

# Delegated Decisions report



11 February 2020

## Waste Collection Pilot

Name of Cabinet Member	<b>Councillor Darlington</b> Cabinet Member for Public Realm
Report sponsor	<b>Stuart Proffitt</b> Director of Environment and Property
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Exempt / confidential / not for publication	<b>No</b>
Council Plan reference	4.6 Reduce contamination in recycling by 5% by April 2020 4.7 Start the process to review our waste collection contract
Wards affected	Wolverton, Olney, Broughton, Monkston, Bletchley East, Loughton and Shenley Church End.

## Executive summary

Driven by Milton Keynes Council's ambition to become the Greenest City and the Sustainability Strategy 2019–2050, the Environmental Services Programme is reviewing its future service provision, which includes waste collection. A motion (see Annex A) was put forward to Full Council on 17 July 2019, which was referred to Cabinet on 3 September 2019, to explore pilot schemes for waste collection to replace the use of plastic sacks. This included the use of wheeled bins and other

waste management solutions that could address the different challenges faced by different estates.

A revised collection system is required to be tested before a borough wide roll out, to collect data, to review the modelling, operational methods and evaluate resident feedback. The pilot will measure: ease of use; recycling rate, contamination, carbon management and resident satisfaction.

The waste collection pilot will include 5,800 properties and will run for at least a six month trial period. A cross-party working group, chaired by the Cabinet Member for Public Realm, has considered options for the pilot. Details of the scheme are included within Annex B (Waste Collection Pilot Principles). The pilot will consider the effectiveness and practicality of introducing a new waste collection method as an alternative to plastic sacks to residents. This will be tested before decisions are taken for the design and delivery of waste collection in 2023 when the existing waste collection contract expires.

## 1. Decision/s to be made

- 1.1 That a pilot for a new waste collection system is approved in accordance with the principles in Annex B (Waste Collection Pilot Principles).
- 1.2 That resource allocation and spend approval in the 2020/21 capital programme of £0.3m for the purchase and delivery of waste collection receptacles (wheeled bins and boxes) be approved.

## 2. Why is the decision needed?

- 2.1 Milton Keynes has led the way in recycling and was the first local authority to introduce separate kerbside collection of recyclables and the use of recycling boxes on a borough-wide scale. In 1990 the Council commenced a trial by providing red boxes for paper (i.e. 'read' papers – red for paper) and blue boxes for glass, cans and plastic bottles. Initially these were collected by a dedicated vehicle which had separate compartments and the recycling was hand sorted at the kerbside. The trial was to be rolled out over 3 years; however as the trial was so well received by residents, in 1992 the decision was made to accelerate the roll-out borough wide and build our own Materials Recovery Facility (MRF).
- 2.2 The current waste collection system includes black sacks (provided by the residents) for waste that cannot be recycled (residual waste); clear bags for recycling (60 bags provided annually allowing tops ups by an online service); a

blue box for glass; and a green 140 litre bin for food and garden waste. There are variations with flats, communal and special kerbside properties.

- 2.3 The Council currently has a high residual waste per household (544kg per household per year with England Local Authorities averaging 543kg) as well as a high waste volume per person (460kg per person per year with England Local Authorities averaging 410kg). The current collection system in sacks means that there is the potential for commercial waste leaks into household stream undetected. The recycling rate is 59.1% which is ranked first out of councils who provide a weekly collection service and 14<sup>th</sup> out of 364 local authorities. However, the contamination rate in the recycling sacks is currently around 20% and it is a priority for the council to improve quality of recycling inputs.
- 2.4 The pilot will preserve our weekly collection, reinstate our recycling heritage and invigorate the original 1990s red and blue system. It proposes:
- A grey wheeled bin collected weekly for residual waste;
  - A wheeled bin with a red lid for paper and card;
  - A wheeled bin with a blue lid plastic, metals and glass;
  - No change to the food and garden waste wheeled bin; with
  - No change to properties which currently receive a communal collection.
- 2.5 The introduction of two recycling wheeled bins will allow additional volume for recycling and improve quality. Paper is particularly prone to contamination from glass (especially when it shatters) and oily and greasy food containers. The improvement of the quality of paper will assist the Council's efforts for recyclates to be recycled within the UK. Further details of the proposed pilot are included in Annex B.
- 2.6 The Council is aware that having sufficient volume to contain waste and recycling is important to residents. The proposed pilot collection system increases the kerbside volumes available to residents for residual waste and recycling compared to the volumes collected under the current method of collection (see Annex B for further details).
- 2.7 A survey to determine the suitability of residential properties are not suitable for wheeled bins has been completed by a consultancy on behalf of the Council in the pilot area. Tailored collections will be offered to residential properties in the pilot area that cannot accommodate the proposed waste collection trial system (Annex B provides more detail).
- 2.8 84% of councils in England have a wheeled bin-based waste collection service. The potential challenges to wheeled bins potentially include: estate design; bin blight perception (including bin clustering); returning bins to properties; and

concerns about manoeuvrability of heavy bins. The potential advantages to wheeled bins are; higher recycling rate, less contamination, less litter from split bags and animals, safer environment for refuse collectors and a better service for residents. All of this will be monitored and recorded during the trial period.

## 2.9 As part of the waste collection pilot:

- We are surveying every property to establish suitability to accommodate wheeled bins as included in paragraph 2.4 above;
- It is expected that street scene blight will be reduced as residents currently present sacks which exacerbate litter and it has been proven that streets where waste collection is in bins have higher levels of street cleanliness;
- The new service will include a “contract management tool-box” to address returning bins;
- Contamination in recycling sacks currently is 20%. Loose material presented in a wheeled bin is preferable, as this provides an option to separate incompatible materials and provide potential savings;
- Recent local “Public Opinion” surveys by MKFM and the MKCitizen show that the majority of residents who responded would prefer wheeled bins (85% and 78% respectively);
- The HSE recommend that “wherever possible, refuse collection should be carried out using wheelie bins of appropriate sizes rather than bags or small dustbins”;
- Modern bins incorporate ergonomic design for ease of use; and
- Assisted collection will continue to be offered and this service will continue to include returning bins to the correct locations.

2.10 There are 18 refuse and recycling collection rounds (see Annex B) covering c104,000 kerbside properties. For practical and operational reasons it is best to select one collection round for the trial, as this means that one crew can be trained for deployment on the trial and the vehicles required can be used to maximum efficiency over a whole week.

