

# **CHESHIRE EAST COUNCIL**

## **REPORT TO: ENVIRONMENT AND PROSPERITY SCRUTINY COMMITTEE**

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**Date of Meeting:** 14 September 2010  
**Report of:** Strategic Director - Places  
**Subject/Title:** Waste and Recycling Collection Services  
**Portfolio Holder:** Cllr Rod Menlove

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### **1.0 Report Summary**

- 1.1 This report describes the route optimisation and service harmonisation project that is part of the complete transformation of the waste and recycling services provided by Cheshire East Council. Other key projects in this transformation include major procurement exercises involving both the Shared Services Waste team and in-house Waste and Recycling staff, complex and detailed operational projects such as the one that is subject to this report, strategy and policy development to take the services forward and, key workforce development projects like the re-structure of the Waste and Recycling team, the balancing of staff resources against service need and the harmonisation of terms and conditions of employment.

A more detailed list can be found in Appendix A to this report.

- 1.2 Since 1 April 2009 Cheshire East Council has operated kerbside collection services for household waste, dry recyclables and garden waste broadly based upon the design and infrastructure of those schemes implemented by the founding authorities of Congleton, Crewe and Nantwich and, Macclesfield. Changes have been made to the garden waste service provided in the former Borough of Crewe and Nantwich, and the overall service is now being managed on the basis of north and south operating areas.
- 1.3 Despite these changes, there remain a number of significant differences to the way in which services are operated across Cheshire East in terms of the range of materials collected, the collection method, containers used and vehicles operated.
- 1.4 Regardless of the varied nature of these services, they are performing well and have achieved a high level of recycling reaching nearly 50% by the end of 2009/10. Nevertheless, there is considerable scope to harmonise the services provided and at the same time, design them in such a way that they can be delivered more efficiently and effectively; this re-design will improve the operational delivery and benefit both the Council and the residents of Cheshire East. Within the re-design, there is also scope to significantly reduce the operational costs and target savings of approximately £1.25m have been identified for 2010/11 and 2011/12 (split approximately into £250,000 and £1m respectively).

- 1.5 To consider what the new services could look like and to identify the level of savings possible and where they may come from, private sector consultancy support was engaged to support the local knowledge and expertise of Cheshire East officers.
- 1.6 The private sector consultancy support is being led by Entec UK Ltd and supported by Webaspx who were tasked with identifying both short and medium term savings options through a complete re-design of the waste collection services. The re-design has been guided by some fundamental principles and assumptions agreed with Cheshire East officers and supported by the Cabinet Member for Environmental Services.
- 1.7 The principles were simplicity and cost effectiveness and assumptions were made around collection days and weeks, collection frequency, target materials and service coverage and, depots and tipping facilities.
- 1.8 As well as considerations of service design, cost and customer impact, any decision to change the services needs to be supported by a review of supporting policies, communication methods and education and awareness work.
- 1.9 The options available to Cheshire East Council are to do one of two things; either, maintain the current set of services across Cheshire East and manage the inefficiencies, inconsistencies and logistical problems inherent in them or develop new services, based on the best elements of the current ones, but seeking to improve what we do and how we do it.
- 1.10 By maintaining current services, the possibility of increasing our recycling performance over and above its current level is very limited and there is little scope to reduce the operating costs associated with them. However, in developing new ones there are opportunities for significant savings and vast improvements in consistency and flexibility of operation. Furthermore, new services will be viewed by the public as a significant improvement over the current ones, resulting in a positive image for the Council, and provide an opportunity for the Council to increase its recycling and landfill diversion performance.
- 1.11 In short, new services will provide greater value for money over the current provision and improve the public's perception of all waste and recycling services provided by the Council.
- 1.12 A wide range of service delivery considerations were reviewed to produce a shortlist of options that met the guiding principles already described and these are detailed in section 9.2.4 (and following sub-sections) of this report.
- 1.13 Following further discussion with senior Officers, the Cabinet Member for Environmental Services and the technical consultants, the following service options have been taken forward for tactical modelling;
- residual waste collected fortnightly in 240 litre wheeled containers or Council-approved sacks. If sacks are to be used a wheeled container can also be provided to be used as storage between collection days.

