

ABERDEEN CITY COUNCIL

COMMITTEE	Zero Waste Management Sub Committee
DATE	30 June 2016
DIRECTOR	Pete Leonard
TITLE OF REPORT	Excess Waste Policy
REPORT NUMBER	ZWM/16/7656
CHECKLIST COMPLETED	Yes

1. PURPOSE OF REPORT

The purpose of this report is to establish an approved 'Excess Waste Policy' which ensures that only waste or recyclables presented in authorised containers is collected. This will help to ensure the collection service is safe and efficient and that householders are encouraged to manage their waste and recyclables appropriately and correctly.

This report also outlines a proposal for communicating and implementing this policy with specific reference to identifying and addressing those households who are currently in possession of bins that are not authorised.

2. RECOMMENDATION

The Zero Waste Management Sub-Committee approves:

1. The proposed Excess Waste Policy included at Appendix 1.
2. The planned campaign for addressing unauthorised additional bins in autumn 2016.

3. FINANCIAL IMPLICATIONS

It is not possible to accurately quantify the potential savings that could be made as a result of this policy. However, in general terms it is expected that by reducing the number of unauthorised additional bins this will result in less residual waste and increased recycling.

Currently, the cost of disposing of a tonne of residual waste is significantly higher than the cost of sending a tonne of waste for recycling. This can vary depending on how the markets are for sale of

materials but as a guide there is around a 50% saving for every tonne of waste that can be sent for recycling instead of disposal. This is assuming little or no income from sale of recyclable materials, therefore this is a conservative estimate at this time.

4. OTHER IMPLICATIONS

The adoption of this policy will result in a decrease in excess waste and unauthorised bins being used for waste. This will encourage participation in recycling schemes and ultimately result in reduced residual waste production and increased recycling.

For those households who are using additional bins and require the extra capacity (e.g. large families, medical needs), there will be the opportunity to apply to retain the additional bin.

5. BACKGROUND/ MAIN ISSUES

5.1 Introduction

5.1.1 A policy for additional bins was approved at Zero Waste Management Sub-Committee in October 2014. This policy formalised the procedure for applying for additional bin capacity and applying for assisted collections. The policy contained within this report replaces the additional bin policy outlined in that document. The assisted collection process remains as per that report. Notwithstanding the successful introduction of this policy, it is evident that there are a significant number of unauthorised second refuse bins in use arising from the lack of control exercised prior to 2014.

5.1.2 The report in October 2014 also highlighted the need for a high-profile communication exercise ahead of the planned change to reduced capacity refuse containers which is due to roll out in Spring 2017. This means all households will be delivered a new 180 litre bin for residual waste. Their existing 240 litre waste bin will become their mixed recycling container thereby offering smaller capacity for waste but much increased capacity for recycling. The reduced refuse capacity will have a greater impact on those households with additional unauthorised refuse bins and it is for this reason that it is proposed the Excess Waste Policy is adopted now and that an extensive campaign is undertaken this autumn to remove any unauthorised refuse bins. This will allow affected households time to adjust their waste management practices in advance of the reduction in capacity that will occur in early 2017.

5.2 Excess Waste Policy

5.2.1 The proposed excess waste policy states the Council's position for dealing with situations where householders are presenting excess waste – this may be in additional unauthorised bins or as “side waste” left outwith bins.

5.2.2 The full policy is attached as Appendix A. In summary, additional bins will be granted where one or more of the following criteria are met and the householder has been assessed (usually by telephone) by an Officer:

- Five or more permanent resident(s) in the household
- One or more resident(s) in the household that has a medical condition which results in additional production of non-clinical waste
- Two or more residents in the household in nappies under the age of 3 years old

Additional refuse bins will be subject to a delivery fee. Additional recycling bins will be issued free of charge with no criteria or assessment required.

Additional food/garden waste bins (brown bins) will also be available and will also be subject to a delivery fee. Households will be limited to a maximum of one additional brown bin only. This is intended to encourage home composting or other garden waste reduction activities.

