Harrogate Borough Council

Review of Options for the Chargeable Collection of Green Garden Waste

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It is recommended that:

- the Council considers the evidence presented in this report to inform any future decision with respect to the implementation of an opt-in charged subscription service for the kerbside collection of garden waste from households;

- if a decision is taken to implement charged collection, it is recommended that a minimum unit charge of £35/bin/year (240 litre bin) is applied, and that on this basis residents should be able to request as many bins as they wish for the purpose intended;

- the Council considers a higher charge of £39/bin/year, which is just below the average charge (£40) made by Harrogate’s Nearest Neighbour authorities;

- the Council should maintain its current policy of suspension of collection between December and February and offer a nine month collection period per year (March to November) – this aligns with practice at the other North Yorkshire Waste Collection Authorities that are operating charged opt-in schemes, and will support the service’s efficient operation;

- a lead-in period of at least of 12 months is recommended before any charged scheme goes live to enable planning, mobilisation and - importantly - communications to promote positive messages surrounding the new service arrangements;

- if HBC does decide to implement a charge, the Council needs to automate the process of registration and payment as much as possible to make it simple for both customers and council officers (and ultimately best control and to minimise administration costs). This means that the Council’s website and IT support will be vital to facilitate any charged scheme. HBC

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1 Nearest Neighbour authorities are those as listed in WasteDataFlow and are based on other councils that have similar demographics to Harrogate BC.
need to design or have designed an appropriate CRM system for its website that will facilitate these requirements;

- HBC should engage with the other North Yorkshire authorities that have already implemented charged garden waste collection so that they can learn lessons from these partners (e.g. Craven under resourced the call centre to take phone orders). In our telephone interviews, the incumbent Waste Partnership Manager said she would be happy to help and advise HBC on implementation logistics. The officer has much knowledge of Ryedale’s arrangement – a very successful charged garden waste collection scheme;

- consideration be given to launching the service in June/July of the rollout year, as Ryedale did by design and Craven (July) also rolled out in the summer. Demand will be higher at this time and residents will have had the benefit of ‘free’ collection for the first three months (March – May) and will be using their bins. Launching during high demand should result in improved participation. HBC could apply a part year charge to cover June/July to March in year 1 and then apply a full year bin charge for the period 01 April to 31 March in year 2.

- a menu of services be developed. This could consider, for example: first bin costs; second bin costs; three bins and above costs etc; whether the council will provide bins free and charge for collection and keep ownership of the bins or whether a new subscriber will be expected to pay for the bin itself (one-off charge) plus an annual subscription. But what about the residents that already have a bin – would such a policy only apply to residents that do not have a bin? And what about the likely significant number of bins that will be available for potential redistribution from non-subscribers? In the case for Harrogate, whereby there are likely to be significant numbers of bins available from householders who decide NOT to subscribe and also likely significant numbers of householders who currently do not have any existing service, but who want to subscribe to the service, it would seem that the best option would be to collect bins back from non-subscribers and certify payment on subscribed bins through an annual, non-removable sticker. This would enable the reuse of existing bins and reduce the need for capital purchase of new bins. The Council could consider implementing a delivery charge only on ‘cared for’ bins to new subscribers to the service who will be receiving the service for the first time. If the Council publicises that it will be collecting garden waste bins back from non-subscribers at a point after the scheme has started this could act as an incentive for customers to get their orders in early;
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- the Council consider its continued use of sacks. If these persist, what should the charges be to ensure fairness with bin subscribers (cost per volume capacity)? Should sacks be discontinued and only available for use by residents that cannot accommodate a bin? Experience from councils that have introduced an opt-in subscription service is that they tend to move away from the use of sacks not just because added (cost) complexity of making their use as part of the scheme, but also for Health and Safety reasons for collection crews as sacks can be heavy to lift and may be prone to splitting and therefore spillages can occur. For these reasons, it is recommended that if Harrogate do introduce an opt-in subscription scheme that the use of sacks is discontinued;

- the council considers allowing the sharing of bins by residents i.e. one licence for one bin and neighbours share to cater for low volume producers and to encourage them to participate in the service? To allow this is probably a good idea and adds flexibility to the scheme;

- the Council considers the options above and packages them within a menu to enable choice for customers in respect of the level of service desired (e.g. a ‘gold’; ‘silver’; or ‘bronze’ type service approach). Although we have seen and have reported on authorities that do provide a menu of services the trend in the majority is to offer bins at unit prices, which also keeps the system simple and equitable; and

- if charging is to be introduced, then, the Council needs to develop some Terms and Conditions in the form of a simple service agreement. HBC could review those produced by Craven, Richmondshire and Ryedale as a start. A new Council Garden Waste Kerbside Collection policy (including related delegations) should also be developed to ensure clarity for officers, members and residents. (This could be framed within an amended ‘Household Waste and Recycling Policy’ for Harrogate that was produced for the phased introduction of the new alternate weekly collection regime).

Unlike the collection of general household waste, for which the Council is statutorily obliged, the collection of garden waste is a discretionary service for which the Council may make reasonable charge\(^2\). As the 2013 YNYWP report stated, and as continues to be the case, there is an increasing trend for Waste Collecting Authorities to introduce charging for the separate kerbside collection of garden waste. 2013/14

\(^2\) Controlled Waste Regulations, 2012
data from WRAP\textsuperscript{3} shows that approximately 35% of UK local authorities provide chargeable garden waste collections and another 2% were rolling out chargeable schemes (note: 2014/15 data is not yet published). The November 2013 report for Harrogate stated that around a third of local authorities in England charged for garden waste collection\textsuperscript{4}.

This trend is reflected locally with three of seven YNYWP partners introducing charges between 2013 and 2014, as shown in Table 1 below. And, as part of the research to assist with refreshing this report, key officers from each of these three authorities have been interviewed by telephone to find out what lessons could be learned that might help inform Harrogate, should a decision be made to introduce a similar opt-in charged garden waste kerbside collection scheme for the borough.

\begin{table}[h]
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\begin{tabular}{|l|l|l|l|}
\hline
Local Authority   & Date Subscription for kerbside garden waste collection introduced & Current participation rate (% of households) & Subscription cost per bin for the kerbside collection service \\
\hline
Craven DC         & July 2013                                                               & ~60\% of those that used to receive the ‘free’ collection service (or ~34\% of the district equivalent to ~9,000 HHs) & £24/bin/year for first (240-litre) bin licence – additional bins charged at £36.40 for the actual bin plus £24 per bin licence. \\
\hline
Richmondshire DC  & March 2014                                                              & ~42\% of the district equivalent to ~9,500 HHs)                                                                 & £17/bin/year for first (140-litre) bin licence and additional bins charged at £12/bin/year. \\
\hline
Ryedale DC        & June 2014                                                               & ~46\% of the district equivalent to ~11,400 HHs)                                                                  & £36/bin/year for first (240-litre) bin licence – additional bins charged at £36/bin/year. \\
\hline
\end{tabular}
\caption{YNYWP partners that have already introduced charged kerbside collection for garden waste}
\end{table}

\textsuperscript{3} From analysis of WRAP LA Portal data for 2013/14 (collected between January – March 2014 and specified to represent 2013/14 financial year).

\textsuperscript{4} BBC News Online, 27 June 2012
All of the above schemes are now established and entering their second or third year of operation.

All of the services are suspended over the winter period (December to February) and operate fortnightly collection for nine months per year (March to November inclusive.).

All of the authorities state that they are very happy with their schemes, which are, at minimum, offsetting the previous net costs of the service when it was ‘free’ and also apparently generating significant levels of income for one thereby reducing their overall costs of waste management.

Customers are also, by and large, happy as demonstrated by the very good levels of participation being achieved. The relatively few complaints received have tailed off and there was limited press coverage.

The charged service is established and working well in all three councils. There is a perceived fairness in charging only those who require a service. A charge also encourages the optimal solution - home composting - which can be further encouraged through provision of equipment and information.

The trend to move towards subscription charging is also shown by the fact that in the original YNYWP report 50% of HBC’s Nearest Neighbours were running charged schemes and that figure now stands at 77%.

In summary, the following benefits will be achieved by implementing an opt-in charged garden waste kerbside collection scheme in the borough area:

- Operating an opt-in charged kerbside collection scheme means that only those residents that choose to use the service pay for it, which is fairer than a ‘free’ system where non-users effectively subsidise service users through their payment of council taxes;

- The ethos of the opt-in system follows best practice in waste management whereby the (waste) ‘producer pays’ principle is being applied;

- Moving from ‘free’ to a charged collection service has the potential to deliver significant year-on-year efficiency savings for local authorities;

- Modelled results indicate Harrogate could achieve ca.£924k year-on-year efficiency saving at the minimum recommended charge at £35/bin/year charge based on an average of 1 bin per subscribing household at a borough-wide participation rate of 40%; at this participation/bin charge rates, the current service net annual costs of ca.£412k could be turned instead into a significant net income of ca.£512k;
At the lower bin charge of £30/bin/year as modelled, the efficiency saving is ca. £786 p.a. with the current service net cost, as above, instead being turned into a net income of ca. £374k; and

At a bin charge of £39/bin/year as modelled, which is slightly less than the average £40/bin/year charged by Harrogate’s Nearest Neighbour authorities, the modelled efficiency saving is ca. £1,034k p.a. with the current service net cost, as above, instead being turned into a net income of ca. £622k;

The modelling has also shown that at this level of participation that there will only be about 1% reduction in the overall recycling performance for the Council from 41% to 40%. This is a reflection of a strategic approach to offer the service to all residents in the borough and the success of the recent implementation of Alternate Weekly Collection which has seen residual waste tonnages decrease and dry recycling tonnages increase.

When these efficiency savings are considered in the context of the whole costs of waste management for the Council, the introduction of a charged garden waste kerbside collection scheme could be timely because the Council is currently engaged in procurement for the sale of the dry recyclates it collects in the context of a currently collapsed recyclates commodities market. Market intelligence suggests that Harrogate could see a swing of ca. £600k p.a. in costs for the haulage, sorting and treatment of its dry recyclates at least at the start of the new contract which will commence in January 2016.

The report identifies best practice elsewhere that can be used to help inform the Council’s decisions on the way forward with respect implementation of charged collection of garden waste and points to lessons learned elsewhere that might also be useful to the Council in respect of its planning and to ensure that any future mobilisation goes as smoothly as possible.
1.0 Introduction

1.1.1 A report titled “Metrics for the possible implementation of a charged garden waste kerbside collection service at Harrogate Borough Council” as written by the previous incumbent York and North Yorkshire Waste Partnership (YNYWP) Waste Partnership Manager (WPM) was submitted to Harrogate Borough Council (HBC) in November 2013.

1.1.2 The metrics included in the YNYWP report were arrived at using: Data (tonnages) submitted and subsequently published by WasteDataFlow (the latest full set of published figures at the time were for 2012-13); HBC’s garden waste collection service costs at the time, as provided to the report author by Harrogate’s Waste and Environmental Services Manager; and evidence generated from real examples of local authorities (LAs) that already operated a charged garden waste kerbside collection service.

1.1.3 In generating the YNYWP report, detailed modelling was undertaken with respect to the effects of introducing a charged garden waste kerbside collection service for households in the HBC area. In particular, the focus concerned the potential for efficiency savings and the impacts that moving from ‘free’ to charged collection might have on the Council’s overall recycling and composting rates.

1.1.4 At the time, three of HBC’s other two-tier WCAs in North Yorkshire had already decided to implement opt-in subscription charging schemes for their garden waste kerbside collection services. Craven DC (CDC) had already introduced their new scheme in July 2013, prior to the HBC garden metrics report being published; Richmondshire DC (RDC) planned to commence their subscription service from March 2014 and, similarly, Ryedale DC (RYDC) was aiming to commence subscription charging from June 2014. Subsequently, both RDC and RYDC did introduce their new charged collection schemes as planned, which means that currently three out of the seven WCAs in the North Yorkshire two-tier area have now implemented subscription based regimes in respect of the FIRST bin (and or sacks) provided to customers. Table 8 in Appendix A summarises the current position in respect of all seven WCAs and City of York Council (Unitary). It is noted that both Selby DC and City of York Council now also have a subscription regime in place in respect of the provision of second or more bins to customers (i.e. partial subscription charging policy) - should they request additional bin capacity in addition to their first bin collection service still being provided ‘free’.

