

Report to CABINET

Street Bin Replacement

Portfolio Holder:

Cllr B Brownridge Portfolio holder for Neighbourhoods and Culture

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People & Place

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Reason for Decision

To secure funding to replace the street bins, two vehicles and the need to minimise manual handling and reduce the dangers associated with needles and glass contained within street bins.

Executive Summary

The report provides an update on the current position regarding the provision and servicing of street bins across Oldham and the need to secure funding to replace the street bins, two vehicles and the need to minimise manual handling and reduce the dangers associated with needles and glass contained within street bins.

Recommendations

To recommend the report is approved and presented to Cabinet to secure the funding required for option 1.

Street Bin Replacement

1 Background

- 1.1 Oldham Council currently has 1172 public street litter bins servicing the whole Borough, dispersed across each of its district centre's, corridor gateways, main roads, estates, parks, cemeteries and countryside areas also contain litter bins; however, these bins are not included in this figure. The current make-up of these bins covers a wide variety of styles and sizes each having an impact which affects frequency of service and resources are assigned to this operation.

Current Street litter bin distribution based on Districts:

Royton – 96 street litter bins

Shaw & Crompton – 108 street litter bins

Saddleworth & Lees – 174 street litter bins

Failsworth & Hollinwood – 185 street litter bins

Oldham East (incl Town centre) – 228 street litter bins

Chadderton – 146 street litter bins

Oldham West – 235 street litter bins

- 1.2 There has been no large-scale investment in Street bins since 2008. This has resulted in Environmental Services only been able to purchase small numbers of 10 or 20 units at a time from revenue budgets. To control spend, Environmental Services has undertaken minor refurbishment works in order to keep bins in use. Given the age and effects of weather exposure; this including exposure to corrosive road salt, refurbishment has not always been a viable option, therefore much needed litter bins have unfortunately had to be removed from position and no replacements installed.
- 1.3 The current resource of bins placed across the Borough is now reaching the end of its service life, most being in a poor state of disrepair; rusted and failing. With the increase in demand on their use, we are now seeing deterioration at a much faster pace. Pressure continues on the service to install more bins; however, we have now reached a point where we are removing more bins than we can install, and the estate is reducing. Numbers have dwindled over the past few years, decreasing from our last survey in 2016, from some 1450 to its current level of 1172 (public highway bins). Without major investment this figure will continue to fall over the next few years.
- 1.4 Environmental Services currently have revenue commitments on an annual basis to provide consumables for use within street litter bins. This cost varies dependent on service demands, however a considerable quantity (10's thousands) of plastic bags are used each year. Further additional ongoing revenue cost are incurred annually for replacement metal liners; varying annually depending on demand. With no funding available for replacement bins these are only purchased in essential circumstances, if a financially viable repair can be undertaken this is carried out.

2 Current Position

- 2.1 The current servicing of public bins has over the past 5 years incurred significant changes in the way in which the service is delivered. Litter bins had previously been serviced via a standard Monday to Friday work pattern which was deemed ineffective to cope with demand. The service therefore moved to a 7 day; 4 on 4 off working pattern. This allows all bins to be serviced on a continuous 7-day schedule. Currently all public street litter bins are serviced at least once per 8-day shift pattern, with greater priority given to District Centre's, Oldham Town Centre and other major routes throughout Oldham.
- 2.2 Whilst this change has made significant inroads into frequencies at a Neighbourhood level, there are different characteristics and behaviors within local communities which impact on the level of service within an area and the associated costs to the Council in maintaining a reasonable standard of environmental cleanliness. An additional problem is impacting and placing great strain on services as a marked increase in the usage and volumes of waste being deposited within public litter bins is evident.
- 2.3 The tonnages of street litter being collected from mobile staff servicing streets and public street litter bins have seen a significant rise, most noticeably the last 3 years see below: -

2015/16 685 tons
2016/17 701 tons
2018/19 1138 tons
2019/20 1385 tons

The main and most noticeable increase has clearly been seen in the misuse of public litter bins. There has been a large-scale change at a Neighbourhood level of public behavior over the past few years, with the public now depositing large carrier bags of excess household waste into the street bins. This behavioral change places increased pressures on services to empty bins which were previously serviced on a mainly fortnightly cycle, now being serviced 2 to 3 times weekly and, in some cases, increasing to a daily basis.