2.11 The factors used to select a round for the pilot were based on the below, which take into account the Full Council Motion on 17 July 2019 to understand the different challenges that different estates face:

- Diversity of types of housing  
Milton Keynes contains a wide range of types of housing, from housing that is centuries old to the present day, and including some areas that can be difficult for wheeled bins such as Victorian/Edwardian terracing and the most recent housing that may have little garden space.
- Diversity of Location

Not all of Milton Keynes is urban. In the rural areas travel times for collection vehicles are longer.

- Diversity of socio-economic composition  
Generation of waste and recycling per property varies according to socio-economic status.

2.12 The round selected contains the following residential properties: social housing; rural housing; Edwardian / Victorian terracing; Post Edwardian to 1950s; 1960/70s; early MK (before 1990); modern MK (1990 to 2015); new MK (post 2015). The streets within the pilot can be seen in Annex C (Streets in the Waste Collection Pilot).

2.13 Monitoring will be carried out before, during and after the pilot to inform the decision for the new collection services to provide:

- CLEANER - Benefits of cleaner streets due to decreased bag ripping from animals.
- GREENER - Higher quality recycling and less contamination.  
- Climate Emergency underpinning decision making process
- SAFER - Less injuries to residents and staff using wheeled bins instead of sacks and boxes.

2.14 This delegated decision covers the operation and collection logistics of the proposed waste collection pilot. A separate delegated decision will be taken on the formal consultation of the waste collection services across the whole borough.

2.15 The cross party working group is currently considering with council officers the development of a communications plan with that will keep residents in the pilot areas and across the city informed of the pilot before, during and after. This will also be a significant opportunity to share messages, for example about improved recycling practices all residents can take. In addition, briefings will be held for Councillors and Parish and Town Councils within the pilot area. There will continue to be engagement with chairs and representative groups of people with mobility challenges and other disabilities to ensure that all voices are heard.

### 3. Implications of the decision

Financial	Yes	Human rights, equalities, diversity	Yes
Legal	Yes	Policies or Council Plan	Yes
Communication	Yes	Procurement	Yes
Energy Efficiency	Yes	Workforce	Yes

## a) Financial implications

The anticipated cost of the pilot, which includes the purchase, storage and delivery of waste collection receptacles (bins and boxes); the leasing of vehicles; communications; IT (Customer Resource Management and contract management); monitoring and supervision; and potential contract changes is around £550k. The activities include both capital and revenue and will be funded from a Government grant, one off funding and the £100k allocated in the Council's 2020/21 budget.

There would be an additional one off cost with the reinstatement of services (return of waste collection receptacles after the pilot) of around £130k, however within the pilot evaluation there will be a decision to consider continuing the service. If these costs are incurred, they will be funded from the contract revenue budget.

## b) Legal implications

The Council has a duty, under section 45(1)(a) of the Environment Protection Act 1990, to arrange for collection of household waste from premises. Collection of waste under the pilot scheme will still enable the Council to fulfil its statutory with regard to the areas within the pilot.

Under section 46 of the EPA 1990, the Council may by notice require occupiers to place the waste in receptacles of a kind and number specified. The Council currently has contracts for street collection and cleansing and for recycling that may be affected by the proposed pilot.

## c) Other implications

- *Communication:* A dedicated communications plan will be prepared and will play an important role in engagement, education and feedback with residents and other interested parties.
- *Energy Efficiency:* The waste collection pilot option considers carbon emissions and energy use and will be monitored before during and after the pilot.
- *Human rights, equalities, diversity:* An equalities impact assessment has been carried out and will be considered in the protocol for the collection pilot to ensure no groups are disadvantaged. It considers where properties and residents may have difficulties to have a wheeled bin for collection.
- *Workforce:* The Council will be working with our Waste Collection and Recycling Contractors to consider impacts on resources in terms of numbers, training, process and health and safety. Where identified additional training will be provided by the contractors.

## 4. Alternatives

### 4.1 Do nothing

Milton Keynes would remain one of the 16% of councils left in England that do not use wheeled bins. It would continue to impose potential health and safety risks for the collection staff. It will not test the potential to deliver increased recycling, reduced carbon, and improved resident's satisfaction of the service.

### 4.2 Desk Top Exercise

Milton Keynes Council could consider undertaking a desk top exercise of other local authorities to assess other collection systems and the lessons learned from previous service commissioning.

### 4.3 No Pilot. Borough-wide roll out of new services in 2023

The change of the collection service borough wide is a significant operational change. The last change to the waste collection service in the borough was in 2009 when food and garden waste was introduced for collection. A number of trials were carried out before the full implementation to the service. It would also not support the commissioning processes, ability to review the approach of the collection option.

### 4.4 Pilot (Preferred Option)

This is the preferred option and is recommended as a stepped change to residents. It will provide feedback and collect operational information to facilitate delivery of a council wide collection system from 2023. The pilot accords with the Council motion considered at Cabinet on 3 September 2019. A formal consultation is proposed for later in 2020 will also be used to collect resident's feedback to the approach borough wide.

## 5. Timetable for implementation

Mobilisation: February-June 2020

Pilot commence: From late June 2020

Evaluation and Feedback: March 2021

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### List of annexes

Annex A - Full Council Motion 17 July 2019 [Council Meeting 17 July 2019](#)

Annex B – Waste Collection Pilot Principles

Annex C – Streets in the Waste Collection Pilot

### List of background papers

[Cabinet 3 September 2019 \(C46\) - Wheelie Bin Referral from Council 17 July 2019](#)

**Full Council Motion 17 July 2019**

[Council Meeting 17 July 2019](#)

5 (b) Notices of Motions:

(i) Wheelie Bins

Councillor K Bradburn – 12 June 2019

“That the Council:

- (a) aware of national and international concerns about plastic pollution;
- (b) aware of resident concerns about the extent to which plastic bags increase litter problems in Milton Keynes due to them being split open;
- (c) aware also of the concern of some residents living in terraced houses or flats and shared properties and in areas where space is a consideration;
- (d) being conscious that recycling rates have plateaued and must not be allowed to decline; and
- (e) in the knowledge of a newly procured contract to deliver a waste collection system for the Borough from 2023 calls on the Cabinet, having regard to the fact that discussions must start shortly about the nature of the lorries and equipment to be used in any tender procurement process, to launch a multi-faceted consultation involving the public to explore pilot schemes on the use of wheelie bins in place of plastic sacks and other solutions that understand the different challenges that different estates face.”



