



EAST AYRSHIRE COUNCIL
GOVERNANCE AND SCRUTINY COMMITTEE

**Review of the
Waste Recycling Policy/
Technical Evaluation of the
Kerbside Recycling Scheme**

**Report by the Members of the
Governance & Scrutiny Committee**

MAY 2008

EAST AYRSHIRE COUNCIL

REPORT ON THE REVIEW OF THE WASTE RECYCLING POLICY/TECHNICAL EVALUATION OF THE KERBSIDE RECYCLING SCHEME

CONTENTS

SECTION OF REPORT		PAGE NO
1	Background	1
2	The Review	2
	2.1 The Review Process	2
	2.2 Terms of Reference	2
	2.3 Desired Outcomes	2
3	Current EAC Position	3
	3.1 Domestic Kerbside Service	3
	3.2 Recycling Centres and Bring Sites	3
	3.3 Commercial Operation	3
	3.4 Material Recovery Facility (MRF)	4
	3.5 Recycling Rates	4
4	Methodology	4
	4.1 Documents/Evidence	4
	4.2 Consultation	4
5	Site Visits	5
6	Witnesses	5
7	Consideration of Evidence	5
8	Conclusions	6
9	Recommendations	8
10	Appendices	
Appendix I	• Consultation Responses and List of Respondents;	10
Appendix II	• Site Visit to Western Road MRF;	34
Appendix III	• Site Visit to Garlaff Landfill Site;	36
Appendix IV	• Evidence from Witnesses.	38

EAST AYRSHIRE COUNCIL

REPORT ON THE REVIEW OF THE WASTE RECYCLING POLICY/TECHNICAL EVALUATION OF THE KERBSIDE RECYCLING SCHEME

Report by Governance and Scrutiny Committee

1. BACKGROUND

- 1.1 At the Governance and Scrutiny Committee meeting held on 26 October 2007 (Item 4, Page 155, 07/11), the Committee agreed to review the waste recycling policy/technical evaluation of the Kerbside Recycling Scheme.
- 1.2 The Committee's reasons why this topic should be reviewed were firstly that Audit Scotland was asking Local Authorities to investigate a range of recommendations in terms of reducing the amount of waste being sent to landfill and to improve the economy, efficiency and effectiveness of waste management. Also, the Committee acknowledged that the present recycling policy had been fully implemented for some time and should now be reviewed. The Committee acknowledged also that large amounts of plastics are being sent to landfill sites. The Committee finally agreed to review the technical evaluation of the Kerbside recycling scheme as recommended by Audit Scotland and which was considered by the Audit Committee of the Scottish Parliament.
- 1.3 The Committee's rationale for the review were firstly the recommendations contained in the Audit Scotland report, "Sustainable Waste Management" which asked Councils and the Scottish Government to consider a range of recommendations on Sustainable Waste Management. Also one of the key aims in the Community Plan Action Plan for 2007/2011 on improving the Environment tasks the Council with increasing the amount of waste that is recycled and reused. The Committee also acknowledge that improvements to the Kerbside Recycling Scheme may result in greater diversion of waste from landfill sites.
- 1.4 The evidence which the Committee considered at that time were the results produced by the Audit Scotland report suggesting that amongst other things, Councils need to look at (a) sustainable waste management, in particular, the recommendations include suggestions for co-mingled kerbside collections to improve greater diversion rates; (b) to investigate further methods of recycle collection and waste diversion including the introduction of strategically located street recycling containers and (c) to assess the contribution that direct charging for waste management could make to recycling and waste reduction. Other evidence considered was that European and National targets require to be met and improved year on year and that there is also a national drive to improve waste reduction and recycling to help improve the environment.

2. THE REVIEW

2.1 The Review Process

2.1.1 Following this decision, the Committee at its meeting on 23 November 2007 received an awareness raising presentation by the Executive Director of Neighbourhood Services on an overview of refuse and waste disposal in East Ayrshire. The Executive Director of Neighbourhood Services outlined the current position in East Ayrshire giving information on the services provided for both householders and commercial waste customers; materials collected for recycling; and recycling centres and points. The Executive Director also highlighted Municipal Waste Arising and Kerbside Waste Arising for 2006/2007; legislative targets from 2006 to 2020 and associated costs for landfill in 2007/2008. The Executive Director concluded by highlighting the future challenges which included achieving the legislative target of 40% recycling municipal waste by 2010 and the need to work jointly with other local authorities to secure a long term waste treatment and disposal option to meet waste targets beyond 2010.

2.2 Terms of Reference

2.2.1 The terms of reference of the review were:-

- to review the waste recycling policy;
- to carryout a technical evaluation of the Kerbside Recycling Scheme;
- to look at methods of sustainable waste management, in particular, the recommendations contained in the Audit Scotland report suggesting the need for a co-mingled kerbside collection to improve greater diversion rates;
- to investigate further methods of recycle collection and waste diversion including the introduction of strategically located street recycling containers; and
- to assess the contribution that direct charging for waste management could make to increasing recycling and waste reduction.

2.3 Desired Outcomes

2.3.1 The desired outcomes of the review were:-

- evaluation of the existing Scheme;
- enhancement of the existing Recycling Scheme;
- an assessment of the introduction of charging for waste management to increase recycling and waste reduction; and
- to continue to make National and European targets.

3. CURRENT EAST AYRSHIRE COUNCIL POSITION

3.1 Domestic Kerbside Service

3.1.1 East Ayrshire Council provide over 54,000 households with a comprehensive kerbside collection system comprising of a residual waste bin (uplifted fortnightly), blue bin for paper and cardboard (uplifted four weekly), a brown bin for organic garden waste (uplifted four weekly) and a black box for the collection of glass and cans (uplifted fortnightly) (some rural properties do not currently receive a black box uplift due to the size of service vehicle). Where householders cannot accommodate wheeled containers, lilac sacks are made available for residual waste, blue sacks for paper and cardboard and biodegradable sack for organic garden waste collection. The net cost of waste collection per premise (including commercial organisations) through 2006/2007 totalled £59.54 with net costs of disposal per premise at £76.51.

3.1.2 Householders unable to present their waste and recycle at the kerbside for collection due to health reasons are offered an assisted pullout service (subject to meeting criteria) whereby receptacles are collected from the premise, emptied and replaced by the collection crew. 4327 households currently receive a pullout service.

3.1.3 In addition to the collection of receptacles from kerbside, the Cleansing Service provides a special uplift service. Each household is entitled to 5 free uplifts per year for items such as carpets, furniture and suites, thereafter a charge of £26.78 (+VAT) per hour per man is incurred.

3.1.4 Refrigeration units and other white goods (e.g. cookers, washing machines and dishwashers) are charged at a rate of £15.45 per item (whereby all members of the households are over the age of 65 years no charge is applied for this service). For kitchen units and bathroom suites a charge of £30.68 (+VAT) is applied.

3.2 Recycling Centres and Bring Sites

3.2.1 In addition to kerbside collections, residents within East Ayrshire have use of 2 Recycling Centres, located in Kilmarnock and Garlaff, and 25 bring sites throughout the authority. Each bring site has a minimum of glass and can receptacles; many also have larger banks for plastics and textiles.

3.2.2 A wider variety of collection containers are made available to the public at the two Recycling Centres, including residual waste, soil and rubble, timber and waste electrical and electronic equipment. The Recycling Centre at Western Road has currently been re-developed.

3.3 Commercial Operation

3.3.1 In addition to the domestic collection service the Council operates a commercial waste service throughout the authority. The service primarily comprises of residual waste, glass and cans and cardboard uplifts. In total

the Council has 1,953 residual commercial customers, 490 of whom also receive an uplift of cardboard and 170 receive an uplift of glass and cans.

3.4 Material Recovery Facility (MRF)

3.4.1 All paper, cardboard, cans and plastics arising from recycling operations within the authority are processed within the Council's own MRF in Kilmarnock. The MRF has a workforce of 22 working over a 2 shift system who are responsible for manually separating cardboard from paper and steel from aluminium using an electro magnet. After baling segregated material is transported to the relevant reprocessor.

3.5 Recycling Rates

3.5.1 The Council's recycling rates, together with the national targets for recycling for the last 3 financial years are as follows:-

2005/2006		2006/2007		2007/2008	
EAC Rate	National Rate	EAC Rate	National Rate	EAC Rate	National Rate
32.6%	25%	35.3%	No national targets were set for recycling for this year.	To be confirmed but likely to be in region of 40%.	30%

4. METHODOLOGY

4.1 Documents/Evidence

4.1.1 Following the awareness raising presentation on 23 November 2007, Members were issued with the following documentation:-

- Audit Scotland report – September 2007 – Sustainable Waste Management;
- Ayrshire Dumfries and Galloway Area Waste Plan;
- Local Biodiversity Action Plan; and
- East Ayrshire Council Community Plan.

4.2 Consultation

4.2.1 Consultation took place with the following Key Consultees:-

- (i) Ayrshire Chamber of Commerce;

- (ii) Residents Panels;
- (iii) Ayrshire Furniture Distribution scheme;
- (iv) CoSLA;
- (v) Trade Unions;
- (vi) North Ayrshire Council; and
- (vii) South Ayrshire Council.

4.2.2 Both South Ayrshire Council and North Ayrshire Council were contacted for comparative purposes on their strengths and weaknesses and a summary of their comments together with a summary of the outcome of the consultation from the other organisations outlined above is detailed at Appendix I of the report. Also included is an executive summary of the responses and a list of the respondents.

