provided for an application to convert is the same as required for an application to erect.

The standards identified in Schedule 6 of the Building Regulations should be met as far as is reasonably practicable. Prior to approval, the team will need to assess and confirm any works that might be necessary for compliance.

Whilst Schedule 6 mentions a raft of regulations, it is likely that the team would concentrate principally on the life safety standards. For example, there could be significant

additional cost implications should a sprinkler system need to be installed as part of the fire plan. It may be necessary to install a centralised fire alarm system. The electrical installation may require upgrading to current standards.

It is likely that additional insulation may be required to external walls; windows may need to be secondary glazed or replaced with double glazed units; roof voids may require also insulation to meet energy conservation targets.

### **Community Engagement**

As only part of the proposal would require Planning Consent, a Community Engagement initiative is required to inform the affected neighbourhoods of the proposals, in the form of an information exercise.

A briefing paper was prepared for the Community Council to explain the rationale underpinning the selection of Aberdon House for the temporary accommodation provision. The paper explains the proposed service, including the number of units and type of support that will be offered.

### **Other Statutory Considerations**

Advice is also required as to whether any new development would be built under the Housing Act and any energy conservation criteria.

## OPTIONS APPRAISAL

Outline proposals for the number of single person ensuite units which could be accommodated were based on National Care Standard spaces (refurbishment) of 10.5m<sup>2</sup> living space and 3.5m<sup>2</sup> ensuite with wc / whb / shower.

**Aberdon House** The initial study indicated that 40 self-contained ensuite single person occupancy units could be accommodated within the existing building.

Outline proposals based on the needs analysis have demonstrated that the following 20 units could be accommodated on the site: -

- 1 4-bed flat (5-8 person occupancy)
  - 3 2-bed flats (2-4 person occupancy)
  - 7 1-bed flats (1-2 person occupancy)
  - 9 self-contained ensuite single person occupancy
- Representing provision for between 27 and 35 Persons

A 2-bed flat for Staff accommodation would be provided on the 1<sup>st</sup> floor the above proposal represents a shortfall of one ensuite bedroom and nine 1-bed flats, compared to the specification prepared by the Homelessness Service. However, the units could be provided within a relatively short timeframe of 4-5 months subject to HMO licensing.

An alternative proposal has been developed to maximise the number of single units which could be provided within a short timeframe, by using the existing layout with no structural alterations and minimal remodelling. This is the preferred option, consisting of 35 single rooms and one 1-bed flat with staff accommodation on site.

**Croft House** The initial study indicated that 50 self-contained ensuite single person occupancy units could be accommodated within the existing building.

Outline proposals based on the needs analysis have indicated options for 25 or 32 units to be accommodated on the site with a 2-bed flat for staff accommodation provided on the 2<sup>nd</sup> floor.

- I 1 4-bed flat (5-8 person occupancy)
  - 14 1-bed flats (1-2 person occupancy)
  - 10 self-contained ensuite single person occupancy
- Representing provision for between 29 and 46 Persons

- OR II 1 4-bed flat (5-8 person occupancy)
  - 10 1-bed flats (1-2 person occupancy)
  - 21 self-contained ensuite single person occupancy
- Representing provision for between 36 and 49 Persons

Option I would be the preferred of the two options; however, a shortfall remains of two 1-bed flats and three 2-bed flats. Option II represents a shortfall of six 1-bed flats and three 2-bed flats and a surplus of 11 self-contained single ensuite units over the Homelessness Service specification.

Due to extensive external repair work required to the external fabric, Croft House would have a delivery timeframe substantially longer than that for Aberdon House.

### **Spring Garden**

The initial study indicated that a maximum of 24 self-contained ensuite single person occupancy units could be accommodated within the existing building. Space for 24 self-contained ensuite units has now been identified on the upper (1<sup>st</sup> and 2<sup>nd</sup>) floors but the proposed ground floor layout has not yet been determined. It is anticipated that the ground floor space could provide the staff accommodation identified in the project brief.

The above proposal represents a surplus of eight ensuite units and a shortfall of one 4-bed, three 2-bed and 16 1-bed flats, compared to the specification prepared by the Homelessness Service.

As Spring Garden is currently in use as office accommodation for Aberdeen City Council the staff would need to be found alternative accommodation before any alteration work could commence. Further detailed design work is required to confirm the feasibility of the proposals, particularly in relation to lie-in heights in a number of rooms and drainage routes from the en-suites, so the delivery timeframe would again be substantially longer than that for Aberdon House.

### **Victoria House**

Some time ago, Jenkins & Marr (now part of Archial Group via SMC) produced drawings which indicated that 8 Nr. flatted supported Units could be accommodated on the ground floor and 8 Nr on each of the first and second floors; a total of 24 Nr. flatted supported Units which would accommodate up to 38, mostly in 1-bedroom, 2-person configuration. The proposals, drawn up in 2003, involve major alterations to the existing building and a three storey infill extension with three flatted units on each floor, new staircases and a lift to serve the upper floors.

As extensive damage to the fabric of the building has occurred due to its having been unoccupied for some considerable time, the building would be likely to require substantial repair work before re-modelling could commence, leading to a protracted delivery timeframe. In addition the number and type of units would not meet the requirements of the homelessness service for the number and type of units

An alternative proposal would be to demolish the existing Victoria House to construct a purpose-built facility. The site has a footprint of 581 sq.m and has been shown to be of sufficient size to provide a purpose-built hostel, with the existing building on the site boundary facing West North Street being retained to accommodate the Housing Access Centre. The hostel could provide 24 flatted supported units and (a minimum of) 10 self-contained ensuite single person occupancy units with ancillary staff accommodation for the assessment centre. For the purposes of this report it has been assumed that a facility of 5 storeys in height could be constructed, with accommodation provided to National Care Standards capable of accommodating between 41 and 70 persons. Floor layouts for the above proposal have been prepared by the senior Architectural Officer.

There would be a substantial project delivery period; based on approval to develop the design in February 2010, a planning application in May 2010 and tenders being sought whilst the application for planning approval was under consideration, it is anticipated that a start on site could be made in October 2010 and completion / handover late in 2011/early 2012.

## **Conclusion**

A new, purpose-built hostel on the site of Victoria House would provide the full specification for the permanent Housing Access Centre and exceed the accommodation requirement. In the interim, the hostel accommodation and assessment service could be provided from a facility at Aberdon House.

## STRATEGY

### Methodology

We recommend that a robust project management strategy and methodology, involving a Gateway Review process and incorporating Risk and Value Management principles, e.g. OGC, PRINCE2, be followed to support the new Homelessness Manager in delivering the Project.

### Procurement

The procurement strategy for the project has not been confirmed, although indications are that the construction of at least one unit will require early approval to proceed. It may be necessary to look at pricing the works on a schedule of rates basis.

Options for fast-track procurement for the temporary solution include using Building Services. Alternatively in order to demonstrate best value, tenders could be sought on a schedule of rates basis from contractors on the Council's Select List of Tenderers / Framework.

Consideration should be given to the development of a procurement strategy for the longer-term provision, which may demand early contractor involvement for the redevelopment of Victoria House. Options include traditional single-stage and two-stage or design-and-build.

### Programme

An outline strategic programme, incorporating design, public consultation, the committee approval cycle, procurement, construction, fit-out and commissioning, has been prepared for the project to provide an indication of the likely development timeframe for each location to inform the decision-making process.

#### Aberdon House (Temporary Provision)

An outline programme for the provision of temporary accommodation at Aberdon House has been established as follows:-

1. Committee approval to proceed	Feb 2010
2. Planning, Building Warrant & HMO Application	Mar/Apr 2010
3. Complete design, schedule of works and cost plan	Mar/Apr 2010
4. Procurement & Pre-Construction Lead-in period	Apr/May 2010
5. Repairs and Alterations: Operations on site	Jun/Jul 2010
6. Fit-out, fixtures and fittings	July 2010
7. Handover	End July 2010

Croft House & Spring Garden

Outline programmes prepared for the alterations to Croft House and Spring Garden as part of the Options Appraisal suggest that the delivery period would be 5-6 months longer than for Aberdon House; at Croft House this is due to the extensive repair works required and at Spring Garden because of the need to secure alternative office accommodation for City Council staff currently occupying the building.

Once planning approval were granted we would anticipate a period of 26-30 weeks to complete the necessary repairs, alterations and fit-out works at each location, leading to a Handover date of December 2010 for Croft House and Spring Garden. This suggests that neither Croft House nor Spring Garden would be suitable for short-term provision of the Housing Access Centre if early completion, in July/August 2010 is required.

Victoria House

Early indications are that a new-build development at Victoria House, the preferred long-term option, could be completed within 15-18 months of securing planning permission, however, a substantial amount of design work is required to provide a detailed cost estimate to secure Committee approval before submitting a planning application.

Alternatively, restoration of and extension to Victoria House could be achieved within a similar timeframe although this is not the preferred option.

1. Committee approval to proceed	Feb 2010
2. Drawings for planning application	Mar/Apr 2010
3. Planning, Building Warrant & HMO Application	Apr-July 2010
4. Complete design, schedule of works and cost plan	Apr-July 2010
5. Procurement & Pre-Construction Lead-in period	July-Sep 2010
<b>New-Build Centre at Victoria House</b>	
6. Demolish Victoria House	July-Sep 2010
7. New Building: Operations on site	Oct 10-Jul 11
8. Fit-out, fixtures and fittings	Aug/Sep 2011
9. Handover	Sep/Oct 2011

Once the new facility on the site of Victoria House was ready for occupation, the residents at Aberdon House could be relocated and the Aberdon House site would be available for redevelopment or disposal.

## ORDER OF COST ESTIMATES

### Minor Works

It has been established that Aberdon House is in a good state of repair and requires only minor work to bring it up to HMO standard. The outline scope of works scheduled in Appendix 2 has been estimated to cost in the order of £100,000-£150,000.

### Repairs, structural alterations and refurbishment

Indications are that the cost to refurbish a hostel or similar property would be between £650 and £900 per square metre. However the figure quoted covers internal repairs/remedial works only; the total rate will be dependent on the extent of external repair works to be carried out, which is currently unknown and can only be established by carrying out a condition survey. An indication of the possible additional cost for exterior repairs is that the total for interior and exterior refurbishment is likely to be between £900 and £1100 per square metre.

### New Build

The construction cost for a purpose-built centre of the type proposed would be in the order of £1400-£1600 per square metre, based on traditional construction on a cleared level site with no abnormalities requiring substantial additional foundations and with no planning constraints on type of materials to be used. The potential planning condition requiring the principal elevations to be constructed in granite, together with the lack of certainty with regard to the site conditions in the absence of a site investigation, could add up to £200 per square metre, resulting in an overall cost of between £1600 and £1800 per square metre.

The initial order of cost for **temporary provision** each building is therefore as follows:-

<u>Aberdon House</u>	based on Gross Internal Floor Area (GIFA) of 2053m <sup>2</sup> Minor works to provide a temporary facility: £100k-£150k
<u>Croft House</u>	based on Gross Internal Floor Area (GIFA) of 2217m <sup>2</sup> Minor works to provide a temporary facility: £300k-£450k
<u>Victoria House</u>	The cost of repairs to bring the building in its current form back into use is estimated at £780,000-850,000. However the extent of repair works required means Victoria House could not be used as a short-term measure as it could not be brought back into service within 6 months.
<u>Spring Garden</u>	To provide a temporary facility, Spring Garden would require major internal alterations at an indicative rate of £900-1100/sq.m: which, based on the Gross Internal Floor Area (GIFA) of 1379m <sup>2</sup> would equate to between £828k-£970k. However the number of persons which could be accommodated is less than 50% of the specified accommodation requirements of the Homelessness Manager for temporary provision. As Spring Garden is currently in use as office

accommodation for Aberdeen City Council staff, it is unsuitable for short-term provision.