1.1.5 The evidence is clear in respect of CDC, RDC and RYDC that in introducing a full charged garden waste kerbside collection service that these authorities have made significant revenue savings, at
least offsetting the previous costs of collection if not also generating income, which will be on a year-on-year basis. And that the savings being achieved are very similar to those predicted following the modelling work completed for each authority by the then incumbent Waste Partnership Manager. Further, WYG has undertaken telephone interviews with key managers at each of these three authorities and they all report that their schemes are running successfully and are now well bedded in. Lessons learnt in implementing their schemes have been explored and are reported later in this report as it is believed that these lessons could help inform HBC should HBC decide to implement a similar opt-in subscription based regime for its residents.

1.1.6 The original metrics report produced in November 2013 also researched the position with respect to charging for garden waste kerbside collection for HBC’s Nearest Neighbour authorities. WYG have fully updated this research and the results are listed in Table 9 in Appendix A. It is interesting to note that in November 2013, the WPM reported that 50% of HBC’s Nearest Neighbours had implemented a charged subscription service and by May 2015 (just ~18 months later) WYG report that this has increased to 77% (10 out of 13 local authorities now operate opt-in subscription charging). This is more clear evidence that the direction of travel, amongst both HBC’s North Yorkshire WCA partners and HBC’s Nearest Neighbours, is to introduce subscription charging for what is a discretionary service.

1.1.7 A key factor when modelling charged garden waste kerbside collection is the net cost of the service, as informed by the charge per bin applied by the Council. This is the main parameter of interest to residents and is also key to the Council in deciding what this fee should be from both economic and political considerations. There is no one figure (£/bin/year) that must be applied and Councils can decide what the charge should be providing that it is reasonable. In the original study for HBC, two rates were modelled – £30/bin/year and £24/bin/year. These were selected as being towards the lower end of the spectrum of charges made across England by local authorities at the time (charges were shown to vary between councils from about £23 to £69 per bin per year) with the £24 figure being the same as was being charged (and is still being charged in 2015) by CDC.

1.1.8 The headline results presented in the November 2013 YNYWP report indicated that the net annual cost for the existing garden waste kerbside collection service was ca. £388k p.a. and that

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5 Some of Harrogate’s Nearest Neighbours, as listed on WasteDataFlow, no longer exist. Macclesfield Borough Council and Cheshire County Council ceased to exist in 2009 and were replaced by the Cheshire East Council Unitary authority. North Wiltshire District Council and Salisbury District Council were both abolished in 2009 and their functions taken over by the Wiltshire Council (Unitary).
introducing a £30/bin/year fee with an anticipated participation rate of 35% and optimising round design and collection showed that this annual net cost could be turned into an annual income ca. £198k p.a. therefore equating to a potential annual efficiency saving ca. £586k p.a. And that the overall recycling and composting rate would reduce by 5% due to the lower tonnages of garden waste being collected under a charged collection regime. However, the YNYWP study only considered implementation of opt-in subscription charging for those residents in the Harrogate area that already had a wheeled bin (~42,700 households), whereas, WYG has been briefed to model the effects of offering an opt-in subscription service to the Council’s residents who wish to participate in such a scheme. The Council’s aspiration is to provide an equitable approach, whereby only those residents that want the service pay for it.

1.1.9 It has been shown in previous WYG studies, that participation rates for opt-in subscription schemes are closely linked to cost per bin. The higher the cost per bin, the lower the participation rate (and vice versa). This was also shown graphically in the original YNYWP report, demonstrating the apparent linear relationship between bin cost and participation rate achieved. In the original modelling, the assumed participation rate was 35% as being a realistic, but conservative estimate. Actual participation rates achieved for the three North Yorkshire WCA partners who have introduced charged collection have all exceeded this estimate (CDC (£24/bin/year) has achieved 64% participation in respect of the 55% of households (~9,000 households) that already had a ‘free’ garden waste collection service prior to introduction of the charged subscription service or equivalent to 35% of households in the district; RDC (£17/bin/year for 140-litre bin equivalent to £30/bin/year for a 240-litre bin) has achieved 42% participation (~9,500 households) – note that all households in the district received the ‘free’ service prior to introduction of subscription charging); and RYDC (£36/bin/year) has achieved 46% participation (~11,400 households) note that all households in the Ryedale area received the ‘free’ service prior to introduction of subscription charging).

1.1.10 It was made clear in the original YNYWP report and remains the case that should HBC decide to introduce a charged collection system, then, the Council needs to ensure that it is well planned, resourced and prepared for from both a logistical perspective (communication with residents; administration of the new service including taking orders for bins and receiving payment etc.) and political perspective (ensuring Members are kept informed from initial recommendation to implementation; mitigating potential negative PR in the local press etc.). **A vital requirement is to ensure that the IT systems (CRM) are set up to automate the process for customers**
placing orders and receiving their bin tag(s). The Council will need its’ IT department to fully sign-up and commit to the project and to provide sufficient resources to ensure this aspect is delivered correctly and on-time. And to enable waste operational services to best plan collection rounds and run an efficient service. It was recommended that a minimum of 6 months be allowed from decision to implement charged collection to the new service going live, but WYG think it wise to allow 12 months to ensure that there is sufficient time to get all systems in place and to mitigate potential risks/issues that could arise when introducing a new collection service that will not require collection from all households, but still needs to be efficient in terms of use of collection resources. For example, it is far easier to schedule collection from all households in respect of dry recyclates and residual waste because every household receives these services.

1.1.11 In this study and as reported here, WYG has refreshed all the modelling for Harrogate to enable HBC to consider the metrics, as they stand now, should the Council decide to implement a charged subscription regime similar to that at CDC, RDC and RYDC. Full remodelling has been required because for the WYG study the Council has asked for consideration of offering opt-in subscription charging to all residents in the borough area. A potential draft menu of services that customers could sign-up to have are indicated for Harrogate to enable flexibility in the choice of the level of service desired by the Council’s residents. This could be presented as three levels of available service branded on a ‘Gold’, ‘Silver’ or ‘bronze’ approach according to what residents wish to pay.

1.1.12 With the benefit of hindsight and additional information accrued since the original YNYWP study, the modelling results presented here consider two levels of bin charges (£35/bin/year or £30/bin/year). The higher bin cost modelled (£35/bin/year) is still less than that charged by RYDC (£36/bin/year) and the lower figure aligns with RDC in terms of equivalent bin capacity costs. The headline results assume 40% participation (borough-wide) at these levels of bin charges.
2.0 Background

2.1.1 Under the existing Controlled Waste Regulations (CWR) 2012 (came into force on 1 April 2012), Waste Collection Authorities (WCAs) can make a charge for the collection of garden waste from households.

2.1.2 Indeed, this was also the case with the regulations they replaced (CWR 1992). However, in the early 2000’s, when statutory (and often regarded as ‘challenging’) recycling and composting targets applied to WCAs, then, many authorities chose to offer this service ‘without charge’ to its residents as the garden waste collected, via this ‘free’, new, popular and well-used service, contributed to the WCA meeting its targets.

2.1.3 In 2006, statutory recycling and composting targets for all local authorities were abolished. However, the collection of garden waste continues to be attractive, especially in rural areas where the tonnages are often plentiful and thereby have the potential to significantly contribute to an authority’s overall recycling and composting rate - regarded corporately and politically as a measure of an authority’s environmental performance and ‘green’ credentials.

2.1.4 Garden waste collection services are convenient and continue to be popular with residents. In authorities where garden waste collection is currently ‘free’, it is often a difficult political decision to change the status quo (i.e. to apply a discreet charge for service users) because of the negative perception by some residents of a reduction in council service provision or the view of the customer that they now have to pay extra for something that was previously part of the package of refuse and recycling services. However, with good communications both of these barriers can be overcome and the customers’ requirements can continue to be met.

2.1.5 Over the last few years, an increasing number of WCAs have implemented charges for garden waste collection and this can now be regarded as the ‘direction of travel’. Desk top research using the WRAP LA Portal data shows that approximately 35% of local authorities provide chargeable garden waste collections and another 2% were rolling out chargeable schemes in 2013/14. The key drivers to implement a charged service are as follows:

- There is continued and significant pressure on local authority budgets and thereby their capacities to continue to deliver front-line services due to cuts to central grant funding imposed under the previous coalition Government. And the trend of additional cuts to central grant
funding for local authorities is likely to continue under the new Conservative Government. Hence, for authorities who historically provided ‘free’ garden waste collection, an opportunity exists to directly pass on the whole costs of collection to the residents who continue to choose to use a kerbside collection scheme and thereby divert the budget savings for use in other key service areas;

- Implementation of collection charging on a subscription (opt-in) basis means that only those residents that choose to use garden waste collection services pay for it. This is a fairer system for all local council tax payers. It also follows the ‘(waste) producer pays’ principle, which is advocated as best practice in waste management; and

- The most environmentally sustainable option for dealing with garden waste is to deal with it at the point of production through home composting. Implementation of a charged collection scheme in tandem with an information and marketing campaign that recommends home composting has the potential to deliver reductions in greenhouse gas emissions (help combat climate change) and waste management costs. Effectively, the practice of home composting prevents waste needing to be managed in the first place and, indeed, ‘waste prevention’ sits at the very top of the Waste Hierarchy, which is the corner stone of the current EU Waste Framework Directive as transposed into the Waste Regulations (England and Wales) 2011.

2.1.6 During 2012/13, the incumbent YNYWP Manager wrote individual reports for six out of the seven two-tier North Yorkshire WCAs that examined the metrics for possible implementation of charged garden waste kerbside collections for their authority (Craven DC, Hambleton DC, Harrogate BC, Richmondshire DC, Ryedale DC and Selby DC). This included assistance with drafting Cabinet reports for two of the authorities that have since gone on to introduce a subscription service (Craven and Ryedale) and presentation of the metrics report for Richmondshire to their corporate management team, Leader and deputy Leader. Richmondshire have also since introduced a subscription scheme.

2.1.7 In April 2015, WYG were approached by the Council to provide a quotation to provide consultancy services to refresh the original YNYWP metrics report published in November 2013. WYG were appointed at the end of April and have now completed the refresh work that has involved desk top research; telephone interviews with the three North Yorkshire WCAs that have already implemented opt-in subscription charging; and full remodelling for the potential borough-wide roll out of an opt-in subscription charging for HBC.
3.0 Refreshed Garden Waste Kerbside Collection Metrics for Harrogate BC

3.1 Methodology Overview

3.1.1 The results presented in this section of the report have been arrived at through thorough and comprehensive modelling for a potential charged subscription service for HBC. The methodology used in the original report by the YNYWP Waste Partnership Manager is sound and this has been recreated in producing the metrics set out in this section. The modelling has been calibrated using: the latest available published WasteDataFlow data (tonnages) for HBC; and current garden waste collection service costs in respect of the 2015/16 budget information provided by the Council.

3.1.2 Evidence has been accrued in respect of HBC’s Nearest Neighbours\(^6\) and North Yorkshire partner WCAs again using WasteDataflow (benchmarking); desktop research; and through telephone interviews.

3.2 HBC’s Nearest Neighbours

3.2.1 Table 9 in Appendix A shows the latest position in respect of garden waste collection services operated by HBC’s Nearest Neighbours. Desktop research has been completed using a variety of means, including the WRAP LA Portal, WasteDataFlow and individual authority websites to enable information to be presented covering:

- Whether they charge or not;
- Details of their charged schemes (if they do charge);
- The number of households (HHs) receiving a refuse collection and number receiving a garden waste kerbside collection and thereby the percentage of HHs receiving a garden waste kerbside collection service (indicates participation levels for charged schemes);
- The type of containment used;
- The frequency of collections of garden waste;
- The scheme type as listed by WRAP and by WasteDataFlow; and

\(^6\) See footnote on page 1 for the definition of who are Harrogate BC’s Nearest Neighbours
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- Whether or not the garden waste collection service is an in-house DSO operation, or, if the service is contracted out.

3.2.2 In the original YNYWP report (November 2013), produced for HBC in respect of the metrics of possible implementation of a charged garden waste kerbside collection service, it was reported that 50% of HBC’s Nearest Neighbours were running a charged subscription collection service. This has now increased to 77% (10 out of 13) in just 18 months since the original YNYWP report was written indicating that the direction of travel continues to be moving towards implementing charged subscription collection. The authorities that are running subscription services are shaded in yellow, which is most of Table 9.