5. SITE VISITS

5.1 Site visits took place to the Western Road MRF and the Garlaff Landfill Site on 12 December 2007 and 9 January 2008 respectively. A note of the key issues discussed is shown at Appendix II and III of the report.

6. WITNESSES

6.1 An informal meeting with witnesses was held on Thursday 13 March 2008, the witnesses in question being Professor Jim Baird from the Caledonian Environment Centre, Glasgow Caledonian University and William Stafford, Executive Director of Neighbourhood Services. A note of the issues discussed and responses to questions by Members is shown at Appendix IV of the report.

7. CONSIDERATION OF EVIDENCE

7.1 Members of the Governance and Scrutiny Committee had the opportunity at an informal meeting on 9 April 2008 to consider all the evidence gathered to date and to formulate findings and recommendations in respect of the review which would then be presented to Members of the Governance and Scrutiny Committee at their next meeting. Members considered the following information:-

- a position statement on the review to date;
- summary of responses on the consultation undertaken;
- key issues discussed at the site visits to Western Road MRF and Garlaff Landfill site on 12 December 2007 and 9 January 2008 respectively; and

- note of issues arising from the meeting with witnesses on 13 March 2008.

Having considered all of the information at this meeting and, after discussion Members arrived at the conclusions detailed at paragraph 8 of the report and formulated recommendations from these.

8. CONCLUSIONS

- 8.1** The Committee recognises the achievement of the Council in recent years in increasing recycling and landfill diversion rates from 7% in 2003/04 to almost 36% by 2006/07, with over 40% expected to be achieved for 2007/08, such that the Authority has complied with and exceeded all European landfill diversion and national recycling/composting targets, and is now one of the top three performing Councils in Scotland for recycling, according to SEPA figures and Key Performance Indicators. This achievement is due, in large part, to the introduction of the current Waste Recycling Policy and Kerbside Recycling Scheme which, although having met some resistance initially, is now accepted and well received and supported by the public. The key to success so far has been the Council's commitment to continuing investment in recycling, the commitment and hard work of Officers and staff, the support of the Scottish Government and, most importantly, the public.
- 8.2** Notwithstanding the year-on-year improvements in recycling/diversion rates achieved by the Council in the last four years, there needs to be acknowledgement of the need for further improvements in response to obligations placed on local authorities from the Scottish Government to further increase waste minimisation and recycling rates in order to comply with future targets, having regard in particular to the landfill tax accelerator and also demand and expectation from the public.
- 8.3** Incineration as a means of residual waste disposal and as an alternative to landfill is a commonly used practice in other countries, particularly in some areas of the European continent. It appears that past concerns regarding emissions arising from incineration have been addressed, however, there would be merit in further investigation of this option bearing in mind the technical issues, public perception and the level of capital investment required. Incineration may offer the long-term potential to achieve further significant increases in landfill diversion rates, and also heat generation.
- 8.4** The current arrangements providing for the fortnightly collection of residual waste should continue, as this is perceived to be a significant driver for landfill diversion by encouraging householders to recycle through use of the other bins provided.
- 8.5** Trials are under way in Scotland to evaluate the feasibility of food waste recycling which will inform the national picture in Scotland and the benefits to local authorities of doing so. It would be prudent to await the outcome and assessment of these trials prior to considering further action in this respect.

- 8.6** With regard to plastic recycling, the diversion of plastics from landfill would have limited impact on the weight of residual waste entering landfill and therefore limited significance with regard to landfill tax charges. However, there is a clear demand from the public to increase the collection and recycling rate of plastics particularly having regard to environmental concerns and, in addition, it is important for the Council to maintain a presence in this market place. This could quickly and easily be achieved by providing additional drop points at local “bring” sites and such facilities being suitably publicised. Beyond this, there should be further examination and reporting back to Members on the potential and means for the kerbside collection of plastics.
- 8.7** Despite some public perceptions, there is a proven need for the continuation of the kerbside/garden waste collection during the winter months. During Quarter 4, 2007 (January to March) 574 tonnes of green garden waste was collected from the kerbside and it is anticipated that for the same period in 2008 this will be in the region of 600 tonnes. These volumes are a major contribution to the Council’s achievement of its target to divert biodegradable waste from landfill and this service is additionally supported by the possibility of future food waste collection for composting either with or alongside garden waste.
- 8.8** In January 2007, the Council lodged proposals, under the Strategic Waste Fund, for funding to create four additional recycling centres at Galston, Stewarton, Dalmellington and Cumnock. This proposal was never determined. This proposal should be supported from the point of view of increasing local service provision thereby promoting and encouraging recycling within the areas concerned and alleviating demands at the existing MRF at Western Road and the recycling centre at Garlaff. Detailed proposals for local recycling centres at these locations should be prepared as a matter of priority in order to maximise any opportunity for funding of such facilities which may arise under the Zero Waste Fund.
- 8.9** There is scope for improving opportunities for recycling, and therefore the amount of material recycled, by extending the opening hours of the MRF at Western Road, Kilmarnock and the recycling centre at Garlaff on Saturday afternoons and also late opening one evening per week during the summer months.
- 8.10** The arrangements, and charges, in place for the collection of white goods are proving satisfactory and the scheme should be retained in its current form.
- 8.11** Commercial waste accounts for approximately 15% of the Council’s total waste tonnage and there is a need for the Council to work with the business sector to encourage diversion from landfill. The Cabinet in March 2008 agreed a revised charging structure for the collection of commercial waste which is aimed at encouraging the use of the Council’s recycling collection services. These revised arrangements should be allowed to take effect and the outcome subject to assessment with no further action in the meantime.

- 8.12** Concerns expressed during the consultation regarding the lack of a kerbside collection service for cans and glass in rural areas are acknowledged but there is also recognition of the carbon footprint issues associated with providing such a service. This issue would, in part at least, be addressed through the initiatives being proposed relating to the establishment of additional recycling centres and publicity/public education on the facilities available at each of the Council's "bring" sites.
- 8.13** The introduction of a charging policy for waste collection services, would represent a penalising system rather than an incentive approach and would not be appropriate in the current East Ayrshire context, notwithstanding the factors of set up cost and complex issues relating to Council Tax implications and in practical terms, invoicing, payment and monitoring arrangements.
- 8.14** In view of the continuing development of recycling facilities, including the reconfigured and expanded facilities at the Western Road MRF and the expansion of the facilities at "bring" sites throughout the Council's area, there should be a significant promotion/information campaign on the recycling scheme and facilities, providing, through a range of appropriate media, site specific information.

9. RECOMMENDATIONS

- 9.1** Having considered all the information and evidence gathered during this review, the recommendations of the Governance and Scrutiny Committee are as follows:-
- (i) that the current arrangements, providing for the fortnightly collection of residual waste should continue;
 - (ii) to note that trials are under way in Scotland to evaluate the feasibility of food waste recycling and that the Council should await the outcome of these trials prior to considering further action in this respect;
 - (iii) that additional drop points be provided at local "bring" sites for the collection of plastics and the availability of such facilities be suitably publicised;
 - (iv) that the Executive Director of Neighbourhood Services investigate and report back to Members on the potential and means for the kerbside collection of plastics;
 - (v) that the kerbside garden waste collection continue to be provided during the winter months as at present;
 - (vi) that detailed proposals for the creation of four additional recycling centres at Galston, Stewarton, Dalmellington and Cumnock be prepared as a matter of priority in order to maximise any opportunity for funding of such facilities;

- (vii) that the opening hours of the MRF at Western Road, Kilmarnock and the recycling centre at Garlaff be extended to include Saturday afternoons and late opening one evening per week during the summer months;
- (viii) that the existing arrangements and charges for the collection of white goods be retained;
- (ix) that the revised charging structure for the collection of commercial waste, as agreed by Cabinet in March 2008, be allowed to take effect and consideration of further action with regard to commercial waste be held in abeyance pending assessment of the outcome;
- (x) that the introduction of a charging policy for waste collection services be not pursued by the Council at this time;
- (xi) that there be a significant promotion/information campaign of the Council's recycling scheme and facilities, providing, through a range of appropriate media, site specific information; and
- (xii) that Officers continue to work with other Local Authorities to investigate the potential to achieve further significant increases in landfill diversion rates by the utilisation of incineration as a means of residual waste disposal.

APPENDIX I

GOVERNANCE AND SCRUTINY COMMITTEE REVIEW OF WASTE RECYCLING POLICY/ TECHNICAL EVALUATION OF THE KERBSIDE RECYCLING SCHEME

CONSULTATION RESPONSES

EXECUTIVE SUMMARY

1. Commercial Sector

- Recycling of cardboard is good, even at 50p a go
- Desire to include paper and magazines in with the cardboard recycling service
- No desire for charging and there was a general feeling that this would lead to fly tipping, particularly with individuals who were less environmentally conscious
- Spend money on publicising the current recycling scheme and waste facilities in addition to more education on the availability of waste recycling facilities within East Ayrshire
- Desire to extend the recycling scheme to include plastics via a separate container
- East Ayrshire Council is good in terms of recycling in comparison to other Local Authorities although the view was expressed that the cost for commercial operations sector was high
- Supermarkets should be targeted regarding excessive packaging on goods
- Increase the frequency of the green bin collection; suggestion to return to a weekly collection for domestic waste
- Make it easier for households
- Make it cheaper for small businesses especially for more organic waste such as composting
- Proposed charge for residual waste to be offset by credit for the amount of recycled waste however there was a recognition that this may be too complicated.