- dry recycle may be collected co-mingled in 240 litre wheeled containers or 55 litre boxes. There will be no limit to the number of boxes that can be presented for collection.
- garden waste could be collected in 240 litre wheeled containers provided free of charge. Additional containers can be purchased at the rate set in the Fees and Charges. Where properties are on sacks for their residual waste, a garden waste collection service will not be provided (it is assumed that if a sack collection for residual is provided there is no space to store a wheeled container for garden waste).
- options for both four and five day working weeks will be modelled to identify the impact of such working patterns on productivity and service cost and once the necessary infrastructure is available it will be possible to fully explore options such as double shifting over six days a week.
- collections rounds are based on 'same-day' collections but collections will not 'mirror' each other.
- depots and tipping/reception facilities are clearly identified but those used for the garden waste service will be determined through the procurement of garden waste processing services.
- vehicles will be harmonised across Cheshire East with specialist vehicles being replaced with standard RCVs of different capacities to enhance their usability and flexibility across all services.

1.14 The next steps in the project are for the technical consultants to produce a tactical round design for all services; these will be draft rounds that will need to be fine-tuned with the help of front line staff and in consultation with the unions.

## **2.0 Wards Affected**

2.1 All Wards are affected as the waste and recycling services cover every household in Cheshire East.

## **3.0 Local Ward Members**

3.1 All Ward Members.

## **4.0 Policy Implications**

4.1 This project has links to high level corporate policy, shared strategies with other Authorities, transformation projects and service-related policies and procedures. These include the Corporate Plan, the Sustainable Community Strategy, the Joint Municipal Waste Management Strategy, Total Transport including Fleet Management, the Council's Carbon Agenda and all waste operational policies.

## **5.0 Financial Implications (Authorised by the Borough Treasurer)**

5.1 This depends on the final service solution and there may be associated costs for transfer loading and waste receptacles. These costs need to be accepted

to deliver the transformation and efficiencies expected from this critical front line service.

## **6.0 Legal Implications (Authorised by the Borough Solicitor)**

- 6.1 The Council has a duty under the Environmental Protection Act 1990 to provide waste collection and disposal services for all household waste generated within its control. The introduction of new services does not change this and therefore the implications of this report and the new services described within it have no further legal implications that those services currently provided.

## **7.0 Risk Management**

- 7.1 The risks associated with this project relate to the following issues; operations, performance and finance. Failure to successfully conclude the project will result in the Council's inability to make significant improvements to the waste collection services that it currently provides and therefore the current inefficiencies, inconsistencies and inflexibility will remain.
- 7.2 In turn, this will impact on the performance that is delivered through the services and this will principally be felt through the recycling rate and waste diverted from landfill. The current recycling performance will not be increased significantly and the diversion from landfill will remain fairly static; this is not including the impact that the PFI project may have but this is not due to be operational until 2014 at the earliest.
- 7.3 In addition, the savings targets identified in paragraph 1.4 will not be possible without a significant change to the way in which the Council delivers its waste collection services, as described in this report.

## **8.0 Background and Options**

- 8.1 Current Services, Infrastructure, Resources and Performance - Cheshire East Council currently collects waste and recycling from approximately 165,000 properties in a variety of different ways that are based on the systems that were inherited from the legacy Councils. The key issues to be noted are as follows.

- 8.1.1 Residual Waste - In all three former Councils, residual waste is collected fortnightly in 240 litre black wheeled containers. However, for a few properties where access is an issue, a narrow body vehicle provides a weekly service. This is a very small number in Crewe and Nantwich and Congleton but for the centre of Macclesfield and Bollington the number totals approximately 3,500.

Where side waste is presented alongside the residual wheeled container it is not collected. All residual waste is landfilled at either Danes Moss in the north or Maw Green in the south. The residual waste from Congleton goes to either landfill site, depending on the proximity of the round to these landfill sites.

- 8.1.2 Recyclable Materials - Those targeted at the kerbside vary across the former Council areas with the exception of cans, paper and card which are common to all. The main differences are that glass is collected in Macclesfield and Congleton but not in Crewe and Nantwich; the latter relies on approximately 120 bring bank sites which are mainly situated in car parks. Mixed plastics are collected in Congleton but only plastic bottles are collected in Crewe and Nantwich; no plastic is targeted in Macclesfield whatsoever.

