



Glasgow City Council

**Sustainability and the Environment
Policy Development Committee
28 November 2012**

Report by Executive Director of Land & Environment Services

Contact: Brian Devlin, Ext 79100

INTRODUCTION OF POLICY FOR DEALING WITH EXCESS WASTE AT KERBSIDES

Purpose of Report:

To advise members of the need to establish a policy for dealing with excess domestic waste deposited by households at the kerbside.

Recommendations:

It is recommended that Committee notes the content of the report and refers it to the Executive Committee for approval.

Ward No(s):

Citywide:

Local member(s) advised: Yes No

consulted: Yes No

1. Introduction

This paper seeks to formalise the policy for dealing with excess domestic waste. This policy applies to kerbside collections, where the householder presents their bins at the edge of their properties for collection.

It is appropriate to undertake a review at this time as it follows the change in collection service from a 5 day to a 7 day operation, the significant investment in the city's recycling infrastructure and the consolidation of these services through the implementation of the Managed Weekly Collection Service (MWCS).

2. Background

This policy applies to kerbside properties. Kerbside properties are defined as those where the householder currently places their green general domestic waste bin for collection at the edge (kerbside or lane) of their properties on a two weekly cycle and their blue bin at the edge (kerbside or lane) of their properties for collection on a two weekly cycle. This includes single properties – detached, semi-detached, 4-in-a-Block, terraced, and bungalows.

2.1 Bin Provision

Glasgow City Council has introduced a number of important changes to its refuse collection and recycling services in recent years and invested significant resources to encourage households in the city to increase the amount of waste that they recycle.

2.1.1 Kerbside Bin Provision

Glasgow City Council uplifts the following containers for recycling and waste collection from kerbside properties:

- One 240 litre green wheeled bin for the storage of general domestic/non-recyclable waste.
- One 240 litre blue wheeled bin for the collection of co-mingled recycling material – paper, cardboard, cans & plastics bottles.
- One 240 litre brown wheeled bin for the collection of organic garden waste.
- One 140 litre purple wheeled bin for the collection of glass bottles & jars.

This mix of bins is the standard for all kerbside properties. However, there are exceptions to this based on the individual needs of families within these residencies, eg. large families, individuals requiring additional bins to accommodate medical waste.

2.1.2 Kerbside Recycling Bins

The blue bin recycling service was introduced in 2003 and blue recycling wheeled bins, which can accommodate paper, cans, plastic bottles were issued to all suitable properties in the city. Cardboard was added to this service in 2011. Currently, 111,000 households receive this service.

The brown bin recycling service was introduced in April 2000 and brown bins, which can accommodate garden waste, were issued to all main door properties with gardens where the householder presents their bin at the kerbside for collection. Currently, 103,000 households receive this service.

The purple bin recycling service was introduced in January 2010 and 140 litre purple wheeled bins, which can accommodate glass bottles and jars, were also issued to all suitable main door properties where the householder presents their bin at the kerbside for collection. Currently, 100,000 households receive this service.

There are differences in the numbers of bins provided for each recycling service which reflects a number of different factors: adopted by householders as the services were introduced as 'opt-out' where householders could decline the service; space constraints where householders have limited space for siting bins; some properties don't have gardens so have no use for a brown bin; and some householders are on assisted collections where LES operatives collect a full sack and replace with an empty one.

2.2 Improvements in the Collection Service

2.2.1 Managed Weekly Collection Service (MWCS) at Kerbside Properties

In August 2011, the service to households that present their bin at the kerbside for collection changed to a managed weekly collection service (MWCS). This change increased the frequency of the blue bin collection from 4 weekly to 2 weekly and the green bin, which accommodates all non-recyclable materials, changed from weekly to 2 weekly.

At the same time that MWCS was introduced, households were given the opportunity to deposit cardboard into the blue recycling bin. The aim of introducing the MWCS was to give households scope to recycle more and, as a consequence, reduce the level of residual waste deposited in their green bin.