Current Collection



Pilot

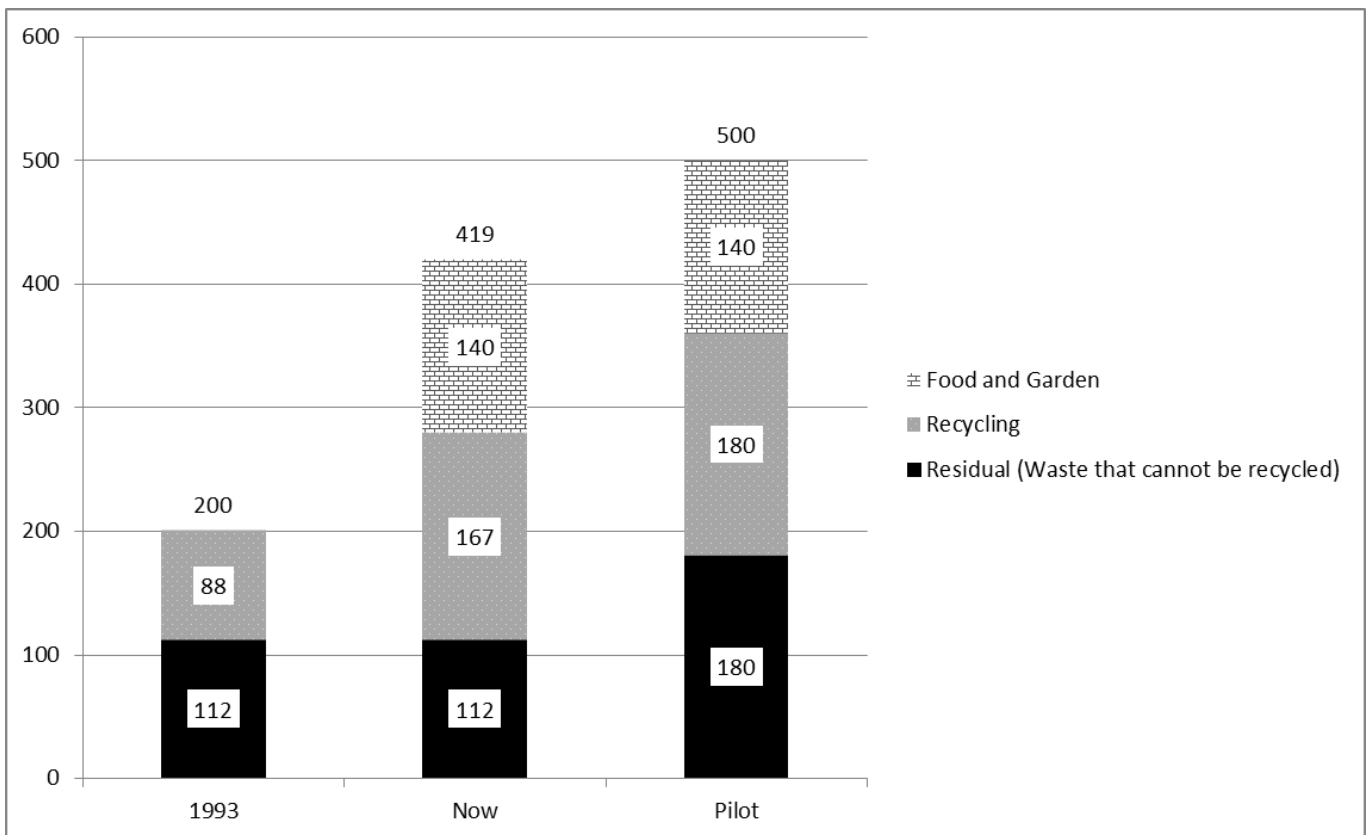
Residual Weekly Split Weekly Recycling Mixed Food and Garden Waste



## Special Kerbside Properties



## Pilot Volume Versus 1993 and the Current Service



## Pilot Selection

The factors used to select a round for the pilot were based on the below, which take into account the Full Council Motion on 17 July 2019 to understand the different challenges that different estates face:

- Diversity of types of housing

Milton Keynes contains a wide range of types of housing, from housing that is centuries old to the present day, and including some areas that can be difficult for wheeled bins such as Victorian/Edwardian terracing and the most recent housing that often has little garden space.

- Diversity of Location

Not all of Milton Keynes is urban. In the rural areas travel times for collection vehicles are longer.

- Diversity of socio-economic composition

Generation of waste and recycling per property varies according to socio-economic status.

The round selected contains the following residential properties (selection criteria): 1. social housing; 2. rural housing; 3. Edwardian / Victorian terracing; 4. Post Edwardian to 1950s; 5. 1960/70s; 6. early MK (before 1990); 7. modern MK (1990 to 2015); 8. new MK (post 2015). The pilot area selected (round 17) can be seen below and the list of streets within the pilot can be seen in Annex C (Streets in the Waste Collection Pilot).

### Pilot Selection Score Per Round

Round	Monday	Tuesday	Wednesday	Thursday	Friday	Estate Type Criteria Met
Round 1	LAVENDON	BRADWELL	EAGLE FARM SOUTH	OXLEY PARK	HAVERSHAM	4
	OLNEY	BRADWELL ABBEY	GLEBE FARM		CASTLETHORPE	
			WOBURN SANDS		OLD WOLVERTON	
			WAVENDON			
Round 2	OLNEY	BRADVILLE	OLD FARM PARK	KINGSMEAD	HANSLOPE	4
			BROWNS WOOD	WESTCROFT	HAVERSHAM	
			WAVENDON GATE			
Round 3	OLNEY	BRADVILLE	WOBURN SANDS	WESTCROFT	WOLVERTON	5
		BANCROFT	BOW BRICKHILL	EMERSON VALLEY		
		HEELANDS	WALTON PARK			