Recyclables are collected in 240 litre silver wheeled containers in Crewe and Nantwich but elsewhere they are collected in boxes and/or reusable bags.

- 8.1.3 Garden Waste - The garden waste service has been harmonised across the whole of Cheshire East and is operated on a fortnightly 240 litre wheeled bin collection. From mid December to mid January, the service is suspended due to a lack of material being produced at this time of year; this allows the staff resources to be deployed onto other areas of work that may be under pressure. An unrestricted number of additional bins may be purchased by residents subject to a charge, as identified in the Council's Fees and Charges; this is currently £20.50 per bin but needs reviewing urgently to properly cover the costs of purchase, administration and delivery.

- 8.1.4 Bulky Household Waste - The bulky waste collection service is a chargeable service costing £25.20 for up to three items although there is a discounted rate of £12.60 for those people claiming benefits. Residents call the Council and a collection is organised within ten working days.

This service is supported by the Cheshire Furniture Re-use Forum which consists of 14 not-for-profit organisations across Cheshire that works closely with the Council. If the bulky items are furniture of a reasonable condition then they are collected and either donated or sold on at a low cost.

- 8.1.5 Depots - The current services are operating out of a range of different depots that vary in size, location and long term suitability. The main depots are situated in Pym's Lane, Crewe and Commercial Road, Macclesfield. Smaller depots are also located at Brookhouse Road, Alsager, Newhall Avenue, Sandbach and Brunswick Wharf, Congleton.

- 8.1.6 Vehicle Fleet - Vehicles used to deliver the services also vary considerably in terms of size, age, design and usability. For example, there are a wide range of standard refuse collection vehicles (RCVs) of differing gross vehicle weights; they range from the larger 32 tonne vehicles used in Crewe and Nantwich to the smaller 7.5 tonne vehicles found in Macclesfield. In addition to the standard RCVs, the Council also have other vehicles that are more complex in design such as the split body vehicles used to collect more than one type of waste stream and the stillage vehicles used in Macclesfield to collect kerbside separated recyclables. We also have a few small vans that are used to collect from properties that have very restricted access.

Some of the vehicles are owned by the Council but the majority are leased, either on an ad hoc arrangement or through a supply and maintenance contract with TransLinc Ltd. The TransLinc contract is currently on the first extension period of 1 year permitted through the contract. It has a further two possible extensions which could take it up to the end of March 2013.

- 8.1.7 Staff Resources and Terms of Employment - The majority of the rounds are operated by a driver and two loaders, although there are some variations to this locally and it may alter temporarily depending on a variety of reasons; inclement weather, vehicle breakdowns or season fluctuation in terms of tonnage.

Currently, task and finish is in operation and all former Councils provide collections on bank holidays except for the Christmas and New Year periods when they are re-arranged. Start times vary but are typically either 7am or 7.30am and are typically based on a 37 hour week, although again, some variation to this can be found. Contract terms and conditions also vary between and within the former Councils depending on factors such as start dates, length of service etc.

There are several different contractual arrangements in place that have been inherited from the legacy Councils. In addition to formal contracts, there are also a number of informal arrangements that provide a revenue stream for the Council but that are at risk in terms of revenue certainty and longevity; this type of arrangement poses a risk to the Council and needs to be addressed in the future as the services are developed and standardised.

Of the current contractual arrangements, there are two that are subject to a tendering exercise; a haulage and processing contract for co-mingled recyclables and, a processing contract for garden waste. The former is due to start in March 2011 and the latter much earlier, in December 2010 (although the actual processing of material will start later due to the seasonal break in service).

- 8.1.8 Recycling Performance - The current collection services are performing well in that they are achieving high recycling rates, as shown in Table 1 that compares the individual recycling performance of the legacy Councils with that of Cheshire East in it's first year.

