

Please note Part 2 report is now confidential appendix.

London Borough of Enfield

Operational Report

Report of Doug Wilkinson

Subject: Free Replacement and Upgraded Kerbside Wheeled Bins

Executive Director: Sarah Cary

Ward All

Key Decision: KD 5493

1. Purpose of Report

This report sets out proposals to amend the current policy on charging for replacement kerbside wheeled bins. This will help to provide further support in the recovery from the pandemic, reduce the burden of the cost-of-living crisis and adapt to a new environment and changing behaviours. The report seeks approval to cease charging for replacement and upgraded household bins.

2. Proposal(s)

That the Cabinet Member for Environment:

approves the proposal to cease charging for replacement and upgraded wheeled bins for kerbside properties

3. Reason for Proposal(s)

Cease charging for wheeled bins

Currently replacement and upgraded household wheeled bins for rubbish and dry recycling (black and blue lidded) are both charged for, at a cost of £63 per bin (22/23), with a discount offered if a resident was to purchase one rubbish and one dry recycling bin at the same time. Payment is made via our website or via the Customer Services team.

New and replacement silver food caddies, brown food recycling bins and paid for green garden waste bins are already provided free of charge. Changes to bin sizes for garden waste customers are also provided free of charge. As the

country moves into the recovery phase from the Covid pandemic further changes to waste services are required in response to the impacts of the pandemic. It is acknowledged that many people have now changed their behaviours and way of working, with many more people working from home.

There is also the impact of the cost-of-living crisis currently being felt by our residents and for some residents the charges for replacement bins act as a deterrent to replace or upgrade their bin, meaning they do not have appropriate containment for their waste. Consequently, this may also deter people from recycling more.

A free household wheeled bin service would benefit residents in several ways, including:

- The service would improve accessibility to all residents irrespective of their financial circumstances.
- This aligns with the approach adopted by some of the neighbouring boroughs such as Hackney and Epping Forest.
- It may result in an improvement of the cleanliness of the street scene by reducing accumulation of waste at properties where residents are discouraged to request a replacement or upgraded household wheeled bin due to the charge.

Current policy allows only one rubbish bin per household; however, we do allow multiple recycling bins and food caddies; and multiple garden waste subscriptions can be paid for. This will not change.

The 2014/15 Cabinet Member Report approved to charge for provision rubbish bins to new properties and developments, this will remain unchanged.

4. Relevance to the Council's Plan

Good homes in well-connected neighbourhoods

The proposal to move to a free replacement and upgraded wheeled bins policy will support the Council's Corporate Plan aspirations of creating thriving, affordable neighbourhoods. A free service would help to maintain the borough's position as a great place to live, and the wider strategic objectives of adding value to housing and facilitating inward investment.

Sustain strong and healthy communities

Uncollected items left in front gardens or on the streets due to households not being able to afford replacement bins can harbour pests, which can pose a risk to public health. A free service will allow all residents to obtain bins without the fear of discrimination or judgement by those that can afford them against those that could previously not.

Build our local economy to create a thriving place

Clean and tidy streets where waste is adequately contained, lends itself to being more attractive to new local business, but also benefits the existing economy, by making the borough cleaner and a more pleasant place to visit.

5. Background

Provision of replacement bins

The 2014/15 Cabinet Member Report approved the amendment to Waste and Recycling Fees and Charges. The report resolved to charge for all rubbish and dry recycling wheeled bin replacements including bin size changes and lost or stolen bins from December 2014.

The 2014/15 Cabinet Member Report approved to charge for provision of refuse and dry recycling wheeled bins to new properties and developments, this will remain unchanged.

From November 2019 to September 2021 the provision of free larger rubbish and recycling bins was accommodated, in line with the new waste and recycling service commitments and mobilisation of the new service. Over 10,000 larger blue lidded recycling bins were issued; and just under 5000 larger black lidded rubbish bins.

After the service change mobilisation, the policy reverted to charging for replacement and upgrades to bins.

6. Main Considerations for the Council

The main consideration is:

- To move to a free replacement and upgrade policy for all household bins
- Allocation of resources to meet any increase in demand and loss of income
- Whether the risks outlined within this report will materialise

7. Safeguarding Implications

It is not believed that there are any safeguarding implications from the proposals set out within this report.

8. Public Health Implications

It is not believed that there are significant public health implications from the proposals outlined within this report.

9. Equalities Impact of the Proposal

It is not believed that there are any equalities implications from the proposals set out within this report. A free service would enable the service to be utilised by more residents within the borough who cannot afford to access the current paid for service, or those that do not have means to transport additional refuse/recycling to Barrowell Green Reuse and Recycling Centre.

10. Environmental and Climate Change Considerations

The introduction of free kerbside wheeled bins may increase demand on this service, resulting in additional consumption of raw materials used in the manufacture wheeled bins. If this service grows in line with increased demand, this will result in more vehicles on the road, and all associated emissions.

11. Risks that may arise if the proposed decision and related work is not taken

The cost-of-living crisis currently being felt by our residents may act as a deterrent to replace or upgrade their bin, meaning they do not have appropriate containment for their waste. Consequently, may also deter people from recycling more.

Uncollected items left in front gardens or on the streets due to households not being able to afford replacement bins can harbour pests, which can pose a risk to public health.

12. Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

Demand for replacement bins is likely to increase due to being free of charge, which has environmental, financial, and operational impacts.

Due to a shortage and increase cost of fuel and raw materials, it has been seen that production, cost, and transport logistics of purchasing bins will become more difficult; with delivery times being extending and cost of bins increasing. Options for this will be explored.

The increased demand is likely to require increased resource to deliver and replace bins in a timely fashion; this could pose a challenge with nationwide staff shortages.