Round	Monday	Tuesday	Wednesday	Thursday	Friday	Estate Type Criteria Met
Round 4	OLNEY	BROUGHTON	WALTON	EMERSON VALLEY	STONY STRATFORD	3
	EMBERTON		BROWNS WOOD		WOLVERTON	
	SHERINGTON		WALTON PARK			
			WALNUT TREE			
Round 5	NEWPORT PAGNELL	BROOKLANDS	WALNUT TREE	BLETCHLEY	TWO MILE ASH	4
	BLAKELANDS	BROUGHTON	GLEBE FARM		STONY STRATFORD	
	SHERINGTON				CALVERTON	
Round 6	NEWPORT PAGNELL	MILTON KEYNES VILLAGE	WOUGHTON ON THE GREEN	BLETCHLEY	STONY STRATFORD	3
		MIDDLETON	GLEBE FARM		FULLERS SLADE	
		BROUGHTON	WAVENDON GATE		GREENLEYS	
Round 7	NEWPORT PAGNELL	OLDBROOK	TATTENHOE	BLETCHLEY	FAIRFIELDS	7
		FISHERMEAD	SHENLEY BROOK END		FULLERS SLADE	
Round 8	NEWPORT PAGNELL	CAMPBELL PARK	BEANHILL	BLETCHLEY	WHITEHOUSE	6
		DOWNNS BARN	FURZTON		LOUGHTON	
		CENTRAL MILTON KEYNES			SHENLEY CHURCH END	
Round 9	REDHOUSE PARK	CONNIBURROW	SHENLEY BROOK END	CALDECOTTE	TWO MILE ASH	5
	NEWPORT PAGNELL	NEATH HILL		BLETCHLEY		
				LITTLE BRICKHILL		
				BOW BRICKHILL		
Round 10	NEWPORT PAGNELL	OLDBROOK	SIMPSON	BLETCHLEY	SHENLEY CHURCH END	5
			TINKERS BRIDGE			
			ASHLAND			
			PEARTREE BRIDGE			
Round 11	GIFFARD PARK	FISHERMEAD	NETHERFIELD	BLETCHLEY	LOUGHTON	3
	BOLBECK PARK				LOUGHTON LODGE	
Round 12	GREAT LINFORD	WOOLSTONE	FURZTON	BLETCHLEY	SHENLEY LODGE	4
	BLAKELANDS	SPRINGFIELD	KINGSMEAD			
	REDHOUSE PARK		TATTENHOE			
			TATTENHOE PARK			
Round 13	GREAT LINFORD	HEELANDS	EAGLESTONE	BLETCHLEY	WOLVERTON	5
	STANTONBURY		PEARTREE BRIDGE	GRANBY		
Round 14	WILLEN PARK	BRADWELL COMMON	FURZTON	BLETCHLEY	GREENLEYS	5
	WILLEN				WOLVERTON MILL	
					WOLVERTON	

Round	Monday	Tuesday	Wednesday	Thursday	Friday	Estate Type Criteria Met
Round 15	PENNYLAND	CONNIBURROW	COFFEE HALL	BLETCHLEY	STACEY BUSHES	5
	DOWNHEAD PARK	CENTRAL MILTON KEYNES	LEADENHALL		HODGE LEA	
	STANTONBURY FIELDS				TWO MILE ASH	
Round 16	NEW BRADWELL	RAVENSTONE	KENTS HILL	BLETCHLEY	CROWNHILL	6
	OAKRIDGE PARK	STOKE GOLDINGTON	WOUGHTON PARK		SHENLEY CHURCH END	
		COLD BRAYFIELD			MILTON KEYNES	
		GAYHURST				
		NEWTON BLOSSOMVILLE				
		WESTON UNDERWOOD				
		TYRINGHAM				
		CLIFTON REYNES				
		LATHBURY				
	FILGRAVE					
Round 17	BLUE BRIDGE	BROOKLANDS	OAKGROVE	NEWTON LEYS	GRANGE FARM	8
	NEW BRADWELL (Part)	ASTWOOD	MONKSTON (Part)	BLETCHLEY (Lakes North)	OAKHILL	
	BANCROFT PARK	CHICHELEY	MONKSTON PARK		SHENLEY CHURCH END (Part)	
		MOULSOE			MEDBOURNE	
		BROUGHTON				
		NORTH CRAWLEY				
		LITTLE CRAWLEY				
		HARDMEAD				
	BROUGHTON (part)					
Round 18	STANTONBURY	BROOKLANDS	MONKSTON	BLETCHLEY	GREAT HOLM	5
		FISHERMEAD				

### Proposed Pilot Monitoring Measures

<ul style="list-style-type: none"> <li>• Contamination</li> <li>• Volumes per household and by material type</li> <li>• Composition</li> <li>• Recycling Rate</li> <li>• Participation</li> <li>• Productivity – time and motion of the new service</li> </ul>	<ul style="list-style-type: none"> <li>• Loose waste</li> <li>• Bin returning</li> <li>• Spillage / Litter</li> <li>• Local environmental quality surveys</li> <li>• Satisfaction</li> <li>• Health and Safety</li> </ul>
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## Streets in the Waste Collection Pilot

Main Road	Astwood
Cranfield Road	Astwood
Lewens Croft	Astwood
Turvey Road	Astwood
Lullingstone Drive	Bancroft Park
Spoonley Wood	Bancroft Park
Willowford	Bancroft Park
Constantine Way	Bancroft Park
Allen Close	Bletchley
Bala Close	Bletchley
Brora Close	Bletchley
Corin Close	Bletchley
Doon Way	Bletchley
Garry Close	Bletchley
Maree Close	Bletchley
Menteith Close	Bletchley
Tarbert Close	Bletchley
Tummel Way	Bletchley
Serpentine Court	Bletchley
Diddington Close	Bletchley
Fern Grove	Bletchley
Drayton Road	Bletchley
Bala Way	Bletchley
Blackwood Crescent	Blue Bridge
Culbertson Lane	Blue Bridge
Gardiner Court	Blue Bridge
Mortons Fork	Blue Bridge
Van Der Bilt Court	Blue Bridge
Vienna Grove	Blue Bridge
Armada Avenue	Brooklands
Collingwood Gardens	Brooklands
Dempster Court	Brooklands
Lancastria Lane	Brooklands
Newport Road	Brooklands
Sylvania Gardens	Brooklands
White Star Court	Brooklands
Broughton Grounds Lane	Brooklands
Canberra Chase	Brooklands
Fen Street	Brooklands
Hawthorn Grove	Brooklands
Dymchurch Close	Broughton
Lydney Close	Broughton
Poppy Avenue	Broughton