**Table 1. Comparison of Recycling Performance**

| Council            | 2007/8 | 2008/9 | 2009/10 |
|--------------------|--------|--------|---------|
| Congleton          | 43.29% | 49.08% | n/a     |
| Crewe and Nantwich | 37.26% | 39.80% | n/a     |
| Macclesfield       | 46.13% | 46.36% | n/a     |
| Cheshire East      | n/a    | n/a    | 49.41%  |

*n.b. The recycling figure quoted for Cheshire East in 2009/10 was submitted to DEFRA for verification. This will not be done until the autumn of 2010.*

- 8.1.9 Financial Savings - Targeted savings have been identified for the waste collection services in 2010/11 (carried forward from 2009/10) and 2011/12. These are significant savings totalling £1.25m, split roughly as follows; £250,000 from this current financial year followed by £1m in 2011/12. This is to be gained by optimising all of the waste

and recycling collection rounds and harmonising the services provided in terms of what we deliver, how we deliver it and through what methods.

- 8.2 Route Optimisation and Service Harmonisation - This type of work is logistically complex and strategically significant to the Council as the services provided are perhaps the most high profile of all Council services. In order to deliver a successful project that meets the strategic, technical and financial aims, expert technical support has been procured from within the private sector. A procurement exercise was undertaken that resulted in the engagement of Entec UK Ltd, a renowned waste consultancy, and supported by WebAspx, a high profile and successful logistical modelling company with extensive experience in the waste industry and in working with local authorities.
- 8.2.1 Principles and Assumptions - In order to make an informed decision on the shape of new waste and recycling collection services a number of principles needed to be established and some assumptions made. With this in mind, two key service principles were identified; simplicity and cost efficiency.
- 8.2.2 Service Principles - In delivering simplicity, the option selected should be safe and easy for residents to use and understand and for front line waste collection staff to deliver. It must also maximise the potential for recycling and diversion of waste away from landfill. In achieving cost efficiency, the targeted savings must be achieved and this is dependent on the operational collection costs including the capital investment in vehicles and containers and, the charges and/or revenue linked to the sale or processing of materials.
- Supporting these two principles are a number of secondary principles such as service reliability and flexibility, ease of implementation considering the transition from the current services to the new ones, public acceptability and sustainability.
- 8.2.3 Service Assumptions - In order to progress the project a set of key assumptions were formed around the following issues; collection days and weeks, collection frequency, target materials, service coverage, operational depots and, tipping facilities.
- 8.2.4 Collection Days and Weeks - Given the target savings it was assumed that existing days and weeks of collection could change across all services if necessary. It is a starting assumption that all materials should be collected on the same day for households; however, it may be acceptable to break this rule if the level of saving that can be achieved is greater by doing so. From the initial tactical modelling carried out on the residual waste rounds, it soon became apparent that keeping existing days and weeks would prevent the savings from being made.
- 8.2.5 Collection Frequency - It was assumed that the fortnightly residual waste collection in a 240 litre wheeled container would remain as reverting to a weekly collection would increase operational costs significantly (resources, vehicle costs etc).

- 8.2.6 Target Materials and Service Coverage - It is assumed that in moving towards a harmonised service across Cheshire East that the materials targeted for collection would be the same for all households and that all household would receive a curtilage collection. The only exception to this would be in the case of access problems for vehicles or storage problems at particular properties or locations.
- 8.2.7 Depots and Tipping Facilities - Following on from the Council's depot rationalisation project, it is assumed that all of the new services will be delivered from two operation bases, one in the north in Macclesfield and the other in the south in Crewe. For all services, there will be localised tipping facilities across Cheshire East.
- 8.2.8 Service Delivery Considerations - In order to determine the preferred collection system to take forward for detailed design it was necessary to take into account a range of service delivery considerations, as described below. These were based on the principles and assumptions outlined previously and the fact that all services will be harmonised across the historic legacy Council boundaries in order to make the best use of valuable resources.
- 8.2.9 Residual Waste Collections – Fortnightly residual waste collections that are well managed with effective restrictions on side waste are proven to deliver high kerbside recycling rates and are very cost effective when compared with equivalent weekly collections. The success of this system depends on the utilisation of wheeled containers that are large enough to provide adequate storage for the majority of residents.

Further reducing the frequency of collection of residual waste is not a feasible alternative without introducing the weekly collection of food waste as a separate waste stream whereas reducing the collection frequency to weekly is a very expensive option.