13. Financial Implications

Currently replacement and upgraded household wheeled bins for rubbish and dry recycling (black and blue lidded) are both charged for, at a cost of £63 per bin (22/23), with a discount offered if a resident was to purchase one rubbish and one dry recycling bin at the same time.

The cost implications of the decision are set out in the tables below.

1. Revenue

The revenue budget implication of the proposed change is £102k per annum, which is in relation to the income generated from the bin replacement charges applied.

The budget pressure of £102k will need to be added back to the 2023/24 MTFP.

2. Capital

The estimated bin replacement cost (capital) for year 1 is £81k for 3,822 bin replacements, £63.8k in year 2 for 2,867 bins. The annual future costs are then estimated to continue at circa 2,867 bin replacements (plus an uplift for inflation).

If this continued for the 10 years capital programme period the proposal is estimated to cost £779k (principal £703.4k and interest of £75.6k - table 1), which will need to be added to the 10-year capital programme and the MTFP Minimum Revenue Provision Budget.

3. Funding

The £81k 202/23 capital cost and the £51k loss of income (part year effect) will be funded from the proposed NLWA rebate. But from 2023/24, both the capital and revenue cost will need to be added to the MTFP.

Table 1 (Capital Cost)

Bins Replacement (Capital Cost)											
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	
	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	Total
Units	3,822	2,867	2,867	2,867	2,867	2,867	2,867	2,867	2,867	2,867	29,621
Unit Cost	£21.2	£22.3	£22.7	£23.2	£23.6	£24.1	£24.6	£25.1	£25.6	£26.1	
Total Cost	£81,026	£63,808	£65,084	£66,386	£67,714	£69,068	£70,450	£71,858	£73,296	£74,762	£703,453
											Remainin Years
MRP (MTFP)		£17,946	£32,078	£46,493	£61,196	£76,194	£73,545	£75,016	£76,517	£78,047	£241,976
<small>NB: Total interest cost is £75.6k</small>											

Table 2 (Revenue Cost of Bin Deliveries and Income)

	Current Cost & Income	Proposal Cost
1 Vehicle (7.5t)	£15,086	£25,143
1 Driver	£24,274	£40,457
1 Loader	£20,066	£33,443
Admin	£1,176	£1,960
Bin Costs	£40,513	£0
Other Costs	£598	£996

Total Cost	£101,713	£102,000
Receipts From Fees and Charges	-£102,000	£0
Surplus/Deficit	-£287	£102,000

14. Legal Implications

In England a “waste collection authority”, has a duty to collect “household waste”, under section 45 of the Environmental Protection Act 1990, as amended (EPA 1990). The definition of what can be classed as household waste turns on the question of where it is produced and on specific exclusions from the definition in regulations. In addition to this, section 45A (3) of the EPA 1990 requires waste collection authorities to collect “at least two types of recyclable waste together or individually separated from the rest of the household waste.” Recyclable waste is defined as “household waste which is capable of being recycled or composted”. Section 45(3) of the EPA 1990 provides that “no charge shall be made for the collection of household waste except in cases prescribed in regulations made by the Secretary of State.”

Paragraph 4 of Schedule 1 to the Controlled Waste (England and Wales) Regulations 2012 (SI 2012/811), as amended, provides for these exceptions. It includes (among other things):

- Household waste that is generated from certain non-domestic properties, such as universities, hospitals and prisons. This report’s recommendations relate to domestic properties.
- Waste that weighs more than 25kg or that cannot fit into the bin provided
- Asbestos and Garden waste.

Regulation 13 of the Waste (England and Wales) Regulations 2011 (SI 2011/988) requires a waste collection authority which collects waste paper, metal, plastic or glass to collect them separately. This duty, however, only applies where it is both necessary to ensure that waste undergoes recovery operations in accordance with Articles 4 and 13 of the Waste Framework Directive and to facilitate or improve recovery technically, environmentally and economically practicable. In practice this means that many councils offer co-mingled collections of recycled materials, where the cost of separate collections is prohibitively high. While section 45 of the EPA 1990 imposes a duty on waste collection authorities to collect household waste, there is no provision in this Act or associated secondary legislation that imposes an explicit frequency of collection on authorities. The law relating to what local authorities can require in terms of receptacles for household waste is set out in section 46 of the EPA 1990. The waste collection authority may, by notice, require an occupier to place the waste for collection in receptacles of a specified kind and number.

Local authorities have powers under section 46A of the EPA 1990, to issue written warnings and penalties for failure to comply with requirements relating to household waste receptacles. This can be done when someone has both failed “without reasonable excuse to comply with a requirement” and that the person’s failure to comply his either “caused, or is or was likely to cause, a nuisance,” or “it has been, or is or was likely to be, detrimental to any amenities of the locality.” A written warning must first be served on the individual before any fixed penalty notice is issued. The individual must be given a period of time (28 days) to make representations back to the council.

15. Workforce Implications

The proposals set out within this report may lead to an increase in the size of the service and result in additional employment opportunities for local people or the existing workforce.

16. Property Implications

There are no property implications from the proposals outlined within this report.

17. Other Implications

Fleet Service will work with the service for any vehicles requirements, it is expected that if a vehicle is required it would be obtained via a lease arrangement. This is because the current lead in times for the purchase of a vehicle are significant and there is better flexibility offered via a lease agreement.

18. Options Considered

No other options considered.

19. Conclusions

This report proposes the introduction, as soon as is practicable, for free household bin (Blue and Black lidded) replacements and upgrades, this will help to provide further support in the recovery from the pandemic, reduce the burden of the cost-of-living crisis and adapt to a new environment and changing behaviours.

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Date of report

Appendices

Background Papers

The following documents have been relied on in the preparation of this report: