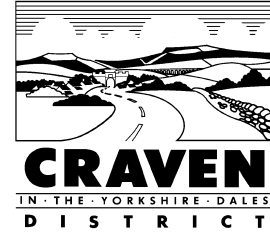


**Policy Committee – July
21ST 2015**



COLLECTION POINT POLICY PROGRESS- FEEDBACK FROM PILOT

Report of the Director of Services

Ward(s) affected: ALL

1. **Purpose of Report** – To provide feedback to Members on the implementation of the Collection Point Policy in pilot areas.
2. **Recommendation**

Members are recommended to note the report.
3. **Background**
 - 3.1 The Council has operated an 'edge of property' or curtilage collection service for wheeled bins since 1997 when wheeled bins for domestic waste were introduced. In 2013/14 the Health and Safety Executive conducted an audit of every Local Authority's waste collection service, including Craven's with the aim of improving health and safety outcomes by reducing the incidence of injury, ill-health and days lost in the waste management and recycling industry.
 - 3.2 An outcome of the audit resulted in the Council being served with an Improvement Notice requiring the Council to carry out a Manual Handling Risk Assessment giving consideration to the tasks, loads, working environment and individual capability etc. On completion of the Risk Assessment the Council was then required to take appropriate steps to reduce the risk of injury to employees in their undertaking of manual handling operations to the lowest level reasonably practicable.
 - 3.3 The Manual Handling Risk Assessment was completed and submitted to the HSE. The assessment highlighted instances where Waste Operatives were retrieving a number of bins over considerable distances from where waste vehicles can not safely access e.g. rear alleys and this continued practice over a period of time was, in the opinion of the HSE significantly increasing the risk of injury to waste collection crews. The HSE informed the Council that it had available to it the ability to designate collection points, a practice that offers a reasonable practicable alternative to reduce the risk of injury and a practice in other local authorities, including all North Yorkshire District Councils, York and Leeds.
 - 3.4 Alternatives to moving bins to the nearest point accessible by the waste vehicles were considered and included;
 - A return to weekly collections however whilst this reduces the weight of the individual bins it does not fully eliminate the causal factor for the risk of injury from repeatedly pulling bins over uneven, slippery or unstable floors. Indeed a return to weekly

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collections would increase the frequency of the action the risk assessment identified as potentially causing the harm.

- Smaller vehicles which may be able to access some households. This may be the solution in a small number of instances however the number of properties required to adopt the collection points would make this option a solution for them all as inefficient and costly as the vehicles have limited capacity, adding significant additional capital and revenue costs.
- Smaller bins. The existing 240 litre bins could be replaced with smaller 140 litre bins. However, there may not be enough capacity in some cases and it would still require operatives to push/pull bins
- Communal bins. This could apply to 4 or more properties although would be unsightly and open to abuse.

3.5 A Collection Point Policy was subsequently approved by Members at September 2014 Policy Committee with an implementation progress report presented to Members on 3rd March 2015. Members of the 3rd March 2015 Policy Committee requested a further report be brought updating Members with findings from the implementation in a pilot area. Members also requested a response to a letter presented under public participation from Dr M Stead and Dr J Jackson which raised concerns regarding the implementation of the collection point policy. A response was sent to Drs Stead and Jackson on 24th March 2015, copied to all Members. The response is attached at Appendix 1 for information.

3.6 To inform the implementation of the collection points the policy was piloted in four areas, Ingleton, Cowling, Hellifield and Farnhill. In total 607 households were contacted (Cowling 228, Ingleton 70, Hellifield 353 and Farnhill 56)) and new collection points for their properties introduced. This report sets out the feedback and findings from the pilot.

4 **Review of the Pilot**

4.1 A summary of the issues raised from the pilot is set out below and includes the Councils response, any impact on resources and existing policies.

Communication and Consultation

4.2 It was agreed prior to the implementation of the collection point affected householders would be consulted to identify the most convenient location for bins to be placed for collection. As part of this consultation process the Council is aiming to be as sympathetic as practicable recognising the need to balance the health and safety of the employees and residents.

4.3 In the main the consultation has worked well. All residents were contacted by letter explaining the reasons for the change, enclosing a location map of the proposed revised collection points and invited the resident to contact the council to discuss potential alternatives. Waste Officers and Customer Services Staff have been very pro-active in negotiating alternate collection points in the pilot area if the identified collection point was not appropriate.

In total there have been 40 responses from the 607 residents wishing to discuss alternative options to the collection point proposed and all have been resolved. The consultation has involved reviewing maps and making site visits to discuss and agree collection point locations.

4.4 Unfortunately consultation broke down in Farnhill due to the Councils' failure to attend a parish meeting in Farnhill to discuss the collection point and to inform the Ward members in advance of the proposed changes. Additionally sufficient time was not given between

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notifying the resident of the proposed changes and starting the collections from the revised collection points.