For those properties on a weekly sack collection consideration needed to be given to moving them onto a fortnightly collection. This can be achieved through the issue of Council-branded a sack, the number of which equates to a stated allowance per fortnight, and supported by the provision of a wheeled container just for the safe storage of residual waste at the property between collections (based on the assumption that there is no rear access to the property in order to move the wheeled container to a collection position).

Consideration also needs to be given to allowing residents to purchase additional sacks to manage their waste at particular times of the year or for one-off events. The system would work on the premise that only Council-branded sacks would be collected.

- 8.2.10 Recycling Collections – A move to weekly recycling collections across Cheshire East, as currently provided in the former Macclesfield area, would add significant cost and resource to the service and is unlikely to result in higher yields in those areas that are currently on a co-mingled



system (Crewe and Nantwich and, Congleton). Furthermore, maintaining a fortnightly recycling collection for two thirds of Cheshire East minimises the potential disruption from the implementation of new services. In the extreme, moving to a four weekly recycling collection cycle would undoubtedly reduce operational costs further but is very likely to meet with strong resistance from residents and likely unfavourable press coverage.

In considering a change to the recycling service, it is important to consider not only the cost of operating the scheme but also the quality of materials collected and public acceptability. The main choice is between a co-mingled or kerbside sort approach.

In terms of quality of materials, the Waste Resources Action programme (WRAP) are adamant that kerbside sort is the best way as they believe it produces the highest quality materials; contamination is effectively reduced or removed by the householder in the first place and then by the front line crew on collection. However, with technological advances in material sorting over the past few years, many industry experts have challenged this view; indeed, a four month long study found that 26 of the top 30 English Local Authorities use co-mingled collections.

Furthermore, 2008/9 data from the Environment Agency's WasteDataFlow system showed that local authorities who used a co-mingled collection performed significantly better than those using a kerbside sort method, diverting on average 25% greater tonnage even after allowing for rejections at sorting facilities.

It is important when comparing options that the full cost of the service is taken into consideration and options are compared on a like for like basis. Kerbside collections can be more expensive than co-mingled ones but once the added cost of material sorting is factored in, there may be little difference in the total cost.

Public acceptability is a vital issue to be considered as it is pivotal to the success of any scheme. Whichever system is finally chosen, it is crucial that it is designed to fit the needs of the residents and the properties in which they live; the provision of containers in terms of size and design is central to this. A change to co-mingled recycling can make recycling for residents much easier as the total number of containers at each property is usually reduced as part of the change. However, the service can become less visible as the material is no longer perceived to be recycled at the vehicle but this can be overcome with effective awareness raising and education.

Another key aspect for consideration in choosing the method of containment and collection is health and safety and more specifically, the issues surrounding manual handling. Over the past few years, there have been growing concerns about the long term physical impact upon front line staff of kerbside sort collections, where loaders are continuously lifting and walking with heavy boxes containing a variety of different materials. There are also concerns about the handling of these materials to separate them into the individual vehicle

compartments, especially where glass is concerned. The risks of needle-stick and stab injuries are far higher for this type of collection method as opposed to a co-mingled approach in a wheeled container.

- 8.2.11 Garden Waste Collections – Having aligned the garden waste services across Cheshire East in the summer of 2009 it is perhaps unlikely that immediate further changes to the fundamentals of the service will be made. However, it should be noted that the Council could significantly offset the costs of the garden waste service by moving to a chargeable opt-in service or by reducing the frequency of collections over winter months when demand is likely to be far less.

The latter option will also free up some valuable staff resources that can be deployed in other areas of the waste and recycling services. However, making the service chargeable could result in moving the garden waste from the kerbside collection towards the network of HWRCs where residents choose not to pay for the kerbside service.

- 8.2.12 Vehicles – The standardisation of fleet across all services where logistically and technically possible, provides opportunities to purchase or lease larger numbers of vehicles at favourable prices or rates. Their replacement is also much easier to manage than when dealing with dedicated, tailor-made vehicles, especially at short notice to cover vehicle breakdowns and routine maintenance.

Provision of fleet is currently through a mixture of Council-owned, ad hoc leasing and contracted supply and maintenance contracts. The procurement of fleet and its management is subject to the Total Transportation transformation project; until such time that this project is complete it is envisaged that the current arrangements in place will remain.