- 2.4 Currently one vehicle services the street bins with a team of 2 men across both shift patterns and on a continuous rota servicing street bins across the whole Borough. The large-scale increase in waste within and around street litter bins, means that the number of trips each vehicle makes daily to the waste management recycling plant has increased and results in less bins being serviced per each tip journey. As a result, the service times between visits is increased. Subsequently an increase in reports of bins overflowing is in evidence on occasions. This longer frequency in emptying cycles additionally places increased risk of manual handling injury on staff lifting heavy overflowing bins and heavy bags dumped around the bin bases.
- 2.5 At present our only solution is to support servicing where necessary with additional crews and vehicles, removing resources from other essential works.

3.0 New proposal

- 3.1 A new bin location mapping profile will be undertaken based on a more balanced distribution and spacing of proposed new style units, covering primary routes, district centre's, secondary road, primary housing estates, parks, cemeteries, countryside parks and known hot spot locations. This process will enable us to undertake a major overhaul of the current servicing operational requirements, with proposals to make major changes to the existing service regime, thus allowing greater time frames between emptying, reducing numbers of required service visits to the waste recycling centre and allowing greater on job servicing time.

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- 3.2 Consultation with local Members on proposed locations will be undertaken to ensure that we have understanding and support for these proposals. An engagement plan will be devised and agreed with the portfolio lead prior to wider engagement on the project.
- 3.3 It is proposed that there will be a singular style in terms of design with only one aperture opening, however colour and finish may be different for the various locations; Cemeteries (blue & gold), Parks (green & gold), Countryside (timber effect), standard street bins (black & teal) as an example.
- 3.4 The service will move away from the current bin style of small metal lined units of 90 litre internal capacity with a proposed change to move to a 240 litre bin housing units which will contain a large standard domestic refuse wheelie bin; these provided at fixed cost within a current procurement contract covering Waste Services already.
- 3.5 The new bins will no longer require the constant replacement of plastic bin bags which would normally end up in the waste stream assisting with the councils target of becoming carbon neutral by 2025. The new bins have a greater capacity than the existing bins, with approximately 3 times the waste volume which can be currently held before requiring emptying. This new type of bin will allow for a reduction in the number to be installed, however, keeping the same number as current may allow the option to locate bins in more built up residential areas giving greater widespread coverage than we currently have on non-primary routes. This decision will be made following the consultation and ultimately the level of finance secured for this proposal.



New proposed large capacity metal bin housings containing a standard 240 litre standard wheeled refuse bin.

- 3.6 Proposal to adopt a new style bin with only one small receptacle opening. With the current mis-use issues, a trial of a new design has already been tested across the Borough in areas where misuse has been identified. The new style eliminates the opportunity to force large bags into the bin by only having a limited sized aperture (100mm high x 350mm wide) which can take singular pieces of litter up to and including full size pizza box.



New design - singular aperture

3.7 In addition it is proposed to replace bins within Oldham Town Centre with a new (ecofriendly) solar powered type. These are similar to those currently in use within Manchester City Centre. The town centre bins are serviced on average 4 times a day; sometimes more depending on season. The new bins which utilise solar power to power a compactor, allows a normal 240 litre wheelie bin to hold the capacity of a large commercial 1100 litre bin. Currently across the town centre are some 45 street litter bins, new proposals would vastly reduce this number. These new bins incorporate modern software technology, utilising mobile networks which can update officers directly when they require emptying; this via a smart phone app which staff can access on work devices rather than attending daily on an ad-hoc basis as is the current practice.

This technology can predict patterns of use allowing identification of bins which may not be being used to maximum effect, allowing relocation if required. Bins can communicate back to Environmental Service staff to advise if they become damaged or if a fire started; an issue which has caused costly damage to bins in the past.