**On the basis of the information provided, Aberdon House offers the best value in terms of cost of repair/refurbishment works to provide a temporary facility.**

The initial order of cost for **permanent provision** at each building is as follows: -

Victoria House  
(Refurbishment)

An estimate of the gross internal floor of the existing buildings has been calculated, based on the original Jenkins and Marr (Archial) proposal for conversion and extension to form 24 flatted units including 9 new-build units. The estimate of the gross internal floor area (GIFA) of Victoria House is approximately 1600 sq.m (excluding the basement).

The original Jenkins and Marr (Archial) proposal gives an order of cost estimate of £2.385m at March 2003 for all alterations, repairs and the new extension. This equates to a cost per square metre of almost £1,500. However the figure in the Jenkins and Marr (Archial) proposal reflects the extensive repair and alteration works required to bring the building into use, which would involve major structural alterations and remodelling. It is possible that additional work would be required to refurbish the building to current National Care Standards.

The tender price index shows an increase of 7.7% from March 2003 to 1<sup>st</sup> Quarter (January-March) 2010. On this basis an up-to-date order of cost for the refurbishment of Victoria House to the standards pertaining in 2003 would be between £2.8 and £3.4 million.

Victoria House  
(New Build)

An indicative layout for a purpose-built facility has been prepared, with new-build hostel and assessment centre and an existing building on site refurbished to form the Housing Access Centre. An indicative cost has been established, based on the indicative layout

Based on an order of cost of £1600-1800 per square metre for a combination of new construction and refurbishment works, we consider that the anticipated capital cost of developing the new facility on the site of Victoria House would be in the order of £4.4-4.95 million excluding land costs, professional fees and charges.

The order of cost estimate is based on the assumption that the new building on the site of Victoria House would be of traditional construction, of no more than 6 storeys in height, requiring no specialised foundations, with the offices, kitchen, laundry, seating

and dining accommodation on the ground floor and residents' and staff accommodation on the upper floors.

No allowance has been made for unforeseen ground conditions, compliance with planning constraints, specialist materials or construction methods or any other abnormal costs. It is assumed that the granite would be re-used or a credit obtained for it as part of the demolition contract.

Aberdon House based on Gross Internal Floor Area (GIFA) of 2053m<sup>2</sup>  
Total refurbishment at £900-1100/sq.m: £1.8-£2.25 million

Croft House based on Gross Internal Floor Area (GIFA) of 2217m<sup>2</sup>  
Total refurbishment at £900-1100/sq.m: £1.99-£2.5 million

Spring Garden based on Gross Internal Floor Area (GIFA) of 1379m<sup>2</sup>  
Total refurbishment at £900-1100/sq.m: £1.25- £1.5million

Indicative cost per unit of accommodation and cost per occupant are contained in the options table following the Executive Summary.

**On the basis of the information available, the option to redevelop the site of Victoria House with a new purpose-built facility offers best value in terms of cost per resident.**

### **Early Cost Advice**

It is particularly difficult to provide cost advice on a project where many variables remain outstanding. The order of cost estimates are based on all available design information, however unknown project and/or site constraints could still have a significant effect.

Initial cost advice was provided to the Homelessness Manager in December 2009, based on statistical analyses of prices and costs sampled from industry data on completed projects, held within a Surveying database. In an attempt to provide an improved indication of the order of cost we have consulted data from past projects in which RLF has been involved, which are more relevant to the local market conditions.

The figures indicated above can only act as a **general guide** to the level of construction costs until such time that sufficiently detailed information is available, based on detailed drawings and/or a schedule of works, to enable an elemental cost plan to be produced.

### **Pricing Document for Tender**

Once the brief has been signed off and the decision on the option/s to pursue has been confirmed, drawings / sketches and a detailed specification / schedule of work will need to be prepared detailing the full extent of remedial / repair work and remodelling work at each location, to enable pricing to be established; initially in the form of an elemental cost

plan, leading to a schedule of works for tendering. Elements to be considered include but are not limited to:

#### Repairs and remedial work

- External envelope – walls
- External envelope – windows
- External envelope – external doors
- External envelope – roof
- Internal fabric – load bearing walls
- Internal fabric – partition walls
- Internal fabric – internal doors
- Internal fabric – staircases
- Internal fabric – lift
- Services – mechanical / ventilation / heating
- Services – electrical supply and distribution
- Services – waste water disposal
- Services – rainwater disposal
- Services – water supply
- Services – Gas supply

#### Remodelling work

- New internal partitions
- New floor, wall and ceiling finishes
- New heating system, hot and cold water distribution
- New sanitaryware
- New fitted kitchen and appliances
- New furniture, soft furnishings; bedding, curtains and the like (tbc)
- New alarm system: fire and safety/security

#### External Works

- Remedial work to paving
- New landscaping and planting

An indication of the works required to provide the temporary facility at Aberdon House is contained in Appendix I.

With regard to permanent provision, if the decision to demolish Victoria House and develop the site is endorsed by Council, then a detailed design with production information will form the basis of the pricing document for the works.

**APPENDIX I  
OPTIONS APPRAISAL MATRIX – TEMPORARY PROVISION**

Option	Location	No of units (See note 1)	Timescales	Estimated Cost (See note 2)	Cost per unit	Cost per occupant	Community impact H/M/L (ACC assessment)	Provision to accommodate H.A.C. on site?	Conclusion / Recommendation
<b>Aberdon House</b>	Coningham Road, Aberdeen, AB24 2TW	36 Units 35 x single wpf* 1 x 1 bed flat (35-37 occupants) 1 x 2 bed flat (for staff use)	Completion Jul/Aug 2010	£100,000- £150,000	£2,750-£3,000	£2,000-£2,750	High	Yes	Provides 80-85% of temporary requirements. Only minor works needed to bring up to standard. Suitable for use as a temporary facility until permanent facility becomes available.
<b>Croft House</b>	Old Croft Terrace, Aberdeen, AB16 5UD	50 Units 50 x single wpf* 1 x 1 bed flat (50-52 occupants) 1 x 2 bed flat (for staff use)	Completion Nov/Dec 2010	£330,000- £450,000	£6,000-£9,000	£6,000-£9,000	High	No	Not recommended for the temporary facility as extensive repairs are required to bring up to current standards.
<b>Victoria House</b>	80-84 West North Street, Aberdeen, AB24 5AR	28 Units 28 x single rooms without private facilities (wpf)	Completion March 2011	£780,000- £850,000	£28,000- £30,000	£28,000- £30,000	Medium to Low	Yes	Not recommended due to extensive remodelling, structural alterations and repairs needed to bring up to current standards
<b>Spring Garden</b>	74-84 Spring Garden, Aberdeen, AB24 1GN	Currently in use as Aberdeen City Council Office accommodation. See Note 3	-	-	-	-	Medium to low	Yes in existing office space on ground floor	Unsuitable for temporary use in the short term. Extensive remodelling would be required to form permanent facility.

**Notes**

- (1) Units range from single rooms \*without private facilities (wpf), single ensuite, 1-bed flat for 1-2 occupants, 2-bed flat for 1-2 occupants, 4-bed flat for 5-8 occupants
- (2) The above Cost Estimate is based upon 50-75/sq.m for minor alterations and fit-out works and £150-200/sq.m for more extensive fabric repairs only; major repairs, structural alterations and extensive refurbishment has been excluded from the analysis of providing a temporary facility on grounds of cost and time constraints.
- (3) The existing upper floor rooms are unsuitable for use in their current form: would require planning permission for change of use and extensive internal alteration work.
- (4) The table below for permanent works includes an estimate of the cost of permanent repairs and major refurbishment costs at between £1100-1300/sq.m for structural alterations, repairs and refurbishment: at Aberdon House the cost is likely to be lower due to considerably better state of repair. New build cost £1600-1800/sq.m.
- (5) Aberdon House cannot be converted for permanent use whilst still in use as temporary facility.

**APPENDIX 11  
OPTIONS APPRAISAL MATRIX – PERMANENT PROVISION**

Option	Location	No of units (See note 1)	Timescale	Estimated Cost (See note 4)	Cost per unit	Cost per occupant	Community impact H/M/L (ACC assessment)	Provision to accommodate H.A.C. on site?	Summary
<b>Aberdon House</b>	Coningham Road, Aberdeen, AB24 2TW	20 Units 9 x single ensuite 7 x 1 bed flats 3 x 2 bed flats 1 x 4 bed flat (34 occupants)	Completion March 2012 (See note 5)	£1.8-£2.25m	£90,000- £112,500	£53,000- £66,000	High	Yes	Provides <u>only 65%</u> of HAC accommodation requirements and is less cost-effective than other options.
<b>Croft House</b>	Old Croft Terrace, Aberdeen, AB16 5UD	Option I: 25 Units 10 x single ensuite 1 x 4 bed flat 14 x 1 bed flat (29-46 occupants)	Completion Nov/Dec 2010	£1.99-£2.5m	£79,600- £80,000	£43,000- £86,000	High	No	Not recommended for permanent provision. No provision for HAC on site. Option 1 offers <u>only 75%</u> of requirements. Option 2 virtually fulfils requirements but at a higher unit cost than Victoria House.
<b>Victoria House</b>	80-84 West North Street, Aberdeen, AB24 5AR	Extension/Alteration 24 Units 2 x 2 bed flat 22 x 1 bed flat (26-52 occupants)	Completion Nov 2011	£2.8-3.4m (Jenkins & Marr report March 2003 @ Jan 2010)	£117,000- £142,000	£54,000- £130,750	Medium to low	Yes	Alteration and extension provides <u>75-95%</u> of HAC requirements but at a high cost per occupant. The new build facility proposed would fulfil more than <u>100%</u> HAC requirements and meet care standards more effectively than altering / extending the existing building. <u>Recommended for permanent provision</u>
<b>Spring Garden</b>	74-84 Spring Garden, Aberdeen, AB24 1GN	24 x single ensuite (24 occupants)	Completion Nov/Dec 2010	£1.25-1.5m	£52,000- £62,500	£52,000- £62,500	Medium to low	Yes	Provides <u>less than 50%</u> of accommodation requirements.

## APPENDIX 11 OPTIONS APPRAISAL MATRIX – PERMANENT PROVISION

### Notes

Units range from single rooms \*without private facilities (w/pf), single ensuite, 1-bed flat for 1-2 occupants, 2-bed flat for 1-2 occupants, 4-bed flat for 5-8 occupants

- (1) The above Cost Estimate is based upon 50-75/sq.m for minor alterations and fit-out works and £150-200/sq.m for more extensive fabric repairs only; major repairs, structural alterations and extensive refurbishment has been excluded from the analysis of providing a temporary facility on grounds of cost and time constraints.
- (2) The existing upper floor rooms are unsuitable for use in their current form: would require planning permission for change of use and extensive internal alteration work.
- (3) The table below for permanent works includes an estimate of the cost of permanent repairs and major refurbishment costs at between £1100-1300/sq.m for structural alterations, repairs and refurbishment: at Aberdon House the cost is likely to be lower due to considerably better state of repair. New build cost £1600-1800/sq.m.
- (4) Aberdon House cannot be converted for permanent use whilst still in use as temporary facility.