- 8.2.13 Service Delivery – Currently, most collection services operate on a 'same-day' basis whereby residents have a single collection day per week with different containers and materials being put out for collection each week. Moving away from this system provides greater scope to design and operate better balanced rounds and potentially reduced resource requirements. However, residents may not view such a change favourably due to the need to remember more than one collection day; there is also the potential for more missed collections, it is harder to manage for Officers and moving away from same day collections could have a detrimental effect on the recycling rate.

In addition to same-day collections, most collections services operate 'mirrored' rounds whereby the round is exactly the same on any given day but only the materials change; this also causes problems with unbalanced rounds as some materials produce greater tonnages than other and this is particularly noticeable when seasonal variations impact on the garden waste collections.

There is the potential to move away from mirrored rounds when the new services are designed and implemented. This would mean that collection rounds are designed for each service independently and could therefore take into account areas of high yield, set out and

participation. The drawback of such an approach is that the Council needs to maintain and manage a greater and more complex set of rounds than at present but if this is done well; the benefits of such an approach outweigh the drawbacks.

Thought also needs to be given to how missed collections are managed and the service levels or rectification periods that the Council wishes to operate; for example, the Council could introduce the practice of returning to a missed collection the same day if it is reported before midday and the following working day if it is reported after midday. This will also impact on how calls are managed and the system that the Council uses.

Working patterns also need to be considered. A number of Authorities have introduced variations to the standard five-day working week; introducing a staggered four-day week where crews work four days according to their contracted employment but this is staggered across a five day operational period. This approach has several benefits such as having a 'spare' day for staff development and training, vehicle maintenance and repair and of course, the vehicles are utilised more fully. Some Council's have gone a step further and introduced a three-day working week over a six-day period that can in some situations bring even greater savings but creates more challenging customer service and managerial issues. Other options include double shifting of vehicles to derive more value from them. However, new waste transfer loading stations in the north and south are necessary to make some of the options practicable and these are planned to a great extent for delivery through the waste PFI project, which is expected to reach financial close early next year. In practice, the planning and licensing regime determines whether, or not such patterns are workable; certainly these regimes make some options impossible via existing local disposal points. Once we know the operating conditions attached to necessary new infrastructure, we can work through the benefits that may be derived through significant changes to shift patterns and of course, some of the operational problems involved in such approaches with all stakeholders.

8.2.14 Service Options – Based on the service principles and assumptions and, service delivery considerations discussed previously, the project identified a short list of options for further consideration (Tables 2 and 3). These were discussed with Senior Officers and the Cabinet Member for Environmental Services to identify which options should be taken forward for more detailed round and service design. The service options were as follows;

**Table 2. Service Options**

| Service        | Aspect                  | Option 1                    | Option 2                    | Option 3 | Option 4 |
|----------------|-------------------------|-----------------------------|-----------------------------|----------|----------|
| Residual Waste | Frequency of Collection | Fortnightly                 | Fortnightly                 | none     | none     |
|                | Type of Collection      | Kerbside                    | Kerbside                    | none     | none     |
|                | Type of Container       | 240 litre wheeled container | 180 litre wheeled container | none     | none     |

|               |                         |                             |  |  |  |
|---------------|-------------------------|-----------------------------|--|--|--|
| Dry Recycling | Frequency of Collection | Fortnightly                 | Four Weekly  | Four Weekly  | Fortnightly (with paper and card six weekly)   |
|               | Type of Collection      | Co-mingled Kerbside         | Two stream, Co-mingled Kerbside  | Two stream, Co-mingled Kerbside  | Kerbside sort for cans, plastic bottles and glass and co-mingled paper and card in a wheeled container |
|               | Type of Container       | 240 litre wheeled container | 240 litre wheeled Container (with paper and card in a smaller wheeled container) | 240 litre wheeled Container (with Mixed glass in a smaller wheeled container or box) | 55 litre box for cans, plastic bottles and glass with 140 litre wheeled bin for paper and card         |
| Garden Waste  | Frequency of Collection | Fortnightly                 | Fortnightly  | none   | none   |
|               | Type of Collection      | Free Kerbside               | Chargeable Kerbside  | none   | none   |
|               | Type of Container       | 240 litre wheeled container | 240 litre wheeled container  | none   | none   |