Craven Council has sought to address these issues by attending the Farnhill Parish Council Meeting in June to apologise to parishioners and listen to their concerns. To ensure there is no repeat the rollout timetable will include dates for attendance at parish council meetings and dates on which Ward Members can expect to be informed of the collection point rollout plans for their constituencies.

- 4.5 Farnhill Parish Council also highlighted the importance of the accuracy of the maps. In some instances there was a lack of clarity in the identified collection points. Steps have been taken to ensure collection points shown on maps are precise.
- 4.6 The feedback from the trial has emphasised the importance of ensuring the impact on residents of the proposed collection points is fully considered and all alternatives explored. This was particularly stressed by Farnhill Parish Council where the topography of for example Back Mary Street Farnhill is such that able bodied residents will find it difficult to manoeuvre their wheeled bin to a collection point. Consideration will be given to using a smaller vehicle in similar circumstances which, depending on final numbers, may require additional capital investment should numbers exceed the capacity for the existing vehicle.
- 4.7 Other alternatives e.g. communal bins, plastic bags or smaller bins continue to be considered as options. The trial has not yet identified the need for these alternatives to be deployed.

Assisted Collections

- 4.8 The Council has an 'Assist Scheme' in place to help householders who are physically unable to move bins and the scheme is available to any householder who will be asked to leave their bin at a Collection Point under the new policy
- 4.9 It was expected that there would be an increased demand for assisted collections as a result of the roll out of the Collection Point Policy. An additional 18 households out of the 607 households where collection points have been introduced have applied for assisted collections and are now receiving it. The Policy for assists remains the same and applicants follow the process highlighted on the Council's website. Information on how to access the assist scheme is also contained in the consultation letter sent to residents advising of the introduction of collection points.

5. Next Steps

- 5.1 The pilot has enabled a timetable for full implementation to all parishes to be prepared and is set out in Appendix 2. A two week consultation period between delivery of letters to households and commencement of collections from the new collection points has been allowed with specific dates for parish council meetings and notification to Ward Members.

6 Implications

- 6.1 Financial and Value for Money (vfm) Implications –

There will be some additional costs associated with the project of approximately £15,000 as a Technical Officer has been seconded from the Waste Management workforce to undertake this work. The cost is attributable to agency labour costs associated with back filling a substantive post. It has been important to use a front line operative from the service who has an understanding of the requirements of the new collection point policy.

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The additional cost will be contained within the existing service unit budget initially. If spend exceeds the final year end outturn for the service an equivalent amount will be drawn down from contingency.

6.2 Legal Implications –

The Council has a duty to comply with Health and Safety at Work etc. Act 1974 (the Act).
By section 2(1) of the Act;

7 Consultation with others

Trade Unions and staff have been consulted as part of this process and have confirmed that they want to see the recommendations of the Health and Safety Executive implemented as soon as possible.

8 Appendices

Appendix 1 – Director of Services response to Dr Jackson
Appendix 2 – Timetable for Implementation

9 Author of the Report – Paul Florentine, Waste Manager, 01756 706429 pflorentine@cravendc.gov.uk

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Appendix 1 – Director of Services response to Dr Jackson

Craven District Council
Council Offices
Belle Vue Square
Broughton Rd
Skipton
BD23 1FJ



Dr JA Jackson
via email

e-mail: pellis@cravendc.gov.uk

Please address correspondence on this matter to:
Paul Ellis, Director of Services

24th March 2015

Dear Dr Jackson

Waste Collection Policy

Thank you for your participation at the Council's Policy Committee on 3rd March 2015. I shall address each of the points you made on our waste collection policy in the order you raised them.

Firstly please may I re-assure you changes to our waste collection policy are as a direct consequence of the Health and Safety Executive (HSE) serving an Improvement Notice on the Council to carry out an assessment of our manual handling operations and the subsequent outcomes of that assessment. The changes are not for cost cutting reasons and were not being considered prior to the HSE's intervention. The Council prides itself on the standard of its waste collection service and strives to deliver a good quality service within the resources available.

The HSE inspected the Council's waste collection operation as part of their nationwide waste audit campaign in September 2013. Following their visit an Improvement Notice was issued requiring the Council to undertake an assessment of its' manual handling operations required by Regulation 4(1) of the Manual Handling Operations Regulation 1992 (as amended). The HSE followed up the Improvement Notice with a letter dated 19th December 2013 confirming the specific matters requiring the Council's attention. These matters included a requirement for the Council to consider its' edge of property collection service as part of the manual handling risk assessment. The HSE stated the edge of property collection service *'significantly increases the risk of injury to waste collection crews'* and *'other local authorities have demonstrated it is reasonably practicable to reduce the risk of injury by implementing a kerbside collection'*. The Council *'must consider the implementation of such a service or other equally effective measures'*.