**HOUSING ACCESS CENTRE - Homelessness Service and Accommodation for Homeless**

Contract 6921

Order of Cost Estimate - 10 February 2010

**TOTAL DEVELOPMENT COST**

**Description of Costs associated with the developments**

	<b>Victoria House</b> Predominantly New Build - Permanent	<b>Victoria House</b> Relurb/Extension Permanent	<b>Croft House</b> Refurbishment Permanent	<b>Spring Garden</b> Refurbishment Permanent	<b>Aberdon House</b> Refurbishment Temporary/Short term
<b>1- LAND COSTS</b>	700,000	700,000	700,000	600,000	550,000
All Sept 2009 valuation except Spring Garden (2005)					
<b>2 - ENABLING COSTS</b>					
Demolition & Site Clearance Costs (Victoria House only)	75,000	0	0	0	0
Professional Fees and Corporate Administration costs for the demolition/ site clearance works (12% as reported to Committee)	9,000	0	0	0	0
Direct payments paid through the demolitions contracts	0	0	0	0	0
<b>3- BUILD COSTS</b>					
Construction cost - as figures shown in report to committee	4,500,000	2,750,000	2,500,000	1,500,000	150,000
Options:					
Victoria House New-Build accommodation & refurbished HAC					
Victoria House refurbishment and extension					
Croft House refurbishment					
Spring Garden refurbishment					
Aberdon House (Temporary) refurbishment					
<b>4- FEES</b>					
Professional Fees and Corporate Administration Costs on the refurb/ construction costs (allowed as 12% meantime for this cost exercise)	540,000	330,000	300,000	180,000	18,000
(notional Professional fees for the demolition and remedial works contracts shown above against the specific contracts)					
<b>TOTAL FOR ALL COSTS SHOWN ABOVE</b>	<u>5,824,000</u>	<u>3,780,000</u>	<u>3,500,000</u>	<u>2,280,000</u>	<u>718,000</u>
<b>TOTAL FOR BUILD COST AND ASSOCIATED PROFESSIONAL FEES ONLY (ie items 3 and 4 only)</b>	<b>5,040,000</b>	<b>3,080,000</b>	<b>2,800,000</b>	<b>1,680,000</b>	<b>168,000</b>
<b>Deduct - for government grant allowance of 25,000 per unit</b>	<b>-750,000</b>	<b>-750,000</b>	<b>-625,000</b>	<b>-600,000</b>	<b>tbc</b>
<b>TOTAL FOR BUILD COST AND ASSOCIATED PROFESSIONAL FEES ONLY (ie items 3 and 4 only) but grant allowance deducted</b>	<b>4,290,000</b>	<b>2,330,000</b>	<b>2,175,000</b>	<b>1,080,000</b>	<b>168,000</b>

**HOUSING ACCESS CENTRE - Homelessness Service and Accommodation for Homeless**

Contract 6921

Order of Cost Estimate - 10 February 2010

	<b>Victoria House</b> Predominantly New Build - Permanent	<b>Victoria House</b> Relurb/Extension Permanent	<b>Croft House</b> Relurbishment Permanent	<b>Spring Garden</b> Relurbishment Permanent	<b>Aberdon House</b> Relurbishment Temporary/Short term
<b>Build Cost inc Fees</b> <b>(no grant deduction)</b>	<b>5,040,000</b>	<b>3,080,000</b>	<b>2,800,000</b>	<b>1,680,000</b>	<b>168,000</b>
<b>Unit Cost excl grant</b>	<b>168,000</b>	<b>102,667</b>	<b>112,000</b>	<b>70,000</b>	<b>4,667</b>
<b>Build Cost inc Fees</b> <b>(including grant deduction)</b>	<b>4,290,000</b>	<b>2,330,000</b>	<b>2,175,000</b>	<b>1,080,000</b>	<b>168,000</b>
<b>Unit Cost incl grant</b>	<b>143,000</b>	<b>77,667</b>	<b>87,000</b>	<b>45,000</b>	<b>4,667</b>
<b>Total Development Unit Cost inc Fees</b>	<b>194,133</b>	<b>126,000</b>	<b>129,630</b>	<b>95,000</b>	<b>19,944</b>

Notes

Average cost of units (no differentiation between property types - strictly Total shown divided by the number of units on each site) refer to table below for average unit costs both without and with the grant deduction.

The unit costs are shown for build cost with associated professional fees allowance only.

Valuation at September 2009 for Spring Garden to be established

Demolition cost based on Order of Cost Estimate from Coleman Demolition

No direct payments have been identified / advised

Build costs shown are from RLF Order of Cost Estimates

## **APPENDIX IV**

### **ABERDON HOUSE TEMPORARY HOMELESSNESS ACCOMMODATION OUTLINE SCOPE OF WORKS**

#### **GENERAL - EXISTING**

Bedrooms have smoke detectors, wash hand basins and TV points  
Bedroom doors (including door closers) to be retained  
Most bedrooms contain furniture. Confirmation required from Social Work that all furniture to remain. Homeless unit to advise furniture to be retained.  
Bedrooms do not have built-in storage

#### **GENERAL – PROPOSED**

Building warrant application for conversion of building  
Supply and fit new curtain tracks and fire retardant curtains throughout  
Door locks to be replaced with latch style lock with thumb turn internally – master key system  
Tunstall call system to be removed  
Low surface temperature covers located in main entrance area to be re-fitted to radiators  
Communal doors to be replaced with half hour FR self closing doors  
Generally decoration is acceptable - allowance to be made for painter work.  
Signs or water penetration in a few locations – roof to be inspected  
Boarding over windows to be removed  
Professional clean

#### **ELECTRICS**

Check battery packs  
Check emergency lighting  
Check keyed switches on external fire doors

#### **FIRE SAFETY**

Arrange for emergency signage and fire fighting equipment survey by specialists  
Holes to be filled with intumescent sealant (half hour protection)  
Ducts in stores off commercial kitchen to be sealed  
Door grilles above bedroom doors to be removed, intumescent filler installed, and grille replaced.  
Joiner to check fire doors once heating on to ensure good fit

#### **NEW KITCHENS**

Building warrant approval required  
Fire blanket  
60 l/s extractor fan  
Heat detector (smoke detector not recommended)

#### **ASBESTOS REPORT**

Undercloak to roof – cement sheet, chrysotile  
Pipe box in boiler room – insulation board, amosite  
(25 November 2009 – asbestos inspector requested to sample ceilings in entrance block)

01 Dec 2009

**APPENDIX V  
PROPOSED HOMELESSNESS CENTRE – LEVEL OF CARE PROVISION**

	<b>Element of Care</b>	<b>Nature of Support Provided</b>
<b>Health</b>	Taking Medication	Prompting or reminding re medication
	Obtaining medication	Prompting or reminding re prescriptions, or collecting medication for the service user
	Smoking	Advising and reminding re safety of accommodation e.g. where there is a risk of fire due to lighted cigarettes
	Substance misuse	Advising and assisting to access rehabilitation services
<b>Nutrition</b>	Special diet	Reminding re special diet (e.g. when writing shopping lists/cooking etc) or referring to specialist agencies
	Ability to prepare meals	Advising and assisting with food preparation, and development of these life skills
	Using cooking facilities	Advising and assisting on how to use cooking facilities and ensuring safety of the service user in using cooker, and developing these life skills
<b>Mental Health</b>	Mood	General counselling as part of support package, or referring to GP/ specialist mental health agencies as appropriate
	Motivation	General counselling - motivation may impact on various housing support tasks e.g. ability to prepare food, motivation to clean, getting out and about, shopping etc
	Disturbance/ Disruption	Advising service user re strategies for dealing with instances of disturbance or disruption - minimising impact of this on neighbours
	Aggression (verbal or physical)	General counselling and devising strategies for dealing with aggression, or referring to specialist agencies as appropriate
	Making decisions and planning ahead	Assisting to plan ahead and making decisions regarding housing related issues
	Memory/cognition	Assisting to devise memory aids for housing related issues (e.g. memory cards re locking doors/keeping appointments etc), or reminding service user re various housing related tasks
	Behaviour	General counselling re behaviour in and around accommodation (e.g. advising re acceptable behaviour in order to avoid anti-social behaviour complaints etc)
	Awareness of danger/risks	General counselling and reminding re areas of danger/risk within accommodation (e.g. controlling access to accommodation, security of home, fire/flood awareness, how to safely use appliances etc)
<b>Social Behaviour / Community Living</b>	Communication	General counselling and advice around how to communicate with others, including various methods of communication (e.g. making telephone calls/ developing relationships with others - including other service users within shared accommodation/ professionals/ neighbours etc)
	Socialising	Assisting to develop social networks/link into social activities (including residents within sheltered housing complexes)
	Taking part in social activities	Encouraging and enabling to participate in social activities, including introducing to these, and ensuring regular attendance
	Pursuit of personal interests	General counselling and advice re personal interests, including gathering information, linking in to activities etc
	Maintaining relationships	Encouraging and enabling relationships to be developed/ sustained, at various levels, including professional, social, family and neighbour relationships

	Using the telephone	Assisting and supervising the use of a telephone - developing confidence and encouraging to make telephone calls with regard to housing or personal circumstances (to prevent social isolation)
	Transport (for outings, appointments etc)	General counselling and advice around the use of transport to get to important appointments/get to social events etc
<b>Life Skills/ Opportunities</b>	Literacy / Numeracy	General counselling, getting advice or information, or referral to agencies for assistance with literacy/numeracy
	Education	General counselling and assistance getting advice or information re education opportunities (college courses, informal local courses etc)
	Training	General counselling, getting advice or information, or referral to agencies re training opportunities, and encouragement/assistance to attend training as necessary
	Employment	General counselling, getting advice or information, or referral to agencies re employment opportunities, and encouragement/assistance to attend
	Engaging with services / professionals	Assisting/encouraging individuals to engage with a wide variety of services and professionals, appropriate to the setting up or sustaining of accommodation, keeping medical appointments, attending benefits appointments etc
	Summoning help/alerting others	General counselling and advice about who to contact, and when, in the case of an emergency; this may also cover raising the alarm through community alarm systems/dispersed alarms etc
	Arranging and keeping appointments	General counselling about and assistance to make appointments (with a variety of individuals and professionals), and reminding to keep them, as required
<b>Maintaining the Accommodation</b>	Doing housework (inc window cleaning)	General counselling and advice/doing the housework or window cleaning, where the service user is unable to do this for themselves (e.g. physical disability etc)
	Doing laundry	General counselling and assistance or supervision with laundry
	Using heating	Advising the service user re the safe use of heating facilities, e.g. electric/gas fires, central heating systems etc; ensuring that safety is addressed and advising how to arrange repairs to heating systems, if required
	Using appliances	Advising and supervising the service user re the use of appliances, and addressing how to arrange repairs, if required
	Using gas	Advising and supervising the service user re the safe use of gas, including fires, cookers, central heating systems etc; referring for an assessment, where the service user is at risk using gas themselves; assisting to or advising how to arrange repairs to be carried out as required
	Maintaining a safe and secure home (inc minor repairs)	Advising and assisting re how to keep accommodation safe and secure e.g. ensuring locks are safe, arranging additional security measures if required e.g. door chains etc; advising re smoke alarms; assisting or supporting the service user to report any repairs required to the tenancy, as required; this may also include controlling access to the accommodation

	Shopping and general errands	Advising and assisting the service user re shopping and general errands (e.g. collecting benefits money; dealing with prescriptions etc); going shopping or errands for the client, where they are unable to do this for themselves (e.g. due to physical/ mental health problems etc),
	Managing household and personal affairs	Advising and assisting the service user to manage household and personal affairs e.g.: making referrals for income maximisation; assisting with benefits/grant applications; advising re budgeting; setting up payment plans for utility bills; money management; dealing with correspondence; etc
	Moving to other accommodation or resettlement	Advising or assisting the service user to move into other accommodation; this may be helping someone that is currently homeless to access accommodation for the first time; it might involve moving from supported accommodation to less supported accommodation, or vice versa; the tasks included in this element of support can be quite varied; examples of these are: completing an application for housing; making regular bids/applications for housing; actually moving in to the accommodation; ensuring that the accommodation is habitable (in terms of repairs, décor etc); ensuring that the accommodation is adequately furnished; ensuring that there are heating/ cooking facilities in place; ensuring that utilities are connected; assisting client to register with local GP/ dentist etc

## STAFFING

**Accommodation** Details of the level of care which the staff will provide at the Centre are contained within Appendix 2. Care will be provided during the day and at night. As staff will be required to provide care at all times, provision must be made within the Housing Access Centre for staff welfare facilities as well as office accommodation.