Whitehaven Close	Broughton
Bedlam Lane	Chicheley
Bedlam Walk	Chicheley
Hall Lane	Chicheley
Little End	Chicheley
Bedford Road	Chicheley
Chicheley Road	Chicheley
Ayrton Close	Grange Farm
Cosway Place	Grange Farm
Dandridge Court	Grange Farm
Davison Court	Grange Farm
Dunthorne Way	Grange Farm
Eardley Place	Grange Farm
Fripp Gardens	Grange Farm
Gainsborough Close	Grange Farm
Garwood Crescent	Grange Farm
Highmore Croft	Grange Farm
Innes Court	Grange Farm
Kramer Court	Grange Farm
Mahoney Court	Grange Farm
Morland Drive	Grange Farm
Nicholson Grove	Grange Farm
O'neill Road	Grange Farm
Reynolds Place	Grange Farm
Seabrooke Court	Grange Farm
Tandy Rise	Grange Farm
Tennant Close	Grange Farm
Watson Close	Grange Farm
Wickstead Avenue	Grange Farm
Ashford Crescent	Grange Farm
Hayman Rise	Grange Farm
Hoyton Gate	Grange Farm
Singleton Drive	Grange Farm
The Close	Hardmead
Hardmead To Newton Blossomville	Hardmead
Gog Lane	Little Crawley
Beddoes Croft	Medbourne
Boltwood Grove	Medbourne
Brewster Close	Medbourne
Darwin Close	Medbourne
Forbes Place	Medbourne
Kendall Place	Medbourne
Kirkwood Grove	Medbourne
Oldham Rise	Medbourne

Sorensen Court	Medbourne
Vernier Crescent	Medbourne
Enders Court	Medbourne
Pascal Drive	Medbourne
Boxgrove Court	Monkston
Brecon Court	Monkston
Brinkburn Chase	Monkston
Castle Acre	Monkston
Chirbury Close	Monkston
Flaxley Gate	Monkston
Lilleshall Avenue	Monkston
Malton Close	Monkston
Netley Court	Monkston
Parkminster	Monkston
Rosedale	Monkston
Welbeck Close	Monkston
Kilwinning Drive	Monkston
Blanchland Circle	Monkston
Canonbury	Monkston Park
Colliers Wood	Monkston Park
Farringdon Street	Monkston Park
Finsbury Chase	Monkston Park
Goldhawk Road	Monkston Park
Harlesden Close	Monkston Park
Islington Grove	Monkston Park
Kensal Green	Monkston Park
Northwick Road	Monkston Park
Perivale	Monkston Park
Plaistow Crescent	Monkston Park
Queensbury Lane	Monkston Park
Stonebridge Grove	Monkston Park
Sudbury Chase	Monkston Park
Tuffnell Green	Monkston Park
Upminster Close	Monkston Park
Beckton Rise	Monkston Park
Dalston End	Monkston Park
Ladbroke Grove	Monkston Park
Rayners Lane	Monkston Park
Wood Green	Monkston Park
Arnos Grove	Monkston Park
Colindale Street	Monkston Park
Compton Court	Moulsoe
Wood End Lane	Moulsoe
London Road	Moulsoe



Willow Close	Moulsoe
Bridge Street	New Bradwell
Caledonian Road	New Bradwell
Chipperfield Close	New Bradwell
Church Street	New Bradwell
Glyn Street	New Bradwell
King Edward Street	New Bradwell
Permayne	New Bradwell
Queen Anne Street	New Bradwell
School Street	New Bradwell
Spencer Street	New Bradwell
St Giles Street	New Bradwell
St Mary Street	New Bradwell
Wood Street	New Bradwell
Bounty Street	New Bradwell
High Street	New Bradwell
St James Street	New Bradwell
Willow Bank	New Bradwell
Bradwell Road	New Bradwell
North Crawley Road	Newport Pagnell
Hardmead Road	Newton Blossomville
Alderney Avenue	Newton Leys
Annet Place	Newton Leys
Aruba Close	Newton Leys
Ascension Gardens	Newton Leys
Barbados Row	Newton Leys
Burgh Drive	Newton Leys
Cayman Walk	Newton Leys
Cuba Crescent	Newton Leys
Curacao Crescent	Newton Leys
Cyprus Way	Newton Leys
Denny Lane	Newton Leys
Elba Gate	Newton Leys
Falkland Grove	Newton Leys
Dominica Grove	Newton Leys
Gorregan Avenue	Newton Leys
Grenada Crescent	Newton Leys
Guyana Lane	Newton Leys
Hainan Drive	Newton Leys
Hayling Grove	Newton Leys
Hebrides Gate	Newton Leys
Honduras Gardens	Newton Leys
Islay Court	Newton Leys
Jura Way	Newton Leys

Langkawi Lane	Newton Leys
Laputa Way	Newton Leys
Lundy Walk	Newton Leys
Madeira Meadows	Newton Leys
Maldives Terrace	Newton Leys
Margarita Gardens	Newton Leys
Montserrat Court	Newton Leys
Osea Grove	Newton Leys
Portsea Grove	Newton Leys
Rosevear Place	Newton Leys
Saint Vincent Avenue	Newton Leys
San Andres Drive	Newton Leys
Santa Cruz Avenue	Newton Leys
Sheppey Rise	Newton Leys
Skye Crescent	Newton Leys
St Helena Avenue	Newton Leys
St Lucia Crescent	Newton Leys
Thorney Avenue	Newton Leys
Tiree Court	Newton Leys
Tresco Grove	Newton Leys
Trinidad Grove	Newton Leys
Wallasea Avenue	Newton Leys
Arran Way	Newton Leys
Birnbeck Avenue	Newton Leys
Fowley Avenue	Newton Leys
Galapagos Grove	Newton Leys
Grenadine Dell	Newton Leys
Longships Drive	Newton Leys
Martinique Meadows	Newton Leys
Saint Kitts Way	Newton Leys
Santa Maria Lane	Newton Leys
Seriphos Way	Newton Leys
Shetland Meadows	Newton Leys
Sumatra Crescent	Newton Leys
Tahiti Row	Newton Leys
Tasmania Grove	Newton Leys
Anglesey View	Newton Leys
Mull Lane	Newton Leys
Bonaire Grange	Newton Leys
Tobago Drive	Newton Leys
Antigua Way	Newton Leys
Havergate Rise	Newton Leys
Folly Lane	North Crawley
Hackett Place	North Crawley