(Main Source Ayrshire Chamber of Commerce)

2. Residents Panel Members

- East Ayrshire Council has a good record for recycling
- Recycling of plastics to be made easier
- Suggestion that there should be a charge levied for anyone who does not recycle which included the possibility of a fine for organisations issuing junk mail
- No desire for charging and similar to the commercial sector there was the feeling that this would lead to fly tipping
- Separate container for plastics recycling
- Suggestion that there was an extra collection in place of the garden refuse collection during the winter months

- There was a suggestion that there should be recycling containers located at schools to encourage children to bring certain types of waste - cans/bottles/paper
- Suggestion that there should be siting of recycling containers at strategic locations within East Ayrshire
- Prevention of waste going to landfill sites should be encouraged
- Creation of special green industrial commercial parks constructed from recycled material and it was suggested that the burning of waste intended for landfill sites and use of carbon capture technology to heat, light and power each industrial unit should be considered
- Enhance kerbside collection – include plastic bottles, polythene bags and polystyrene food trays
- Although radical, consideration could be given to levying a small tax proportionate to the value of the products bought
- Easily accessible facilities for recycling materials which can be recycled.

3. Voluntary Sector (Ayrshire Household Recycling) (AHR)

- Main area where improvement could be made would be in the recycling of bulky uplifts of household furniture
- Request from the organisation that consideration could be given to them having a presence at the recycling centre at Western Road where good quality items of waste furniture could be stored once uplifted and passed onto the Furniture Project
- The organisation raised the issue of an empty retail unit at 24 the Foregate where it was proposed that the organisation could rent the building at a nominal rent on the understanding that if and when the Council found a business wishing to rent the premises the furniture scheme would move out.

4. Local Authorities

North Ayrshire Council (NAC)

- NAC operates a kerbside recycling scheme for newspaper and glass where recycle is carried out at the kerbside which ensures that there is no requirement for an MRF facility
- The current system is opt-in and, despite considerable effort, participation in the scheme remains at less than 40%. Consequently the scheme is being reviewed and one suggestion includes the introduction of an alternate weekly collection for residual waste and the full range of dry recycle is on an alternate weekly basis. Garden refuse will continue to be uplifted weekly from April to November

South Ayrshire Council (SAC)

- SAC's system provides for an alternate weekly collection cycle which produces high recycling rates, at minimum increased cost and it is estimated that at least 97% of householders are participating in the scheme – mainly

due to the fact the alternate weekly collection system is an opt-out recycling scheme rather than opt-in.

- Some Councils who do not have an alternate weekly collection cycle in place are achieving around 30% householder participation in their recycling scheme
- The current system minimises carbon emissions due to the fact that there are no increased vehicle movements and there have been minimal complaints/concerns now that the scheme has bedded-in within the authority.
- There is currently a waste management review underway given that the Council is aware that it will not meet future landfill diversion targets without introducing changes to its current recycling services. The current frequency of collection for the blue bin is on a monthly basis and there are no plans to increase the frequency given the Council's current view that this would only result in a 2-3% increase on their present recycling rate at best. Moreover, the cost of doing so could not be justified by the relatively small increase, in the Council's view, to the recycling rate that would result from the change.
- The Council has indicated that there is a desire to collect food waste for composting at some point in the future through the brown wheeled bin – that would result in increasing the frequency of collection from monthly to fortnightly
- The Council identified the need for in-vessel composting facilities to be available locally to properly compost food waste at an economic cost given the potential for such recycling to improve rates by approximately 10% and in doing so result in a diversion of 8,000 tonnes per year of food waste from landfill disposal
- Consideration is also being given in relation to reducing the frequency of collection from fortnightly to monthly for the black box for the collection of glass and the Council has recognised that consideration would need to be given to collecting more materials in the black box for example, textiles, shoes, small electrical goods, household batteries, CD's, inkjet printer cartridges etc.
- the outcome of the Council's Waste Management Review will inform the Council on which proposals are the most viable on any decisions that will be taken
- No formal consideration has been given to charging for residual waste collection
- The Council is currently meeting its recycling and landfill diversion targets and anticipates that it will continue to do so until 2010/11 if the current level of recycling/composting services are maintained
- The Council recognised the need for a development strategy which would allow it to meet the increasing, more difficult targets beyond 2010/11 and consider that waste minimisation and waste prevention strategies will also have an increasingly important role to play in future years
- Charging is seen as a last resort to increase recycling performance.

5. Trade Unions

- The Council deserves credit for the current recycling scheme which works efficiently

- Concerns were expressed about a possible charging for residual waste collection although it was recognised that this was an issue that needed to be looked at in terms of the current review
- Support was indicated for any investigation into further methods of recycle collection and waste diversion and was particularly supportive of the introduction of strategically located street cycling containers

6. CoSLA

- Committed to promoting waste prevention and increased recycling and have applauded the efforts made by East Ayrshire Council on the levels of recycling
- discussions in respect of Waste Management and increasing recycling have largely concentrated on the strategic level and discussions are ongoing with Scottish Government Ministers on the recently announced review of the National Waste Strategy
- CoSLA indicated that their main role is in representing local authority concerns with regard to recycling targets, Landfill Allowance Trading scheme fines and energy from waste policies to Ministers and Civil servants to ensure that unnecessary barriers on Councils seeking to increase recycling in their areas are removed
- CoSLA does not support direct charging for waste at this time, although they have indicated that this may have to be reconsidered in light of the Government announcement and the debate on how to minimise waste and increase recycling

GOVERNANCE AND SCRUTINY COMMITTEE REVIEW OF WASTE RECYCLING POLICY/ TECHNICAL EVALUATION OF THE KERBSIDE RECYCLING SCHEME

SUMMARY OF RESPONSES RECEIVED AS AT 10 JANUARY

Written views were sought on 3 broad undernoted areas viz:-

- The Councils current recycling scheme, which provides a recycling service to householders and to the commercial sector for, cardboard, glass, cans, household and garden waste;
- Any suggestions for changes to the current scheme which would further enhance recycling rates and reduce waste going to landfill sites; and
- Any views consultees may have on possible future charging for residual waste collection which features in the Audit Scotland report.
- Supplementary information from East Renfrewshire Council on the pilot for food collection is attached as an Annex to this document.

A. COMMERCIAL SECTOR - AYRSHIRE CHAMBER OF COMMERCE	
RESPONDENT	COMMENT
(i) Computer Doctor Services Ltd, Kilmarnock	<ul style="list-style-type: none">• Commercial sector recycling of cardboard is good, even though it's 50p a go.• Allow us to include paper and magazines in the cardboard recycling.• Keep it down. Charging encourages dumping, spend money publicising your recycling and waste facilities. Using council skips is free for domestic users but we still find tellys, paint tins, sofas and tyres dumped at the side of the A71.

<p>(ii) ROOTS Consulting Services, Kilmarnock</p>	<ul style="list-style-type: none">• The Council's current recycling scheme, which provides a recycling service to householders and to commercial sector for cardboard, glass, cans, household and garden waste could be extended to include plastic (all types) in a separate container. Satisfactory otherwise.• Return to a weekly collection for domestic waste.• Costs are more than high enough.
<p>(iii) KAD Detection Systems Ltd, Galston</p>	<ul style="list-style-type: none">• Bins for Plastic.• Charging will only increase Fly tipping.
<p>(iv) Apollo Blinds, Kilmarnock</p>	<ul style="list-style-type: none">• East Ayrshire scheme seems quite good compared to other local authorities, although it is very expensive for commercial operations.• Remove red tape and attitude towards commercial recycling and reduce charges.• More education and encouragement to recycle and reduce residual waste. Charging may be the way to go but how do you decide fairly who has too much residual waste.
<p>(v) Paladin Financial Services, Kilmarnock</p>	<ul style="list-style-type: none">• This is a valuable service which only occasionally causes me problems with household waste. As this is collected fortnightly sometimes the bin can be overfull.• If possible to recycle plastic it would reduce the volume in the household bin.• Charging difficult to enforce as those who will be less environmentally conscious are also those with the least available funds to pay fines or charges.
<p>(vi) New Directions, Auchinleck</p>	<ul style="list-style-type: none">• Bin Collections for normal household waste not often enough; sites such as at Skares not open in the evening.• Open large scale sites in the evening; introduce recycling for plastic bottles.

	<ul style="list-style-type: none">• Very opposed to charging - why not target supermarkets instead as there is excess packaging on nearly everything you buy.
(vii) Jim Rae Media, Kilmarnock	<ul style="list-style-type: none">• The black box is insecure and awkward to lift – in wet weather your feet get soaked from it. Only being able to put in one can or bottle at a time at the skips is slow and messy – a nightmare when the wasps are in season.• Dumfries and Galloway Council's new scheme which only uses one bin emptied weekly with the recycling taking place at the refuse centre. It's a much better solution which helps everyone.• Charging is a daft idea from people (and I know some of them!) who don't live in the real world. It's a fly tippers charter in the making.
(viii) Woodside House, Mauchline	<ul style="list-style-type: none">• To be supplied with bags for excess household waste as this is uplifted on a fortnightly basis.• A bin for the recycling of plastic would be beneficial.• If it helps to promote an awareness of the value of recycling then a small charge could be applied.
(ix) Howe Associates, Fenwick	<ul style="list-style-type: none">• Recycling scheme good, be it for rural dwellings we are willing to take our glass, cans, cardboard and plastic bottles to Stewarton...garden compost availability excellent.• Increase frequency of green bin collection.• Comfortable with the idea of charging.
(x) A. McRoberts Plumbing and Heating, Kilmarnock	<ul style="list-style-type: none">• Stop wasting money on dumb dumper adds and use the money to employ more people to uplift more refuse and recycle it and make more money and reach more targets. Make it easier for householders and cheaper for, especially small businesses to dispose of waste.