**Table 3. Service Delivery Options**

| Aspect                                       | Option 1 – High Saving Potential  | Option 2 – Medium Savings Potential  | Option 3 – Low Savings Potential   |
|--|---|--|--|
| Same Day Collections and Mirroring of Rounds | Rounds not mirrored, collections not necessarily the same day.  | Rounds not mirrored but organised into daily zones. Collections are the same day.  | Rounds mirror and collections are same day.                                |
| Working Patterns                             | 3 or 4 day working week spread across a 5 or 6 day operational period.  | 4 day working week, Tuesday to Friday, 9.25 hour working days.   | 5 day working week, Monday to Friday, 7.4 hour working day.                |
| Comments and Considerations                  | Services operate independently reducing the number of rounds required. Crews work over a staggered week meaning that potentially fewer vehicles are required. | There is potential to reduce the number of rounds. In addition, the benefits of not collecting on Mondays include reduced bank holiday payments, training and development time and, opportunities for vehicle maintenance. | Almost identical to the way in which services are delivered at the moment. |

From this set of service design and delivery options it was agreed to take forward the following ones for further round and service design;

**8.2.15 Residual Waste Collections** – Residual waste will be collected fortnightly in 240 litre wheeled containers. It will be supported by two key operational policies; side-waste presented alongside the container will not be taken and all container lids must be fully closed for health and safety reasons.

Where residual waste is currently collected in sacks on a weekly basis, it will now be collected on a fortnightly basis and the residents will be provided with an appropriately sized wheeled container to store their sacks between collection days.

Properties of multiple occupancy (PMOs) will also receive a fortnightly residual waste collection. It is assumed that the building will receive an appropriately sized, wheeled container to manage all the residual

waste likely to be generated on site. This can be calculated on 240 litres per property.

- 8.2.16 Dry Recycling Collections – Co-mingled dry recyclate will be collected in 240 litre wheeled containers on a fortnightly schedule on the alternate week to residual waste (but on the same day). The materials targeted will be cans, paper, card, mixed plastics and glass. The management of these materials is subject to a procurement exercise that is currently underway with the new contract commencing in March 2011.

Where residual waste is collected in sacks it is assumed that there will not be enough space at the property, or the property will have such restricted access, that it will not be possible to provide a wheeled container for the co-mingled recyclate. In these cases, 55 litre boxes will be provided and materials presented in these will be collected along with the materials from the co-mingled wheeled containers. There will be no restriction on the number of boxes that could be put out for collection.

Again, the methodology to manage co-mingled materials from PMOs will be the same as for residual waste.

- 8.2.17 Garden Waste Collections – Garden waste will be collected in 240 litre wheeled containers on a fortnightly basis, on either the residual or co-mingled recyclate week. Again, the collection should be on the same day as the collections of other materials. Currently, there is no limit on the number of containers that residents can present for collection; the first container is provided “free of charge” and any others that are required by the householder are subject to a charge that is set in the Fees and Charges (currently £20.50).

Presently, we envisage the service will operate from the beginning of February to the middle of December, with a break in between. This will provide a much needed boost to staff resources on other waste collection services at the busiest time of the year. The default service will operate on a driver plus one loader and in the height of the growing season, additional front line resource will be provided by agency cover.

Where residual waste is collected in sacks, the garden waste service will not be provided as it is believed that the tonnage of garden waste is likely to be very low or non-existent in some cases.

For PMOs, a fortnightly garden waste service will be provided using bulk containers of an appropriate capacity.

- 8.2.18 Four Day Working Week – Collection rounds will be designed for a 37 hour working week based on a four day period; this requires staff to work 9.25 hours each day, with unpaid breaks in addition to this. Collections will take place between Monday and Friday with crew's days off staggered throughout the week.

- 8.2.19 Five Day Working Week – Collection rounds will also be designed for a 37 hour working week based on a five day period; this is similar to the

current situation and crews will work 7.5 hours from Monday to Thursday and 7 hours on a Friday, again, with unpaid breaks in addition to this.

8.2.20 Same Day Zones – Rounds will be designed in daily zones across the whole of Cheshire East. All properties within each zone will receive same-day collections, with residual and recycling on alternate weeks, and garden waste collected on either week. Rounds will not mirror to maximise the efficiency of collections and achieve balanced working days.