The Office accommodation requirement for Homelessness Service staff has been established within the Specification prepared by the Homelessness Manager: -

- reception area
- 5 interview rooms
- open plan office for 30 staff
- space for equipment and storage of files etc.
- 3 small offices
- staff kitchen
- staff rest room
- toilets

### Staffing Levels

The Specification prepared by the Homelessness Manager indicates that the staff team would number 25, working shifts, with a maximum of 8 staff on duty at the Housing Access Centre at any one time.

The staffing levels for the temporary and permanent provision of homeless accommodation are the subject of a separate report being prepared by the Homelessness Manager.

## ABERDEEN CITY COUNCIL

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**COMMITTEE** Housing and Environment      **DATE** 16<sup>th</sup> February 2010

**DIRECTOR** Pete Leonard

**TITLE OF REPORT** Household Waste and Recycling Containers Policy

**REPORT NUMBER** H&E/10/001

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### **1. PURPOSE OF REPORT**

To clarify Council policies relating to household waste and recycling containers and to bring all existing Council policies relating to waste and recycling containers into one document.

### **2. RECOMMENDATION(S)**

- 2.1 Committee approves the Household Waste and Recycling Containers Policy at Appendix 1 and refers the report to the Finance and Resources Committee for consideration of the financial issues arising from the Policy.
- 2.2 Committee instructs officers to undertake a full review of enforcement policy and practice relating to all waste issues including litter, fly-tipping and issues arising from this policy including side waste. Full and costed proposals for implementation of enforcement policy should be presented to the Housing and Environment Committee on 24 August 2010.

### **3. FINANCIAL IMPLICATIONS**

- 3.1 The proposed policy is an aggregation of existing policies and practices within the waste collection service. As a consequence, there are no significant resource implications, either positive or negative. There are some changes proposed to the Additional and Replacement Bin policies, which are detailed below.
- 3.2 Due to significant difficulties experienced in implementation and administration, the requirement to make a charge for a replacement bin has been removed from the policy: the proposed solution will therefore be a continuation of existing practice. There is a nominal loss of revenue associated with this change however, there will be no actual loss experienced in comparison with existing practice which is to replace bins free of charge.
- 3.3 Following legal advice, the levying of an annual collection charge for additional bins has been removed from the policy due to possible conflict with the Environmental Protection Act (1990). The revised policy seeks to set eligibility criteria for provision of additional bins and continues with the delivery charge of £35. There is a nominal loss of revenue associated with this change however,

there will be no actual loss experienced in comparison with existing practice as no annual collection charge is currently levied.

#### **4. SERVICE & COMMUNITY IMPACT**

- 4.1 There is unlikely to be any adverse service or community impact resulting from this report since the proposed policy document contains only current policies and practises. The amendments to the additional bins section of the proposed document will facilitate implementation and therefore have a positive service impact.
- 4.2 The report does not introduce any new policies or practices, however enforcement of the policy has the potential for negative impact on street cleansing through an increase in fly-tipping that may occur, a problem that the move to alternate weekly collection of refuse is also likely to exacerbate. These issues will be thoroughly considered in the subsequent report on Enforcement Policy (see recommendation 2.2).
- 4.3 Implementation of the additional bins section of the policy will encourage more recycling which links with the Vibrant, Dynamic and Forward Looking aim to achieve 40% household recycling by 2011.
- 4.4 An Equalities and Human Rights Impact Assessment has been carried out and the actions/outcomes can be summarised as follows:
  - Ensure that assisted uplifts are include in the policy to prevent negative impacts on elderly or disabled
  - Amending the replacement bin policy will positively affect those in poverty and those who are victims of theft.
  - There will be no delivery charge for those with disabilities or medical conditions that cause them to produce excess waste in order to ease any negative impact on the disabled.
  - There will be a 50% discount on the delivery charge for those on Council Tax or Housing benefit in order to ease any negative impact on those in poverty.

#### **5. OTHER IMPLICATIONS**

- 5.1 The legal department has been consulted on the policy which has been amended to address the response received.
- 5.3 There are no resource, personnel or equipment implications from this report other than those already identified.
- 5.4 Without this report it will be difficult to implement the move to alternate weekly collections and this would result in less positive behavioural change in terms of moving away from a disposal culture towards increased recycling. The implementation of this policy will therefore have a positive impact on the environment and sustainability.

#### **6. REPORT**

##### **6.1 BACKGROUND**

- 6.1.1 Aberdeen City Council operates household waste collection services across the city and provides advice to residents on how, where and when their waste and recycling should be presented. The Council also offers assisted uplifts, additional containers and replacement containers.
- 6.1.2 While some of the information regarding the above is made available on the website and information leaflets, there is no single policy document that sets out what residents with individual wheeled refuse bins, kerbside recycling and the garden & food waste collections can expect to receive from the Council and how the Council requires these waste containers to be presented.
- 6.1.3 Given the significant change to the waste collection regime due to be implemented in the near future, we are presented with the opportunity to bring together all existing practises and policies relating to household waste and recycling containers into one, clear and simple document. This Household Waste and Recycling Containers Policy is included at Appendix 1.

## **6.2 CURRENT WASTE INFRASTRUCTURE AND ADVICE TO RESIDENTS**

### 6.2.1 General refuse

- 6.2.1.1 In accordance with the Environmental Protection Act, a Local Authority has a duty to collect household waste. To facilitate these collections, and within reason, the Local Authority can either provide free of charge or sell to the householder a bin or can insist that the householder supplies the container at their own expense. In the late 1990s and following an extended pilot scheme to approximately 5000 properties, Aberdeen City Council took the decision to move to a containerised collection of general refuse and provide a 240 litre wheeled bin free of charge with an alternative 140 litre bin available on request.
- 6.2.1.2 Materials that should not be put into a black domestic waste bin include:
- Hot ashes and heavy materials such as large amounts of soil, hardcore or rubble
  - Car parts
  - Business waste even if generated from a business operating from home
  - Corrosive materials and liquids such as oil and paint
- 6.2.1.3 Guidance that was given to householders when bins introduced was that all waste must be within wheeled bin with lid closed. Residents are also required to present their bin for collection, on the kerbside, by 7:00am on their collection day, remove the bin as soon as possible after collection and store it within the boundary of their property wherever practical.

### 6.2.2 Kerbside Recycling

- 6.2.2.1 Aberdeen City Council offers a kerbside recycling service to over 72,000 properties in the city. Eligible households that wish to use the service are issued with a 55 litre black box and a 35 litre white bag. Additional containers are available free of charge upon request and the Council

operates a network of Recycling Points that can be used to dispose of excess recycling.

6.2.2.2 Materials that can be accepted as part of the kerbside recycling scheme:

- Plastic bottles
- Glass bottles and jars
- Food and drink cans
- Paper
- Cardboard

6.2.2.3 Residents are advised that all materials must be presented within a Council container on the kerbside by 7:00am on the collection day. Containers should be removed as soon as possible after collection and stored within the boundary of the property. Any material that is not suitable for collection will not be uplifted.

### 6.2.3 Garden and Food Waste Collections

6.2.3.1 Co-mingled collections of garden and food waste are now offered to over 60,000 properties within the city. Eligible households receive a 240 litre brown bin and if they wish to participate in the food waste collections, a 7 litre kitchen caddy and supply of corn starch liners. 140 litre brown bins are available upon request.

6.2.3.2 Materials that can be accepted as part of the garden and food waste collection scheme include:

- leaves
- grass clippings
- small branches (less than 6" by 2")
- hedge trimmings
- fruit and vegetables
- bread, pasta, rice
- meat and fish

A more detailed list of what can and cannot be accepted was issued to householders when they received their brown bin and kitchen caddy.

6.2.3.3 Residents are advised that all materials must be presented within a Council brown bin, on the kerbside by 7:00am on the collection day. Containers should be removed as soon as possible after collection and stored within the boundary of the property. If the brown bin is contaminated with material that cannot be collected then the bin will not be uplifted. The householder must then remove the contaminating material and present the bin for collection on the next uplift day.

## 6.3 HOUSEHOLD WASTE AND RECYCLING CONTAINERS POLICY

6.3.1 To improve customer service, it is proposed that all existing practises and expectations are compiled into one document which is easy to find and clear to understand. The proposed Household Waste and Recycling Containers Policy is attached at Appendix 1.

6.3.2 The proposed document represents a consolidation of Council policies relating to household waste and recycling containers. The only exceptions to this

relate to the Additional and Replacement bins sections. Since the existing policies were adopted in 2008, officers have sought to implement these policies, however, it is apparent that some of the detail of the original policies is incompatible with Council systems. The substantive changes to these policies relate to the charging mechanisms and are detailed in section 6.4 below.

- 6.3.3 The management of 'side waste', being waste left for collection outwith the approved container, is a significant issue for which existing policy and practice is unclear. Since the introduction of wheeled bins, it is understood that the Council's position is that householders should not put out side waste along with their approved container and this is the stated position in Appendix 1. In practice, where side waste is presented, refuse collection crews, within the bounds of good health and safety practice, collected this waste in order to prevent littering or encouragement of fly-tipping. To change from this practice at this time requires a major change of enforcement emphasis, for which there is insufficient allocated resource. The enforcement of the policy position on side waste will therefore be a major element of the review of enforcement policy and practice included in recommendation 2.2 above. Through this review, a clear case can be made for the investment in additional enforcement resource to support changes in service delivery.
- 6.3.4 The Environment Manager has raised concerns that without a clear enforcement policy and associated resource, there is likely to be an adverse impact on street cleansing, as this service will be affected by any increase in fly-tipping, litter from overfilled bins and side waste that occurs after the move to alternate week collection of refuse.

