

**Decision Maker:** ENVIRONMENT AND COMMUNITY SERVICES PORTFOLIO  
HOLDER

**Date:** Tuesday 23 June 2020

**Decision Type:** Non-Urgent Non-Executive Non-Key

**Title:** ENHANCING GREEN GARDEN WASTE AND FOOTWAY  
COLLECTION RECYCLING

**Contact Officer:** Amy Harris, Waste Strategy Manager  
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**Chief Officer:** Assistant Director of Environment

**Ward:** (All Wards);

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1. Reason for report

- 1.1 This report seeks approval of the plans to enhance recycling services by changing the Green Garden Waste (GGW) Collection Service schedules and conducting a Footway Recycling Collection Pilot in September 2020.
  - 1.2 Reaching 30,000 subscribers in 2019, the GGW Collection Service needs revised collection schedules to facilitate further growth of the service.
  - 1.3 Households with footway collections, make up the 1% of the borough that do not have access to a recycling collection from their property. To ascertain whether the introduction of a Footway Recycling Collection Service is viable, a three-month pilot will be undertaken to understand the challenges, practicalities of service delivery and benefits.
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2. **RECOMMENDATION(S)**

The Portfolio holder is asked to:

- 2.1 Support the GGW collection service change with implementation in September 2020 and review in the 2021 Annual Contract Review Report.
- 2.2 Approve the Footway recycling collection pilot with commencement in September 2020 and receive a subsequent report of the findings in early 2021.

## Impact on Vulnerable Adults and Children

1. Summary of Impact: The proposed GGW Collection Service changes will impact all GGW customers and the Footway Recycling Collection Pilot will affect those households in the pilot area. Both groups of households impacted may include those with vulnerable adults and children. To mitigate the impact LBB will work closely with Veolia to reduce any service disruption to GGW customers receiving the assisted collection (Special Requirements List) and ensure that service change communications are clear.
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## Corporate Policy

1. Policy Status: Existing Policy:
  2. BBB Priority: Excellent Council Quality Environment
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## Financial

1. Cost of proposal: Estimated Cost: Further Details £7.5k
  2. Ongoing costs: Non-Recurring Cost
  3. Budget head/performance centre: Waste Services
  4. Total current budget for this head: £17.9 million
  5. Source of funding: Revenue Budget 2020/21
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## Personnel

1. Number of staff (current and additional): Existing Neighbourhood Management teams will manage the service change as part of their business as usual role.
  2. If from existing staff resources, number of staff hours: Not applicable.
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## Legal

1. Legal Requirement: None:
  2. Call-in: Not Applicable:
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## Procurement

1. Summary of Procurement Implications: None. The contract was awarded based on a specification and method statements, which set out the expectation of the proposed changes. Agreed changes will be implemented via the Change Control procedure specified within the Contract.
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## Customer Impact

1. Estimated number of users/beneficiaries (current and projected): There are currently around 30,000 GGW customers who will be potentially affected by the changes to the scheduling. The changes will also enable the growth of the service to households within Bromley that have gardens. 185 households that receive footway collections will be affected by the pilot.
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## Ward Councillor Views

1. Have Ward Councillors been asked for comments? No
2. Summary of Ward Councillors comments:

### 3. COMMENTARY

#### Background

- 3.1 On the 28 November 2018, the Executive awarded the Household Waste Collection & Recycling Contract, Lot 2 of a suite of Environment Service Contracts, to Veolia ES UK Limited (Veolia).
- 3.2 Veolia's Service Delivery Plan for the Contract included plans to alter the collection schedules and methodology to maximise the efficiency of waste collection, enhance recycling and maintain Bromley's position as one of London's top boroughs for recycling. The total contract costs, which the Council accepted, were based on a more efficient collection schedule and were therefore lower than they would have been had these proposals not been included.
- 3.3 Following the Environment and Community Services PDS Committee on 18 June 2019, the majority of waste and recycling schedule and methodology changes were made in September 2019.
- 3.4 Although, Veolia's Service Delivery Plan included the rescheduling of the GGW Collection Service, no changes were made to the GGW Collection Service in September 2019 to reduce the amount of change taking place at one time. However, there was a commitment within the ECS PDS Committee report to review the GGW Collection Service once the other service changes were embedded.
- 3.5 In addition to the plans that were included within the Contract Service Delivery Plan, there are some optional service development areas including the introduction of a recycling service for the 1,442 properties that currently receive a footway collection.