5.3 “One Household, One Bin” Campaign

5.3.1 It is proposed that a high profile campaign that raises awareness of the one bin per household policy is delivered in autumn 2016. This campaign will result in the removal of many unauthorised additional bins prior to the new services being introduced in early 2017.

5.3.2 The campaign will include publicity of the policy by using social media, press advertising, on-vehicle advertising and use of the Council website.

5.3.3 The following is an outline of the process that will be followed for dealing with unauthorised additional bins:

- (a) Collection crews will be issued with bin hangers (these are “tags” that can be attached to the handle of the bins which contain important information for the householder) or other form of identifying marker. Where the collection crew believe there is an unauthorised additional bin being presented on collection day, they

will attach a bin hanger that explains to the householder that the bin has been identified as possibly being unauthorised.

- (b) In situations where it is difficult to identify who the additional bin belongs to (e.g. in blocks of flats), the area will be targeted with leaflets and doorstepping to help identify which bins are unauthorised. The leaflets will give similar information to the bin hangers.
- (c) Householders will then be given the opportunity to contact the Council if they believe the bin is authorised, or, if they wish to apply for it to become authorised.
- (d) If no contact is made before a given date, the collection crews will issue a second bin hanger (or leaflet/letter for flats) which informs the householder that the bin will be removed.
- (e) Collection crews will then place an identifying mark (sticker or similar) on the bin to ensure that the crew only uplift the correct bins.
- (f) Bins will be uplifted and returned to stock where they can be cleaned and re-issued as required.

Draft text for the proposed bin hangers/leaflets is attached as Appendix B.

5.3 Benefits

5.3.1 The Excess Waste Policy will ensure there is clarity and equality over additional bin collection services and will update the existing policy to take account of changes in services, such as the new mixed recycling service.

5.3.2 Improved recycling and waste collection service in terms of:

- Promotes and encourages participation in recycling services and waste reduction activities
- Reduced volume of residual waste
- Reduced number of bins out for collection contributing to improved collection efficiency
- Increased public awareness of waste and recycling issues

5.3.3 The proposed policy is in line with the guidance contained within the recently produced Code of Practice for Household Recycling in Scotland.

6. IMPACT

Improving Customer Experience –

This policy will provide clear guidelines for householders in Aberdeen regarding their entitlement to additional waste and recycling capacity and ensure that the Council is being open and transparent and fair and consistent in its approach.

Improving Staff Experience –

This policy will also give clarity to staff including collection crews, contact centre staff, waste management staff and the wider Council team with respect to this issue.

Improving our use of Resources –

This policy will improve the efficiency the service by helping to reduce the number of unauthorised bins that are presented which will improve the efficiency of the collection service. It will also encourage participation in recycling services and heighten awareness of waste issues generally.

Corporate -

This policy helps us to work towards achieving the Smarter Environment (natural resources) element of the Smarter City vision by helping to manage waste effectively and in line with UK and European legislative requirements by improving the efficiency of our collections thereby reducing our costs and carbon footprint.

Public –

To publicise the service change there will be a high profile advertising campaign in the local press and there will be additional advertising on the refuse vehicles themselves. The policy will be made available online in the waste section of Council website and publicised via social media. Households directly affected by the policy will be informed using the bin hangers referred to in paragraph 5.3.3.

An EHRIA has been completed and is attached. There are no significant equalities impacts, those householders who find they have difficulty will be able to apply for an assisted collection service which is available for those people who fall under the protected characteristics categories as defined by the Equalities Act 2010. A PIA is not required for this report.

7. MANAGEMENT OF RISK

Risk	Mitigating action
Public acceptability of policy content leading to changes in service	Communication campaign consisting of advertising and other publicity on Council website and social media and direct contact with households prior to removal of any bins.
Increased fly-tipping as a result of new charge for additional garden waste bin.	Monitoring of fly-tipping reports with respect to garden waste.

8. BACKGROUND PAPERS

Appendix 1. Excess Waste Policy

Appendix 2. Draft copies of proposed bin hanger text.