4.0 Vehicle replacement

4.1 If the above proposals were accepted it would require the replacement of two existing 3.5-ton crew cab caged vehicles with two new purpose built 7.5-ton small compacting waste vehicles. These new vehicles would take up the role of street litter bin servicing across the whole Borough, but will also take on a secondary role currently serviced by a second crew and vehicle, servicing the existing 19 static dandy staff operating across the districts and main corridor routes. These larger capacity vehicles (3-ton waste carrying capacity) will

allow for a full day servicing of bins, requiring only one recycling site visit either early morning or end of day.

- 4.2 The proposed vehicle changes will eliminate the ever-present risk to staff of manual handling injuries. The wheelie bin receptacles which are contained in purpose-built housing's, will be wheeled to the new service vehicles and lifted using automated mechanical mechanisms. With the recent events of Covid-19, staff are at higher risk of infection from close contact with household waste, tissues, and other potential areas of infection when servicing small litter bins and removing the bags and addressing overflow waste. The proposed new bins with wheelie bin inserts will vastly reduce direct point contact with waste and provide a safer environment should further infections reoccur in future.

5.0 Revenue cost mitigation

- 5.1 As part of the proposed changes to public litter bins, the increased size provides the opportunity for plastic panels to be built in as part of the manufacturing process. These panels provide an opportunity to place adverts to 3 sides of the bin. Whilst this can be used to display public service messages regards littering, community activity events, public health notices, there is also a potential revenue opportunity for businesses to place adverts within the panels.
- 5.2 With up to 800 or 900 new style bins, each has the potential to generate income; similar to the advertising revenue space on highway roundabouts. Market testing will be needed to determine the demand for advertising and the income levels have not as yet been modelled accurately in order to determine the exact levels of income that could be generated.
- 5.3 Whilst the opportunity to generate income has yet to be fully investigated, the case for reducing current repair and maintenance costs can clearly be evidenced and supports the invest to save proposal detailed in the financial comments below. As a Borough we do suffer from local and outside businesses fly posting on a regular basis, this opportunity would certainly provide an alternate and affordable method of cheap advertising space and hopefully help reduce the issue of fly posting.
- 5.4 As previously stated the current galvanised steel street bins are coming to the end of their working life. However, if it was felt appropriate these bins could be replaced on a like for like basis.
- 5.5 In order for these to be replaced there would still be a need for capital investment as identified in the financial implications indicated in item 4 below.

6 Options/Alternatives

Option 1 – New proposal

Capital implications of purchasing				
Vehicle/ bin receptacles	Quantity	Purchase costs £	Useful Economic Life (years)	Total cost (£)
*7.5-ton compactors	2	86000	7	£172,000

Wheelie Bins	1172	35		£41,020
** Wheelie Bin Housing	1152	260.00	15	£299,520
Wheelie Bin installation cost	1152	75		£86,400
Solar-Bin	20	5150	10	£103,000
Solar-Bin installation cost	20	100		£2000
Software and servicing costs for Solar bin	20	Software license £800	Covers 10yrs	£800.00
	20	Maintenance cost per bin £550/5yrs	10	£22,000
Grand Total, with replacement vehicles funded through this program.				£726,770.00
Grand Total if Vehicles funded through Fleet replacement programme.				£554770.00

*It is assumed that the vehicles above will be replaced in line with the annual fleet replacement policy, funded separately.

**Wheelie bin Housing, which can be purchased to suit the location. i.e. Urban or park etc.

6.1 Such as scheme could be implemented on a District by District basis over a two-year period to reduce the significant impact on the capital funding required in any one year. However, there would be a requirement to provide the two compactor loaders from the onset.

6.2 **Option 2 - Replacement of existing street litter bins on a like for like basis.**

Bin receptacles/Consumables	Quantity	Purchase costs £	Useful Economic Life (years)	Total cost (£)
Replacement bins	1172	215	15	£251,980
Installation costs	1172	65		£76,180
Replacement steel liners	1172	70 x 3 over lifetime of bin	3.5	£246,120

Consumables (plastic bags)	1172	Average £13 per bin / annum	£15,236 x 15yr life	£228,540
Grand Total				£802,820.00

***Excluding the purchase of any vehicles.**

6.3 Total storage capacity for litter with existing 1172 x 120ltr bins is 140,640 litres. Proposal will see capacity of 298,480 litres for 1172 x 240ltr of new units.