8.2.21 Depots and Reception Facilities - All collections will operate out of the depots in the north and the south of Cheshire East. It is envisaged that this will be Pym's Lane, Crewe and until an alternative can be found, Commercial Road, Macclesfield. As a default, vehicles will operate out of one of these depots but any vehicle may be shared across the whole of Cheshire East if this reduces the overall number of vehicles required.

The turnaround time at each facility is estimated to be 15 minutes and it is assumed that there will be no restriction on the tonnage of each material that can be delivered to the reception facilities. The reception facilities for collected materials will be as follows;

Residual waste – Danes Moss and Maw Green landfills, plus any facility provided through the PFI project for the treatment of residual waste.

Co-mingled recyclate – Transfer stations located in the north and south operational depots.

Garden waste – The locations of these will be determined by the successful garden waste contractor but as a contract minimum, there must be one in the north and another in the south. Once these have been determined through the procurement process, the specific locations can be input into the model to determine suitability (the result may then be used to influence the tender scoring for each bidder).

8.2.22 Vehicles – In harmonising the services, it is assumed that a standard fleet of refuse collection vehicles (RCVs) will be used for all services; stillage vehicles that are currently used for collecting recyclate in the north will no longer be required as the service is designed around a co-mingled collection. The same is true of any split-bodied vehicles currently in service.

Three different vehicle sizes have been identified in order to deliver the proposed services. These are based on the collection methodology described and the different types of access (access levels) across Cheshire East.

Access Level 1 requires standard 26 tonne RCVs with a modelled payload of approximately 10.5 tonnes. Currently there are a number of 32 tonne vehicles operating in Crewe and Nantwich but these will be replaced with the smaller 26 tonne vehicles.

Access Level 2 requires 24 tonne vehicles with modelled payloads of 9.8 tonnes and Access Level 3 requires 22 tonne vehicles with a slightly smaller payload of 8.6 tonnes.

## **9.0    *Access to Information***

The background papers relating to this report can be inspected by contacting the report writer:

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## **Appendix A**

### **Waste and Recycling Transformation Projects**

#### **Procurement**

- Procure a long-term residual waste treatment facility through the PFI project;
- Design and build two waste transfer stations in support of the PFI project, one at Pym's Lane depot, Crewe and another in the Macclesfield area;
- Design, build and operate a Macclesfield transfer station for co-mingled recyclate or contract a similar arrangement, depending on new waste services being implemented;
- Procure a garden waste processing contract for Cheshire East;
- Procure a dry recyclables processing contract for Cheshire East;
- Extend the current Vehicle Supply and Maintenance contract with TransLinc Ltd operating in the north of Cheshire East and;
- Identify Fleet Management procurement options for Waste and Recycling services.

#### **Operational**

- Centralise waste and recycling operations in the south at Pym's Lane depot, as part of the Depot Rationalisation project, including the delivery of a PFI waste transfer station;
- Centralise waste and recycling operations in the north, including the delivery of a waste PFI transfer station and a transfer station for co-mingled recyclate, as necessary;
- Optimise and implement revised waste collection rounds for residual, recycling and garden waste services through external technical consultancy support;
- Investigate the potential for and service implications of implementing a kerbside food waste collection service and;
- Review the need for the number of bring bank sites and HWRCs given that improved recycling services have been delivered at the kerbside

#### **Strategy and Policy**

- Develop, review, update and implement all waste related policies and practices associated with waste and recycling services across Cheshire East ;
- Review and implement the Municipal Waste Management Strategy for Cheshire East and;
- Agree a charging regime for Schedule 2 waste.

#### **Workforce Development**

- Re-structure and populate the Waste and Recycling team;
- Investigate and balance the front line resources against service need, as determined through the route optimisation and service harmonisation projects;
- Examine the results of the customer service experience project and develop new practices and/or initiatives as required;
- Work to the agreed priorities in waste prevention as part of the LAA Thematic group and form a waste prevention delivery group with key partners;
- Expand current volunteer networks and partnerships and seek to form new alliances to tackle waste prevention and;
- Harmonise all staff within Waste and Recycling on Cheshire East terms and conditions, including managing the end of the pay protection period for 27 front line staff (31 August 2010).