Kilpin Green	North Crawley
Orchard Way	North Crawley
Violets Close	North Crawley
Chequers Lane	North Crawley
Church Walk	North Crawley
Brook End	North Crawley
Abacus Drive	Oakgrove
Aiken Grange	Oakgrove
Altair Road	Oakgrove
Atlas Way	Oakgrove
Bardeen Close	Oakgrove
Capek Road	Oakgrove
Cyber Avenue	Oakgrove
Echo Way	Oakgrove
Fensom Place	Oakgrove
Ferranti Place	Oakgrove
Flowers Mews	Oakgrove
Harvard Way	Oakgrove
Hollerith Close	Oakgrove
Kernal Close	Oakgrove
Larson Close	Oakgrove
Laverde Walk	Oakgrove
Marconi Close	Oakgrove
Pixel Way	Oakgrove
Robinson Row	Oakgrove
The Newmanry	Oakgrove
Titan Terrace	Oakgrove
Vector Way	Oakgrove
Babbage Gate	Oakgrove
Eclipse Avenue	Oakgrove
Forrester Walk	Oakgrove
Pascal Mews	Oakgrove
Ada Walk	Oakgrove
Gambit Avenue	Oakgrove
Wizard Way	Oakgrove
Barnet Close	Oakhill
Boroughbridge	Oakhill
Clifton Moor	Oakhill
Otterburn Crescent	Oakhill
Oakhill Road	Oakhill
Bateman Croft	Shenley Church End
Duncan Grove	Shenley Church End
East Green Close	Shenley Church End
Jenkins Close	Shenley Church End

Musgrove Place	Shenley Church End
Oakhill Close	Shenley Church End
Tattershall Close	Shenley Church End
Tene Acres	Shenley Church End
Vache Lane	Shenley Church End
Shenley Road	Shenley Church End
Holy Thorn Lane	Shenley Church End
Shenley Park	Shenley Church End

\*Additional new build properties within the pilot area will be included once they are occupied.

# Delegated Decisions report



13 October 2020

## Waste and Recycling Collection Consultation

Name of Cabinet Member	<b>Councillor Emily Darlington</b> Cabinet member for Public Realm and Housing Services
Report sponsor	<b>Nicholas Hannon</b> Head of Environment and Waste
Report author	<b>Penny Fletcher</b> Community Engagement Manager <a href="mailto:Penny.fletcher@milton-keynes.gov.uk">Penny.fletcher@milton-keynes.gov.uk</a> 01908 2580563

Exempt / confidential / not for publication	<b>No</b>
Council Plan reference	<b>Yes - Council Plan 29</b> Review the outcome of the wheelie-bin collection trial, protecting weekly residual waste collections, increasing recycling and reducing waste being sent to landfill.
Wards affected	<b>All wards</b>

## Executive Summary

This report proposes that Milton Keynes Council conducts a full consultation with residents in advance of a procurement process for a new waste collection system for the Borough from 2023.

Milton Keynes aspires to be one of the greenest cities and this means we need to review how waste is collected. This is informed by the Sustainability Strategy 2019-2050. To achieve this aim, we need to increase recycling levels and improve the quality of recycling we collect. We aim to consult with residents from November 2020 to January 2021 (see **Annex A**, Consultation). The focus is on ensuring that we have the right approach for Milton Keynes, working towards being cleaner, greener and safer.

Results from the formal consultation and the Waste Collection Pilot will inform the decision on the procurement of a new service, which will commence from April 2023. It provides an opportunity to understand what is important for the delivery of waste and recycling services to the residents of Milton Keynes. This information will be used to inform future service decisions on the collection of waste and recycling. It will also provide an opportunity for Milton Keynes Council to understand what it should focus on to help residents recycle more.

It is deemed good practice to consult on any potential changes to waste collection services that could directly affect residents sufficiently in advance of decisions being made.

There are regular surveys undertaken on the current waste collection system with residents and this has been used to make improvements where possible to the current system.

The last formal consultation on waste in the borough took place in 2005.

MKC continues to be one of the top recyclers in the UK. Currently over 20% of the recycling we receive contains the wrong items.

The priorities for waste and recycling in Milton Keynes are focused on:

- Cleaner streets by reducing sack spillage.
- Greener by increasing recycling.
- Safer by reducing injuries to residents, staff and animals from sacks.
- Improving the quality of recycling by separating materials.
- Reducing our carbon footprint.

A motion (see **Annex B**) was put forward to Full Council on 17 July 2019, which was referred to Cabinet on 3 September 2019, to explore pilot schemes for waste collection to replace the use of plastic sacks. This included the use of wheeled bins and other waste management solutions that could address the different challenges faced by different estates.

A Delegated Decision was taken on 11 February 2020 to proceed with a Waste Collection Pilot to test a revised collection system before a borough wide roll out, to collect data, to review the modelling, operational methods and evaluate resident feedback. The pilot will measure ease of use; recycling rate, contamination, carbon management and resident satisfaction.

The Pilot will commence on 26 October 2020. Information from the pilot and the formal consultation will be used to inform future decisions on the procurement and delivery of waste and recycling collection in Milton Keynes.

A cross-party working group, chaired by the Cabinet Member for Public Realm, has considered formal consultation options. The consultation questions can be found in **Annex A**. The pilot will consider the effectiveness and practicality of introducing a new waste collection method as an alternative to plastic sacks to residents. This will be tested before decisions are taken for the design and delivery of waste collection in 2023 when the existing waste collection contract expires.

In order to make the consultation as accessible to as a wide a range of people as possible, a range of communication methods will be used including, but not exclusive to:

- Video with subtitles explaining the consultation and how people can respond.
- Audio clip to assist people with visual impairment who may not be able to access the video.
- Communicating directly with resident and community groups.
- Working with ward councillors and parishes to help share information.
- Making hard copies of the consultation available with Freepost.
- Website, media release and regular social media reminders.
- Direct contact with chairs and representative groups for people who are older or have disabilities to ensure that all voices are heard.

The consultation will last for twelve weeks and will commence from Monday 2 November 2020 until Sunday 24 January 2021. Responses from the consultation will be collated and will be included for due consideration as part of the delegated decision paper on the future of the waste services anticipated to be in March 2021 for implementation in 2023.

It is important that the consultation takes place whilst decisions on services are still at a formative stage in order to take into consideration any responses before finalising proposals.