## **6.4 ADDITIONAL AND REPLACEMENT BIN POLICIES**

- 6.4.1 The Additional and Replacement Bin policies were approved by the Waste Management Working Group in September 2008 and then ratified by the Policy and Strategy Committee on 7 October 2008. Since that time it has become apparent that several procedural amendments and clarifications are required before they can be successfully implemented and at present, neither represents existing practice.
- 6.4.2 The majority of amendments to the additional bins policy do not fundamentally change the policy but rather provide clarity and simplify procedural issues which will allow for successful implementation. The one substantive change is the removal of the £60 annual collection charge due to possible conflict with the Environmental Protection Act (1990) as advised by the legal team. The proposed additional bins policy has been included as part of the Household Waste and Recycling Containers Policy attached at Appendix 1. For comparison, the existing policy has been attached at Appendix 3. As outlined in the Financial Considerations, there is a nominal loss of revenue associated with this change, however, there will be no actual loss experienced in comparison with existing practice as no annual collection charge is currently levied.
- 6.4.3 There is a significant change to the replacement bins policy within the proposed Household Waste and Recycling Containers Policy document,

attached at Appendix 1. The revised policy does not require the levying of a charge for issuing replacement bins. This amendment is required due to significant difficulties experienced in implementing and administering such a charge, not least establishing a fair mechanism to identify fault for the loss of the bin. As outlined in the Financial Considerations, there is a nominal loss of revenue associated with this change, however, there will be no actual loss experienced in comparison with existing practice which is to replace bins free of charge. For comparison, the existing policy has been attached at Appendix 4.

## **7. REPORT AUTHOR DETAILS**

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## **8. BACKGROUND PAPERS**

Additional Bins Policy – Attached at Appendix 3  
Replacement Bins Policy – Attached at Appendix 4

## **9. APPENDIX 1**

### **Aberdeen City Council Household Waste and Recycling Containers Policy**

This policy document does not relate to the use of communal or on-street general refuse bins, on-street paper recycling facilities, recycling points or trade waste customers unless specifically stated.

#### **1. Provision of Containers**

- 1.1 The Council's policy is, where routes and capacity exist, to provide suitable households with;
- (i) One 240 litre gray/black wheeled bin for general/non-recyclable waste
  - (ii) One 240 litre brown wheeled bin for garden waste and food waste
  - (iii) One 7 litre kitchen caddy for indoor storage of food waste before transfer to the brown wheeled bin with a supply of biodegradable corn starch liners

- (v) One 55 litre black box for plastic bottles, food and drink cans, glass bottles and jars.
  - (vi) One 35 litre white bag for paper and cardboard
  - (vii) Additional brown bins or black boxes or white bags will be provided to householders, with a genuine need for extra capacity, on request
- 1.2 Containers that have been stolen, damaged or gone missing will be replaced free of charge.
- 1.3 Upon delivery of a replacement bin, if there is already a residual waste bin at the property, the replacement will not be left and it will be reported to the Waste Team/Environmental Services. The householder will be informed that they need to apply for an additional bin as below.
- 1.4 Exceptions
- 1.4.1 140 litre Gray/black bins for general refuse are available in place of a 240 litre bin upon request. The original 240 litre bin will be removed when the 140 litre bin is delivered.
  - 1.4.2 140 litre brown bins for garden/food waste are available in place of a 240 litre bin upon request. The original 240 litre bin will be removed when the 140 litre bin is delivered.
  - 1.4.3 Additional general refuse bins:
    - (i) Households with 5+ permanent residents or with 1+ permanent residents with special circumstances which cause them to produce excess waste, will be entitled to apply for an additional general refuse bin where there is a genuine capacity need.
    - (ii) These households must make use of the kerbside recycling service and the garden/food waste service where these are available before an application will be accepted.
    - (iii) A maximum of one additional bin will be available to eligible households
    - (iv) There will be a charge of £35 (inc. VAT) for provision/delivery.
    - (v) Additional bins will only be delivered once payment has been received
    - (vi) Residents with a medical condition or disability that causes them to produce excess waste, will not be charged.
    - (vii) A 50% discount will be available for those in receipt of Council Tax benefit and/or Housing Benefit.
    - (viii) All applicants will be offered a visit from the Waste Aware Team
    - (ix) Additional bins will be easily identifiable
    - (x) Additional bins should also be used as per Aberdeen City Council Household Waste and Recycling Containers Policy.
    - (xi) The Council reserves the right to remove the service if there is no genuine capacity requirement, households no longer meet the eligibility criteria, if the fees are not paid or if provision is abused. Full terms and conditions will be issued with application forms.

## 2. Ownership and Storage of Containers

- 2.1 The containers remain the property of Aberdeen City Council unless purchased under the previous additional bin policy
- 2.2 Containers must be stored where possible within the boundary of the property i.e. bin store etc.
- 2.3 Containers must be removed from pavement/collection point by the householder and returned to within the boundary of the property as soon as reasonably practical after emptying.
- 2.4 The cleanliness of containers remains the responsibility of the resident and they should be maintained in a clean and hygienic condition at all times. Unclean or unhygienic bins may not be emptied.

## 3. Presentation and Collection of Containers

- 3.1 The householder is required to present the appropriate container on the kerbside by 7:00am on the morning of collection.
- 3.2 Only containers supplied to householders by Aberdeen City Council will be emptied/uplifted.
- 3.3 Containers should be replaced after emptying by collectors to the original collection point or within one refuse collection vehicle length from the collection point but not to cause obstruction to driveways, unless left in this manner by the householder
- 3.4 All waste and recycling should be presented for collection in an authorised container. Waste or recycling which is not presented in this manner will be considered fly-tipping and the householder may be subject to enforcement action.
- 3.5 Bins with items wedged inside, which are too heavy to reasonably move, or which are presented with raised lids due to excess waste will be left as they present health and safety implications to operatives. The resident should correctly re-present their bin on the following uplift day or can dispose of the waste at a Recycling Centre.
- 3.6 Only those materials acceptable for recycling or composting will be uplifted from black boxes, white bags and brown bins. Further information on the materials that can and cannot be collected as part of the kerbside recycling and garden/food waste services can be obtained via the Council website, from the Waste Aware Line (08456 080 919) or the Waste Aware Guide. Contamination in black boxes and white bags will not be uplifted. Contamination in brown bins will result in the bin not being uplifted. Residents

should then remove the problematic material(s) and place their bin out for collection on the next uplift day.

3.7 Household Waste and Recycling Containers should not be used to dispose of business waste even if this waste is generated from a business operating from the household.

3.8 Exceptions

3.8.1 Provision of Assisted Uplifts:

- (i) Assisted uplifts will be offered where the occupant(s) of a household is/are sufficiently infirm or disabled and as a result they cannot put the bin out themselves nor retrieve it themselves and there is no-one else who can complete this task for them reliably.
- (ii) Containers will be uplifted from within the boundary of the property from a specified location and return it to the same place
- (iii) Council staff will not uplift from inside the property itself.

3.8.2 Where there is an established collection point other than the kerbside, residents may place containers at this location for collection and collection crews will return containers to the same site.

3.8.3 Where there is no pavement or other suitable place (roadside, communal area, bin store, verge) on which to present the containers, householders should present them at a location agreed with the Council. Collection crews will return containers to the same site.

3.8.4 Where the property opens directly onto the street, there is no front garden or area in which to store bins, and no direct access to the back or side of the house (or other communal area) such that the bin has to be brought through the house, residents may request permission from the Council to keep their bin on the pavement provided this does not cause a health and safety problem.

3.8.5 Where the collection vehicle cannot gain access to the street because of width, height, turning or other restrictions out with our control, containers may not be uplifted on the usual collection day.

3.8.6 Side waste which results from the Council's failure to collect (eg as a result of adverse weather, industrial action) will not be subject to enforcement action.

3.8.7 Missed collections:

Where containers have been placed for collection in line with the policy but are not uplifted, residents should contact the Waste Aware Line (08456 08 09 19). The collections team will arrange for the container(s) to be uplifted as soon as practically possible.

## 10. APPENDIX 2

<b>Aberdeen City Council</b> <b>Additional Wheeled General Refuse Bin - Application Form</b>		
<b>DATA PROTECTION</b> The information collected on this form is recorded manually and on computer, stored securely and processed for the purposes of assessing your application for an additional wheeled bin. Aberdeen City Council (ACC) will process your information fairly and lawfully and in accordance with the principles of the Data Protection Act 1998. The information you provide not be made available to anyone outside of ACC. If your application is successful ACC will keep the information on record in order to raise the invoices required for the use of an additional wheeled bin and for service monitoring purposes. For the purposes of processing your personal information, ACC is the Data Controller. The nominated representative of the Data Controller is the City Solicitor. You have a right to obtain details of the personal information which ACC holds about you. Such a request should be made in writing to: <i>to be confirmed</i> Kittybrewster Office, 38 Powis Terrace, Aberdeen, AB25 3RF		
Name:	Mr/Mrs/Miss/Ms/Dr	
Address:		
Postcode:		
Telephone No:		
1.	Do you have 5 or more permanent residents in the household?	Yes/No
	If Yes, please provide the names and dates of birth of all permanent residents:	
2.	Do you have a particular Medical need that requires a second general waste bin?	Yes/No
	If Yes, please provide further information below:	
	All information provided will be held in the strictest of confidence.	
3.	Are you in receipt of Council Tax Benefit and/or Housing Benefit? :	Yes/No
	If Yes, please provide your Council Tax Benefit and/or Housing benefit reference	

	number(s) below:	
4.	Please state below the reasons why you require a second general waste bin.	
5.	Do you use the kerbside recycling service (black box and white bag) to recycle your: paper and cardboard, glass bottles and jars, food and drink cans, plastic bottles?	Yes/No
	If No, please explain why not:	
6.	Do you use the garden waste collection service	Yes/No
	If No, please explain why not:	
	If Yes, do you also use the service to dispose of your food waste?	Yes/No
	If No, please explain why not:	

I confirm that all information in this application is correct, and I understand that Aberdeen City Council may make further enquiries as needed.

Householder/Occupier (as above):

Signed.....

Print Name.....

Date.....

**Please return completed application form and signed Terms and Conditions to:**

**Waste Aware Team/  
Environmental Services**  
Aberdeen City Council  
Kittybrewster Office  
38 Powis Terrace  
Aberdeen

AB25 3RF

Please do not send any payment with your application, if your application is successful you will be advised of the payment methods.

Please contact us on the telephone number below if you want this document in Braille, large print or on an audio CD, or if you want the document translated into another language.

إذا كنت تود الحصول على هذه الوثيقة بالخط العريض أو البريلا أو الأشرطة الصوتية المدمجة أو كنت تود ترجمتها الى لغة أخرى فالرجاء الاتصال بنا على الهاتف أدناه.

আপনি যদি এই দলিলটি ব্রেইলে, বড় ছাপার অক্ষরে বা শোনার জন্য সিডি, অথবা দলিলটি অন্য কোন ভাষায় অনুদিত চান তবে অনুগ্রহ করে নীচের টেলিফোন নম্বরে ফোন করে আমাদের সাথে যোগাযোগ করুন।

如欲索取此文件的凸字版、大字版、語音光碟，或其他語文翻譯本，請致電下列號碼。

Proszę się skontaktować z nami pod poniższym numerem telefonu jeśli ten dokument jest wymagany w alfabecie Brajla, w dużym druku, na płycie kompaktowej CD lub przetłumaczony na inny język.

Пожалуйста, свяжитесь с нами по номеру телефона, указанному ниже, если Вы хотите получить этот документ шрифтом Брайля, крупным шрифтом или на компактном аудио диске, а также если Вам нужен перевод этого документа на другой язык.



08456 08 09 19

## **Aberdeen City Council Provision of a Second Domestic General Waste 240 Litre Wheeled Bin Terms and Conditions**

If your application is successful the Council will provide, on a lease basis, 1 x 240 litre wheeled general refuse bin. The bin will remain the property of Aberdeen City Council.