3.2.3 It can be seen from Table 9 that the key common features for those authorities running a charged subscription service are as follows:

- Collection is using a 240-litre wheeled bin – only one council (Maidstone BC) in addition to offering 240-litre bins also offers smaller (140-litre) bins;
- Sack services are also offered, but are tending to be discouraged or phased out;
- If a resident wants to use sacks, then, they are still expected to sign-up to the charged subscription scheme and overall charges are designed so that prices between bins or sacks are equitable on a volume capacity basis (to make the charged service fair);
- A menu of service options are often offered in terms of the number of bins that can be subscribed to and there is no limit to the number of bins that a resident can request;
- The vast majority of councils that charge (82%) operate a fixed unit cost per bin per year regardless of the number of bins requested;
- Some councils in addition to charging an annual subscription for the collection service also make a one-off charge for the bin (in which case the bin becomes the householder’s property) and others do not charge for the bin (the bin remains the property of the council);
- Some operate variable charging as to when (during the (financial) year) a resident decides to join a scheme whereas others operate a flat charge regardless of when a resident joins and therefore advocate that residents sign-up early so as to get the full benefits of the collection service;
- Most councils operating in the south of England provide an all year round fortnightly collection service, however, it is common place for councils operating in the North of England to suspend garden waste collection services over the winter period e.g. the majority on North Yorkshire WCAs suspend garden waste collections over the winter. In respect of
Harrogate BC, a decision was made, in April 2012, by the Cabinet Member (Environment) to cease the collection of green garden waste during the period December, January and February. The decision was modified slightly in 2013 to cease the service between mid December (i.e. stop after the 2\textsuperscript{nd} week of December) and recommence mid March (i.e. start the 3\textsuperscript{rd} week in March) due to leaf fall removal requests. The decision to suspend the service was made due to very low tonnages of green waste being collected during the winter season (less than 9\% of the annual tonnage was collected during December to February).

- Most councils suspend the service over Christmas and the New Year;
- Some councils are running waiting lists for residents that want to join the scheme reflecting operational (capacity) constraints;
- There is a general approach to automate the process of receiving payments from customers via the council’s website. Payment is encouraged online (debit/credit card) and or via direct debit. Cheque payment or payment via Pay Points (bar coded invoice) is also taken to remove barriers to joining the scheme for all customers, but is generally discouraged in favour of the automated processes set up; and some councils will take orders over the phone; Should HBC decide to implement a charged collection system it is imperative to ensure the success of the project that the IT unit at the Council is engaged with and participates in setting up appropriate automated systems for Harrogate to enable the smooth running of the new charged garden waste collection system - whether this is by using existing in-house resources or by establishing temporary additional support (in-house or external);
- All the councils operate systems whereby collection crews can easily identify whether a particular household has subscribed to the scheme. This is usually via a tag or bin sticker approach, but some provide their collection crews with a list of properties eligible for garden waste collection; and
- All provide detailed information on their schemes on their websites including the facility to submit an EOI or actually to sign-up for the service online; FAQ sections; and, usually, also publish their T & Cs in respect of the service offered.

3.2.4 In respect of those (ten) councils running charged subscription collection, the average cost is £40 per bin (240-litre) per year (in respect of the first bin).
3.3 HBC’s North Yorkshire Partner WCAs

3.3.1 Table 8 in Appendix A summarises the current position in respect of provision of garden waste kerbside collection by the Council’s North Yorks WCA partners. This information was acquired via telephone interviews with the three authorities currently running charged subscription schemes (Craven DC; Richmondshire DC; and Ryedale DC) and desktop research.

3.3.2 When the original YNYWP report on garden waste metrics was published in November 2013, only Craven DC had implemented subscription charging, however, both Richmondshire DC and Ryedale DC were scheduled to introduce their own subscription charging schemes in 2014. These two latter councils have now fully implemented their new schemes. All the councils have reported satisfaction with their new charged services and that they are now fully bedded in and established as the norm.

3.3.3 The three councils that charge operate different levels of charging. Craven DC has the lowest comparative charge at £24/bin/year for a 240-litre bin; Richmondshire has the lowest charge per bin at £17/bin/year but this needs to be seen in the context that they operate with small 140-litre bins and on a cost per volume (capacity) basis their charges are equivalent to £29.14/bin/year IF they were to operate using the ‘standard’ 240-litre bin. Ryedale has the highest charge at £36/bin/year for a 240-litre bin.

3.3.4 In terms of participation, Craven has achieved the highest percentage switch from its previous ‘free’ collection to charged subscription at 64%, but this needs to be seen in the context that only 55% of its households in the district had access to the service when it was ‘free’. Both Richmondshire and Ryedale had previous ‘free’ collection services to (nearly) all households and upon introducing charging participation achieved is 42% and 46% respectively.

3.3.5 Only Richmondshire operates discounts for residents that wish to take up additional bins at £12/bin/year for a 140-litre bin (equivalent to £20.57/bin/year for a 240-litre bin). Both Craven and Ryedale operate on a fixed unit cost per bin regardless of how many bins requested. Richmondshire report that 12.25% of subscribers have two or more bins whereas Ryedale state that their figure for households subscribing for two or more bins is only 3 to 4 %. We do not have a figure in respect of this for Craven.

3.3.6 All three councils suspend collection over the winter months (Dec to February inclusive).
3.3.7 All three councils rely on their website for on-going publicising of their service and for sign-up to their schemes. Craven operates a system whereby a customer submits an EOI which is then considered by the waste services team as to whether they can offer a service - ‘hard to reach’ and or households where it would be uneconomic to offer collection are not able to join the scheme. This relates back to the fact that Craven has never offered a district-wide service for the same reasons. Similarly, it is understood that although Ryedale do effectively offer a district-wide service that certain properties where it would be uneconomic to collect from are unable to be offered the service.

3.3.8 All three councils operate very similar subscription payment schemes and look to use bespoke CRM systems created for their website to automate registration for the service and collection of payment by debit or credit card. At Craven, customers can also pay by cheque (post) and if a customer wishes to pay by cash, they must request a bar coded invoice from Customer Services, which can be used to make the payment at a Post Office or PayPoint. At Richmondshire, customers can also telephone the Council to make a payment; pay in person at the main council office in Richmond (Mercury House) or at one of the Council’s Community Offices or pay by cheque (post). Ryedale operates the most automated process of the three - they do not encourage calls to the Council and direct customers to pay online or by ‘Freephone’ (24hr fully automated service). Customers can also take their bar coded invoice and pay at Post Offices or other outlets displaying the PayPoint sign.

3.3.9 All three councils publish FAQs and T & Cs for the service on their website. T & Cs are straight forward and kept simple.

3.3.10 In respect of the other North Yorks authorities that currently do not operate subscription charging, Hambleton are continuing (at present) with ‘free’ collection to all its residents; Scarborough make a once off charge for a bin, but provide ‘free’ collection; Selby provide a first ‘free’ bin and ‘free’ collection service, but charge £26/bin/year for a second bin. City of York have a similar approach to Selby and provide the first bin and collection ‘free’, but charge £37/bin/year for additional bins.

3.4 Correlation Between Level of Subscription Charge and Participation

3.4.1 Other studies completed by WYG in respect of subscription charging for garden waste kerbside collection and, indeed, the evidence presented here shows that there is a strong correlation between the cost of a bin/year and participation. Figure 1 overleaf shows this correlation for HBC’s
Nearest Neighbours and the other North Yorks WCAs that operate subscription charging. Not all of the Nearest Neighbours are shown, because WYG has identified errors in the reporting by some of these authorities within WasteDataFlow. Hence, the information has been filtered so that robust comparisons can be made and to ensure that evidence used to inform the conclusions of the report is sound.

3.4.2 Figure 1 overleaf shows that the relationship between the cost per bin (first bin) and participation is essentially linear, with lower charges increasing participation and higher ones reducing it. The majority of authorities that charge do so in band between £35 and £45 per bin per year (which includes Ryedale). The average charge per bin for Harrogate's Nearest Neighbours is £40/bin/year, which sits exactly in the middle of this majority of authorities charging band. Craven and Richmondshire have the two lowest bin charges of the group of authorities shown. On this basis, it would seem reasonable that if HBC were to introduce a charge of £35/bin/year with the service available to all (most) households across the borough that a participation rate of about 42% could be expected.
Figure 1  Correlation between service charge and scheme uptake for HBC's Nearest Neighbours and North Yorkshire WCAs that operate subscription charging

Bin Charge Trend for HBC's Nearest Neighbours & North Yorks WCAs that operate a charged subscription service

- Craven DC
- Ryedale DC
- South Oxfordshire DC
- Richmondshire DC
- Vale of White Horse DC
- Wychavon DC
- Mid Sussex DC

$\text{Participation (%)}$ vs $\text{£ bin/year}$

Linear (LAs)
3.5 Garden Waste Kerbside Collection Yields

3.5.1 Studies by WRAP, which report on how the introduction of charges for garden waste service affects the amount collected by local authorities, show that, on average, prior to the introduction of a charged scheme, when ‘free’ collection is in place, that average yields are about 260kg/hh/year. Once a charged scheme is introduced, participation reduces, but subscribers make full use of the service and consequently yields per household increase to between 300 and 400kg/hh/year i.e. an average of 350kg/hh/year (35% uplift). Table 2 overleaf shows the garden waste kerbside collection yields for HBC Nearest Neighbours in 2013/14. Again only trusted data is presented as relating to those authorities also shown in Figure 1 above. It can be seen that the average at 402 kg/hh/year sits right at the top end of the WRAP band and the authorities listed are all in the (prosperous) south.

3.5.2 The only North Yorkshire WCA where we can currently present (published, audited) yields based on a full year of implementation of their charged scheme is for Craven. Subscription charging was introduced in Craven in July 2013. Yields for Craven in 2012/13, when collection was ‘free’, are 224kg/hh/year and for a full year of the new subscription charging service being in place increased to 337kg/hh/year. In Richmondshire, the charged scheme was introduced in March 2014. Yields for Richmondshire in 2012/13, when collection was ‘free’ are 166kg/hh/year. It is not possible to calculate elevated yield based on the first two quarters of (available published data) 2014/15 when the charged scheme was in place because of the seasonality of garden waste arisings – data for a full year of the scheme being in place is required. In Ryedale, the charged scheme was introduced in June 2014. Yields for Ryedale in 2012/13, when collection was ‘free’ are 291kg/hh/year and, as for Richmondshire, it is not possible to calculate elevated yields based on available published data as yet.

Table 2 Garden waste yields for HBC’s Nearest Neighbours in 2013/14 that operate subscription charging

<table>
<thead>
<tr>
<th>Local Authority</th>
<th>Yield 2013/14 (kg/hh/year)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mid Sussex DC</td>
<td>408</td>
</tr>
<tr>
<td>Wychavon DC</td>
<td>380</td>
</tr>
<tr>
<td>South Oxfordshire DC</td>
<td>413</td>
</tr>
<tr>
<td>Vale of White Horse DC</td>
<td>407</td>
</tr>
<tr>
<td>Average</td>
<td>402</td>
</tr>
</tbody>
</table>
3.5.3 The garden waste yield for HBC for the period 2011 - 2014 is shown in Table 3 below. This shows a reasonably consistent level of yield year on year (affected by weather and growing season). Yields for Craven over the same period (prior to charging being introduced) were very similar. Hence, it is reasonable to assume that under subscription charging HBC could see similar increased yields to that achieved in Craven and elsewhere. In the modelling that follows, yields for HBC under subscription charging are estimated to increase from the three year average of 236kg/hh/year to 319kg/hh/year based on WRAP’s estimated 35% uplift.

Table 3  Garden waste yields for HBC over the period 2011 - 2014

<table>
<thead>
<tr>
<th>Year</th>
<th>Yield (kg/hh/year)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2011/12</td>
<td>246</td>
</tr>
<tr>
<td>2012/13</td>
<td>231</td>
</tr>
<tr>
<td>2013/14</td>
<td>223</td>
</tr>
<tr>
<td>To year ending Sep-14</td>
<td>242</td>
</tr>
<tr>
<td>Average</td>
<td>236</td>
</tr>
</tbody>
</table>

3.5.4 The evidence above supports WRAP’s findings that if a charged garden waste kerbside collection service is introduced that subscribers to the service will make best use of it i.e. fill up their bins!