	<ul style="list-style-type: none">• Plastic and aluminium foil are valuable but still not included. Organic waste e.g. vegetable peelings for more composting.• If a charge has to be levied on all residual waste they will end up with more rebellious dumpers, a charge for residual waste could be offset by a credit for the amount of recycled waste or would that be far too complicated.
B. RESIDENTS PANEL MEMBERS	
(i) Mrs Marion Duncan Kilmarnock	<ul style="list-style-type: none">• I think the people of East Ayrshire do a great job recycling and this was recently highlighted in the Kilmarnock Standard where it was stated that Ayrshire's recycling was far in the excess of the National average.• To have households pay to recycle will cause some people to merely 'dump' elsewhere to avoid the payment. I am totally against payment to recycle.• I think the suggestion of Street Recycling Containers is a good idea. Not everyone has the means of a car to take away their various items to Recycling Containers in Supermarket Car Parks so it may go a long way to encourage people to recycle having it in their Street area.• A few years ago we had an opportunity to pick up a compost container free for our back gardens. Many people who have a garden could recycle household brock which can then be used in their gardens.• So few bins available for disposal of dog waste.
(ii) Mary Fraser (no address provided)	<ul style="list-style-type: none">• Current recycling scheme provided by East Ayrshire Council is excellent but something must be done about collecting plastics e.g. bottles, shopping bags and packaging as everything seems to be wrapped in polythene these days.• I feel some charge should be made on anyone not recycling.

	<ul style="list-style-type: none">• Nationally firms should be fined for sending junk mail and made to reduce packaging of goods.
(iii) Mrs L E Murray (no address provided)	<ul style="list-style-type: none">• I'm sure you could give bins for plastic as it gets recycled.
(iv) Veronica Selman Sorn Mauchline	<ul style="list-style-type: none">• I am very pleased with the collections offered by the Council the collection in black boxes of bottles and cans every week is good. The many recycling points in the villages and at supermarket car parks are well organised and well used.• The matter of payment is not something I feel would be useful.• Charging would encourage the people who are prepared to dump rubbish in the countryside to dump more.
(v) Jean A. Davies Patna Ayrshire	<ul style="list-style-type: none">• Collection service provided at present is good.• There should be a separate collection receptacle for plastics.• I would not be prepared to pay for residual waste collection.
(vi) Susan Skilling Kilmarnock	<ul style="list-style-type: none">• A success, I like the recycling containers at the back of Bellfield shops.
(vii) Residents Panel Member (no name provided)	<ul style="list-style-type: none">• I am perfectly happy with the Council's scheme for the recycling of waste paper etc but would like to see an extra household collection during the winter months instead of garden refuse collections. November, December, January and February.• A collection for plastics would certainly help to reduce the amount of rubbish put into landfill sites. I use communal skips but a monthly collection would encourage all households to recycle.

	<ul style="list-style-type: none">• I totally disagree on possible future charging for residual waste collection.
<p>(viii) Kenneth Crane Kilmarnock</p>	<ul style="list-style-type: none">• Kerbside Recycling Scheme effective.• Plastic Waste Collection –<ul style="list-style-type: none">(i) The Collection of plastic as a separate waste element from every household with the allocation of an extra bin to store plastic waste.(ii) Plastic waste recycled into items for use or sale by East Ayrshire Council pertaining to the household or commercial sector. Although some suggestions may sound fanciful to be expensive to produce.(iii) Plastic Sheeting , bins, stationery, household or office furniture, household items such as glass ornaments, kitchen goods, sheds and garages and specific building materials (if feasible).• Recycling Containers –<ul style="list-style-type: none">(i) Recycling containers are established at every school in East Ayrshire to collect not only the waste generated at school; but through a council-wide programme, school children could be encouraged to bring certain types of waste i.e. cans, bottles and paper from their households to the points at their school to ease the burden of waste storage and collection for households and the council.(ii) I agree with the proposal to site recycling containers at strategic locations throughout East Ayrshire.• Prevent Waste going to landfill sites<ul style="list-style-type: none">(i) this idea represents a long term strategy and encompasses advances in carbon capture technology but it would certainly reduce the waste going to landfill sites.(ii) the creation of special green industrial/commercial parks with industrial units being constructed from recycled building materials.

	<ul style="list-style-type: none"> (iii) the burning of waste intended for landfill sites and the use of carbon capture technology to heat, light and power each industrial unit. (iv) Fixtures and fittings, furniture, stationery etc used by each industrial unit is of recycled material available from a special central supplier of recycled materials i.e. East Ayrshire Council. • View on future charging for residual waste collection (i) would not agree with extra charges being levied on households for waste collection. (ii) Argument that charges may force down the amount of waste disposed of by households. (iii) Danger with charging is that households who dispose of more waste than others and of course are charged accordingly; may resort to fly-tipping or disposing of a portion of their waste in other people's bins and causing that household to be overcharged for waste which is not theirs.
<p>(ix) Alistair MacBeth Thomson Kilmarnock East Ayrshire</p>	<ul style="list-style-type: none"> • Recycling is an old concept. For this to be a viable and workable system hearts and minds of participants must be won over, East Ayrshire, in my opinion, has failed to do this. • The first, and only recycling booklet, to be issued to householders in E.A. stated that all uplifts from your street would be free, this is not so e.g. washing machine uplifts charge £15. • Recycling of plastics has to be made easier.
<p>(x) Mrs Mary McGill Kilmarnock</p>	<ul style="list-style-type: none"> • Black boxes, glass broken at pick up points or tin lids left lying. • Green Bins, over-flowing due to fortnightly collection, large bins too large for small bin cupboards. • Plastic bottles filling space in green bins if put in black bags not always lifted.

<p>(xi) Mrs Wilma Downie Kilmarnock</p>	<ul style="list-style-type: none">• Introduction of a container for plastics which can be uplifted from the kerbside would enhance the Council's current recycling rates bearing in mind that not every resident of East Ayrshire has the resources available to them to visit a recycling point.
<p>(xii) Mr W McMillan New Farm Loch Kilmarnock Ayrshire</p>	<ul style="list-style-type: none">• Current Scheme is working well.• Notion of charging for waste collection, I feel would quickly alienate the public and be grossly unfair.• No control what further waste may be added.• Extra bags may be added to bins which are not full.• Charging would without doubt increase "fly tipping", which is already quite bad.• Suggest some way to recycle plastic be found.
<p>(xiii) Gordon McElwaith Caprington Estate Kilmarnock</p>	<ul style="list-style-type: none">• Stop the collection of garden waste during the winter months. Arrangements for the collection of cardboard, glass, cans and household waste are fine.
<p>(xiv) David Torrance Kilmarnock</p>	<ul style="list-style-type: none">• I thought I was already paying for the refuse service• How about several houses sharing bins.• I live in a flat and the four flats who share a garden have agreed to have three sets of bins and share them between us.
<p>(xv) S Kendal Galston Ayrshire</p>	<ul style="list-style-type: none">• Current scheme would be greatly enhanced if kerbside collection could include – plastic bottles, polythene bags and polystyrene food trays, which seem to take up so much of the household rubbish these days.• Charging for kerbside collection I think would hit hardest those who have the most rubbish caused by young families and this category, including one parent families, would be

	<p>the ones who would find it hardest to pay. If this scheme was introduced there must be some way of taking into consideration the hardships this would cause to low paid families and old age pensioners, and a discount scheme administered.</p>
(xvi) Mrs D Rye Kilmarnock Ayrshire	<ul style="list-style-type: none">• Plastic would be a better option than tin/glass at kerbside as people are more aware when purchasing goods to cut down on these things.
(xvii) David McPhee Kilmarnock	<ul style="list-style-type: none">• Any policy which looks at charging directly – particularly for householders will encourage illegal dumping.• Fairly radical but possibly worth consideration is that one option may be that a small tax – proportional to the value of the product being bought is levied on items like televisions, ICT equipment and white goods which will contribute to waste management costs.• There should be recycling facilities available for (recyclable) plastic. This would reduce pressure on waste bins, and consequently on landfill sites.• There should be easily accessible facilities for re-cycling materials which can be recycled – and they should be publicised locally. For example, the valuable facility at Western Road and the range of facilities available there should be made know to the local community.• Unpopular though it may be – if there are collections of all materials that are capable of being recycled then it may be possible to reduce the number of collections for ‘landfill waste’.

	<ul style="list-style-type: none"> • It would be helpful if strategically placed kerbside containers were made available in theory. However, in practice they would likely become targets for vandalism and etc. and become receptacles for a wide variety of waste. This would be less likely in terms of off-road sites like placements in supermarkets. • It is likely that much waste that can be re-cycled is not at present within existing arrangements. There is a continuous need to raise public awareness.
<p>(xviii) Steven Brown Newmilns and Greenholm Community Council</p>	<ul style="list-style-type: none"> • The Kerbside Recycling Scheme is in my opinion working well. The Brown Bin collection is not required during December, January and February. During these months the concentration should be on other collections.
<p>(xix) Ivie Trousdale Hollybush By Ayr</p>	<ul style="list-style-type: none"> • I am basically happy with the Kerbside recycling as it applies to my address at Hollybush • A major part of our household waste, including milk containers, bottles etc, and the fact that these do not rot down in landfill sites is a major concern.
<p>C. VOLUNTARY SECTOR</p>	
<p>(xx) Maria Wilmott Chairperson Ayrshire Household Recycling Unit 3,23-26 Campbell Street Kilmarnock KA1 4HL</p>	<ul style="list-style-type: none"> • One area where improvement could undoubtedly be made is in the areas of the recycling of bulky uplifts of household furniture. At present good quality furniture like 3 piece suite are uplifted and sent directly to landfill. Surely with a little thought and organisation the council and the furniture scheme could come to a suitable arrangement to avoid this shocking waste of resources, and increase recycling rates. • For example allowing the furniture scheme a presence at Western Road Recycling centre, or collection and storage of good quality used furniture that is uplifted by the bulky uplifts team to be passed on to the furniture project.