At the time of writing the delivery charge for an additional refuse bin is £35 inc. VAT.

If confirmation is received that you are in receipt of Council Tax Benefit and/or Housing benefit you will be eligible for a 50% discount on the delivery charge. Details should be provided on the application form.

If confirmation is received that a permanent resident of the household has a medical condition or disability that causes them to produce excess waste, there will be no delivery charge. Details should be provided on the application form.

The container will be emptied on the standard general waste collection day for your property, at the pre-agreed collection point and should be used as per Aberdeen City Council Household Waste and Recycling Containers Policy.

You are required to contact the Council to cancel the lease if you no longer meet the eligibility criteria (5+ permanent residents, special circumstances) or if you no longer require an additional bin.

If you move home within the Aberdeen City Council area you must advise the Council of your new address. If you move home to outside of the Aberdeen City Council area, you must advise the Council and arrange for the Council to collect your additional bin.

Upon cancellation of the Lease Agreement by either party no refund will be provided by Aberdeen City Council.

Aberdeen City Council reserves the right to carry out random checks to ensure that only non-recyclable/non-compostable material is presented for collection and to remove the additional bin from your property if there is no genuine capacity requirement, if your household no longer meets the eligibility criteria or if provision is abused.

Declaration:

I confirm there are 5 or more permanent residents living at the above address or that 1 or more permanent residents of this property have special circumstances which cause them to produce excess waste as detailed on the application form.

I confirm that I will contact the Council if circumstances within the household change and I am no longer eligible for an additional bin.

Agreed by Householder/Occupier (as above):

Signed.....

Print Name.....

Date.....

### **11. APPENDIX 3**

The following is the previously agreed additional bin policy which has now been amended in the Household Waste and Recycling Containers Policy (Appendix 1).

#### **ABERDEEN CITY COUNCIL**

<b>Name of Committee</b>	: Members Waste Working Group
<b>Date of Meeting</b>	: 3 <sup>rd</sup> September 2008
<b>Title of Report</b>	: Proposed Formalisation and Amendments to Additional Domestic Wheeled Bin Policy
<b>Lead Officer</b>	: Belinda Miller
<b>Author of Report</b>	: Clare Neely, Waste Minimisation Officer ☎ 814612 ✉ cneely@aberdeencity.gov.uk
<b>Other Involvement</b>	: Peter Lawrence, Graham Walker
<b>Consultation undertaken with</b>	: Angus Sefton, George Saunders, Neil Taylor City Voice Panellists

## **Summary of Report**

The Waste Management Transformation Strategy, approved by Full Council in February 2008, included a recommendation to '*establish a clear policy on wheeled refuse bin replacement and provision of additional refuse bins based on an annual charge*'.

This briefing note outlines proposals to formalise Aberdeen City Council's policy on the provision of additional / larger bins. Although Aberdeen City Council can charge a one-off fee for the provision of an additional bin, any proposals to introduce an annual rental fee would require further clarification of any legal implications of introducing variable charging.

## **Recommendations**

- It is recommended that the Group formalises the additional bin request policy

## **Links to the Community Plan/SOA and to Vibrant, Dynamic & Forward Looking**

This report links to the Community Plan to 'Manage and treat waste in accordance with best practice standards'

There are no links to the Vibrant, Dynamic & Forward Looking policy.

## **Implementation**

Implementation of the proposals would be carried out by the Waste Operations Team based under Neighbourhood (North) and the Authorised Officers in each Neighbourhood Service area.

## **Resource Implications**

<b>People</b>	:	The proposals would affect existing staff in the Corporate Contact Centre and existing staff in Authorisation Officer roles. Additional enforcement staff may be required.
<b>Finance</b>	:	Charges will be made to householders for additional wheeled bins. Additional costs of cleansing / litter clearance Additional enforcement staff
<b>Systems &amp; Technology</b>	:	Reporting of additional wheeled bins will be recorded on the appropriate system. Financial charging systems will be used to raise invoices to householders.
<b>Property</b>	:	None
<b>Other Equipment</b>	:	None
<b>Other</b>	:	

**Other Implications**

**Health & Safety** : People  
Staff in the Corporate Contact Centre and Authorised Officers may be subject to abusive behaviour.

Property  
None

**Risk Management** : If this proposal is not formalised, Aberdeen City Council will continue to allow householders to pay a one-off charge for a larger / additional bin when genuine capacity needs have not been established. This is especially relevant to the planned introduction of alternate weekly collections of refuse.

**Human Rights/  
Equalities/Diversity  
Equalities Impact  
Assessment  
Sustainability  
Environmental** : Discounted bins will be available to households in receipt of Council Tax Benefit or Housing Benefit  
: An Equalities and Human Rights Impact Assessment (EHRIA) will be carried out.  
: None  
: Residents who do not pay for an additional bin may present excess refuse for collection in refuse sacks. Aberdeen City Council has a duty to collect this waste. Problems with vermin / litter and the associated cleansing costs may arise.

**Social** : None  
**Economic** : None

**Construction** : None

**Signature** : \_\_\_\_\_

## **Main Considerations**

The Waste Management Transformation Strategy, approved by Full Council in February 2008, included a recommendation to *'establish a clear policy on wheeled refuse bin replacement and provision of additional refuse bins based on an annual charge'*.

This annual charge could be viewed as 'variable charging' whereby residents pay different amounts depending on the amount of waste they create.

The Household Waste Prevention Action Plan (Scotland) published in February 2007 states that *'Any moves to introduce direct variable charging for household waste will not take place without further full and detailed consultation. SEPA has commissioned a research study on Direct Variable Charging for Waste which will examine issues such as enforcement, impact, cost and technologies.'* However, West Lothian Council has had an annual additional bin rental programme since 2005 without any legal challenges.

This briefing note outlines proposals to formalise Aberdeen City Council's policy on the provision of additional / larger bins. Although Aberdeen City Council can charge a one-off fee for the provision of an additional bin, any proposals to introduce an annual rental fee would require further clarification of any legal implications of introducing variable charging.

### **1. INTRODUCTION**

To fulfil its obligation to provide all householders with a suitable receptacle for the disposal of household waste, Aberdeen City Council provides a bin with a 240-litre capacity to all households (with the capacity to store a wheeled bin) as standard.

Some residents do not feel this capacity is sufficient, and the process of providing larger / additional wheeled bins needs to be formalised to ensure that householders cannot pay a one-off charge for a larger / additional bin when genuine capacity needs have not been established.

It is especially important to approve and formalise this policy before the introduction of alternate weekly collections (AWC) of residual waste, also approved as part of the Waste Transformation Strategy. As part of this service, residual waste from individual 240L wheeled bins will be collected fortnightly instead of weekly, encouraging residents to adopt waste minimisation and recycling activities. Allowing residents to procure an additional bin without verifying genuine capacity requirements is likely to negate the introduction of this service. Instead of having 240L of capacity emptied on a weekly basis, households will have 480L of capacity emptied on a fortnightly basis.

## **SUMMARY OF CHANGES**

1. Householders requesting additional capacity will be asked to complete an application form
2. On receipt of the completed application form, additional / larger bins will be authorised subject to set criteria
3. Residents will be charged for the delivery and provision of a larger / additional bin
4. Residents will pay an annual charge for the rental of their larger / additional bin.

## **2. BACKGROUND**

- 2.1. Aberdeen City Council moved to a containerised collection of waste from a twice-weekly black refuse sack collection in the late 1990s. Households were provided with a 240 litre black wheeled bin (equivalent of four to five full black refuse sacks) for the weekly collection of household waste.
  - 2.2. A 240L-sized wheeled bin was chosen as it is more than adequate to securely hold the waste generated by an average family over the collection period. 120L wheeled bins are available on request.
  - 2.3. Materials that should not be put into a black domestic waste bin include:
    - Hot ashes and heavy materials such as large amounts of soil, hardcore or rubble
    - Car parts
    - Business waste even if generated from a business operating from home
    - Corrosive materials and liquids such as oil and paint
- Aberdeen City Council also offers the majority of residents a kerbside collection of paper, cardboard, glass bottles and jars, food and drink cans and plastic bottles. Brown 240L wheeled bins are provided for the collection of garden waste allowing residents to recycle a large proportion of their general refuse.
- 2.4. Guidance that was given to householders when bins introduced was that all waste must be within wheeled bin with lid closed.

## **3. WASTE COLLECTION INFRASTRUCTURE**

- 3.1. In accordance with the Environmental Protection Act, a Local Authority has a duty to collect household waste. To facilitate these collections, and with in reason, the Local Authority can either provide free of charge or sell to the householder a bin or can insist that the householder supplies the container at their own expense. Aberdeen City Council took the decision to provide a 240 litre wheeled bin free of charge with a 120 litre bin available on request.

- 3.2. Since 2004, Aberdeen City Council has been providing extensive kerbside recycling collection services. Residents are able to present paper, cardboard, glass bottles and jars, plastic bottles, food and drink cans and garden waste separately for collection. Food waste can be composted in a home compost unit or from March 2009, will be collected as part of the garden waste collection service. Around 60% of an average bin can now be easily recycled at the kerbside. Utilising the network of Recycling Centres and Points to recycle textiles, electrical items, scrap metal, chemicals, paints and batteries increases this figure even further.
- 3.3. These easy waste minimisation and recycling activities can impact the amount of waste that large families present for collection. In the Dyce area, where AWC together with weekly kerbside collections of recycling have been operating since September 2006, results from the customer satisfaction survey show that 25% of households of 6 or more residents manage with one wheeled bin over the fortnightly residual collection period. 62% of households of five residents manage with one wheeled bin over the fortnightly collection period. The same survey shows that just 15% of households with a child in disposable nappies require an additional wheeled bin and of these, 69% had two children in nappies.
- 3.4. However, it is recognised that even with intensive waste minimisation and recycling activities, there are some instances when one 240L bin is still not large enough for the waste generated in a household.

#### **4. EXISTING ADDITIONAL WHEELED BIN POLICY**

- 4.1. There is currently no formal policy, agreed by the Council, in place to deal with requests for additional waste capacity. At the present time, requests from householders for additional wheeled bins to deal with their excess waste are dealt with according to the number of residents in the property.
- If customers indicate that there are five or more residents within the household, an additional wheeled bin is automatically delivered to them. No checks are made to verify claims, determine if there is a genuine capacity need or check if business waste is being presented for collection.
  - If customers indicate that there are less than five residents in the household, an additional wheeled bin can be delivered for a one-off charge of £26.52 plus vat. Again, no checks are made to determine if there is a genuine capacity need or if business waste is being presented for collection.