9. REPORT AUTHOR DETAILS

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Appendix 1.

Policy Name	Excess Waste Policy
Committee Date/Name	Zero Waste Sub-Committee, 30 June 2016
Review Frequency	2 years
Next Review Due	August 2018
Implementation Date	1 August 2016

1.0 Purpose of Policy

1.1 To establish a policy which ensures that only waste or recyclables presented in authorised containers is collected.

1.2 This policy does not apply to commercial properties.

2.0 Standard Service Provision

2.1 For householders using the wheeled bin service the Council's standard service provision is:

- 1 x 180 litre general waste wheeled bin (from March 2017)
- 1 x 240 litre mixed recycling bin (from March 2017)
- 1 x 240 litre garden and food waste bin

2.2 All of these containers are collected fortnightly.

3.0 Receiving an Authorised Additional Bin

3.1 Additional Refuse Bins

This criteria below only applies to the general waste bin collection service. A household can request an additional recycling or garden waste bin without having to meet the criteria in paragraph 3.2.

The additional bin will be another bin of the same size as the standard refuse bin. In exceptional circumstances (e.g. for medical waste), a larger second bin may be granted at the discretion of the Council following assessment.

The householder must meet at least one of the following criteria to receive an additional refuse bin:

- Five or more permanent resident(s) in the household
- One or more resident(s) in the household that has a medical condition which results in additional production of non-clinical waste
- Two or more residents in the household in nappies under the age of 3 years old

The household must also demonstrate that they are making full use of the recycling facilities available. This will include the requirement to complete an assessment form which will be reviewed by an Officer, and in some cases a household visit may be undertaken to assess the needs. Follow-up monitoring visits may be carried out once the bin has been delivered to check that it does not contain recyclable materials (including food or garden waste).

The following terms and conditions will apply to additional refuse bins:

1. A maximum of one additional bin will be available to eligible households.
2. There will be a charge for delivery (details of applicable charges will be available on the Council website).
3. Additional bins will only be delivered once payment has been received.
4. Residents with a medical condition or disability that causes them to produce excess waste, will not be charged.
5. A 50% discount will be available for those in receipt of Council Tax benefit and/or Housing Benefit.
6. Additional bins will be easily identifiable.
7. Additional bins should be used in accordance with the Excess Waste Policy.

3.2 Additional Food & Garden Waste Bin (Brown Bin)

A charge will also be made for an additional 240 litre garden and food waste bin (first bin provided free) to encourage home composting (details of applicable charges will be displayed on the Council website).

Large amounts of garden waste can be taken to a local Household Waste and Recycling Centre (HWRC) and deposited free of charge.

3.3 Additional Recycling Bin

No charge will be made for an additional recycling bin; the additional recycling bin will be the same size as the standard recycling bin.

4.0 Review

Recipients of authorised additional bins (refuse, recycling or food/garden waste) will receive a review letter and form after 2 years to check if the service is still required. The householder must respond within 28 days from the date of the letter.

If the householder responds within 28 days and declares that the additional bin is still required and they still meet the criteria, the additional bin will continue to be collected for another 2 years. If the householder does not respond within 28 days, the additional bin(s) will be removed.

The authority may remove additional bins if it becomes aware of a change in circumstances, for example, fewer people living at a property, the cessation of a temporary medical condition, the bins are no longer required or are not being used for any other reason. These householders will be contacted before removal.

5.0 Excess Waste

5.1 Unauthorised second/ additional bins

Any additional bins over and above the standard service as per paragraph 2.0 will only be emptied if they are authorised as per paragraph 3.2. Only bins supplied under the terms of this policy will be emptied.

Where it has been identified or is suspected that a householder has unauthorised additional bins, the following action will be taken:

- Householder will be notified that the bin appears to be an unauthorised additional bin.
- Householder will be given the opportunity to contact the authority to discuss whether they qualify for the additional bin as per paragraph 3.2
- If the householder does not make contact or does not qualify, they will be notified that the bin will be removed.
- Bin will then be uplifted.