The change to MWCS and the addition of card and cardboard packaging for kerbside collections from 22nd August 2011 led to an increase in the amount of co-mingled recyclables being collected and delivered to the Materials Reclamation Facility (MRF), for processing.

Before MWCS, weekly average deliveries to the Materials Reclamation Facility (MRF) were 324 tonnes per week. Following the introduction of MWCS, weekly average deliveries to the MRF increased to 440 tonnes per week. This is an increase of 116 tonnes weekly or 36%

2.2.1 Public Recycling Sites

In order to provide facilities for recycling to residents, LES currently operates a network of 640 public recycling sites where there are containers for the collection of co-mingled dry recyclables, glass bottles and jars and textiles. The city's four Recycling Centres at each of the four refuse collection complexes in the city have been upgraded. These Recycling Centres are available to Glasgow residents who live in both kerbside and flatted properties.

3. Recycling targets

3.1 Zero Waste Plan Targets

All Councils in Scotland, including Glasgow, are tasked with contributing to meeting the following targets for the amount of waste that is recycled.

Year	Recycling and composting target
2010	40%
2013	50%
2020	60%
2025	70%

Table 1 – Scottish Government Zero Waste Plan, June 2010

The Scottish Government published the Zero Waste Plan (ZWP) in June 2010 which stated *'it would be more appropriate to set recycling targets against waste collected from households. Separate targets will be developed in due course for commercial and industrial waste streams'*. As a consequence, the ZWP targets now apply only to household waste.

3.2 Waste (Scotland) Regulations 2012

The Waste (Scotland) Regulations 2012 were approved by the Scottish Parliament on 9 May 2012. The key requirements relating to separation of waste for householders and Local Authority responsibilities are noted in the table below.

3.3 Waste (Scotland) Regulations 2012: Impact on households

By 31/12/2013	Scottish Local Authorities are required by the Waste Scotland Regulations to collect glass, metals, plastics, paper and card, with services offered to all householders
By 31/12/015	Separate food waste collections will be required to be implemented

Table 2 – Key Requirements for Local Authorities and householders from The Waste (Scotland) Regulations 2012

3.4 Landfill Costs

Landfill charges cost Glasgow £13.47 million in the period 2011/12. Rising landfill tax costs, currently at £64/tonne (2012/13) and rising by £8/tonne per year, are a key motivator for maximising the amount of waste that is recycled. These rising costs to the Council reinforce the need for an excess waste policy and the requirement for the householder to separate valuable recyclables from their general waste.

For every tonne of waste which is not recycled, the current landfill tax cost to Glasgow is £64, and for year 2012/13 the total landfill tax to be paid by Glasgow City Council is estimated that it will be £14.24 million.

For every 1% increase in the recycling rate that Glasgow can achieve, there is a potential saving to the City Council of around £130,000 in landfill tax and associated costs.

3.5 Glasgow City Council Waste Arisings and Recycling Performance

Glasgow City Council household waste and recycling performance for the last two years are noted in the table below:

Year	House - hold Waste (tonnes)	House - hold Landfilled (tonnes)	Landfill Tax Cost per Tonne	Landfill Tax (Household Waste)	Household Recycled / Composted (tonnes)	Total Recycling Rate
2010/11	273,065	211,652	£48	£10.15m	61,432	22.5%
2011/12	244,313	177,429	£56	£ 9.94m	66,884	27.4%

Table 3 - Household Waste Arisings and Recycling Performance
 Note: Figures for 2011/12 have still to be verified by the Scottish Environment Protection Agency

3.6 Comparison with other Local authorities

Appendix 1 details recycling figures for Scottish Local authorities In terms of recycling percentages Glasgow is 29th out of 32 of all Councils within Scotland

4 Excess Waste on Kerbside

4.1 Definition

Excess waste is defined as waste or recyclable material that has not been placed in the bin or that which is too much for the bin to accommodate. This policy seeks to deal with this problem and includes bins which are over full and waste left on the kerbside at the side of the bin (side waste). Please refer to appendix 2 for examples of over full bins and side waste.