## 5. PROPOSED CHANGES TO ADDITIONAL WHEELED BIN POLICY

- 5.1. The current policy, whilst not automatically entitling residents to receive additional waste capacity, does allow them to make a request for an extra bin. The criteria above has been used by staff to assess any requests for an additional wheeled bin that have been submitted
- 5.2. This report seeks to formalise these criteria as the accepted means of assessment so that all requests are dealt with on a fair and consistent basis. This will ensure householders cannot pay a one-off charge for an additional / larger bin when genuine capacity need has not been established.
- 5.3. It is proposed that when requests for an additional bin are received, residents are asked to complete an application form. This will ensure that we have a signed written record of the number of residents within the household and a record of any genuine need (for example medical need) for additional waste capacity. All data collected will comply with the Data Protection Act.
- 5.4. The application will also require residents to complete a week-long 'waste diary' to identify the materials they are throwing away on a daily basis. This aims to encourage residents to think about their waste and to consider if steps could be taken to reduce it, reuse it or recycle it and to consider if they really do require an additional bin. See Appendix 1.
- 5.5. Members of the Community Waste Team will be available to visit residents to provide advice and guidance on reducing and recycling their waste.
- 5.6. On receipt of the completed application form, additional bins will be authorised if:
- There are 5 or more permanent residents in the household.
  - A resident within the household has any special circumstances creating an unusual amount of waste on a regular basis
  - A household can prove that after using all possible measures (recycling and composting as much as possible, as determined by an Officer carrying out a waste audit), they still have more residual waste than can be contained in a standard 240L wheeled bin.
- 5.7. A permanent resident comprises a family member that resides in the household on a full-time basis. It does not include students living away from home for example.
- 5.8. Each application will be dealt with on an individual basis. This policy is not intended to discriminate against residents who have a genuine capacity need and struggle to securely present their waste for collection in one wheeled bin but to tighten the existing policy to prevent misuse, and to encourage waste minimisation and recycling activities.

## 6. CHANGES TO CHARGING POLICY

- 6.1. Aberdeen City Council is facing increasing costs for the collection and disposal of household waste. In 2007/08, these costs were £7,489,940 for waste collection and £7,274,213 for waste disposal.
- 6.2. Under the Environmental Protection Act, Local Authorities cannot make a charge for disposal of household waste, but a charge can be made for collection of additional household waste.
- 6.3. At the present time, households of 5 or more residents are provided with an additional wheeled bin free of charge. A one-off delivery charge of £26.52 plus vat is made for households of less than 5 residents.
- 6.4. It is proposed to increase this delivery charge to £35. This represents the cost to the Council of providing a new bin plus the costs of delivery.
- 6.5. It is proposed to charge residents an annual fee for the collection of waste in their additional wheeled bin. This ensures that householders creating and presenting additional waste are not being subsidised by householders adopting waste minimisation activities.
- 6.6. Many other Local Authorities in the UK make an annual charge for the collection of additional waste. Examples are shown in Appendix 2.
- 6.7. This annual charge could be viewed as 'variable charging' whereby residents pay different amounts depending on the amount of waste they create.  
  

The Household Waste Prevention Action Plan (Scotland) published in February 2007 states that *'Any moves to introduce direct variable charging for household waste will not take place without further full and detailed consultation. SEPA has commissioned a research study on Direct Variable Charging for Waste which will examine issues such as enforcement, impact, cost and technologies.'* However, West Lothian Council has had an annual additional bin rental programme since 2005 without any legal challenges.
- 6.8. Currently (2007/08) the average cost of refuse collection from each property is £1.28 per week or £66.63 each year. It is proposed to set the annual rental cost for an additional / larger wheeled bin at £60 per annum.
- 6.9. In order not to exclude low-income families from this service, the annual payment of could be collected 6-twice a year (£30). As the cost to Aberdeen City Council of raising an invoice is £10, a charge below this level cannot be considered.
- 6.10. No annual charge will be made for residents requiring an additional bin due to special circumstances / medical conditions although the charge for supply and delivery of their additional / larger bin will still be payable.

6.11. Excess waste can be disposed of free-of-charge at any of the four Household Waste Recycling Centres within the City.

6.12. City Voice panel members are currently being consulted over these proposals.

## 7. IMPLEMENTATION

A draft sample formal written policy is offered in Appendix 3.

7.1 Three options for additional waste capacity are available:

OPTION A: provide an additional 240-litre capacity bin

OPTON B: provide an alternative larger capacity bin

OPTION C: provide no additional capacity

	<b>OPTION A</b>	<b>OPTION B</b>	<b>OPTION C</b>
<i>Council storage</i>	No additional storage required	Storage space required for stock of larger bins	No additional storage required
<b>Delivery</b>	No change to existing actions	Crews to be given clear instructions as to the size of bin to be delivered	None required
<b>Householder storage</b>	Household required to store two bins	Household required to store one bin	Household required to store one bin but may also have to store excess refuse
<b>Collection</b>	Crews required to empty two bins	Crews required to empty one bin	Crews required to empty one bin but could excess sacks may also be present
<b>Monitoring</b>	Householders may be tempted to 'acquire' an additional bin, especially to deal with AWC. Cases of bin theft will be difficult to monitor	Most householders present one bin for collection so cases where two bins are presented can be investigated to determine the origin of the additional bin	Most householders present one bin for collection so cases where two bins are presented can be investigated to determine the origin of the additional bin
<i>Size</i>	Householders are given extra 240L capacity	Householders are given additional capacity. Additional capacity is provided but is limited to encourage waste minimisation and	Householders are not offered any additional waste capacity,

Appendix 1

**Application for additional Household Wheeled bin**



**Your Details**

Title ..... First Name(s).....  
 Surname .....  
 .....  
 Address .....  
 ..... Postcode.....  
 Daytime Telephone ..... Evening Telephone.....  
 Mobile ..... Email.....

**Factors that will be taken into account when assessing your application**

Number of Residents in your property: .....  
 Name and age of permanent residents: (i.e. full time members of the household - this does not included students living away from home.)  
 .....  
 .....  
 .....  
 Other factors that may affect amount of waste produced:.....  
 .....  
 .....

DRAFT

**Please answer the following questions**

Do you use a Kerbside Black Box to recycle Glass bottles & Jars, Food & Drink Cans, Plastic Bottles? Yes      No

Do you use a Kerbside White Bag to recycle all your paper and cardboard Yes      No

Do you use a Garden Waste Brown Bin? Yes      No

Do you use your local Recycling Centre or Point to recycle any large packaging and or excess recycling Yes      No

Please state any other ways you recycle or reduce your waste if applicable.....  
 .....

Please state how many side bags of waste a week you are producing.....

Please confirm how you are currently disposing of this additional waste.....  
 .....

Do you have access to transport? Yes No

Please state clearly the reasons you are applying for an additional wheeled bin.....  
 .....

**DECLARATION**

I confirm that we fully use the kerbside recycling collection services, including food waste, and, where possible, we use other facilities to recycle additional materials. We have also tried to reduce the waste we produce. Despite this, a 240-litre wheeled bin is not sufficient each collection to contain the remaining refuse for the permanent residents of this household.

I confirm that all information in this application is correct, and understand that you may make further enquiries as needed.

Signed:

Dated:

**Please return to:**  
 Community Waste Team  
 Aberdeen City Council  
 38 Powis Terrace  
 Kittybrewster  
 AB25 3RF

**DRAFT**

<b>OFFICE USE ONLY</b>		
Date Received:		
Refuse Day:		
Recycling Week Approved	1	2
	Yes	No
Visit Date		
Time		

**PAYMENT**

- The charge for an additional 240L wheeled bin is £XX plus an annual charge of £xx
- Payment should be made to: xxx
- Both charges include VAT and delivery charges.
- Delivery will not be made until payment has been received.
- Please allow 7 days for delivery.

**TERMS AND CONDITIONS FOR RENTAL OF ADDITIONAL WHEELED BIN**

1. The fee for the use of an additional wheeled bin is a rental fee. This entitles you to use the additional bin for as long as you meet the criteria set out in the policy.

2. If the above circumstances change at anytime (i.e. if you move home, if the number of permanent occupants fall below 5, or if you no longer use disposable nappies, etc), you will inform Aberdeen City Council
3. The additional bin is only to be used for non-recyclable household rubbish only
4. Checks will be made to ensure that only non-recyclable waste is presented for collection in the larger / additional wheeled bin. It may be removed if its provision is abused.

# Waste Diary



**ABERDEEN**  
CITY COUNCIL

- Mark down every item of rubbish that you put in your black-wheeled bin for 1 week.
- You will be able to see which items you throw away the most. Target these first to reduce your rubbish.
- Look at the amount of rubbish that you put in your black-wheeled bin and try to reduce this amount.

**Week Commencing:** \_\_\_\_\_

	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY	SUNDAY
Paper/ cardboard							
Glass Bottles & Jars							
Other Glass e.g.: light bulbs, Pyrex							
Food & Drink Cans							
Metals (inc foil)							
Plastic Bottles							
Plastic Packaging							
Food Waste							
Garden waste							
Nappies/ incontinence waste							
Textiles and Clothes / Toys / Shoes / Books (These could be donated to charity)							
Other: e.g. electrical							

DRAFT

## Appendix 2.

Many other Local Authorities in the UK make an annual charge for the collection of additional wheeled bins. A range of the other charges is detailed in the Table below:

<b>Council</b>	<b>Hire charge for additional 240L bin</b>
Epsom & Ewell Borough Council	£104 per annum
Harborough District Council	One off charge £39.01 plus annual fee of £38.74
Bolton Metropolitan Borough Council	£120 per annum
Hinckley & Bosworth Council	£50 per annum
Kettering Borough	£196.04 per annum
South Northamptonshire Council	£55 per annum + VAT
Caerphilly County Borough Council	£70 plus VAT per annum
West Lothian Council	£52 (inc VAT) per annum

Blaby District Council, for example, offers residents a 140-litre capacity bin for general refuse collected weekly, plus a 140L bin for paper recycling and boxes for glass, cans and plastic bottles collected fortnightly. If householders require additional capacity for their general refuse, an additional charge is incurred. Rates for larger wheeled bins are designed to deter householders from using them and are not based on actual operational costs. As a result, only 8.3% of residents of Blaby District requested a larger bin.

## Appendix 3.

### **DOMESTIC WHEELED BIN SIZING POLICY**

Black wheeled bin waste is waste from domestic households that cannot be recycled, composted, reused or disposed of by other means.

All households are delivered one 240-litre black wheeled bin as standard. In the event that the household feels that the 240-litre bin is too large or too small, they may request an alternative size. Alternatives will only be made available following an assessment of individual need.

### **THE ISSUING OF LARGER/SMALLER BINS**

- Alternative sized bins of 120-litre capacity are available, free of charge, on request.
- Residents can exchange a 120-litre bin for a standard 240-litre bin, free of charge, on request.

- Any household experiencing ongoing difficulty in reducing their waste to fit into a single bin may request an additional / larger wheeled bin.
- All requests for additional / larger bins will be individually assessed and provision of these will be based on identified need. The following policies apply:

### **ADDITIONAL / LARGER BIN POLICY**

- On receipt of request for an additional / larger wheeled bin, the household will be asked to complete an application form and a week long waste diary.
- On receipt of the completed application form, additional / larger wheeled bins will be authorised, subject to applicable terms and conditions, if:
  - There are 5 or more permanent residents in the household.
  - A resident within the household has any special circumstances creating an unusual amount of waste which is produced on a regular basis
  - Any resident can prove that after using all possible measures (waste minimisation activities, recycling and composting as much as possible, determined by an officer carrying out a waste audit), they still have more residual waste than can be contained in a standard 240-ltr wheeled bin.

Authorisation for a larger bin will be refused when:

- The application form is returned and the household does not fall under the first two categories mentioned above
- Residents do not utilise the recycling / composting services offered
- Following a visit and a waste audit, it is evident that the household are not reducing waste / recycling as much as possible
- On visiting a household they have no excess waste

A permanent resident comprises a family member that resides in the household on a full-time basis.