## 1. Decision to be Made

- 1.1 That a twelve week formal consultation, based on the questions in **Annex A** to the report, to inform the future delivery of the waste and recycling services be approved.

## 2. Why is the Decision Needed?

- 2.1 Milton Keynes has led the way in recycling and was the first local authority to introduce separate kerbside collection of recyclables and the use of recycling boxes on a borough-wide scale. In 1990 the Council commenced a trial by providing red boxes for paper (i.e. 'read' papers – red for paper) and blue boxes for glass, cans and plastic bottles. Initially these were collected by a dedicated vehicle which had separate compartments and the recycling was hand sorted at the kerbside. The trial was to be rolled out over 3 years; however, as the trial was so well received by residents, in 1992 the decision was made to accelerate the roll-out borough wide and build our own Materials Recovery Facility (MRF).
- 2.2 The last formal consultation on waste in Milton Keynes took place in 2005. As the existing waste contract arrangements come to an end in March 2023, there is an opportunity to redesign how waste and recycling is collected in Milton Keynes. The input from residents into the delivery of future waste and recycling services is vital. The consultation results and the findings from the Waste Collection Pilot could determine a new collection system which will focus on Milton Keynes aspiration to be a green city.
- 2.3 The current waste collection system includes black sacks (provided by the residents) for waste that cannot be recycled (residual waste); clear bags for recycling (60 bags provided annually allowing top ups by an online service); a blue box for glass; and a green 140 litre bin for food and garden waste. There are variations with flats, communal and special kerbside properties.
- 2.4 The Council currently has a high residual waste per household (544kg per household per year with England Local Authorities averaging 543kg) as well as a high waste volume per person (460kg per person per year with England Local Authorities averaging 410kg). The current collection system in sacks means that there is the potential for commercial waste leaks into household stream undetected. The recycling rate is 59.1% which is ranked first out of councils who provide a weekly collection service and 14<sup>th</sup> out of 364 local authorities. However, the contamination rate in the recycling sacks is currently around 20% and it is a priority for the council to improve quality of recycling inputs.
- 2.5 This Delegated Decision covers the formal consultation of the waste collection services across the whole borough.
- 2.6 The cross-party working group continues to input and work with council officers to ensure residents are kept informed before, during and after the consultation. This is also a significant opportunity to share messages about



improved recycling practices all residents can take. Briefing sessions will be held for all Councillors and Parish and Town Councils during the consultation period.

- 2.7 Results of the formal consultation will be collated and evaluated during February 2021. They will form part of the evidence and report put forward to delegated decision in March 2021 for the delivery of a new waste and recycling contract to commence in 2023.

### 3. Implications of the Decision

Financial	Yes	Human rights, equalities, diversity	Yes
Legal	Yes	Policies or Council Plan	Yes
Communication	Yes	Procurement	Yes
Energy Efficiency	Yes	Workforce	Yes

(a) Financial Implications

The anticipated cost of the consultation, which includes the cost of the video, postage, posters, communications and print of hard copies of the consultation is £5,000. This will be funded from the revenue allocated to the waste collection pilot by Cabinet in the 2020/21 budget.

(b) Legal Implications

There may be a requirement in common law to carry out a public consultation on large-scale changes to waste collection. This is part of the Council's overriding duty to act fairly in the exercise of its public functions. Examples of the types of proposals that could give rise to a public consultation might include a change in:

- (a) frequency of collections;
- (b) collection receptacles;
- (c) materials to be placed in receptacles; and
- (d) collection of recyclable waste.

Milton Keynes Council has chosen to consult at this time to adhere to some general key principles:

- (a) Consult while proposals are at a formative stage - no decisions have yet been made.
  - (b) Provide enough detail of proposals to enable a response - waste collection pilot and background papers on website to accompany Waste and Recycling Consultation.
  - (c) Adequate time for people to make a response - 12 weeks consultation period.
  - (d) Take in to account any responses in finalising proposals - evaluation and Delegated Decision report anticipated to be around March 2021.
- (c) Other Implications
- (i) *Communication*: A dedicated communications plan has been prepared with support and guidance from the cross-party working group.
  - (ii) *Human rights, equalities, diversity*: An equalities impact assessment has been carried out on consultation methods to ensure no groups are disadvantaged.

## 4. Alternatives

- 4.1 Option 1 - Do nothing. If Milton Keynes chooses not to consult on potential changes to waste and recycling, it would potentially be open to risk of legal challenge not be able to make any significant changes to contract or collection arrangements. It would remain one of the 16% of councils left in England that do not use wheeled bins. It would miss the opportunity to increase recycling rates, improve the quality of recycling, make the streets cleaner and keep residents, staff and animals safer by reducing the current level of sack injuries.
- 4.2 Option 2 - Dedicated/ target consultation to different socioeconomic groups, which may not meet legal consultation requirements. It may also leave a gap in the borough wide collection of views and data capture.
- 4.3 Option 3 - Formal consultation on the future of waste and recycling (preferred option). This recommended option allows for a stepped change. Without a formal consultation process on future options that will directly affect residents, it would not be possible to implement large scale change. This

provides the opportunity to capture resident views and feedback that can be used to inform the future of waste and recycling collections from 2023.

## 5. Timetable for Implementation

- 5.1 Consultation: November 2020 - January 2021
- 5.2 Evaluation: February 2021
- 5.3 Feedback: Delegated Decision - March 2021

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### List of Annexes

**Annex A** Waste Collection Consultation

**Annex B** Waste Collection Pilot Principles

### List of Background Papers

Waste Collection Pilot - Delegated Decision: 11 February 2020  
[Delegated Decision - 11 February 2020](#)

## **Waste and Recycling Collection Consultation Questions**

### **Summary**

Milton Keynes aspires to be one of the greenest cities. To achieve this aim, we need to increase recycling levels and improve the quality of recycling we collect. We are consulting with residents and other stakeholders on the waste collection system from 2023, with a focus on ensuring that we have the right approach for Milton Keynes to improve waste collection.

### **Purpose**

This consultation provides the opportunity for residents and stakeholders to share views on the proposed waste collection service to be implemented from April 2023. Its purpose is to inform how we intend to deliver the waste collection service and increase recycling rates. MKC is committed to a weekly collection service for waste that cannot be recycled. It continues to be one of the top recyclers in the UK.