It is clear from this communication the HSE deemed the Council's current collection policy as increasing the risk of injury to waste crews, that there was a reasonably practicable alternative and to not consider the edge of property collection service within the required manual handling assessment could put the Council in breach of the HSE's Improvement Notice and result in the HSE prosecuting the Council for a failure to ensure the health safety and welfare of its' employees.

The manual handling risk assessment was carried out by a Member of the Institute of Occupational Safety and Health, independent to the Council. The assessment identified a risk of injury from manoeuvring wheeled bins across cobbles and uneven ground and recommended the introduction of a kerbside collection policy. The manual handling assessment was submitted to the HSE and accepted by them as suitable to comply with the requirements of the improvement notice. Having

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undertaken the assessment required by the HSE which identified the risk, to not then address the risk could equally result in the HSE prosecuting the Council for a failure to ensure employee safety.

Options to address the risk were considered, including the use of smaller bins, smaller vehicles, weekly collections or communal bins but these were discounted because of either unaffordable capital and revenue costs, reduced capacity for the householder or the risk would not be sufficiently reduced. Whilst it is true a return to weekly collections would reduce the weight of the individual bins it would not fully eliminate the causal factor for the risk of injury from repeatedly pulling bins over uneven, slippery or unstable floors. Indeed a return to weekly collections would increase the frequency of the action the risk assessment identified as potentially causing the harm.

You refer to Ryedale District Council as an example of a Council providing plastic bags in situations such as adopted back streets in Skipton. Our enquiries with Ryedale informed us that residents are still required to place these sacks at designated collection points on collection day. The alternative mitigation measure you propose to fully re-introduce plastic bin bags is ruled out because of the increased risk of injury plastic bags pose over wheeled bins.

However, whilst the preferred option remains that residents continue to use their wheeled bin and present it for collection at either a collection point or kerbside, in certain circumstances where a resident is not eligible for an assisted collection and with the prior agreement of the Waste Management Team for selected residents to Council will use plastic bags. Although they will still require to be presented by the resident at either the kerbside or the collection point (the specific location they are to be presented for collection must be agreed in advance with the Waste team)

The manual handling risk assessment also identified a risk with blue bag collections and the Council is reviewing options for the use of alternative receptacles.

Overall CDC considers that the kerbside collection policy is the proven reasonable practicable alternative that reduces the risk to its' employees to whom the Council has a duty of care as far as reasonably practicable. With an exception made where vehicles can safely access collections via un-adopted roads property edge collections will continue. The risk is not being transferred to the public. The risk can be distinguished as the repetitive nature of the operation over a period of time which significantly increases the risk of injury to the waste collection crew.

It remains for the resident to act reasonably and carry out their own dynamic risk assessment when transporting their bin to the collection point. Information will be provided on the bins to identify the collection point and the assisted collections policy remains open to anyone who is elderly/infirm including those affected by being asked to change their collection point. Any increased demand for assisted collections arising from the changes can be managed within existing budgets.

A full assessment of all properties in Craven is being carried out to determine if there are any issues and identify an appropriate collection method and point for each premises. Collection points will only be introduced where it is the reasonably practicable collection method that avoids the risk of injury identified in the manual handling risk assessment

I thank you again for your time in participating at our Council meeting and trust this satisfactorily answers the points you raise. If you wish to discuss the matter further please do not hesitate to contact me on the above number.

Yours sincerely

Via email

Paul Ellis
Director of Services

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Appendix 2 - Timetable for implementation

The timetable below denotes the planned rollout to the remaining parishes. Please note that there is a two week consultation period between delivery of letters to households and commencement of collections from the new collection points.

Ward	Letters Delivery date followed by crew briefings and resident consultative period	Collections start (from new collection points)	Notify Members	Visit Parish/Ward Councils
Skipton East	24.09.15	09.10.15	10.09.15	17.09.15
Skipton North	09.10.15	23.10.15	As above	As above
Skipton South	23.10.15	06.11.15	As above	As above
Skipton West	06.11.15	20.11.15	As above	As above
Sutton	16.11.15	30.11.15	26.10.15	02.11.15
Settle and Ribblesbanks and Pennyghent	15.12.15	29.12.15	01.12.15	07.12.15
2016				
Barden Fell, Long Preston and Clapham	January	January	Early January	Early January
Aire Valley with Lothersdale	January	January	Early January	Early January
Bentham	February	February	Early February	Early February
Embsay with Eastby	February	February	Early February	Early February
Gargrave and Malhamdale	February	February	Early February	Early February
Upper Wharfedale	February	February	Early February	Early February
Glusburn	March	March	Early March	Early March
Grassington	March	March	Early March	Early March
West Craven	March	March	Early March	Early March