3.6 Modelling of opt-in subscription charging for Harrogate BC

3.6.1 Three potential charged subscription costs per bin have been modelled for Harrogate at £39/bin/year; £35/bin/year; and £30/bin/year (see Tables 10, 11 and 12 in Appendix A). The **recommended minimum** cost per bin per year for HBC is **£35**. In the original study, bin charges of £30 and £24 were modelled with the higher cost recommended as being a reasonable (low) charge at the time based on research and the lower cost being the same as that implemented by Craven, who, at the time, were the only North Yorkshire WCA partner to have already implemented subscription charging. The reason for recommending a minimum bin charge at £35/bin/year is based on updated research presented in this report. This charge is still less that the **average charge applied by Harrogate’s Nearest Neighbours at £40** and is also £1 less than that currently being charged by Ryedale. Ryedale has demonstrated excellent levels of participation at 46% of all district households at £36/bin/year demonstrating that this is a reasonable cost that encourages residents in North Yorkshire to participate in the charged scheme. Clearly, a **£35/bin/year** charge results in more income to the Council (**net income is ca. £512k at 40% participation**) and would better enable the Council to sustain this same price for customers
perhaps the first few years of the charged scheme going live – as opposed to starting at a much lower price and then wanting to increase this price on an annual basis. A £39/bin/year charge results in even more income to the Council (net income is ca. £622k at 40% participation) and would still be a lower charge than the average charged by Harrogate’s Nearest Neighbours. In addition, Harrogate is a more affluent area (IoD = 10.277) than Ryedale (IoD = 13.912) and therefore this level of proposed charge should be attractive to residents and should achieve the desired levels of participation (~40% expected).

3.6.2 Now turning to the modelling completed for HBC. Table 4 below summarises gross collection costs projected (budget) for HBC in 2015/16 and is the ‘as is’ position.

<table>
<thead>
<tr>
<th>Crew (£)</th>
<th>Fuel (£)</th>
<th>Maintenance (£)</th>
<th>Support (£)</th>
<th>Fleet Depreciation (£)</th>
<th>Total (£)</th>
</tr>
</thead>
<tbody>
<tr>
<td>371,060</td>
<td>92,700</td>
<td>86,700</td>
<td>48,430</td>
<td>108,245</td>
<td>706,805</td>
</tr>
</tbody>
</table>

3.6.3 Table 5 below summarises the ‘as is’ expected tonnages and overall net cost of the service for 2015/16.

<table>
<thead>
<tr>
<th>Tonnes</th>
<th>Recycling Credit (£)</th>
<th>Gate Fees (£)</th>
<th>Net income (£)</th>
<th>Gross Collection Costs (£)</th>
<th>Overall Net Service Costs (£)</th>
</tr>
</thead>
<tbody>
<tr>
<td>10,300</td>
<td>485,542</td>
<td>190,996</td>
<td>294,546</td>
<td>706,805</td>
<td>412,259</td>
</tr>
</tbody>
</table>

3.6.4 If Harrogate decides to move to a charged garden waste kerbside collection service, then, there will be two elements of expenditure – ‘one-off’ costs associated with setting the scheme up (including contacting all residents, redistributing wheeled-bins, promotion etc.) and the annual revenue costs related to running the scheme (mainly administrative resources). The level of expenditure required will depend on the willingness of residents to return their wheeled-bins or subscribe to the new service and the total number of households who wish to participate in the opt-in scheme. Table 6 below provides an indication of these costs for implementation (year 1) and on-going annual costs on an assumed participation rate of 40% and a recommended minimum bin charge of £35/bin/year.
3.6.5 It is recommended that as part of any strategic implementation of subscription charging that, in year 1 only, HBC (or YNYWP - see below) subsidise the potential take up of home compost bins by residents that have previously received the ‘free’ kerbside collection service and to ensure equality to also offer these discounts to other residents that have not had the opportunity of kerbside collection. The overall cost to HBC to do this will be very low and the benefit will be that the Council is seen to provide another option for residents to be able to manage their own garden waste in the most sustainable way, by preventing it entering the waste stream in the first place. In fact, it may be possible to further reduce costs for HBC in respect of subsidising home compost bins through financial support from the YNYWP. The Waste Partnership has previously subsidised home compost bins specifically for residents in the council areas for those partner authorities that have introduced opt-in subscription charging to enable those councils to offer home compost bins at significant discount and this could be available for Harrogate too.

### Table 6  Indicative charged garden waste kerbside collection implementation & on-going costs

<table>
<thead>
<tr>
<th>Description</th>
<th>Initial costs - one year</th>
<th>On-going annual cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Promotion</td>
<td>£5,000</td>
<td>£2,500</td>
</tr>
<tr>
<td>Printing/design of bin tags</td>
<td>£28,200</td>
<td>£28,200</td>
</tr>
<tr>
<td>Letter/postage/envelopes/info packs</td>
<td>£67,500</td>
<td>£9,500</td>
</tr>
<tr>
<td>Processing payments&lt;sup&gt;8&lt;/sup&gt;</td>
<td>£24,700</td>
<td>£24,700</td>
</tr>
<tr>
<td>Staff</td>
<td>£45,000</td>
<td>£35,000</td>
</tr>
<tr>
<td>Bin collection/delivery</td>
<td>£15,500</td>
<td>£2,500</td>
</tr>
<tr>
<td>Discounted Home Compost bins</td>
<td>£4,000&lt;sup&gt;9&lt;/sup&gt;</td>
<td>£0</td>
</tr>
<tr>
<td><strong>Total Costs</strong></td>
<td><strong>£189,900</strong></td>
<td><strong>£102,400</strong></td>
</tr>
</tbody>
</table>

3.6.6 Table 7 below indicates the level of income that Harrogate could expect to receive at different levels of participation if a new charged subscription scheme is introduced across the borough at a cost of £35/bin/year. The range of participation rates shown ranges from 25% to 60% and it is

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<sup>7</sup> Some aspects of on-going costs will be subject to inflationary increases etc. but are not included here.

<sup>8</sup> Processing of payments has been calculated at 2.5% of bin sales at a price of £35/bin/year.

<sup>9</sup> Costs for subsidised compost bins is based on a take-up rate of 5% of current households who receive kerbside garden waste collection who decide NOT to subscribe to the new charged collection scheme plus 0.5% of households that previously did not receive a kerbside collection service and a subsidy of £3.50 per bin. Assumed discounted bin price will be £10 each after subsidy is applied.
expected that at this level of bin cost (£35/bin/year) that likely participation achieved will be about 40% - it is worth noting that it is also reasonable to assume a similar, maybe just slightly lower, level of participation at a bin cost of £39/bin/year. The tonnage collected is based on a projected enhanced yield of 319kg/household (hh)/year and an average of 1 bin per subscribing household.

Table 7 Indicative income anticipated at different participation (pp) rates for charged garden waste collection service at £35 per 240-litre bin per year

<table>
<thead>
<tr>
<th>pp rate</th>
<th>No. of HHs</th>
<th>Tonnage</th>
<th>Income from bin fees at £35/hh/year</th>
<th>Income from recycling credits (garden waste) @ £47.14/tonne</th>
<th>Total income (£)</th>
</tr>
</thead>
<tbody>
<tr>
<td>25%</td>
<td>17,630</td>
<td>5,624</td>
<td>617,050</td>
<td>265,114</td>
<td>882,164</td>
</tr>
<tr>
<td>30%</td>
<td>21,156</td>
<td>6,749</td>
<td>740,460</td>
<td>318,137</td>
<td>1,058,597</td>
</tr>
<tr>
<td>35%</td>
<td>24,682</td>
<td>7,874</td>
<td>863,870</td>
<td>371,160</td>
<td>1,235,030</td>
</tr>
<tr>
<td>40%</td>
<td>28,208</td>
<td>8,998</td>
<td>987,280</td>
<td>424,182</td>
<td>1,411,462</td>
</tr>
<tr>
<td>50%</td>
<td>35,260</td>
<td>11,248</td>
<td>1,234,100</td>
<td>530,228</td>
<td>1,764,328</td>
</tr>
<tr>
<td>60%</td>
<td>42,312</td>
<td>13,498</td>
<td>1,480,920</td>
<td>636,273</td>
<td>2,117,193</td>
</tr>
</tbody>
</table>

3.6.7 As stated, the above costs are modelled on one bin per subscribing household. It is likely that some subscribers will want more than one bin and it makes business sense to allow customers to have as many bins as they request because it not only enables customer satisfaction by meeting the customers’ needs it also is financially advantageous to the Council. Relative costs of collection are reduced for customers with two or more bins because collection is from the same location; the recycling credit received for additional tonnages exceeds the gate fee for processing the waste and it helps boost the Council’s recycling rates as garden waste tonnages are increased. If similar levels of two bins plus households are achieved as Ryedale (assume 3%) at 40% participation the number of bins will increase by 847 - equivalent to an additional £29,647 bin income plus £12,737 additional recycling credit.

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10 Assumes a garden waste yield of 319kg/hh/year.
11 The recycling credit rate that will be paid by NYCC to WCA’s in 2015-16 is £47.14 per tonne.
3.6.8 The modelling has shown that introducing charged collection and thereby completely offsetting current net service costs by operating a fairer system whereby only those that want the kerbside collection service pay for it, will only reduce the Council’s overall recycling rates by 1%. Current predicted garden waste tonnages for 2015/16 are 10,300 tonnes, but at 40% participation it is predicted that tonnages will reduce to about 9,000 tonnes (see Table 7 above). Table 13 in Appendix A sets out what the likely (band) reduction in the overall recycling, composting and reuse rate (NI192) would be under a charged subscription scenario. However, it is encouraging to note that the modelled reduction in overall recycling rate at the expected 40% participation rate is only 1% and reflects that since the original YNYWP study was completed that HBC has seen the benefits of its new AWC regime to all households as dry recycling has been boosted and residual waste reduced. When the original study was completed, the latest (full year) available published recycling rates (NI192) for HBC were 34.60% in 2012/13 and this increased to 40.31% for 2013/14. In addition, this refreshed study has modelled implementation of charged garden waste services available to all (most) households in the borough whereas the original study only considered offering the charged service to those households already receiving ‘free’ garden waste kerbside collection.

3.6.9 Based on the modelling and assumed participation of 40% with 3% of participating households having an assumed two bins, the total number of wheeled bins in service under subscription charging is estimated to be about 29,000. Currently, it is estimated that under the current ‘free’ collection service there are about 46,500 households with a bin. Hence, it is estimated that once the new charged scheme is introduced there will be about 17,500 bins that will not be in (official) use. In this instance, HBC may want to collect and store these bins to issue to customers requesting more than one bin or to use as replacements (in whole or as parts and to recycle those bins that have reached the end of their serviceable life) or to leave with the non-subscribing householder for their own use, but on the understanding that the bin will not be emptied (bins to be emptied by collection crews will be identified by a tag). The latter instance would mean that if a customer changes their mind and decides to subscribe to the service at a later date, after the scheme start, then, they will have a bin already in place that can be simply tagged and made ready for collection thereby avoiding the need for delivery of a bin by the Council. However, the Council would not have a ready stock of supplementary bins available for a potentially significant number of second bin requests, so, a strategic phased return and store (with a communicated deadline to customers) is probably the best option. Excessive quantities of bins that cannot be stored could be recycled, which would provide an additional short-term income to the Council.
3.7 Roll-out options logistics

3.7.1 Roll-out of any new service will provide challenges and risks. If Harrogate is to introduce opt-in subscription charging the aim is to make this service available to all residents, as far as is practicably possible, to ensure an equitable facility be made available that residents can choose to participate in. This will mean that a fairer system is put in place than the existing ‘free’ system whereby only those residents that choose to use the service pay for it.

3.7.2 Currently, ~66% of households in Harrogate receive the ‘free’ kerbside collection service for garden waste and the existing collection rounds are well established. Making the service available to all residents at the same time does carry increased logistical risks and in the worst case scenario if there are problems in getting the new service and new collections set up could lead to resident dissatisfaction; possible complaints; and operational difficulties for the Council’s waste management services. Roll-out in one ‘big bang’ would require a cut-off date for people signing up to the new scheme that would need to be rigorously applied; optimised routes based on those signed-up; and potentially changing customer collection days for those already used to receiving the service.