Our ambition to become a greener city and improve waste collection services means there is a need to review how waste is collected. Currently about 20% of the recycling we receive contains the wrong items. We will focus on improving the waste collection system, keeping our streets cleaner by reducing the amount of rubbish spillage from sacks, increasing recycling rates with residents by making it easier to separate out recycling materials and reducing the number of injuries residents and staff experience by moving waste in sacks.

Our four priorities are:

1. Cleaner streets by reducing sack spillage
2. Greener by increasing recycling
3. Safer by reducing injuries to residents, staff and wildlife from sacks
4. Quality by improving recycling through separation

Evidence shows that using wheeled bins leads to cleaner streets. Current arrangements mean that sacks left on the street can burst or be ripped open by animals.

**1. Property type - Which property type do you live in?**

House detached
House semi-detached
House - terraced
Flat – with communal bins
Flat - other
Other – please state

**2. Postcode - Please insert**

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**3. How many people live in your household?**

1 -2	3 - 4	5 - 6	6 - 7	7 -8	More – please state
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**Waste Disposal**

Milton Keynes has a long history of processing waste within its own boundaries at Council owned facilities. We have a materials recycling facility and a waste recovery park. This means we can reduce our carbon footprint because there is less travel. It is more environmentally sustainable to treat waste locally and we can decide how to process waste.

**4. Is it important to you that Milton Keynes manages its waste locally where possible and continues to invest in our own facilities? Yes/No**

Milton Keynes Council is required to provide a household waste recycling centre (“Tip”) for residents to dispose of their household waste. There are currently three sites across Milton Keynes; New Bradwell, Bleak Hall and Newport Pagnell, but with the city continuing to grow it is likely that extra capacity will be needed soon. We

recognise that some of our sites are quite small. We can improve this by replacing an existing site with a new one.

5. Would you support construction of a new purpose-built facility with additional benefits (such as increased recycling and a re-use shop) in the south of the borough?  
Yes/No/Don't know

### **Booking system - Household Waste Recycling Centre**

MK has recently introduced a booking system for household waste recycling centres, which has prioritised use for local people. This has brought about savings and reduced out of borough use. It has also led to a positive increase of trade use of the recycling centres for trade use within MK.

Councils can charge for non-household waste items such as rubble and construction waste.

6. Do you think households should be charged for construction waste from their home?  
Yes/No?

### **Recycling**

Milton Keynes aspires to be one of the greenest cities. To achieve this aim, we need to increase recycling. Currently, the wrong items going into recycling costs the Council over £1.3 million per year. The Council has a high level of waste that is not recycled for each household, compared with other areas in England. The recycling rate for Milton Keynes is 59%. Working with you, it is a priority for the council to improve the quality of recycling.

Refuse can result in waste spillage on the street and can lead to injuries to residents, staff and wildlife.

7. Do you think that a container such as a wheeled bin would be helpful to store waste and recycling?  
Yes/No/Don't know

Research has shown that an increased number of bins helps to improve the quality and level of recycling. A survey undertaken by Keep Britain Tidy has shown that most properties are suitable to receive;



- A wheeled grey bin collected weekly for waste that cannot be recycled
- A wheeled bin with red lid for paper and card
- A wheeled bin with blue lid for plastic, metals and glass
- A green wheeled bin for food and garden waste

Paper is particularly prone to contamination from glass (especially when it shatters) and oily and greasy food containers. Improving the quality of recycling leads to an increase of the amount of material that can be recycled well.

8. Would you accept more bins to improve quality and increase recycling?

Yes/No

9. If your property is not suitable for bins at all, please tick which option you would prefer;

- a. Boxes
- b. Sacks

10. If you believe that your property is suitable for fewer than the proposed three new bins and the green food and garden waste bin, which collection would you like to have in a wheeled bin?

- A wheeled bin collected weekly for waste that cannot be recycled – Yes/No
- A wheeled bin for paper and card - Yes/No
- A wheeled bin for plastic, metals and glass – Yes/No
- a. A food and garden waste wheeled bin – Yes/No
- b.

11. How important is recycling to you? – where 1 is very unimportant and 5 is very important

1	2	3	4	5
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12. Should the council consider action for those households that persistently refuse to recycle?

- Fine – Yes/No/Don't know
- Don't collect – Yes/No/Don't know
- Education/communication - Yes/No/Don't know
- No penalty. Collect all - Yes/No/Don't know

13. What would encourage you to recycle more? Please tick all that apply

More frequent recycling collections
Wider range of materials accepted for recycling. Please specify
Separate food and garden waste collection
Other -please state

14. Being kept informed about changes to your waste collection service – How do you find out about our waste and recycling services? Please tick all that apply

Council website
Facebook
Twitter
Gov.UK
WhatsApp group
Media releases
Parish or Town Council
Local ward councillor
Neighbour
Notice Board
Leaflet
Other – Please state

### **Getting help with your waste and recycling collection**

We recognise that some residents would require assistance with their waste and recycling collections. If you are elderly, have a physical disability or infirm and there is nobody else in your household who can put your waste or recycling out for collection, you can contact our Customer Services Team on 01908 253334 or [email@milton-keynes.gov.uk](mailto:email@milton-keynes.gov.uk). To apply for an Assisted Collection, you will be asked



to complete an application form and we may ask you for some proof of disability, such as an allowance or pension or your disabled registration number.

15. Do you think wheeled bins will be easier to use? Yes/No/Don't know

16. If you do think wheeled bins might be harder to use, can you please say why. This information will be used to help us help you.

**Full Council Motion - 17 July 2019**

5 (b) Notices of Motions:

(i) Wheelie Bins

Councillor K Bradburn – 12 June 2019

“That the Council:

- (a) aware of national and international concerns about plastic pollution;
- (b) aware of resident concerns about the extent to which plastic bags increase litter problems in Milton Keynes due to them being split open;
- (c) aware also of the concern of some residents living in terraced houses or flats and shared properties and in areas where space is a consideration;
- (d) being conscious that recycling rates have plateaued and must not be allowed to decline; and
- (e) in the knowledge of a newly procured contract to deliver a waste collection system for the Borough from 2023 calls on the Cabinet, having regard to the fact that discussions must start shortly about the nature of the lorries and equipment to be used in any tender procurement process, to launch a multi-faceted consultation involving the public to explore pilot schemes on the use of wheelie bins in place of plastic sacks and other solutions that understand the different challenges that different estates face.”