4.2 Current situation

There is currently no formal policy for dealing with excess waste in Glasgow. Traditionally there has been a tolerance of this situation and refuse collection crews have been instructed to simply take all refuse left for collection at the kerbside.

However, since the introduction of optimised routing and better gathering of data relating to refuse collection services, there is clear evidence that excess waste is prevalent and it often coincides with the low presentation or use of the range of recycling bins at particular locations. Over a 3 month period from April to June 2012, refuse collection crews dealt with and recorded over 8,000 separate instances of excess waste at kerbside locations.

4.3 Residents Use Of Recycling Bins

Despite efforts to invest and improve recycling, progress in increasing the recycling rates is slow and there is evidence as shown in the table below that not all households are fully utilising the recycling facilities provided. This increases the amount of waste that has to be sent to landfill and has an adverse impact on the environment and costs to the Council.

	June 2012	July 2012	August 2012	Total
Excess Refuse Placed Beside Or In Bin	1,950	2,516	3,551	8,017

Table 4 Occasions where householders have presented excess waste.

5 Excess Waste Policy

5.1 Proposed policy change

The new policy seeks primarily to encourage residents to maximise the use of the bins provided and reduce the risks to the environment from litter by discouraging excess waste.

This policy is standard practice with other local authorities in Scotland who either have formal policies or have informal guidelines which state that excess waste is not collected. This policy allows Local authorities to formally communicate with residents on their obligations towards presenting waste appropriately and making proper use of recycling bins that have been provided.

This means that:

- a. Residents will be encouraged to utilise their recycling and waste bins appropriately;
- b. In extreme instances where residents regularly and repeatedly do not comply with their obligations to use bins appropriately the excess waste left at the side or on top of the bin will not be collected until residents make appropriate contact with the Council to agree appropriate presentation of their wastes.

The reasons for this are:

- The council is committed to achieving the targets for the level of waste that is recycled as outlined in section 3.1
- The detrimental effect on neighbourhoods that occur when waste is not placed within appropriate containers for uplift which leads to this waste being spread throughout the streets and impacting upon the amenity of the neighbourhood.
- Overfull bins and side waste often indicates that the householder is not utilising the bins provided properly by maximising their recycling opportunities
- Overfull bins and side waste can be susceptible to animal and bird attack leading to problems of littering with associated impact on the environment

- Overfull bins pose risks to collection crews due to their weight and potential instability in moving and lifting the bin and also in respect of manual handling and potential sharp injuries
- Dealing with excess waste impacts on the ability of the refuse collection crews completing their daily schedule of work in each neighbourhood of the city.
- Additional resources having to be deployed to deal with additional waste both in terms of staff and vehicles to undertake collections. This can lead to resources being re-prioritised from other activities to undertake this role.

5.2 Who will be affected by this Policy?

This policy applies to residents in households presenting wheeled bins to kerbside or lanes adjacent to their households kerbside properties. Kerbside properties are defined as those where the householder currently places their green general domestic waste bin for collection at the edge (kerbside or lane) of their properties. This will be single properties – detached, semi-detached, 4-in-a-Block, terraced, bungalows.

5.3 Who won't be affected by this Policy?

This policy will not apply to flatted properties (that is flats, tenemental and multi-storey properties) with communal bins. A separate review of current collection practices and improved recycling opportunities for these properties will be undertaken with further reports brought to committee for consideration at a later date.

5.3.1 Assisted Collections

Households currently receiving an assisted collection will not be affected by this policy. Assisted collections are provided for householders who are unable to present their wheeled bin at the kerbside due to medical infirmity and where there is no able-bodied adult residing in the household.

The assisted service may involve the operative collecting the wheeled bin or through a sack based service from the front door of a property rather than the kerbside.

There will be no interruption to the current service provided to residents requiring assisted collections. LES will continue to assess requests by elderly and lesser able residents for this service and this will ensure this is provided where appropriate.