	<ul style="list-style-type: none">• We have always had a fairly good relationship with EAC who provided the scheme with a small amount of core funding each year (around 18% of our running costs) and a Community Worker to provide help and advice when needed. However, up until 4 or 5 years ago we were also given a small warehouse premises by EAC at a nominal rent, this was removed and we faced a struggle to replace it with our limited budget.• We have noticed that the Council has an empty retail unit 24 The Foregate, and whilst we cannot afford to rent the property at the going rate of £20,500 we would like to enquire if perhaps a similar arrangements to our previous one where AHR get to rent the building at a nominal rent (on the understanding that if and when the council finds a suitable business willing to take over the rental at full price the furniture scheme would have to move out).
D. LOCAL AUTHORITIES	
North Ayrshire Council	<ul style="list-style-type: none">• North Ayrshire Council operates a kerbside collection system for newspapers and glass. <p><u>Strengths</u></p> <ul style="list-style-type: none">• The sorting of the material takes place at the kerbside thus ensuring there is no need for a materials recycling facility; the quality of the material commands high retail value of a newspaper and pams selling for £60 a tonne collected. <p><u>Weaknesses</u></p> <ul style="list-style-type: none">• The current system is opt-in despite considerable effort, participation remains below 40%. As a result, coupled with the lifting only certain materials, the tonnages required to achieve the Scottish Government recycling targets will not

	<p>be achieved till 2010 consequently, North Ayrshire Council are currently looking at an alternatively weekly system, although no decision on this has been taken at the present time.</p> <p><u>Suggestions and Changes</u></p> <ul style="list-style-type: none">• Consideration is being given to the introduction of an alternate weekly collection of residual waste and the full range of dry recyclates on an alternate weekly basis. Garden refuse will still be uplifted weekly from April to November. <p>No discussion has taken place at member level in respect of direct charging and therefore North Ayrshire Council have not submitted a view on this.</p>
South Ayrshire Council	<p><u>Strengths of our current recycling scheme?</u></p> <ul style="list-style-type: none">• Alternate weekly collection cycle this system produces high recycling rates, at minimum increased cost, and we estimate that at least 97% of our householders are participating in the scheme, mainly due to the fact that the alternate weekly collection system is an 'opt-out' recycling scheme, rather than an 'opt-in' scheme. I know of other Councils, that do not have an AWC system in place, that are only achieving about 30% householder participation in their recycling scheme. In addition.• We are currently achieving a 40% recycling and composting rate within South Ayrshire, and this is essentially due to the success of the alternate weekly collection system.• It enables users to utilise existing refuse collection vehicles, to collect residual waste on one week, and recyclable waste on the alternate week, thus reducing the need to procure additional recycling vehicles and crew, with the additional

expense that incurs. The system also minimises carbon emissions due to the fact that no increased vehicle movements are required.

Weaknesses of our Current Recycling Scheme?

- It has the potential to generate some complaints from householders about the fortnightly collection of the residual bin, offensive odours, excess waste etc, but we have found that these complaints mostly arose in the early days of the scheme, these are minimal concerns now, with infrequent complaints being received.
- No evidence that South Ayrshire Council is aware of, that the AWC recycling system has any adverse effect on public health.

Suggestions for changes to the recycling scheme to enhance it further to increase recycling rates and waste reduction

- South Ayrshire Council has a waste management review ongoing at the moment, which is considering what, if any, changes the Council may wish to make to its recycling and composting services.
- The Council is aware it will not meet future landfill diversion targets, and recycling targets, without introducing changes to its current recycling services, or by providing additional recycling services. This however does not just mean changes to the kerbside recycling scheme, but may also involve other initiatives such as commercial waste recycling, more community recycling points, recycling of litterbin waste etc.

	<ul style="list-style-type: none">• In regard to the kerbside recycling scheme for household waste, consideration has been given on whether to collect the blue bin (co-mingled dry recyclables) on a fortnightly basis, rather than the current monthly collection schedule in order to increase the volume of dry recyclables recovered. However, the current view for South Ayrshire Council is that recent statistics we have viewed, from other councils, show that the increase in recycled tonnage recovered by switching to a fortnightly blue bin collection is fairly minimal, and would only result in a 2-3% increase on our recycling rate, at best. I therefore believe that we will not now be switching the blue bin collection from a monthly collection, to a fortnightly collection, as the cost of doing so could not really be justified by the relatively small increase in our recycling rate that would result from the change.• South Ayrshire Council would however like to collect food waste for composting at some point in the future, and are considering whether to collect food waste in their existing brown wheeled bin; if food waste were to be collected, in addition to the existing garden waste, the brown bin would need to be collected fortnightly rather than the current monthly collection schedule.• To collect the brown bin on a fortnightly schedule, rather than monthly, would also require additional resources, in the form of collection vehicles and crew, and of course, it is not easy to obtain the additional funding required for this, in the current economic climate.• There is also the need for in-vessel composting facilities to be locally available to properly compost the food waste, at an affordable cost, and as you will be aware, in-vessel composting treatment is still quite expensive, in comparison with other forms of waste treatment and disposal.
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	<ul style="list-style-type: none">• If South Ayrshire Council is able at some point in the future to collect food waste for composting, it is estimated that they would increase their recycling rate by approximately 10% by doing so, a diversion of 8,000 tonnes per year of food waste from landfill disposal.• SAC does not however intend to change the basis of the alternate weekly collection system, and if they do decide to collect the brown bins on a fortnightly basis, with food waste included, they would simply alternate the brown bin collection with the green residual waste bin collection;• SAC has also been considering the black box collection, which they have for glass. At the moment only glass is collected in the black box, on a fortnightly collection schedule; and consideration is being given on whether they can reduce the collection frequency to a monthly schedule; this would free up some resources to assist with possibly collecting the brown-wheeled bins on a more frequent basis.• Consideration would need to be given to collecting more materials in the black box e.g. textiles, shoes, small electrical goods, household batteries, CD's, ink-jet printer cartridges, etc;• not able to advise at this stage whether any or all of these proposals will be implemented, and it will not be until the outcome of SAC's waste management review in March/April 2008, that any decisions will be taken; however, if they do decide to implement any amendments or changes to the system, it does not anticipate making these changes before August 2009. By this time landfill tax increases will make alternative waste treatment and in-vessel composting costs more affordable to Councils.
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	<p><u>South Ayrshire Council's views on charging for residual waste management and is this something we will be considering in the future?</u></p> <ul style="list-style-type: none">• SAC has not formally considered the issue of charging for residual waste collection as currently in Scotland, there is no legislation available, which would allow Councils to implement such a charge.• The Council is currently meeting its recycling and landfill diversion targets, and will continue to do so until 2010/11 if the current level of recycling and composting services are maintained. Yes.• The Council will have to develop a strategy which will allow it to meet the increasingly more difficult targets beyond 2010/11, but this could involve residual waste treatment facilities, as well as any increase in recycling and composting performance.• Waste minimisation and waste prevention strategies will also have an increasingly important role to play in future years.• It is believed that the alternate weekly collection system will continue to achieve a high level of recycling performance and participation, and that the introduction of any charges for residual waste collection, would be seen by the Council as a last resort to increase recycling performance.
<p><u>TRADE UNIONS</u></p> <p>Arthur West Convenor Unison</p>	<ul style="list-style-type: none">• The Council deserve credit for current recycling scheme which I understand works efficiently.• We have concerns about possible charging for residual waste collection, however we accept that this is an issue which may need to be looked at further.• We would like to be supportive on any investigation into further methods of recycle collection and waste diversion. We would be particularly supportive of the introduction of

	strategically located street recycling containers.
<u>COSLA</u>	<ul style="list-style-type: none">• COSLA is committed to promoting waste prevention and increased recycling and applauds your council's efforts to increase recycling in East Ayrshire.• In answer to the question from COSLA contained in your letter discussions with regards to waste management and increasing recycling have largely concentrated on the strategic level. Our Regeneration and Sustainable Development Spokesperson Cllr Alison Hay met with Cabinet Secretary for Rural Affairs and the Environment, Richard Lochhead MSP, this week to continue their discussions on the recently announced review of the National Waste Strategy.• COSLA is doing its best to represent local authority concerns with regards to recycling targets, Landfill Allowance Trading Scheme (LATS) fines and energy from waste policy to Ministers and civil servants to ensure that unnecessary barriers on councils seeking to increase recycling in their areas are removed.• On your second question COSLA does not support direct charging for waste at this time, although this will have to be reconsidered in light of the Government's announcement. We acknowledge there is a need for debate on how we minimise waste and increase recycling and we continue to discuss these issues with the Scottish Government and our local communities. However, Councils and householders are at the end of the waste stream and while good progress on recycling has been made, too much of what we buy still ends up in the black bin destined for landfill. Producers and retailers have a role to play in minimising this waste in the first place.