Where there are households with more than 2 brown bins, the following action will be taken:

- Householder will be notified that the Council policy has been amended and that there is a maximum limit of 2 brown bins per household.
- Householder will be given the opportunity to contact the authority for advice and guidance on how to reduce or compost their garden waste.
- If the householder does not make contact, they will be notified that the bin will be removed.
- Additional bin(s) will then be uplifted.

5.2 Black bags or waste presented in other unauthorised containers (not wheeled bins)

Aberdeen City Council will not collect any waste (including garden waste) presented outwith the authorised containers and this will be treated as side waste, fly-tipping or littering and may be subject to enforcement action.

Only waste presented in accordance with this policy will be emptied/uplifted.

5.3 Over-filled bins

Where a wheeled bin is presented and is considered to be overloaded, by weight and/or volume of material, it will not be emptied based on health and safety reasons, at the discretion of the operator's judgement, .

The wheeled bin will be emptied on the next collection cycle provided it is deemed 'manageable' by the collection crews. Householders will be notified of the reason for not emptying the container.

If bins are too heavy to be moved safely by the crew, the resident will be required to reduce the weight of the bin contents before the bin can be emptied on the next collection date.

5.4 Open lids

For safety reasons, and to ensure that wheeled bins and lids are not damaged during the collection and lifting process, bin lids of all wheeled bins presented for collection should be fully closed.

Bin lids should be kept closed at all times when not in use to deter access by flies and vermin and to avoid rainwater entering the bin.

Bins presented with lids open that are considered hazardous by the collection crew will not be emptied. The bin will be emptied on the next collection cycle provided the bin is considered safe to do so (lid closed).

Appendix 2.

One Household, One Bin Campaign – draft text for bin hangers.

HANGER 1

FRONT

One Household, One Bin

We believe that your household put out more than one waste bin today.

Aberdeen City Council will only collect one waste bin per household* each fortnight and no extra bins will be collected after (date tbc). After that, we will take away any unauthorised extra bins that are put out.

Please recycle more.

If you think you need extra bin or recycling container please contact us.

03000 200 292

wasteandrecycling@aberdeencity.gov.uk

www.aberdeencity.gov.uk/wasteandrecycling

*Except where additional bins have been authorised (small text)

REVERSE

Aberdeen City Council only collects one waste bin per fortnight and does not collect excess waste because:

We must meet Scottish and European targets to recycle more and reduce the amount of waste we produce. We currently recycle 38% of our waste but this needs to increase - we can only do this with your help.

The Council must prevent problems caused by waste that is outside the bin. These include littering, manual handling risks for collection crews and vermin being attracted by uncontained waste.

Most households manage with one bin per fortnight if they are recycling their waste. Please play your part and recycle as much as possible using your kerbside box and bag, recycling points and Household Waste Recycling Centres.

Remember to also recycle your food waste, if you need more recycling containers or a food waste caddy or compostable liners please contact us.

Important message overleaf about your bin

HANGER 2

FRONT

One Household, One Bin

We believe that your household put out more than one waste bin today.

Aberdeen City Council will only collect one bin per household* each fortnight. This bin is not an authorised additional bin and will be removed.

Please recycle more.

If you think you need extra bins please contact us.

03000 200 292

wasteandrecycling@aberdeencity.gov.uk

www.aberdeencity.gov.uk/wasteandrecycling

*Except where additional bins have been authorised. (small text)

REVERSE

See our website for more information on how to reduce waste

www.aberdeencity.gov.uk/wasteandrecycling

- Find out what can be recycled in Aberdeen – it may be more than you'd think.
- Use your black box and white bag for kerbside recycling and brown bin for food and garden waste recycling.
- Locate and use your nearest recycling points and Household Waste Recycling Centre.
- See what happens to your recycling and what it is made into.
- Learn about home composting and order a discounted compost bin.
- Get lots of ideas about reusing and reducing your waste - keep your bin thin!