5.3.2 Additional Bins

In order to encourage residents to make appropriate use of their existing recycling and domestic wastes, the Council is seeking to promote and encourage recycling and will not automatically provide a second Green Bin. In general only one green bin will be provided and emptied at each collection. LES also has in place procedures to assess whether householders need larger bins.

The provision of additional bins will be considered in the following circumstances:

- Where the medical circumstances of one or more persons residing within a household results in excess residual waste e.g. incontinence pads being generated which cannot be accommodated within a 240 Litre wheeled bin collected on a two weekly basis, an additional bin will be provided.
- Where a household produces excess residual waste which cannot be accommodated in a 240 Litre wheeled bin collected on a two weekly basis and which arises from a large number of persons permanently residing in the house an additional wheeled bin container will be provided.

5.4 Implementation of the new policy

It is proposed that this policy and an escalating process for dealing with excess waste from households be introduced with effect from **Monday 25 March 2013**. This process is detailed in Appendix 4.

In exceptional circumstances, such as severe weather, Land & Environmental Services may suspend enforcement of this policy as appropriate.

6 Communication of policy to householders

6.1 Individual household communication

All households that present their bin to the kerbside to be emptied are due to be sent a new calendar in December 2012 showing their bin collection dates for 2013 and 2014.

It is proposed that details of the new policy are issued to households as part of this communication. This will give residents around 3 months notice of the implementation of the new policy and allow them time to adjust their individual refuse disposal habits where appropriate.

6.2 Steps to inform the householder:

The Flow Chart at appendix 4 outlines the procedures that will be followed to manage this policy.

At the first occasion that the operative notices that Excess Waste has been presented the operative will place a sticker on the bin advising that side waste has been noted and remind the resident of the need to dispose of waste in the appropriate waste container. The sticker will have Customer Care Centre details. An example of the sticker is shown in Appendix 3.

If there is a second occasion, LES will write to the resident to inform them of Council Policy for managing excess wastes.

On a third occasion, a visit from a LES Officer to discuss and assist householder will be arranged to inform the householder of Council Policy on excess wastes.

On a fourth occasion, the resident will receive a visit / correspondence from LES and will be advised of enforcement action as necessary.

In instances where residents do not agree to comply with their obligations to make appropriate use of their recycling and domestic waste bins, LES will advise of enforcement action as necessary.

6.3 Monitoring

The implementation of the Policy will be monitored in terms of number of incidents of excess waste and number of visits by LES representatives. This monitoring will inform on how effective the policy has been and will be reported to committee.

6.4 Enforcement Action

The introduction of the excess waste policy is to provide the Council with a mechanism similar to that adopted by other local authorities which allows dialogue with residents on their obligations. It is not intended as a punitive measure, however, residents habitually presenting excess waste may become subject to enforcement measures in the same way that currently exists applies to fly tipping. In certain circumstances once the communication processes have been exhausted and there has been no change in presentation this may result in a fixed penalty notice being imposed on persistent offenders.

6.5 Communications and marketing plan

A detailed communications & marketing plan will be developed to support the implementation of this new policy.

This will include: information on the web site, publicity with local press and direct communication with all residents affected by this policy, as appropriate

7. Council Strategic Plan Implications

Economic Impact: None

Sustainability: This policy supports the Council's key objectives to 'Create a cleaner, safer city and a sustainable environment; improve health and well being; and sustain the environmental regeneration of Glasgow' and promotes the Clean Glasgow initiative. The introduction of this policy will assist in reducing the amount of waste sent to landfill and increase the amount of waste recycled. This will contribute to conserving resources and energy as less energy and resource is required when re-processing recycled products as opposed to raw materials. Recycling will also assist in protecting the environment by reducing the requirement to extract, process and refine raw materials and reduce greenhouse gas emissions associated with landfilling. Littering within neighbourhoods as a result of excess waste should also be reduced.