ANNEXATION I

GOVERNANCE AND SCRUTINY COMMITTEE - REVIEW OF WASTE RECYCLING POLICY/ TECHNICAL EVALUATION OF THE KERBSIDE RECYCLING SCHEME

EAST RENFREWSHIRE PILOT FOR FOOD COLLECTION

The following is information gathered from East Renfrewshire Council:-

It is proposed to operate a separate weekly collection of food waste to cover 6000 households or 16% of housing stock. Food waste would be collected on the same day as residual refuse.

Routes and Household Type

The routes selected cover suburban areas and a variety of household types. Different housing types are covered on the same route. It is deemed impractical and not cost-effective to look at different housing types on different collection days. Due to interfacing with the existing collection schedule, it would be impossible to implement this. Furthermore, there are not discrete areas providing a single housing type. It would not be efficient to run from one area to another in order to target flatted properties. The table below gives an approximate breakdown of housing types but does not allow for slight variations in Council Tax banding within each daily route. However, it does give an indication of the housing type and size that will be served by the trial

	Band A-B	Band C-D	Band E-F	Band G-H	
Mon	0	0	1260	0	
Tue	1154	0	0	0	
Wed	0	1115	0	0	
Thu	606	717	9	0	
Fri	0	670	458	17	
	1760	2502	1727	17	6006

Bin System

Each household would be provided with a 7 litre kitchen caddy and supply of 8 litre compostable bags to insert within. These bags would then be placed in a 20litre sealed container (to eliminate attention from foxes, rodents etc) which would be placed on the kerbside. The bags will be tipped from the 20 litre container into a 240 litre wheeled slave bin as the operative moves along the street. When the bin is full it will be emptied into the vehicle.

Vehicles

The service would require a standard RCV operated by a driver and one collection operative. An 8 cubic metre body on a 7.5 tonne gross vehicle weight chassis with a payload of 2.5 tonnes will be employed. It is believed that the size and payload of this vehicle will comfortably accommodate the volume of food waste collected each day and will be able to access all areas.

The body will be sealed to avoid any leachate from the waste spilling out. While this will be a compaction vehicle, the blades will be in the forward position in order to reduce compaction and thereby minimise liquid being extracted from the food waste.

Communication Strategy

The Scottish Waste Awareness Group will provide detailed information on the communication strategy for the Food Waste Trials. However, as an outline, it is intended to carry out a baseline attitudinal survey prior to the delivery of an introductory flyer. This will provide details of the new service and how to participate. A comprehensive guide and calendar will accompany the caddies, liners and container. A mid-campaign attitudinal survey will be carried out and a follow-up/thank you message will go out towards the end of the trial period

**GOVERNANCE AND SCRUTINY COMMITTEE REVIEW TOPIC
THE REVIEW OF WASTE RECYCLING POLICY/TECHNICAL EVALUATION OF
THE KERBSIDE RECYCLING SCHEME**

LIST OF RESPONDENTS

ORGANISATION	NUMBER OF RESPONSES RECEIVED
Ayrshire Chamber of Commerce	10
Residents Panels	20
Ayrshire Furniture Redistribution Scheme	1
North Ayrshire Council	1
South Ayrshire Council	1
COSLA	1
Trade Unions – Arthur West, Convener	1
Trade Unions – Andrew Wilson, Convener	Nil

AMC/SW

Updated 25 March 2008

APPENDIX II

GOVERNANCE AND SCRUTINY COMMITTEE

SITE VISIT TO WESTERN ROAD MRF

WEDNESDAY 12 DECEMBER 2007 AT 9AM

PRESENT: Councillors Tom Cook, Willie Coffey and John Campbell.

IN ATTENDANCE: Morven Templeton, Strategy and Policy Manager; Malcolm Rae, Cleansing Services Manager; Anne Marie Carr, Senior Administrative Officer; and Stuart Nelson, Administrative Officer.

Those present were given a tour of the Western Road, Kilmarnock MRF led by Morven Templeton and Malcolm Rae. The tour included viewing of the full range of facilities at the MRF, including the paper, plastic and can processing and batching, and the facilities currently available for the public to bring items for recycling or disposal. Those present also viewed the new facilities which are due to open early in the New Year for the depositing of items by members of the public for recycling/disposal.

During the tour, Morven Templeton and Malcolm Rae provided explanation and clarification on the operation of the MRF site and on a range of issues relating generally to materials recycling.

During discussion, the following issues were raised, namely:-

- Household Collection of Plastic - it was acknowledged that plastics such as milk and drinks bottles now constitute a fairly significant amount of waste being placed within the green bins, particularly in terms of volume. While local facilities exist for members of the public to deposit plastics, it was considered that the rate of collection could be considerably enhanced through the provision of a kerbside collection system and it was also felt that there is a need and demand for this amongst householders.
- Education/Information - it was acknowledged that there is a need to continue with information and education initiatives in order to ensure householders' continued awareness of the need to recycle and the means by which this can be achieved. It was noted that recycling rates vary between areas within East Ayrshire, and the role of the Community Waste Advisers in this connection.
- Ayrshire Furniture Recycling Scheme - noted that the Ayrshire Furniture Recycling Scheme had requested that consideration be given to them having facilities at the Western Road site.
- Consultation - the need for proper consultation with residents on the next step with regard to further extending material recycling facilities.
- Participation Study - noted that Neighbourhood Services would be carrying out a participation study in respect of the participation of residents in the recycling scheme, which would be followed up by further study/information/education campaigns in lower uptake areas.

- New Public MRF Facilities at Western Road - the need for efforts to publicise the new public MRF facilities at the Western Road site.
- Charging for Waste Collection - Discussion on the cost (purchase of bins and vehicles), practical (invoicing, payment, monitoring) and financial (Council Tax) implications relating to charging for waste collection. Comments made were that charging was a penalising system rather than an incentive approach.
- Landfill Tax - noted that in future years, the Landfill Tax will continue to increase at a significant rate, providing a clear financial incentive to reduce the amount of waste being deposited in landfill, in addition to the environmental consideration.
- Incineration of Waste - noted that this is an option which is utilised by some other Authorities but is high technology based.

The site visit terminated at 11.20am.

APPENDIX III

GOVERNANCE AND SCRUTINY COMMITTEE

SITE VISIT TO GARLAFF LANDFILL SITE – WEDNESDAY 9 JANUARY 2008

PRESENT: Councillors Tom Cook, Barney Menzies, Stuart Finlayson and Drew Filson.

IN ATTENDANCE: Timothy Walsh, Managing Director, Barr Environmental; Morven Templeton, Strategy and Policy Manager; Douglas Gardiner, Recycling Officer; Julie McGarry, Administration Manager; Anne Marie Carr, Senior Administrative Officer and Stuart Nelson, Administrative Officer.

Timothy Walsh, Managing Director of Barr Environmental gave an overview of the waste services provided at the Garlaff Landfill Site which included a Recycling Centre, a landfill site, civic amenity site and a green-waste composting compound. Mr Walsh also provided information on future expansion plans of the site and some of the recycling rates achieved (50% diversion from landfill).

Those present were then given a short tour of the site which was prohibited due to weather conditions.

The following issues were raised, namely:-

- Noted that growth rates for waste was still raising although recycling rates were increasing but the figure was indicated to plateau to 0% growth rate by 2010;
- Packaging of goods by major retailers – discussion took place on the packaging of materials by major retailers and the amount of waste this produced. Noted that there were regulations in place for retailers to comply with, however there was a view about the effectiveness of these regulations. Information given on a recent Marks and Spencer's trial in Jersey which showed that the company lost profit when goods were not packaged as the consumer perception was sometimes that the food was of an inferior quality if not in attractive packaging. Noted that the Government was working towards minimising wrapping and making plastic wrapping biodegradable;
- Plastic recycling – discussion took place on the problems with the high contamination/rejection rates but high calorific value from incineration;
- Hazardous waste – only one element taken at the site namely asbestos. No clinical waste taken at the site;
- Energy saving light bulbs – discussion on recent press article on the safe disposal of these;
- In-vessel composting – In-vessel composting would increase dramatically the recycling rates. Discussion ongoing with East Ayrshire and Glasgow City Council Officials to do some joint working in this area. Trials beginning in February 2008 with some Authorities which would inform how the Council progresses this area of recycling;

- Promotion – working on an interactive website for Garlaff. School visits already take place from local schools. This promotion will assist public perception of landfill sites and encourage recycling.

The site visit terminated at 1530 hours.

APPENDIX IV

EAST AYRSHIRE COUNCIL

GOVERNANCE AND SCRUTINY COMMITTEE REVIEW OF WASTE RECYCLING POLICY/ TECHNICAL EVALUATION OF THE KERBSIDE RECYCLING SCHEME

EVIDENCE FROM WITNESSES – THURSDAY 13 MARCH 2008

PRESENT: Councillor Tom Cook (Chair), John Campbell, Alan Brown, Stuart Finlayson and John Knapp

WITNESSES: William Stafford, Executive Director of Neighbourhood Services and Professor Jim Baird, Centre Director – the Sustainability Centre, Glasgow

ATTENDING: Julie McGarry, Administration Manager; Anne Marie Carr Senior Administrative Officer and Stuart Nelson, Administrative Officer

INTRODUCTION

Members of the Governance and Scrutiny Committee met informally on 13 March 2008 with witnesses, William Stafford, Executive Director of Neighbourhood Services and Professor Jim Baird, Caledonian Environment Centre at the Glasgow Caledonian University.