3.7.3 An alternative approach might be to roll-out the new service in two phases. In the first phase, roll-out would only be to those households that are already receiving the ‘free’ collection service. The rounds already exist including the capacity to ensure that collections are made on time. Once, phase one has settled and the initial customer base is established, routes could be optimised and the Council could start phase two of the roll-out, which would be to the rest of the borough residents that have never had a kerbside collection service but who wish to sign-up to the new opt-in charged scheme.

3.7.4 The disadvantages of this two phased approach are that some residents will not start receiving the new service as quickly as they may like; income and efficiency savings will take longer to come through as not as many residents are able to buy into the service early on; initially there will be over capacity in terms of vehicles/crews because the same numbers will be retained to service phase one customers and these will be less than the current existing number of customers receiving the ‘free’ collection service.

3.7.5 If a two phased low risk approach is decided on, then, the next question is when to launch the new service. The alternatives would seem to be to launch in June/July to phase one customers and then bring phase two customers in from the following March at the start of the collection system.
In this way there would be a part-charge for phase one customers to take them through to the end of the financial year and then all customers (phase one plus phase two) could pay for a full year from 01 April to 31 March. Alternatively, phase one could be launched for the start of the collection season in March and phase two could start in June/July. The advantageous of the first approach is that phase one customers are likely to represent the larger group (than phase two customers) because they are ~66% of the borough and demand for the service is likely highest in June/July which means that this approach might result in a higher overall number of subscribers.
4.0 Conclusions

4.1.1 The following conclusions can be drawn from the background research and detailed modelling for potential charged subscription kerbside collection of garden waste for the Harrogate area:

- All councils can charge for the collection of garden waste from households under existing Controlled Waste Regulations;
- The WRAP LA portal shows that 35% of local authorities operate subscription charging with a further 2% rolling out charged schemes in 2013/14. The trend to implement charging is increasing as shown by the increase in the number of HBC’s Nearest Neighbours that operate subscription charging (50% reported in November 2013 and 77% reported in this June 2015 study) and now 43% of North Yorkshire two-tier WCAs;
- The most common method of charging is an opt-in subscription scheme approach for a wheeled bin on a cost per bin per year (season) basis;
- Opt-in subscription charges tend to vary between £23 to £69/bin/year;
- Running an Opt-in subscription system requires a high level of automation to ensure it is both effective and efficient. Support from the Council’s ICT department and need to develop an appropriate CRM system is vital to the success of implementing such a scheme;
- The evidence shows that if you give a resident a bin then they will use it. But under a charged collection regime the garden waste tonnages collected at kerbside reduce and the difference (garden waste tonnages) between what was collected prior to the introduction of charging and what is collected after charging is implemented does not divert proportionally to HWRCs or the residual bin\(^\text{12}\) i.e. there is less garden waste in the waste management system per se; and
- The Recycling and Composting (NI192) rate for Harrogate at expected ca. 40% participation in a charged garden waste collection scheme would reduce current rates by ca. 1% (i.e. reduce from 41% to 40% see table 13 in Appendix A).
- A two phased roll-out of any new opt-in subscription service whereby, residents that already receive ‘free’ collection are offered opt-in first, provides a lower risk approach than implementing a ‘big bang’ approach whereby all residents are offered to opt-in to the new

\(^{12}\) See YNYWP November 2102 report “Metrics for the possible implementation of a charged garden waste kerbside collection service at Harrogate Borough Council”.
service at the same time. However, the main disadvantage would that efficiencies and income generated will take longer to come through.
5.0 Benefits of Introducing an Opt-in Subscription Service

5.1.1 The following benefits will be realised from implementing an opt-in subscription based service for the kerbside collection of garden waste in the borough area:

- Operating an opt-in charged kerbside collection scheme means that only those residents that choose to use the service pay for it, which is fairer than a ‘free’ system where non-users effectively subsidise service users through their payment of council taxes;
- The ethos of the opt-in system follows best practice in waste management whereby the (waste) ‘producer pays’ principle is being applied;
- Moving from ‘free’ to a charged collection service has the potential to deliver significant year-on-year efficiency savings for local authorities. These savings can be used to offset other waste management costs (e.g. significant loss of income from the sale of dry recyclates due to collapse of the market in 2015) or can be directed to other key areas such as protecting front-line services;
- Modelled results indicate Harrogate could achieve ca.£924k year-on-year efficiency saving at the minimum recommended charge at £35/bin/year charge based on an average of 1 bin per subscribing household at a borough-wide participation rate of 40%; at this participation/bin charge rates, the current service net annual costs of ca.£412k could be turned instead into a significant net income of ca.£512k;
- At the lower bin charge of £30/bin/year as modelled, the efficiency saving is ca.£786 p.a. with the current service net cost, as above, instead being turned into a net income of ca.£374k;
- At a bin charge of £39/bin/year as modelled, which is slightly less than the average £40/bin/year charged by Harrogate’s Nearest Neighbour authorities, the modelled efficiency saving is ca. £1,034k p.a. with the current service net cost, as above, instead being turned into a net income of ca.£622k; and
- It should be noted that, in calculating the modelled collection costs element, this does assume that collection is optimised, which will likely require significant work in year 1 (see ‘Health Warning’ note in Appendix A regarding collection savings in year 1). Some collection savings can undoubtedly be achieved in year 1, if the round design work is resourced – these costs have not been included in the staff (or software) resourcing calculation, which is purely around administrating the charged collection scheme.
6.0 Recommendations

6.1.1 the Council considers the evidence presented in this report to inform any future decision with respect to the implementation of an opt-in charged subscription service for the kerbside collection of garden waste from households;

6.1.2 if a decision is taken to implement charged collection, it is recommended that a minimum unit charge of £35/bin/year (240 litre bin) is applied, and that on this basis residents should be able to request as many bins as they wish for the purpose intended;

6.1.3 the Council considers a higher charge of £39/bin/year, which is just below the average charge (£40) made by Harrogate’s Nearest Neighbour authorities;

6.1.4 the Council should maintain its current policy of suspension of collection between December and February and offer a nine month collection period per year (March to November) – this aligns with practice at the other North Yorkshire Waste Collection Authorities that are operating charged opt-in schemes, and will support the service’s efficient operation;

6.1.5 a lead-in period of at least of 12 months is recommended before any charged scheme goes live to enable planning, mobilisation and - importantly - communications to promote positive messages surrounding the new service arrangements;

6.1.6 if HBC does decide to implement a charge, the Council needs to automate the process of registration and payment as much as possible to make it simple for both customers and council officers (and ultimately best control and to minimise administration costs). This means that the Council’s website and IT support will be vital to facilitate any charged scheme. HBC need to design or have designed an appropriate CRM system for its website that will facilitate these requirements;

6.1.7 HBC should engage with the other North Yorkshire authorities that have already implemented charged garden waste collection so that they can learn lessons from these partners (e.g. Craven under resourced the call centre to take phone orders). In our telephone interviews, the incumbent Waste Partnership Manager said she would be happy to help and advise HBC on implementation logistics. The officer has much knowledge of Ryedale’s arrangement – a very successful charged garden waste collection scheme;
6.1.8 Consideration be given to launching the service in June/July of the rollout year, as Ryedale did by design and Craven (July) also rolled out in the summer. Demand will be higher at this time and residents will have had the benefit of ‘free’ collection for the first three months (March – May) and will be using their bins. Launching during high demand should result in improved participation. HBC could apply a part year charge to cover June/July to March in year 1 and then apply a full year bin charge for the period 01 April to 31 March in year 2.

6.1.9 A menu of services be developed. This could consider, for example: first bin costs; second bin costs; three bins and above costs etc; whether the council will provide bins free and charge for collection and keep ownership of the bins or whether a new subscriber will be expected to pay for the bin itself (one-off charge) plus an annual subscription. But what about the residents that already have a bin – would such a policy only apply to residents that do not have a bin? And what about the likely significant number of bins that will be available for potential redistribution from non-subscribers? In the case for Harrogate, whereby there are likely to be significant numbers of bins available from householders who decide NOT to subscribe and also likely significant numbers of householders who currently do not have any existing service, but who want to subscribe to the service, it would seem that the best option would be to collect bins back from non-subscribers and certify payment on subscribed bins through an annual, non-removable sticker. This would enable the reuse of existing bins and reduce the need for capital purchase of new bins. The Council could consider implementing a delivery charge only on ‘cared for’ bins to new subscribers to the service who will be receiving the service for the first time. If the Council publicises that it will be collecting garden waste bins back from non-subscribers at a point after the scheme has started this could act as an incentive for customers to get their orders in early;

6.1.10 The Council consider its continued use of sacks. If these persist, what should the charges be to ensure fairness with bin subscribers (cost per volume capacity)? Should sacks be discontinued and only available for use by residents that cannot accommodate a bin? Experience from councils that have introduced an opt-in subscription service is that they tend to move away from the use of sacks not just because added (cost) complexity of making their use as part of the scheme, but also for Health and Safety reasons for collection crews as sacks can be heavy to lift and may be prone to splitting and therefore spillages can occur. For these reasons, it is recommended that if Harrogate do introduce an opt-in subscription scheme that the use of sacks is discontinued;
6.1.11 the council considers allowing the sharing of bins by residents i.e. one licence for one bin and neighbours share to cater for low volume producers and to encourage them to participate in the service? To allow this is probably a good idea and adds flexibility to the scheme;

6.1.12 the Council considers the options above and packages them within a menu to enable choice for customers in respect of the level of service desired (e.g. a ‘gold’; ‘silver’; or ‘bronze’ type service approach). Although we have seen and have reported on authorities that do provide a menu of services the trend in the majority is to offer bins at unit prices, which also keeps the system simple and equitable; and

6.1.13 if charging is to be introduced, then, the Council needs to develop some Terms and Conditions in the form of a simple service agreement. HBC could review those produced by Craven, Richmondshire and Ryedale as a start. A new Council Garden Waste Kerbside Collection policy (including related delegations) should also be developed to ensure clarity for officers, members and residents. (This could be framed within an amended ‘Household Waste and Recycling Policy’ for Harrogate that was produced for the phased introduction of the new alternate weekly collection regime).
Appendix A - Tables
Table 8  Current state of Garden Waste kerbside collection across YNYWP (June 2015)