Financial: This policy should lead to a reduction in the amount of waste that is sent to landfill, which in turn should produce savings in the amount paid in landfill tax by Glasgow city Council. Costs will be incurred in communicating this policy to the public but these will be met from existing budgets.

Legal: The policy will assist the Council to support the aims of The Waste (Scotland) Regulations 2012 by maximising the quantity and improving the quality of materials available for recycling and by ensuring that only suitable waste streams are disposed of in landfill.

Personnel: None at this stage. Following implementation the need for visits to householders will be monitored and may lead to the requirement for additional staff to deliver the policy.

Sustainable Procurement and Article 19: None

8. Recommendations

It is recommended that Committee notes the content of the report and refers it to the Executive Committee for approval.

APPENDIX 1 Recycling Figures for Scottish Local Authorities

Local Authority	HOUSEHOLD WASTE1 Arisings (tonnes)	HOUSEHOLD WASTE Recycled / Composted (tonnes)2	Percentage HOUSEHOLD WASTE Recycled / Composted (%)	HOUSEHOLD WASTE Recovered (tonnes)3	Percentage HOUSEHOLD WASTE Recovery (%)	HOUSEHOLD WASTE Landfilled (tonnes)4	Percentage HOUSEHOLD WASTE Landfilled (%)
Aberdeen	21,928	7,055	32.2	-	-	14,873	67.8
Aberdeenshire	30,550	9,907	32.4	-	-	20,643	67.6
Angus	13,742	5,388	39.2	2,966	21.6	5,388	39.2
Argyll and Bute	9,789	2,934	30.0	1,206	12.3	5,649	57.7
Clackmannanshire	6,213	3,068	49.4	95	1.5	3,050	49.1
Dumfries and Galloway	18,039	3,824	21.2	6,388	35.4	7,816	43.3
Dundee	15,288	4,264	27.9	9,656	63.2	1,367	8.9
East Ayrshire	13,280	5,344	40.2	-	-	7,936	59.8
East Dunbartonshire	13,112	4,151	31.7	-	-	8,961	68.3
East Lothian	11,751	4,739	40.3	2,087	17.8	4,925	41.9
East Renfrewshire	9,907	4,767	48.1	-	-	5,140	51.9
Edinburgh	42,904	12,212	28.5	-	-	30,693	71.5
Eilean Starr	2,800	868	31.0	-	-	1,933	69.0
Falkirk	17,028	8,259	48.5	-	-	8,769	51.5
Fife	45,507	23,280	51.2	-	-	22,227	48.8
Glasgow	57,687	13,850	24.0	-	-	43,838	76.0
Highland	27,745	12,141	43.8	79	0.3	15,524	56.0
Inverclyde	7,126	2,839	39.8	-	-	4,287	60.2
Midlothian	9,930	4,098	41.3	-	-	5,833	58.7
Moray	12,042	5,127	42.6	-	-	6,914	57.4
North Ayrshire	14,149	6,564	46.4	-	-	7,585	53.6
North Lanarkshire	35,441	12,412	35.0	-	-	23,030	65.0
Orkney	2,309	517	22.4	1,114	48.2	679	29.4
Perth and Kinross	17,013	8,281	48.7	-	-	8,733	51.3
Renfrewshire	22,644	7,738	34.2	-	-	14,905	65.8
Scottish Borders	12,415	5,343	43.0	88	0.7	6,984	56.3
Shetland Islands	2,534	369	14.6	2,075	81.9	90	3.6
South Ayrshire	11,916	4,977	41.8	-	-	6,940	58.2
South Lanarkshire	35,636	12,381	34.7	-	-	23,255	65.3
Stirling	9,914	5,063	51.1	-	-	4,851	48.9
West Dunbartonshire	9,372	3,812	40.7	-	-	5,560	59.3
West Lothian	15,902	5,836	36.7	33	0.2	10,033	63.1
TOTAL SCOTLAND	575,615	211,417	36.7	25,788	4.5	338,411	58.8

¹ Household waste is waste generated by households (see full definition in par 1.2 of the Zero Waste Plan - guidance for local authorities).