The Members were given a presentation, firstly, by Professor Baird, a recognised expert on waste management in Scotland and secondly by William Stafford, Executive Director of Neighbourhood Services, East Ayrshire Council.

To assist the process and in an effort to ensure that the witnesses were as fully prepared as possible details of the nature of questions/ subject areas were provided to both witnesses in order that they might be advised accordingly in advance and be in a position to respond as fully as possible to Members' questions at the meeting.

Professor Baird then proceeded to give a presentation to the Members present entitled 'Scotland's Waste'.

Presentation by Professor Jim Baird

1. Professor Baird indicated that it was perfectly feasible for Local Authorities to provide an integrated service in respect of recycling and advised that incineration could go hand-in-hand with recycling and outlined a comparison of Northern European Countries where this practice was very much in evidence.

He then indicated that the blue bin system for collecting paper refuse was working well within East Ayrshire. Nevertheless, he went on to outline that there could be a variation in the yield from such recycling depending on where the refuse had been collected i.e. the level of recyclate could vary between towns. In addition he indicated that the frequency of collection was also important to achieving recycling targets and that residual collections could also assist in the collection of recycling materials.

In terms of new services, Professor Baird then provided examples on where Local Authorities may wish to give some consideration should they wish to expand their recycling service and provided indicative yields for each which could potentially increase recycling rates to around 60%, viz:-

RECYCLING PRODUCT	POTENTIAL YIELD
Food waste	2kg/hh/wk
Commercial Waste	2,000 tonnes
Special uplifts	2,000 tonnes

Professor Baird provided some information on Service Improvements which had been made in England and Wales where yields had been improved:-

- Kerbside recycling had resulted in an extra 2kg per household per week (2kg/hh/wk) and this had been achieved in the best performing Councils in England and Wales.
- In respect of food waste, this had resulted in an extra 1kg/hh/wk with recycling rates reaching 51-55% within Burghs and Districts in England and Wales.

Questions to Witness

1. The following questions were then put to Professor Jim Baird for response and any additional comments:-

Professor Baird then went on to answer each of these in turn:-

(i) Experience of food waste recycling in other authorities

Professor Baird advised that Local Authorities in Scotland, with the exception of Perth and Kinross, did not have much experience of food waste recycling and indicated that there was potential for such recycling to realise around 2kg/hh resulting in around a 5% increase on recycling rates. The above illustration had borne this out in respect of the figure obtained for recycling rates for authorities in England and Wales. He also advised that trials were underway in Scotland to evaluate the feasibility of food waste recycling and that this would inform the national picture in Scotland and the benefits to Local Authorities of doing so. In addition, he highlighted that in England and Wales, the only method for food waste to be collected was in a single container while in Scotland a more pragmatic approach had been taken where local authorities were using existing containers.

Professor Baird outlined the costs for food waste recycling as being around £25 per tonne to compost and that the costs to process food waste was in the region of £50 per tonne. Given these costs, he stated that Local Authorities would need to assess the financial implications of undertaking this type of recycling.

In summary,

- Not much experience of food recycling except Perth and Kinross Council.

- 2 Kg/hh would equate to around 5% on recycling figure.
- Working in some Local Authorities down South; mainly best performing Councils.
- Trials within Scotland will inform on the feasibility of food recycling.
- Single container collection done in England; Scotland – more pragmatic approach with use of existing containers.
- £25 to compost food from recycling and approximate costs could pay £50 per tonne to process food waste.
- Need to assess financial implications.

(ii) Initiatives with Manufacturers to reduce packaging

Professor Baird indicated that retailers had achieved a reduction in packaging levels by manufacturers of around 25% and that more had been done in this area on a UK wide level. He advised that a levy is applied to the UK in accordance with packaging waste recommendations although he stated that this does not work effectively. Furthermore, he stated that Local Authorities cannot influence manufactures and that work is done at a Governmental level in this regard, for example, through the Courtaulds agreement which is promoted UK wide.

In summary,

- 25% reduction achieved in reducing packaging generated by retailers
- More done at UK level in comparison to the local level.
- Packaging waste recommendations – levy applied in UK, this does not work effectively.
- Local authorities cannot influence manufacturers – this falls outwith commercial sector.
- Work is done at Governmental Level.
- Courtaulds agreement – promoted UK wide.

(iii) Concerns over exhaust gases and residues from incineration of refuse

Professor Baird informed Members that there had been attempts to recover heat/energy from waste plants, particularly within Europe. He made reference to the three T's – Turbulence/ Time/ Temperature which is used in the assessment process to determine the level of energy potential from a waste plant. He advised that the Scottish Environment Protection Agency (SEPA) were stringent in imposing high standards in respect of the operation of such facilities.

Within the local context, Professor Baird advised that there was a proposed site identified for an energy facility within Shewalton, Irvine. This technology he stated was relatively new within Scotland and the challenge for local authorities was how to deal with such issues and how to engage with the public on any proposed initiatives.

In summary,

- Attempts being made to recover heat from plants, more work being done in Northern Europe in this regard.
- TTT – Turbulence/ Time/ Temperature formula to assess energy which could be derived from waste plants.
- SEPA tough on imposing high standards.
- Facilities will come to UK the issue is when and how Local Authorities will be in a position to deal with such issues and the challenge will be on how to engage public on any proposed initiatives.
- Site identified in Shewalton, Irvine for proposed energy facility.

ADDITIONAL ISSUES RAISED BY MEMBERS

Professor Baird then responded to a number of supplementary questions from Members and the following was noted, viz:-

- Two local authorities, Dundee and Shetland Councils currently operate energy plants.
- The cost to local authorities in relation to waste disposal would become an increasing issue given that landfill tax would be around £48 per tonne by 2010.
- In respect of the waste energy versus recycling debate, where the removal of plastics would lead to the reduction in calorific values, there was a balance to be struck; the levels for recycling in Europe were around 40-50% compared to about 20-25% per tonne for the 'bring centres' within the Council's area.
- The Council was currently working with North and South Ayrshire Councils regarding waste disposal, the level of which was in the region of 80,000 tonnes per annum for the Ayrshire Area and a Steering Group had been established to determine the most appropriate waste solution.
- A long term waste disposal strategy would determine rates for recycling, and waste for incineration. One of the challenges would be in looking to the private sector to come forward to work possibly on joint solutions for waste disposal/ incineration plants. Reference was made to the Eco-deco technology currently being used at a plant within Dumfries and Galloway and to a proposal to build a bio-mass plant, possibly in Lockerbie, although this was not part of Dumfries and Galloway's solution for Waste Management.
- In respect of the feasibility of the three Ayrshire authorities gathering food waste products from the commercial sector, it was explained that it may be more feasible to explore this in relation to the schools sector rather than the private sector given that the commercial sector would have no reason to target disposal of their food waste via local authorities.

PRESENTATION BY WILLIAM STAFFORD

The Members then received a presentation by the Executive Director of Neighbourhood Services providing an overview on key issues relating to the current waste recycling policy and kerbside recycling scheme, from the local perspective, namely:-

Performance

- East Ayrshire Council is now within the top three Councils in Scotland for recycling (according to SEPA figures and key performance indicators);
- The key to this success has been the hard work and commitment of officers and staff; the Council's commitment to continuing investment in recycling; and the support of the Scottish Government and, most importantly, the public;
- The recycling rate for East Ayrshire Council in 2007/2008: Quarter 1: 43.6%; Quarter 2: 43.4%; Quarter 3: 40.4%
- The slight reduction in Quarter 3 reflects a reduction in the collection of garden waste in the period September to December 2007. However, the quantity actually collected during this period was 1,788 tonnes which represents a significant contribution to the diversion of biodegradable waste from landfill and subsequently the achievement of Landfill Allowance Scheme targets.
- It is anticipated that the recycling rate in Quarter 4 will be lower than in Quarter 3, but will still allow the Council to surpass the recycling rate of approximately 36% achieved in 2006/2007.
- Although garden waste collection reduces during the third and fourth quarters of the year, it is still the case that during these periods significant tonnages of garden waste are collected; and
- There is a seasonal variation in the quantity of paper/cardboard collected following the Christmas period.

Material Recycling Facilities

- There are two facilities at Western Road, Kilmarnock and Garlaff, Skares, near Cumnock;
- The MRF at Western Road, Kilmarnock has recently undergone a major reconfiguration and extension and is now a state-of-the-art drive-through facility which allows for members of the public to deposit a wide range of materials for recycling;
- The MRF at Garlaff is also a drive-through facility offering the opportunity to deposit a good range of the main categories of materials for recycling.

Local Recycling Centres/Recycling Points

- The Council operate 25 unmanned recycling points/recycling centres which are mainly located within supermarket/retail/Council car parks and provide receptacles for a range of materials for recycling.

Commercial Waste

- There is a need to look at how the Council can work with the business sector in order to promote initiatives to divert materials from landfill, principally packaging materials;
- A sensitive pricing policy will be required in this area to ensure that financial disincentives do not discourage recycling within the commercial sector;
- The recently introduced “bio buses” were referred to as an example of positive working by the commercial sector in relation to recycling, of used vegetable oil in this case.

Future Progress

- The need to achieve higher rates of recycling and landfill diversion in future, as required by Government targets, will present a challenge, but can be addressed through the continued commitment of the Council;
- A key area will be the need to monitor householders’ awareness of their responsibilities on recycling and to educate and encourage those where there is low participation or uptake;
- It is generally accepted that the fortnightly collection of residual waste, rather than weekly, encourages householders to recycle.