<table>
<thead>
<tr>
<th>Authority</th>
<th>Current Regime</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Craven</td>
<td>Subscription based fortnightly collection to approx. 9,200 households using a 240 litre brown wheeled bin in 2014/15 (this equates to about 64% participation of households (14,330) that formerly received a ‘free’ collection service or 35% of the total households in the district). Current subscribers for 2015/16 have reduced to 8,400 households – reminder letters have been issued. Bin charges maintained at £24/bin/year for 2015/16 (01/04/15 to 31/03/16). Additional bins are charged at £36.40 for the bin plus £24 per bin licence. No collection from December to February inclusive.</td>
<td>Policy Member’s group approved (Nov ‘12) to implement subscription garden waste collection services (£24/bin/year) from Apr ’13. This decision was later overturned at a full council vote in December ’12, largely due to a number of ‘surprise’ abstentions. However, with the Leaders support, Craven revisited and full council voted to implement a new charged scheme from 1st July 2013. Actual levels of participation achieved are higher (9,200 households) than originally (conservatively) modelled (6,500 households). Original modelled savings were: £156k p.a. net collection costs and £64k p.a. recycling credits and the increased participation achieved will have increased the actual level of savings made. When Craven DC (CDC) operated its ‘free’ garden waste collection scheme the service was only offered to 55% of households in the district. The reason for this was both due to logistics (terraced props with no or small gardens only) and economics (highly rural area with ‘hard to reach’ properties that would be too costly to include in collection). Hence, when the charged service was launched, CDC wanted to maintain control of the properties that could be reasonably included on the scheme i.e. the service is NOT offered to all households in the district. As such, a resident who wants kerbside collection of garden waste must first ‘Register an Interest’ and this request is assessed by the waste management team in terms of the viability of collection (logistics/economics) and if deemed viable then residents are informed that they are eligible to join the scheme. CDC has attempted to automate the registration and payment process as far as possible through the Council website (developed in Lagan CRM by NYCC). Payment can be made by debit card (online), credit card (online) or cheque (post). If a customer wishes to pay by cash, they must request a bar coded invoice from Customer Services, which can be used to make payment at a Post Office or PayPoint. CDC tag their bins with a plastic card licence (cable tie to handle), which is colour coded for the current year so that crews can easily identify bins for collection. CDC use the same supplier (Euclid Ltd) as...</td>
</tr>
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</table>
## Authority | Current Regime | Notes
---|---|---
Ryedale | ‘Free’ fortnightly collection to most households in authority area (39,980 properties) using a 240 litre green wheeled bin. No collection from December to February inclusive. Biodegradable sacks also used (£2.08 per roll of 10 sacks). | Ryedale for bin tags which cost ~£1 each including postage of the printed licence tag (by the manufacturer) DIRECT to the subscribing resident. The tag lists the address of the property to which the licence is granted only (names are not allowed for data protection reasons). Simple Terms & Conditions in respect of the service are published on the Councils website.
Hambleton | ‘Free’ fortnightly collection to ~47,000 properties (WDF) using a 240 litre grey wheeled bin with a brown lid. Biodegradable sacks also used (£7.66 per roll or £4.60 for OAPs). Residents can request to be placed on a waiting list in case the Council expands the current service. | Metrics of moving to charged collection was completed by the previous incumbent Waste Partnership Manager in April 2013. Members decided not to implement charged garden waste collection at present. If subscription was introduced, anticipated savings, at expected (conservative) levels of scheme participation, as modelled were: £425k p.a. net collection costs and £259k p.a. recycling credits.
Harrogate | ‘Free’ fortnightly collection to ~47,000 properties (WDF) using a 240 litre grey wheeled bin with a brown lid. Biodegradable sacks also used (£7.66 per roll or £4.60 for OAPs). Residents can request to be placed on a waiting list in case the Council expands the current service. | Metrics of moving to charged collection completed was completed by the previous incumbent Waste Partnership Manager in November 2013. If subscription was introduced, anticipated savings, at expected (conservative) levels of scheme participation as modelled were: £586k p.a. net collection costs and £242k p.a. recycling credits.
Review of Options for the Chargeable Collection of Green Garden Waste for Harrogate Borough Council

<table>
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| Richmondshire | Subscription based fortnightly collection to 9,573 households (HHs) in 2014/15 using a 140-litre green wheeled bin. By May 2015 the subscribers profile is as follows:  
- 8,287 HHs have one bin;  
- 1,064 HHs have two bins;  
- 91 HHs have three bins;  
- 12 HHs have four bins;  
- 3 HHs have five bins;  
- 2 HHs have six bins; and  
- 1 HH has 8 bins  
  i.e. a total of 9,460 HHs have subscribed by May 2015 for the 2015/16 service, which is 42% participation.  
  Bins charges have been maintained at the same level for 2015/16 as was for 2014/15 at £17 p.a. for the first bin and additional bins are charged at £12 | Full council approved the recommendation to move to charged collection on 22 October 2013. The new scheme was launched in February 2014.  
  Actual levels of participation achieved are higher (9,573 households; 42% participation) than originally (conservatively) modelled (35%) but fewer households than originally anticipated have taken up the option of two bins (RDC’s garden waste bins are only 140-litre capacity, whereas virtually every other council operating a charged scheme provides 240-litre wheeled bins. **Modelled bin income was £172k and bin income subscription for 2015/16 is £172k!** These savings do not include for the fact that RDC was able to also effectively save the costs of running one 26t RCV vehicle (calculated at £60,500 p.a.)  
  Anticipated savings at expected (conservative) levels of scheme participation as modelled were: £213k p.a. net collection costs and £66k p.a. recycling credits, which is very similar to what is being achieved.  
  Unlike CDC, RDC has offered the garden waste kerbside collection service to all of its residents because all of the residents previously received a ‘free’ garden waste collection service. As with Craven (and Ryedale), RDC has tried to automate the registration and payment process as far as possible to mitigate the impact on staff processing the scheme i.e. CRM system developed for council website. The service runs from 01 April to 31 March i.e. aligns to financial year. Payment can be made online using a debit or credit card; or alternatively customers can telephone to make a payment; pay in person at Mercury house, or, at one of the Council’s Community Offices, or, return the form on their letter with a cheque. RDC tag their bins with a plastic card licence (cable tie to handle), which is colour coded for the current year so that crews can easily identify bins for collection. RDC use a different supplier to CDC and RYDC for their plastic tags (Spectrum Plastics in Stockport), which cost 66 pence each with discounts for multiple licenses for the same
### Current Regime

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<tr>
<th>Authority</th>
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| Ryedale  | Subscription based fortnightly collection to 46% of households (≈11,400) in the authority area using a 240 litre brown wheeled bin. The service costs £36/bin/year and additional bins are also £36/bin/year. No collection from December to February inclusive. | Full council approved the recommendation to move to charged collection on 31 October 2013. Garden waste kerbside collection became a subscription service on 01 June 2014 at a cost of £27/bin to cover collections for the remainder of that year i.e. until November 2014 and then for March 2015 i.e. 7 months collection as opposed to the usual 9 months collection per year. The scheme for this year runs from 01 April 2015 to 31 March 2016 i.e. aligns with the financial year.

Actual levels of participation are higher (46%) than (conservatively) assumed as being achieved for the purpose of modelling (30%), which showed at the time anticipated savings as: £287k p.a. net collection costs and £205K p.a. recycling credits. At the achieved 46% participation and £36/bin p.a. then, bin income alone is £410,400 whereas when originally modelled at £30/bin and 30% participation bin income was predicted at £219k. In addition, 3% to 4% of households have more than one bin. As participation and bin charges are increased, then, savings are increased in respect of net collection costs which means that Ryedale revenue savings are now likely in excess of £300k p.a. as a result of introducing the subscription based regime. |

Resident that subscribe for a bin have the option of using, in addition, compostable bags for excess garden waste at a cost of £2.30 per roll (10 bags). Only subscribers to the scheme can use these bags and only Council bags can be used. Simple Terms & Conditions in respect of the service are published on the Councils website. |
### Review of Options for the Chargeable Collection of Green Garden Waste for Harrogate Borough Council

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<tbody>
<tr>
<td>Scarborough</td>
<td>Fortnightly collection to 56,040 households (WDF – this is nearly all households in the Borough and is unlikely to be correct as residents have to purchase their bin in the first instance) using a 240 litre brown bin or bio bags (£18 charge for brown bin and ~10p for bio bags, on sale at various locations). Monthly collection (Dec, Jan, Feb).</td>
<td>Although Scarborough charge for garden waste bins they do not charge an annual subscription for the garden waste kerbside collection service. The (one-off) cost of brown bins has reduced from £22/bin in 2013 to £18/bin in 2015. The website says (May 2015) that the cost for bio bags is set to increase and encourages residents to purchase a brown bin instead. It was not possible to find out what the current cost of the bio bags now is via the website, which just lists the places where they can be purchased.</td>
</tr>
</tbody>
</table>

Of the three YNYWP councils that have implemented subscription based services so far, RYDC seems to be the most automated with either asking residents to subscribe using the in-house CRM content built for their website and to pay online (debit/credit card) or by ‘Freephone’ (24hr fully automated service) i.e. they do not encourage calls direct to the Council and “recommend that due to the high volume of calls being received that residents either pay online or try the Freephone service again later. We apologise for any inconvenience this may have caused“. Residents can pay at Post Offices and other outlets displaying the Pay Point sign providing they have their bar coded (invoice) letter to hand. They also say “Residents using compostable liners instead of wheeled bins, will only be able to subscribe on-line or by phoning the Council”.

Simple Terms & Conditions in respect of the service are published on the Council’s website.
# Review of Options for the Chargeable Collection of Green Garden Waste for Harrogate Borough Council

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<td>Selby</td>
<td>‘Free’ fortnightly collection to 30,745 (WDF) properties using a 240 litre green wheeled bin. Residents that have extra garden waste can arrange to have a second garden waste bin. This service costs £26 per year. Hence, Selby does operate subscription collection, but only in respect of a second bin. Suspended for ~1 month during winter (December/January).</td>
<td>Metrics of moving to charged collection completed by previous incumbent Waste Partnership Manager showed that if subscription is introduced, anticipated savings, at expected levels of scheme participation, are: £340K p.a. net collection costs and £215K p.a. recycling credits. Senior Officers have indicated that SDC could possibly implement a charged collection scheme post elections in 2015. We (WYG) understand that a review of garden waste collection is currently underway as indicated to us by Craven and Richmondshire who have recently provided information on their charged garden waste schemes to Selby.</td>
</tr>
<tr>
<td>City of York</td>
<td>‘Free’ fortnightly collection to 61,440 properties using a 180 litre green wheeled bin between April and October. Additional containers are charged at £37/bin/year. Hence, York does operate subscription collection, but only in respect of a second (or more) bin.</td>
<td>Historic Notes: Members have approved required savings of £250K in the annual waste services budget relating to the collection and disposal of garden waste (27.7% of the 11/12 garden waste collection services base budget). £200K of this budget reduction is scheduled for 2013-14. In order to achieve these savings a number of options have been identified as viable in York – this includes the introduction of a charge for garden waste collections. Following a consultation on possible changes to the garden waste collection services, members have decided not to introduce charged garden waste collection for the first bin. Instead, a (initial) charge of £35/bin/year was introduced for additional containers and the service is suspended between November and March.</td>
</tr>
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### Table 9  Garden Waste kerbside collection regimes for Harrogate BC's Nearest Neighbours

Key: HHs = Households; GW = Garden Waste; WDF = WasteDataFlow

<table>
<thead>
<tr>
<th>LA</th>
<th>Cost? Yes/ No</th>
<th>Charge details</th>
<th>Refuse No. of HHs</th>
<th>Garden No. of HHs</th>
<th>% HHs with GW service</th>
<th>Container(s)</th>
<th>Frequency</th>
<th>Scheme Type (WRAP)</th>
<th>Scheme Type (WDF)</th>
<th>Service Provider</th>
</tr>
</thead>
<tbody>
<tr>
<td>Harrogate Borough Council</td>
<td>No</td>
<td>n/a</td>
<td>70,520</td>
<td>46,588 (WDF)</td>
<td>66</td>
<td>Wheeled bin/non-reusable sack</td>
<td>Fortnightly (no collection Dec-Feb)</td>
<td>unknown</td>
<td>green garden waste only</td>
<td>DSO/in house</td>
</tr>
<tr>
<td>Test Valley Borough Council</td>
<td>Yes</td>
<td>Collection using a 240-litre wheeled bin or a reusable sack - customer can choose what they would like. One-off charge of £25 for 240-litre bin + online only available annual charge is £27.50 for the first subscription or £29 std. annual charge; additional subscriptions are £16.50 each and sacks are £1.50 per sack (~130-litres) - note that you still need to pay the annual subscription if you are using a reusable sack at 1 subscription per 1 reusable sack. Charge varies</td>
<td>49,000</td>
<td>12,000</td>
<td>25</td>
<td>Choice of wheeled bin or reusable sack</td>
<td>Fortnightly</td>
<td>unknown</td>
<td>green garden waste only</td>
<td>DSO/in house</td>
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## Review of Options for the Chargeable Collection of Green Garden Waste for Harrogate Borough Council

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<th>Frequency</th>
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<th>Scheme Type (WDF)</th>
<th>Service Provider</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mid Sussex District Council</td>
<td>Yes</td>
<td>Service is so popular that there is a waiting list as council has reached capacity with their contractor (typically takes a year from signing onto waiting list to moving to the top of the list). Cost is £60 per year (25 collections) for a 240 litre green lidded wheeled bin. Payment made by annual Direct Debit or by cheque in exceptional circumstances. Do not offer service to households where (Garwood) vehicle is too large to access the road. Service suspended</td>
<td>59,800</td>
<td>13,650</td>
<td>23</td>
<td>240-litre wheeled bin – garden sacks now discontinued “in line with HSE inspection requirements”</td>
<td>Fortnightly</td>
<td>unknown</td>
<td>green garden waste only</td>
<td>Waste Management Co.</td>
</tr>
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</table>