² Household waste recycled/composted.

³ Includes household waste recovered through Energy from Waste excluding the residue from incineration landfilled and other recovery which involves loss of weight and biodegradability.

⁴ Includes household waste disposed of instead of being recycled and residues from incineration that are landfilled.

⁵ LACMSW = Local authority collected municipal solid waste.

*All the figures are calculated according to the

[Zero Waste Plan - guidance for local authorities](#)

**Recycling and composting rate for LACMW according to the OLD guidance. The figures have been reported in order to add clarity and transparency during the transition to the new reporting method. They do not count towards meeting the Zero Waste Plan targets.

*** Rolling year recycling and composting rate for LACMW according to the OLD guidance. A rolling year means that returns from the last four quarters are aggregated. This is regarded as the best means of comparison for annual data as it eliminates seasonal factors. This does not count towards meeting the Zero Waste Plan targets. Rolling year data for household waste will be published as soon as four quarters of verified data are available (in August 2012).

Please note local authorities report stockpiled materials in the quarter when the material is sent to reprocessors to avoid discrepancies with the total arisings. The figures are accurate at the time of publication. However the data may be updated if further revisions are necessary. Some household waste figures contain commercial waste where collected as mixed waste and local authorities can not estimate the split. SEPA and local authorities are working towards improving the estimation of household waste from mixed collections.

Appendix 2 Examples of Good Bin Presentation from Glasgow City Council householders

Blue bin presentation



Green Bin Presentation



Green bin presentation

Examples of Excess Waste Presentation from Glasgow City Council householders



Appendix 3 - Glasgow City Council sticker example

 **Householder**

Excess waste left beside your bin must be presented appropriately in the bins provided. For information on waste collection please refer to your calendar or consult the Council's website.

If you have excess waste this can be taken to one of our recycling centres.

 customer care centre: **0141 287 9700**
or visit: **www.glasgow.gov.uk/recycling**

recycling centres

Polmadie
425 Polmadie Road
G42 0PJ

Dawsholm
75 Dalsholm Road
G20 0TB

Shieldhall
Renfrew Road
G51 4SD

Queenslie
90 Easter Queenslie Road
G53 4UL



Appendix 4

Flow Chart. Steps To Inform Householders Of Excess waste

Stage 1

<p>1st Instance – Excess Waste Noted</p>	<p>The Operative seeing Excess Waste will place a sticker on the bin to inform resident.</p> <p>The Operative will record an Excess Waste incident on the Waste Recycling Tracker</p> <p>Excess waste will be uplifted.</p>
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Stage 2

<p>2nd Instance – Excess Waste</p> <p>In escalating to a second level, this must occur within 3 months of the first instance</p>	<p>The Operative seeing Excess Waste will place a sticker on the bin to inform resident.</p> <p>The Operative will record an Excess Waste incident on the Waste Recycling Tracker</p> <p>LES will write to the resident to inform them of Council Policy on Excess Waste and the need to use bins appropriately.</p> <p>Excess waste will be uplifted.</p>
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Stage 3

<p>3rd Instance - Excess Waste</p> <p>In escalating to a third level, this must occur within 3 months of the first instance</p>	<p>The Operative seeing Excess Waste will place a sticker on the bin to inform resident.</p> <p>The Operative will record an Excess Waste incident on the Waste Recycling Tracker</p> <p>A visit from a LES Officer to discuss and assist householder and advise of further action</p>
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Stage 4

<p>4th Instance - Excess Waste</p> <p>In escalating to a fourth level, this must occur within 3 months of the first instance</p>	<p>The Operative seeing Excess Waste will place a sticker on the bin to inform resident.</p> <p>The Operative will record an Excess Waste incident on the Waste Recycling Tracker</p> <p>A visit / correspondence from LES to advise of enforcement action as necessary.</p>
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