RESPONSE BY EXECUTIVE DIRECTOR OF NEIGHBOURHOOD SERVICES TO QUESTIONS ASKED BY MEMBERS

1. Options for the collection of plastic and estimated costs.

At present East Ayrshire Council offer householders the facility to recycle PET & HDPE plastic containers as well as carrier bags at 13 recycling points. The collected plastics are transported to the Council's Material Recovery Facility (MRF) where they are baled and sent to a reprocessing facility.

In 2006/07, the Council collected 70 tonnes of mixed plastic and carrier bags. Public awareness of the collection facilities has subsequently increased with 113 tonnes of plastic being collected between March '07 – January '08.

Option 1: Increase the number of plastic collection sites

The Council are currently collecting a considerable quantity of plastics from 13 recycling points. In total, the Council operate 25 Recycling Points and 2 Recycling Centres. The introduction of plastic collection receptacles at the remaining Points would give greater access to plastic recycling to householders within East Ayrshire with the lowest financial implications.

Service Implications:

- 14 additional enclosed plastic receptacles;
- Servicing of additional receptacles (each receptacle would require served at least once per week) including increased fuel and staff costs;
- Additional workload for Materials Recovery Facility.
- Cost estimated at approximately £15,000 for the provision of additional collection receptacles and between £100,000-£120,000 per annum for revenue costs

Option 2: Include plastics in blue bin collection:

The introduction of plastics recycling to the blue bin collection would allow all householders within the authority to recycle their plastics from the kerbside. A similar system is in operation within South Ayrshire. 248 tonnes of plastic were collected from South Ayrshire households in 2006/2007.

However, this option would increase capacity pressure in the blue bin and has been seen in other authorities to increase contamination. This would leave the recycling of paper and cardboard in a vulnerable position with risk of introducing the need to dispose to landfill material which would otherwise have been recycled. South Ayrshire Council estimate contamination levels within the blue bin to be at least 6%, compared to less than 2% within East Ayrshire. Market tolerance is at 3%

Service Implications:

- Greater number of vehicle journeys required for blue bin collections;
- Additional blue bins required to provide appropriate capacity for householders;
- Reduced income received for paper and cardboard due to increased contamination;
- Additional workload for Materials Recovery Facility.

Option 3: Collect plastic via a box system

An additional kerbside box would permit householders to recycle plastics from home by collecting it fortnightly alongside glass and cans (in a separate box). Collecting plastics from a box would ensure that only recyclable plastics enter the recycle stream, with minimal contamination.

The collection of plastics by a kerbsider vehicle would require an additional compartment within the storage chamber and a perforation and compaction mechanism to minimise the plastic volume. The operation of this service would be dependant on the successful outcome of a technical trial.

Service Implications:

- Additional kerbside collection boxes (approximately £3 - £4 per box);
- Retrofitting of kerbside vehicle;
- Additional vehicle and crew to accommodate increased transport requirements to processing point;
- Additional loading time for kerbside vehicle crew;
- Additional workload for Materials Recovery Facility.

Option 4: Collect plastics via a bag

Collecting plastics via a bag and in a refuse collection vehicle would allow householders within East Ayrshire to participate in plastics recycling from the kerbside.

Studies indicate that collecting plastics via a bag results in high levels of contamination. Bags are often used for residual waste and are likely to include non-recyclable plastics. In addition, if plastics were to be baled within their collection bags reprocessors would be less willing to purchase the plastic as they would be unable to determine bale quality.

Service Implications:

- Additional service costs (additional vehicles and staffing required);
- Purchase of plastic collection bags;
- High contamination levels;
- Low financial return;
- Additional workload for Materials Recovery Facility.

Conclusion

The provision of additional plastics banks at recycling points is the most cost effective and carbon limiting method of collecting plastics. The increase in quantity in providing a kerbside collection service does not necessarily justify the additional financial and environmental costs. It can be seen in South Ayrshire that the tonnage collected from their blue bin service is not as high as may have been anticipated. However, if a kerbside system is to be introduced, then the provision of an additional box, serviced by a kerbside vehicle presents the most service practical method of collection.

During discussion the following additional points were highlighted, namely:-

- The weight to volume ratio of plastics is generally very low, meaning that diversion from landfill would yield small benefits in the offset of landfill tax;
- The contamination level at existing recycling points is not significant and can be managed. Professor Baird highlighted that South Ayrshire Council, which collects plastics in blue bins with other recyclate materials has a much higher contamination rate than that experienced by East Ayrshire Council and has a cost of £20-£30 per tonne to process, whereas East Ayrshire Council generates an income of approximately £20-£30 tonne of plastics collected;
- The current market is for PET2 and HDPE type plastics with the processors being located in England which gives rise to associated carbon footprint issues;
- Professor Baird made reference to the high calorific value of plastics which makes it suitable for incineration and the creation of energy, as an alternative to recycling;
- Professor Baird highlighted that from the point of view of public perception and establishing a presence in the market, the Council should consider more comprehensive arrangements for collection for plastics than currently exist.

2. Recycling in Council Premises

The Council's Waste Prevention Action Plan was developed following an audit of 104 Council premises which were representative of the total range of Council properties which exceed 300 in total. This determined the type and volume of materials generated and identified where waste minimisation and recycling practices were already in place.

Following the provision of recycling facilities for Council services and the formation of an officers working group, a follow-up analysis of waste composition was conducted in a small but representative sample of premises including Council Headquarters in January 2008. The analysis found that there was a significant reduction in the proportion of waste paper entering the waste stream. Prior to the implementation of the Action Plan, waste paper accounted for approximately 40% of the total waste arising. However, with recycling facilities now in place across all services, paper appears now to comprise less than 10% of the total. A similar reduction has been found in the quantity of cardboard entering the waste stream.

During discussion, the Executive Director of Neighbourhood Services:

- Acknowledged the efforts made by the Executive Director of Educational and Social Services in promoting recycling within the schools/education estate; and
- Confirmed that continued efforts will be made to improve recycling rates within Council premises, e.g. in relation to the collection of cans.

3. Cost of extended Recycling Centre opening hours

Extending the current opening hours of the Recycling Centres at Western Road in Kilmarnock and at Garlaff would have significant cost implications for the Council.

The cost of extending the opening hours of these Centres includes extending opening from 5pm to 8pm each weekday and from 12 noon to 6pm on a Saturday and would be approximately £197k.

During discussion it was noted:-

- That while extending the operating hours at the two recycling centres would result in a clear service improvement to the public by offering greater flexibility, this may not necessarily result in significant increases in levels of recycling/landfill diversion.

4. Provision of Recycling Centre in Galston

An application was made to the then Scottish Executive in January 2007, under the Strategic Waste Fund for the provision of funding for 4 additional Recycling Centres within East Ayrshire at Galston, Stewarton, Dalmellington and Cumnock. This application was not progressed and it is understood that the Scottish Government will replace the Strategic Waste Fund with the Zero Waste Fund, and although it is not yet clear how the Zero Waste Fund will operate, or the level or nature of funding available, it may be possible to again seek funding in respect of providing four new recycling centres at the locations previously identified.

During discussion it was noted that there may, however, be an issue for the Council in respect of the mainstreaming of any new recycling centres which may be established through the Zero Waste Fund beyond the initial funding period.

The provision of additional recycling centres, while improving access to facilities for local residents, has been observed in other areas to increase the total residual waste arising as well as that of recyclate material. It is unlikely that the level of special uplift requests would be decreased significantly by the addition of further recycling centres as a consequence of householders still requiring to make appropriate arrangements for the transfer of bulky waste items from their homes. Fly-tipping can occasionally increase in the areas surrounding recycling centres due to waste accumulating outwith centre opening hours.

The most significant benefit arising from the provision of a Recycling Centre in the Galston area would result from the added amenity for local householders.

Costs identified in the funding application of January 2007 for the creation of a Recycling Centre amounts to approximately £800k exclusive of land purchase costs. This would be in addition to on-going staff and maintenance costs which would be in the region of £300k per annum.

5. Removal of Garden Waste Service During Winter Months

The provision of a garden waste service is the major contributor to the Council's achievement of its targets to divert biodegradable waste from landfill in line with the Landfill Allowance Scheme.

Although there is a significant reduction in the garden waste collected during the winter months, the tonnage collected supports the continuation of the service. During January 2007 to March 2007, 574 tonnes of green garden waste was collected from the kerbside. This figure can vary annually according to climatic conditions and this figure is expected to be slightly higher for the same period in 2008.

The tonnages for garden waste collections shown below for 2007/2008 to date does highlight the variation in tonnage throughout the year with a tonnage for January – March 2008 anticipated to be in the region of 600 tonnes.

- **Quarter 1: 2977 tonnes**
- **Quarter 2: 2873 tonnes**
- **Quarter 3: 1788 tonnes**

However, the continuation of the service throughout the year is additionally supported by the requirement to consider the introduction of food waste collections for composting either incorporated into the garden waste collection or collected alongside it. This service would require to be continued throughout the year.

In addition, it has been found in other areas that discontinuing the garden waste collection during winter months not only decreases recycling rates but also results in confusion for householders as well as increasing the level of contamination of garden waste collected during the rest of the year.

During discussion, the following points were noted, namely:-

- That the garden waste collection is complemented by the composting initiatives;
- The end product of the garden waste collection service in the form of the “Compost to Go” scheme;
- Professor Baird made reference to seven trial schemes which have been initiated by the Government for the recycling/diversion of food waste, all of which are based upon the collection of food waste with garden waste.

SN/FM

18 March 2008