### **OFFICER VISIT & WASTE AUDIT**

- This is to be offered to any resident requesting an additional / larger bin who does not fall into one of the immediate authorisation categories.
- If the resident requests such a visit, it will be scheduled to take place on, or the day before, their next black bin collection.
- Waste will be sifted to identify dry recyclables, garden waste and non-recyclable residual waste.
- If there appears to be large amounts of dry recyclables or garden waste within the bin, then the resident will be offered additional recycling containers or garden waste bin accordingly.
- If there is more residual waste than will fit into the 240L wheeled bin after such an exercise, then an additional / larger refuse bin will be authorised, subject to the terms and conditions.

### LARGER BIN RENTAL CHARGES

- Delivery of a larger bin is subject to a one-off charge of £35. This represents the cost to the Council of providing a new bin plus the costs of delivery.
- An annual rental charge will be made for households with an additional / larger bin.

These charges will be reviewed on an annual basis. Administration of the scheme would need to be done on an annual basis and is likely to require an additional administrative resource.

### **TERMS AND CONDITIONS FOR PROVISION OF ADDITIONAL / LARGER WHEELED BIN**

1. The bin remains the property of Aberdeen City Council
2. The fee for the use of an additional / larger wheeled bin is a rental fee. This entitles you to use the additional / larger bin for as long as you meet the criteria set out in the policy.
3. If your circumstances change at any time (eg: the number of permanent members of your household change) you will inform Aberdeen City Council to assess your new waste capacity needs.
4. If you move home within the Aberdeen City Council area you must advise the Council of your new address.
5. If you move home to outside the Aberdeen City Council area, you must advise the Council and arrange for the Council to replace your larger bin with one of a standard size. There will be no charge for this.
6. The larger bin is provided on the condition that it is used for non-recyclable / non-compostable household waste only.
7. Aberdeen City Council reserves the right to carry out random checks to ensure that only non-recyclable / compostable household waste is presented for collection. The additional capacity may be withdrawn if its provision is abused.

## **12. APPENDIX 4.**

The following is the previously agreed replacement bin policy which has now been amended in the Household Waste and Recycling Containers Policy (Appendix 1).

### **ABERDEEN CITY COUNCIL**

<b>Name of Committee</b>	: Members Waste Working Group
<b>Date of Meeting</b>	: 3 <sup>rd</sup> September 2008
<b>Title of Report</b>	: Proposed Amendments to Domestic Wheeled Bin Replacement Policy
<b>Lead Officer</b>	: Belinda Miller
<b>Author of Report</b>	: Clare Neely, Waste Minimisation Officer  814612  <a href="mailto:cneely@aberdeencity.gov.uk">cneely@aberdeencity.gov.uk</a>
<b>Other Involvement</b>	: Peter Lawrence, Graham Walker
<b>Consultation undertaken with</b>	: Angus Sefton, George Saunders, Neil Taylor

## **Summary of Report**

The Waste Management Transformation Strategy, approved by Full Council in February 2008 included a recommendation to '*establish a clear policy on wheeled refuse bin replacement and provision of additional refuse bins based on an annual charge*'.

This briefing note intends to formalise Aberdeen City Council's wheeled bin replacement policy.

Residents will be charged £30 for a replacement wheeled bin instead of their lost/missing bin being replaced for free. This intends to encourage all residents to store their wheeled bin securely within the boundary of their own property between collections.

## **Recommendations**

- It is recommended that the Group formalises the wheeled bin replacement policy

## **Links to the Community Plan/SOA and to Vibrant, Dynamic & Forward Looking**

This report links to the Community Plan to 'Manage and treat waste in accordance with best practice standards'

There are no links to the Vibrant, Dynamic & Forward Looking policy.

## **Implementation**

Implementation of the proposals would be carried out by the Waste Operations Team based under Neighbourhood (North) and the Authorised Officers in each Neighbourhood Service area.

## **Resource Implications**

<b>People</b>	: The proposals would affect existing staff in the Corporate Contact Centre and existing staff in Authorisation Officer roles. Additional enforcement staff may be required.
<b>Finance</b>	: Potential additional charges to householders for replacement wheeled bins. Additional costs of cleansing / litter clearance Additional enforcement staff
<b>Systems &amp; Technology</b>	: Reporting of lost / missing wheeled bins will be recorded on the appropriate system. Financial charging systems will be used to raise invoices to householders.
<b>Property</b>	: None
<b>Other Equipment</b>	: None
<b>Other</b>	:

**Other Implications**

**Health & Safety** : People  
Staff in the Corporate Contact Centre and Authorised Officers are likely to be subject to aggressive behaviour.

Property  
None

**Risk Management** : If this proposal is not formalised, Aberdeen City Council will continue to replace wheeled bins free of charge where residents have not taken adequate action to ensure the safe keeping of their bin,

**Human Rights/  
Equalities/Diversity  
Equalities Impact  
Assessment  
Sustainability  
Environmental** : Discounted bins will be available to households in receipt of Council Tax Benefit or Housing Benefit  
: An Equalities and Human Rights Impact Assessment (EHRIA) will be carried out.  
: None  
: Residents who do not pay for a replacement bin may still present refuse for collection in refuse sacks. Aberdeen City Council has a duty to collect this waste. Problems with vermin / litter and the associated cleansing costs may arise.

**Social** : None  
**Economic** : None

**Construction** : None

*Signature* :

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## **Main Considerations**

### **INTRODUCTION**

The Waste Management Transformation Strategy, approved by Full Council in February 2008 included a recommendation to '*establish a clear policy on wheeled refuse bin replacement and provision of additional refuse bins based on an annual charge*'. This briefing note intends to formalise Aberdeen City Council's wheeled bin replacement policy.

Residents will be charged £30 for a replacement wheeled bin instead of their lost/missing bin being replaced for free. This intends to encourage all residents to take responsibility for the safe-keeping of their bins and to store their wheeled bin securely within the boundary of their own property between collections.

### **1. Background**

- 1.1. Aberdeen City Council provides 240L wheeled bins to residents (with the capacity to store a wheeled bin) as standard. Although at all times, wheeled bins remain the property of Aberdeen City Council, householders are expected to take appropriate steps to ensure the safe keeping of their bin as bins are effectively '*leased*' to residents for their refuse collection.
- 1.2. Preventative steps include marking the bin with a property number/ name for easy identification, storing the bin securely within the boundary of a property between collections and not filling the bin with heavy materials that could damage the bin as it is lifted on the vehicle for emptying.
- 1.3. A lack of household responsibility in looking after wheeled bins, especially between collections, can result in bins ending up lost, abandoned or fired.
- 1.4. Wheeled bins generally need replacing because they are:
  - Blown away or lost as a consequence of being left unattended between collections
  - Removed by the previous home owners when residents move home
  - Stolen
  - Lost as a consequence of being left unattended during the day when presented for emptying
  - Damaged by the refuse collection service
  - Damaged by the occupier

### **2. Current policy**

At the present time, when a request is made for a replacement wheeled bin, this request is recorded and a job ticket is raised for delivery of a replacement bin. Limited checks are made to determine how, when and potentially why the bin was lost. Replacement bins are provided free of charge.

### **3. Proposed amendments to policy**

- 3.1. While most householders look after their bin, some abandon it out in the street for days following collection, leaving it open to being stolen, set on fire or damaged in other ways.
- 3.2. It is proposed to change the existing wheeled bin replacement policy to encourage residents to take the appropriate steps to look after their bin. This will include a charge of £30 for a replacement bin. This represents the cost to the Council of providing a new bin plus a small delivery charge.
- 3.3. If second-hand bins are available, these will be charged at £20.
- 3.4. This charge is likely to be less than the costs a householder would incur in buying a replacement bin privately. Bins provided by a third party also offer no guarantee that they are compatible with our vehicle's lifting equipment and therefore no guarantee that they can be emptied.
- 3.5. Residents in receipt of Council Tax Benefit or Housing Benefit will receive a discount of 50% on submission of proof on entitlement.
- 3.6. Charges will NOT be applied when:
- Bins are lost on collection day
  - Bins are stolen from within the boundary of a property and a Police Incident Number is obtained and provided
  - Bins are 'eaten' by the collection vehicle.
- Charges will also not apply where:
- A resident has moved to a new home within the last four weeks and there is no bin at the property
  - Damage is caused to the bin by the collection vehicle
  - Brown wheeled bins for the collection of garden waste are lost or damaged
- 3.7. Replacement bins will only be delivered on receipt of payment. In line with other home delivery services, a signature will be required in order to provide proof of delivery.
- 3.8. Aberdeen City Council will remove damaged or broken wheeled bins when the replacement bin is delivered, if appropriate.
- 3.9. If householders refuse to pay the charge for a replacement bin, they are entitled to take their general waste, free-of-charge, to one of the four Household Waste Recycling Centres within Aberdeen.
- 3.10. Householder's house insurance may cover the cost of replacing fire damaged or stolen bins. In such cases, replacement bins should be purchased and then a claim made under the insurance policy.
- 3.11. The bin replacement charge will be reviewed on an annual basis.

3.12. The proposed policy will affect domestic (household) wheeled bins only.

Separate charges apply to trade / commercial waste collection containers.

#### **4. Examples from other areas.**

Many other Local Authorities already make a charge for replacement wheeled bins. Most notably, Aberdeenshire Council makes a charge of £46.30 for any new or replacement bin required for any reason. Discounts are only available in cases of financial hardship. Details are shown in Appendix 1.

#### **5. Monitoring / Enforcement**

Members should be aware that there will be instances when a resident may not wish to pay for a replacement bin and may not have appropriate transport to take their waste to a Household Waste Recycling Centre. Aggressive behaviour may be directed towards Corporate Contact Centre staff or Authorised Officers.

In addition, Aberdeen City Council would still be required to pick up refuse sacks placed out by a householder under our duty as a Principal Litter Authority. Wheeled bins / communal bins were introduced to contain waste, and waste placed out for collection in refuse sacks are likely to attract vermin and lead to a spread of litter. Additional resources would be required to deal with any enforcement activity as well as clearing any mess caused by non-containerisation of waste.

Appendix 1.  
Replacement Bin Costs

<b>Council</b>	<b>Cost of replacement bin</b>	<b>Additional info</b>
Aberdeenshire Council	New or replacement wheeled bins are charged at £46.30	Discounted bins are available in cases of financial hardship.
Bournemouth Borough Council	If wheeled bins are damaged or stolen the resident has to pay £40 for a replacement	If wheeled bins are damaged by Council collection crews they are replaced free of charge
Burnley	Replacement bins are £20	
Cambridge City Council	Lost or stolen refuse wheeled bins are charged at £50	
East Riding of Yorkshire	Replacement of a lost or stolen bin: £30	If the bin goes missing on the day of collection it is replaced free of charge
Kingston upon Hull City Council	£21 per bin (includes delivery cost) for the replacement of a lost or stolen bin	Council Operatives record when a bin goes into the vehicle or when damage is caused. In these cases the bin is replaced free of charge
South Northamptonshire Council	Replacement of damaged bins: £40	If a bin is stolen on collection day the bin is replaced free of charge. Existing bins that are split and beyond repair through old age are replaced free of charge.
Stockton-on-Tees	Replacement of lost or stolen bins: £25	
Waveney	Replacement of lost or stolen bins: £25	
Welwyn Hatfield Borough Council	Replacement of lost or stolen bins: £43.50	
West Lindsey	Replacement of lost or stolen bins: £25	

Exempt information as described in paragraph(s) 8, 10 of Schedule 7A of the Local Government (Scotland) Act 1973.

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