7 Preferred Option

7.1 Option 1 - to recommend the report is approved to secure the funding required.

8 Consultation

8.1 Discussions have commenced on the principle of replacing the existing street bins and the methods of collection with the District Coordinators to gain their support for the impending change, this in turn will be discussed with ward Councillors. Once approval for the report has been received Officers from Environmental Services will arrange for further consultation discussions to take place. This will include plans of the current locations of all street bins within each District and give members the the opportunity to agree the location.

9 Financial Implications

9.1 Capital Implications

9.1.1 The £705k costs of purchasing new bins and any associated required fleet will be capital expenditure and will be a charge against the People & Place Capital Programme.

9.1.2 The £172k costs related to fleet purchase can be met from within the existing fleet replacement capital programme allocation.

9.1.3 There is no specific allocation within the existing capital programme for the purchase and installation of new bins of £533k. These costs could be financed from the use of Funds for Emerging Priorities held as part of the existing capital programme.

9.1.4 The capital costs of the preferred option are £377k higher than the costs of a like for like replacement. However, a like for like replacement would not resolve the operational issues highlighted in the body of the report.

9.2 Revenue Implications

9.2.1 There are expected to be reduced ongoing revenue costs associated with the preferred option of circa £30k per annum, with the savings associated with the reduction in use of consumables and replacement liners of £32k offset with servicing cost for the solar bins of £2k.

9.2.2 There may also be an opportunity to generate a revenue income from advertising on the new bins. Further work and market testing would be required to determine whether this is a feasible option and, if so, the quantum of income that could be expected to be generated.

(James Postle)

10 **Legal Services Comments**

- 10.1 Under section 5 of the Litter Act 1983 the Council may provide and maintain in any street or public place receptacles for refuse or litter and under section 185 of the Highways Act 1980 the Council may provide and maintain in or under a street orderly bins or other receptacles, of such dimensions and in such positions as the Council may determine, for the collection and temporary deposit of street refuse and waste paper. It shall be the duty of the Council to make arrangements for the regular emptying and cleansing of any litter bins provided or maintained by them under section 5 of the Litter Act or under section 185 of the Highways Act and the Council has the power to cleanse and empty litter bins provided in any street or public place by them or any other person. (A Evans)

11. **Co-operative Agenda**

- 11.1 The issue of area and street cleaning is closely aligned to the Council's Love Where You Live approach to engaging with communities. The proposals will continue to build upon the Council doing their bit whilst expecting communities to do their bit and providing a better environment for all as a result.

12 **Human Resources Comments**

- 12.1 In spite of a reduction in manual handling, needle stick injuries and the reduction in direct contact with waste materials, appropriate training including any health and safety issues will need to be reviewed and provided as part of the new method of working and equipment. (Stewart Hindley, Strategic HR Business Partner)

13 **Risk Assessments**

- 13.1 None at this stage.

14 **IT Implications**

- 14.1 None at this time.

15 **Property Implications**

- 15.1 None.

16 **Procurement Implications**

- 16.1 The Commercial Procurement Unit supports the recommendation outlined in the report which bring efficiencies to the waste collection process and potential savings and income. Procurement will support Environmental Services to ensure that any procurement for the items identified will be carried out in line with the Council's Contract Procedure Rules and Government Guidelines. (Emily Molden)

17 **Environmental and Health & Safety Implications**

- 17.1 This work is designed to support a holistic approach to improving the local environment. There will be a reduction in Manual Handling and needle stick injury, and reduction in the contact with waste products highlighted as a risk throughout the current Cvoid-19 pandemic. (Matthew Hill)

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- 18 **Equality, community cohesion and crime implications**
 - 18.1 There is clear evidence to an improved environment supporting community cohesion.
 - 19 **Equality Impact Assessment Completed?**
 - 19.1 N/A
 - 20 **Key Decision**
 - 20.1 Yes
 - 21 **Key Decision Reference**
 - 21.1 NC-01-21
 - 22 **Background Papers**
 - 22.1 Tender documentation will be held and referenced if approval is granted.
 - 23 **Appendices**
 - 23.1 N/A