According to when you join the scheme (6 month charge at £16.50 for 09/11/15 to 08/05/16); discounted charge at £15.50 if in receipt of council tax support. All year round service except no collections between Monday 21/12/15 and Friday 01/1/16.
<table>
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<th>Service Provider</th>
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<tbody>
<tr>
<td>Ashford Borough Council</td>
<td>Yes</td>
<td>Scheme runs from 01 June to 31 May; rented garden bin; cost is £35/bin/year with additional bins charged at the same rate; Service suspended for two weeks over xmas period.</td>
<td>52,200</td>
<td>10,200</td>
<td>20</td>
<td>240-litre brown wheeled bin</td>
<td>Fortnightly</td>
<td>unknown</td>
<td>green garden waste only</td>
<td>Waste Management Co. (Biffa)</td>
</tr>
<tr>
<td>Wychavon District Council</td>
<td>Yes</td>
<td>Residents have to register an EOI for the service which costs £44 per year by Direct Debit (only payment option for new customers) for a 240 litre brown wheeled bin. Can also pay online for existing customers that have received an invoice. Garden sacks at</td>
<td>52,300</td>
<td>11,777</td>
<td>23</td>
<td>Wheeled bin/Non-reusable sack</td>
<td>Fortnightly</td>
<td>unknown</td>
<td>green garden waste only</td>
<td>Waste Management Co.</td>
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## Review of Options for the Chargeable Collection of Green Garden Waste for Harrogate Borough Council

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<tbody>
<tr>
<td></td>
<td></td>
<td>£2.20 each can be purchased for use by households in areas where garden waste bins are not available or the household is exempt from wheelie bins - in this instance the sacks are put out for DISPOSAL with the residual waste bin. All year round service.</td>
<td></td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Stratford-on-Avon District Council</td>
<td>No</td>
<td>n/a</td>
<td>54,580</td>
<td>54,580</td>
<td>100.0</td>
<td>Green garden &amp; food waste wheeled bin</td>
<td>Fortnightly</td>
<td>mixed food and garden collectio n</td>
<td>mixed garden waste and food</td>
<td>Waste Management Co.</td>
</tr>
<tr>
<td>Former North Wiltshire District Council area</td>
<td>Yes</td>
<td>From 15 June 2015, the Council are introducing a charge of £40 per year for the collection of garden waste. Additional bins charged at £40 per year per bin. Residents can also use wheeled bin or reusable sacks. Residents can have up to a</td>
<td>210,000</td>
<td>145,000</td>
<td>69</td>
<td>Wheeled bin or reusable sacks. Residents can have up to a</td>
<td>Fortnightly</td>
<td>unknown</td>
<td>green garden waste only</td>
<td>Waste Management Co.</td>
</tr>
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<td>LA</td>
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</tr>
<tr>
<td>- functions taken over by Wiltshire Council</td>
<td>up to four reusable sacks at the same rate of subscription. Can pay over the phone using debit or credit card; or send a cheque. Starting bin retrieval in September for non-subscribers. If customer decides they do not want to subscribe and later changes mind there will be a £25 charge in addition to the £40 annual fee. They say that their neighbouring councils charge between £38.50 and £48 per year for the kerbside collection of garden waste and that they are introducing the charging because central government has cut funding by more than £15m in 2015 and the council has to make £30m of savings. Good FAQ section example for an authority that is moving from ‘free’ to charged collection.</td>
<td>maximum of four sacks to provide the same capacity as a bin</td>
<td></td>
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<td></td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>LA</td>
<td>Cost? Yes/ No</td>
<td>Charge details</td>
<td>Refuse No. of HHs</td>
<td>Garden No. of HHs</td>
<td>% HHs with GW service</td>
<td>Container(s)</td>
<td>Frequency</td>
<td>Scheme Type (WRAP)</td>
<td>Scheme Type (WDF)</td>
<td>Service Provider</td>
</tr>
<tr>
<td>-----------------------------------------</td>
<td>---------------</td>
<td>-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
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<td>-------------------------------------------------------------------------------</td>
<td>-----------</td>
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<td>---------------------------------------</td>
</tr>
<tr>
<td>East Hampshire District Council</td>
<td>Yes</td>
<td>Introduced a new 240-litre brown wheeled bin service on 01/04/13 in addition to the previously available 90-litre reusable sack. Wheeled bin licence costs £55 p.a.; one reusable sack is £30 p.a. PLUS the one-off purchase cost of the bin (£27.11 Inc. Delivery) or sack (£5.00 Inc. delivery). Second and additional sack licenses are £25; benefits concession (sack only) at £15 p.a. All year round service (26 collections). Residents who want to subscribe to the service are directed to call Customer Services.</td>
<td>48,850</td>
<td>7,133</td>
<td>15</td>
<td>240-litre wheeled bin or a 90-litre garden waste sack</td>
<td>Fortnightly</td>
<td>unknown</td>
<td>green garden waste only</td>
<td>Waste Management Co.</td>
</tr>
<tr>
<td>Tunbridge Wells Borough Council</td>
<td>No</td>
<td>n/a</td>
<td>47,899</td>
<td>41,889</td>
<td>88</td>
<td>Wheeled bin</td>
<td>Fortnightly</td>
<td>mixed food and garden collection</td>
<td>mixed garden waste and food</td>
<td>Waste Management Co.</td>
</tr>
</tbody>
</table>
### Review of Options for the Chargeable Collection of Green Garden Waste for Harrogate Borough Council

<table>
<thead>
<tr>
<th>LA</th>
<th>Cost?</th>
<th>Charge details</th>
<th>Refuse No. of HHs</th>
<th>Garden No. of HHs</th>
<th>% HHs with GW service</th>
<th>Container(s)</th>
<th>Frequency</th>
<th>Scheme Type (WRAP)</th>
<th>Scheme Type (WDF)</th>
<th>Service Provider</th>
</tr>
</thead>
<tbody>
<tr>
<td>South Oxfordshire District Council</td>
<td>Yes</td>
<td>A 240 litre brown wheeled bin costs £35 p.a. and residents can have as many as they need. Payment is by online process or customers can download and complete a paper form. All year round service with collections suspended for two weeks over Xmas to enable the council to manage the extra household waste generated over this period.</td>
<td>57,340</td>
<td>22,813</td>
<td>40</td>
<td>Wheeled bin/in exceptional circumstances can offer biodegradable sacks (£34 and includes a year’s supply of sacks (50))</td>
<td>Fortnightly</td>
<td>unknown</td>
<td>green garden waste only</td>
<td>Waste Management Co. (Biffa)</td>
</tr>
<tr>
<td>Former Salisbury District Council area - functions taken over by Wiltshire</td>
<td>Yes</td>
<td>From 15 June 2015, the Council are introducing a charge of £40 per year for the collection of garden waste. Additional bins charged at £40 per year per bin. Residents can also use up to four reusable sacks at the same rate of subscription.</td>
<td>210,000</td>
<td>145,000</td>
<td>69</td>
<td>Wheeled bin or reusable sacks. Residents can have up to a maximum of four sacks to provide the</td>
<td>Fortnightly</td>
<td>unknown</td>
<td>green garden waste only</td>
<td>Waste Management Co.</td>
</tr>
</tbody>
</table>
Can pay over the phone using debit or credit card; or send a cheque. Starting bin retrieval in September for non-subscribers. If customer decides they do not want to subscribe and later changes mind there will be a £25 charge in addition to the £40 annual fee. They say that their neighbouring councils charge between £38.50 and £48 per year for the kerbside collection of garden waste and that they are introducing the charging because central government has cut funding by more than £15m in 2015 and the council has to make £30m of savings. Good FAQ section example for an authority that is moving from ‘free’ to charged collection.
<table>
<thead>
<tr>
<th>LA</th>
<th>Cost? Yes/No</th>
<th>Charge details</th>
<th>Refuse No. of HHs</th>
<th>Garden No. of HHs</th>
<th>% HHs with GW service</th>
<th>Container(s)</th>
<th>Frequency</th>
<th>Scheme Type (WRAP)</th>
<th>Scheme Type (WDF)</th>
<th>Service Provider</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maidstone Borough Council</td>
<td>Yes</td>
<td>Two sizes of bin available to hire: 140 litre bin is £31.50 p.a. and a 240 litre bin is £35 p.a. The year starts from when the bin is delivered to your property. Multiple bins are available charged at the same unit cost. There is a sack subscription service which is only available for customers who are assessed as having no room for a garden bin at £35 p.a. for up to 52 sacks (sacks are delivered in one pack of 26 with the second batch required to be collected from a customer service point.</td>
<td>67,131</td>
<td>65,588</td>
<td>97.7 (or as reported under WDF is: 28.4)</td>
<td>Wheeled bin/Non-reusable sack</td>
<td>Fortnightly</td>
<td>unknown</td>
<td>green garden waste only</td>
<td>Waste Management Co.</td>
</tr>
<tr>
<td>Vale of White Horse District Council</td>
<td>Yes</td>
<td>A 240 litre brown wheeled bin costs £37 p.a. Payment is by paperless Direct Debit only with an annual subscription payment taken in full once a year - invoice is issued. Multiple bins are at the same unit cost</td>
<td>51,730</td>
<td>16,972</td>
<td>33</td>
<td>Wheeled bin/Non-reusable sack</td>
<td>Fortnightly</td>
<td>unknown</td>
<td>green garden waste only</td>
<td>Waste Management Co.</td>
</tr>
</tbody>
</table>
with a 10% discount (residents can order as many bins as they like) and they are also offering the same discount for new customers signing up to the service in June and July 2015. In exceptional circumstances the Council offers biodegradable sacks subject to a site visit to confirm that a bin is not suitable. All year round service with collections suspended for two weeks over xmas to enable the council to manage the extra household waste generated over this period.

<table>
<thead>
<tr>
<th>LA</th>
<th>Cost? Yes/No</th>
<th>Charge details</th>
<th>Refuse No. of HHs</th>
<th>Garden No. of HHs</th>
<th>% HHs with GW service</th>
<th>Container(s)</th>
<th>Frequency</th>
<th>Scheme Type (WRAP)</th>
<th>Scheme Type (WDF)</th>
<th>Service Provider</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Chelmsford City Council</td>
<td>No</td>
<td>n/a</td>
<td>65,500</td>
<td>65,000</td>
<td>99</td>
<td>Brown wheeled bin</td>
<td>Fortnightly - all year service</td>
<td>unknown</td>
<td>green garden waste only</td>
<td>DSO/in house</td>
</tr>
</tbody>
</table>
## Review of Options for the Chargeable Collection of Green Garden Waste for Harrogate Borough Council

<table>
<thead>
<tr>
<th>LA</th>
<th>Cost?</th>
<th>Charge details</th>
<th>Refuse No. of HHs</th>
<th>Garden No. of HHs</th>
<th>% HHs with GW service</th>
<th>Container(s)</th>
<th>Frequency</th>
<th>Scheme Type (WRAP)</th>
<th>Scheme Type (WDF)</th>
<th>Service Provider</th>
</tr>
</thead>
<tbody>
<tr>
<td>Macclesfield Borough Council area – functions taken over by Cheshire East Council</td>
<td>Not for first bin but annual charge for additional bins</td>
<td>Offer one free garden waste bin to all residents with additional bins at an annual charge of £45 each.</td>
<td>163,010</td>
<td>163,010</td>
<td>100</td>
<td>Wheeled bin</td>
<td>Fortnightly</td>
<td>unknown</td>
<td>green garden waste only</td>
<td>DSO/in house</td>
</tr>
<tr>
<td>Horsham District Council</td>
<td>Yes</td>
<td>Wheeled 240-litre bins with a brown lid are used for garden waste charged at £29 p.a. for the first bin and additional bins are charged at £15 p.a. Payment is by direct debit or one-off card payment can be made online using the renewal reference number or by phone. All year round service, but is suspended over xmas and new year to allow additional blue-top bin collections</td>
<td>56,232</td>
<td>48,432</td>
<td>86</td>
<td>Wheeled bin</td>
<td>Fortnightly</td>
<td>garden plus card</td>
<td>other compostable waste</td>
<td>DSO/in house</td>
</tr>
</tbody>
</table>

Note: Chelmsford was granted city status on 01 June 2012 to mark the Diamond Jubilee of Elizabeth II – hence change of name from Chelmsford Borough Council to Chelmsford City Council.
Table 10  Modelled costs and income following implementation of subscription-based garden waste kerbside collection in Harrogate at fee of £39/bin/year

<table>
<thead>
<tr>
<th>Participation rate %</th>
<th>No. of bins</th>
<th>Garden waste (tonnes)</th>
<th>Income Fees at £39/bin/year (£)</th>
<th>Income from recycling credits (£)</th>
<th>Total income (£)</th>
<th>Gate fees (£)</th>
<th>Collection costs (£)</th>
<th>Admin costs (£)</th>
<th>Total costs (£)</th>
<th>Net (cost)/income (£)</th>
</tr>
</thead>
<tbody>
<tr>
<td>66%</td>
<td>46,588</td>
<td>10,300</td>
<td>0</td>
<td>485,542</td>
<td>190,996</td>
<td>706,805</td>
<td>0</td>
<td>0</td>
<td>897,801</td>
<td>-412,259</td>
</tr>
<tr>
<td>25%</td>
<td>17,630</td>
<td>5,624</td>
<td>687,570</td>
<td>265,114</td>
<td>1,042,684</td>
<td>391,148</td>
<td>80,882</td>
<td>576,317</td>
<td>376,367</td>
<td></td>
</tr>
<tr>
<td>30%</td>
<td>21,156</td>
<td>6,749</td>
<td>825,084</td>
<td>318,137</td>
<td>1,143,221</td>
<td>125,145</td>
<td>478,038</td>
<td>692,181</td>
<td>451,039</td>
<td></td>
</tr>
<tr>
<td>35%</td>
<td>24,682</td>
<td>7,874</td>
<td>962,598</td>
<td>371,160</td>
<td>1,333,758</td>
<td>146,002</td>
<td>543,278</td>
<td>786,395</td>
<td>547,362</td>
<td></td>
</tr>
<tr>
<td>40%</td>
<td>28,208</td>
<td>8,998</td>
<td>1,100,112</td>
<td>424,182</td>
<td>1,524,294</td>
<td>166,859</td>
<td>630,167</td>
<td>902,258</td>
<td>622,036</td>
<td></td>
</tr>
<tr>
<td>50%</td>
<td>35,260</td>
<td>11,248</td>
<td>1,375,140</td>
<td>530,228</td>
<td>1,905,368</td>
<td>208,574</td>
<td>782,297</td>
<td>1,112,436</td>
<td>792,932</td>
<td></td>
</tr>
<tr>
<td>60%</td>
<td>42,312</td>
<td>13,498</td>
<td>1,650,168</td>
<td>636,273</td>
<td>2,286,441</td>
<td>250,289</td>
<td>934,426</td>
<td>1,322,313</td>
<td>964,129</td>
<td></td>
</tr>
</tbody>
</table>
Notes:

The top row of Table 10 above at 66% participation represents the ‘as is’ service with ‘free’ collection and shows the net cost of the service to HBC is ~£412k p.a. for 2015/16 and assumes that 10,300 tonnes p.a. of garden waste will be collected;

Income from recycling credits is calculated at £47.14 per tonne (the rate paid in 2015-16) and includes garden waste;

Anticipated kerbside collected garden waste yield is 319kg/hh/year under a subscription charged scheme;

Gate fees for scenario participation rate % comparisons are based on rates provided by Debi Rowe (HBC Waste & Environmental Services Manager) by email to WYG on 03/06/15. 2/3 of tonnage is sent to Yorwaste at Harewood Whin at £16/t and 1/3 of tonnage is sent to Todd at £23.63/t;

Garden waste collection costs are calculated from a ‘business as usual’ scenario according to the 2015/16 budget breakdown, as supplied by Debi Rowe at HBC; Fleet depreciation is modelled at 14.29% (full depreciation is over 7 years based on a linear rate) of a purchase price of £151,500 for a 26t RCV (WYG market intelligence from on-going vehicles procurement for another authority); Collection costs for reduced participation rate scenarios have been calculated using: participating households; average household collections per round as a function of increased yields to calculate the modelled number of rounds (and whole number of vehicles) required to complete collection at different levels of participation; existing vehicle/crews AES value as supplied by HBC + fleet depreciation; and

Note that there will be an additional scheme management/admin cost of ~£88k in year 1 for setting up the scheme based on an assumed borough-wide participation rate of 40%. 
Table 11  Modelled costs and income following implementation of subscription-based garden waste kerbside collection in Harrogate at recommended minimum fee of £35/ bin/ year

<table>
<thead>
<tr>
<th>Participation rate %</th>
<th>No. of bins</th>
<th>Garden waste (tonnes)</th>
<th>Income Fees at £35/bin/year (£)</th>
<th>Income from recycling credits (£)</th>
<th>Total income (£)</th>
<th>Gate fees (£)</th>
<th>Collection costs (£)</th>
<th>Admin costs (£)</th>
<th>Total costs (£)</th>
<th>Net (cost)/income (£)</th>
</tr>
</thead>
<tbody>
<tr>
<td>66%</td>
<td>46,588</td>
<td>10,300</td>
<td>0</td>
<td>485,542</td>
<td>485,542</td>
<td>190,996</td>
<td>706,805</td>
<td>0</td>
<td>897,801</td>
<td>-412,259</td>
</tr>
<tr>
<td>25%</td>
<td>17,630</td>
<td>5,624</td>
<td>617,050</td>
<td>265,114</td>
<td>882,164</td>
<td>104,287</td>
<td>391,148</td>
<td>79,119</td>
<td>574,554</td>
<td>307,610</td>
</tr>
<tr>
<td>30%</td>
<td>21,156</td>
<td>6,749</td>
<td>740,460</td>
<td>318,137</td>
<td>1,058,597</td>
<td>125,145</td>
<td>478,038</td>
<td>86,883</td>
<td>690,066</td>
<td>368,531</td>
</tr>
<tr>
<td>35%</td>
<td>24,682</td>
<td>7,874</td>
<td>863,870</td>
<td>371,160</td>
<td>1,235,030</td>
<td>146,002</td>
<td>543,278</td>
<td>94,647</td>
<td>783,927</td>
<td>451,103</td>
</tr>
<tr>
<td>40%</td>
<td>28,208</td>
<td>8,998</td>
<td>987,280</td>
<td>424,182</td>
<td>1,411,462</td>
<td>166,859</td>
<td>630,167</td>
<td>102,411</td>
<td>899,437</td>
<td>512,025</td>
</tr>
<tr>
<td>50%</td>
<td>35,260</td>
<td>11,248</td>
<td>1,234,100</td>
<td>530,228</td>
<td>1,764,328</td>
<td>208,574</td>
<td>782,297</td>
<td>118,039</td>
<td>1,108,910</td>
<td>655,418</td>
</tr>
<tr>
<td>60%</td>
<td>42,312</td>
<td>13,498</td>
<td>1,480,920</td>
<td>636,273</td>
<td>2,117,193</td>
<td>250,289</td>
<td>934,426</td>
<td>133,366</td>
<td>1,318,081</td>
<td>799,112</td>
</tr>
</tbody>
</table>
Table 12  Modelled costs and income following implementation of subscription-based garden waste kerbside collection in Harrogate at a lower fee of £30/ bin/ year

<table>
<thead>
<tr>
<th>Participation rate %</th>
<th>No. of bins</th>
<th>Garden waste (tonnes p.a.)</th>
<th>Income Fees at £30/bin/year (£)</th>
<th>Income from recycling credits (£)</th>
<th>Total income (£)</th>
<th>Gate fees (£)</th>
<th>Collection costs (£)</th>
<th>Admin costs (£)</th>
<th>Total costs (£)</th>
<th>Net (cost)/income (£)</th>
</tr>
</thead>
<tbody>
<tr>
<td>66%</td>
<td>46,588</td>
<td>10,300</td>
<td></td>
<td>485,542</td>
<td>190,996</td>
<td>0</td>
<td>706,805</td>
<td>0</td>
<td>897,801</td>
<td>-412,259</td>
</tr>
<tr>
<td>25%</td>
<td>17,630</td>
<td>5,624</td>
<td>528,900</td>
<td>265,114</td>
<td>794,014</td>
<td>104,287</td>
<td>391,148</td>
<td>76,916</td>
<td>572,351</td>
<td>221,663</td>
</tr>
<tr>
<td>30%</td>
<td>21,156</td>
<td>6,749</td>
<td>634,680</td>
<td>318,137</td>
<td>952,817</td>
<td>125,145</td>
<td>478,038</td>
<td>84,239</td>
<td>687,421</td>
<td>265,396</td>
</tr>
<tr>
<td>35%</td>
<td>24,682</td>
<td>7,874</td>
<td>740,460</td>
<td>371,160</td>
<td>1,111,620</td>
<td>146,002</td>
<td>543,278</td>
<td>91,562</td>
<td>780,842</td>
<td>330,778</td>
</tr>
<tr>
<td>40%</td>
<td>28,208</td>
<td>8,998</td>
<td>846,240</td>
<td>424,182</td>
<td>1,270,422</td>
<td>166,859</td>
<td>630,167</td>
<td>98,885</td>
<td>895,911</td>
<td>374,511</td>
</tr>
<tr>
<td>50%</td>
<td>35,260</td>
<td>11,248</td>
<td>1,057,800</td>
<td>530,228</td>
<td>1,588,028</td>
<td>208,574</td>
<td>782,297</td>
<td>113,631</td>
<td>1,104,502</td>
<td>483,526</td>
</tr>
<tr>
<td>60%</td>
<td>42,312</td>
<td>13,498</td>
<td>1,269,360</td>
<td>636,273</td>
<td>1,905,633</td>
<td>250,289</td>
<td>934,426</td>
<td>128,077</td>
<td>1,312,792</td>
<td>592,841</td>
</tr>
</tbody>
</table>
Health Warning:

The reduction in costs of collection can only be expected to be realised once a new charged subscription service has ‘bedded down’ and the collection rounds designed and optimised - therefore plan and expect from year two. At 40% participation across the borough, as is expected, will still require 5 vehicles (as existing), but fewer rounds are needed which means that there are potential crew cost savings. The modelling completed does NOT include any potential costs of redundancy. At £39/bin/year the optimised service predicts an annual income from the service at ~£622k; at £35/bin/year an annual income of ~£512k; and at £30/bin/year an annual income of ~£374k. This is in addition to saving ~£412k existing net service costs that currently prevail and therefore a net efficiency saving to HBC of £786k - £1,034k p.a.

However, in year 1 there are additional costs associated with setting the scheme up of ~£83k compared to subsequent years. And if, as likely, collection savings will not be the magnitude of that calculated for the optimised service and there are no savings (in year 1), then, at £39/bin/year and at 40% predicted participation across the borough:

Total income = £1,524,294

Total costs = £166,859 gate fees + £706,805 collection costs + £187,720 admin = £1,061,384

Therefore net (maximum) saving will be: (£1,061,384 - £1,524,294) = (£462,910)

As the net service cost currently is ~£412k p.a. this would still represent an efficiency saving of ~£875k in year 1.

Hopefully, there will be an opportunity to make collection savings in year 1 as the service is developed and providing that round design is resourced and this would help augment this possible maximum saving. Hence, in forecasting savings there will likely be a lag before the full benefits come through, but
there is no doubt that once the service is established and optimised, then, significant savings are achievable for HBC. It is also worth noting that if participation rates in excess of 40% are attained that income and overall efficiencies achieved will be higher.

Table 13  Effect of reduced participation on overall recycling, composting and reuse rates (NI192) following the implementation of opt-in subscription charging for garden waste kerbside collection (current tonnages based on WasteDataFlow 2013/14 published figures)
Notes:

- The current position (top row of Table 13 above) is the real actual data under the existing ‘free’ collection regime;

- Anticipated kerbside collected garden waste yield is 319kg/hh/year under a subscription charged scheme; and

- Residual household tonnage is as reported in WasteDataFlow based on the last 3 quarters of 2013/14 plus the first quarter of 2014/15 as this represents a full year when the AWC collection regime had been in place. Dry recycling is based on 2,700 tonnes per quarter for kerbside recycling (i.e. 10,800 tonnes p.a.) plus actual last three quarters plus the first quarter of 2014/15 in respect of bring sites (1,702 tonnes p.a.) again based on the rationale of a full year of AWC being in place; reuse tonnages is the actual figure reported in WasteDataFlow for 2013/14.