#### GGW Collection Service Review

- 3.6 The GGW Collection Service review took place in early 2020 with a focus on how to ensure the service is able to continue to increase subscriptions whilst delivering a high-quality service.
- 3.7 The GGW Collection Service is a subscription only service, providing customers with a fortnightly collection between April and November and a monthly collection between December and March. Five refuse collection vehicles and collection crews are used to operate this service. GGW subscriptions reached 30,000 in 2019 and they are continuing to grow alongside further promotion of the scheme. It is one of the most successful GGW subscription services in London.
- 3.8 The review considered the following options:
  - Option One – No Changes to the GGW Collection Service
  - Option Two – Align the GGW Collection Service schedule with the Household Recycling and Waste Collection schedule
  - Option Three – Change the GGW Collection Service to provide balance and enable subscription growth
- 3.9 When the GGW Collection Service was implemented it aligned with the household recycling and waste collections days with residents having a single day of collection. However, as the service has developed, most new customers are from the areas of the borough with houses that have gardens. This has led to an imbalance within the service, with some collection days being close to their collection capacity and other days having lots of spare capacity for new customers. As a result, Option One is not sustainable without purchasing a vehicle and employing a collection crew. The use of an additional vehicle and crew is not a cost-effective proposal, as there would be days during the week where there is limited ability to increase customer numbers due to the lower number of gardens and the additional resource will not be required.

- 3.10 When the household recycling and waste service was changed in September 2019, the collection methodology applied meant that the number of individual collections were spread evenly across five business days. If the same methodology was applied to the GGW collection service, the service would continue to be imbalanced and on some of the collection days it would not be possible to add new customers from certain areas of the borough without buying a sixth collection vehicle and employing an additional crew. Therefore, although Option Two would provide residents with a single collection day for all recycling and waste services, it is not cost-effective and does not provide additional capacity for the growth of the service.
- 3.11 Initial modelling of the service indicates that the GGW collection schedules are based on customer location and forecasted demand, collections can be balanced evenly across the five collection vehicles on five collection days, and subscription growth can continue for some time without a sixth vehicle. It also maintains the character of the GGW Collection Service as an exclusive standalone payable membership service. Therefore, Option Three has been selected for implementation since it enables the organic growth of the service using existing resources.

#### GGW Collection Service Schedule Change Implementation

- 3.12 A significant proportion of GGW Collection Service customers will receive a new collection day. The detailed modelling, which is being undertaken in May and June 2020, will provide detailed information about the proportion of customers that will see a change in their collection day for GGW and the new schedule.
- 3.13 LBB are working closely with Veolia to plan the service change and minimise disruption to residents. Knowledge gathered from other service changes in Bromley including the September 2019 waste collection schedule change indicates that there will be an increased number of resident enquiries during the implementation period. However, since the numbers of households affected by the change in GGW schedules is lower than the number affected by the September 2019 service changes and there is no change in methodology or to the other services, it is anticipated that the number of enquiries will be lower. Veolia and LBB will ensure that additional resources will be available to provide adequate resource to respond to any enquiries generated.
- 3.14 GGW collection areas will align to the household recycling and waste collection areas as closely as possible whilst not limiting the growth of the service. The aim is that the collections will be balanced across the five collection days and provide capacity for an increase in subscriptions.

#### Footway Recycling Collection Pilot

- 3.15 Footway collections are those that are offered to flats above shops and houses that open directly onto a Transport for London red route or High Street. These households have a weekly non-recyclable refuse collection and are asked to take their recycling to one of the 42 On Street Recycling banks in Bromley. As part of the Council's Reuse and Recycling Plan agreed by the ECS PDS, there was an action to consider the introduction of a recycling collection to properties that receive footway collections.
- 3.16 The Footway Recycling Collection Pilot is planned to provide additional information about the practical feasibility of these collections and the benefits of the service. Penge High Street and Queensway/ Chatsworth Parade in Petts Wood have been selected for the pilot due to their high concentration of footway collections and variety of property types. Appendix A is a visual representation of the pilot areas.
- 3.17 Households within the pilot will be provided with two separate sacks for recycling; one for paper and card, and the other for plastics, cans and glass. Food waste recycling will not be included in the pilot due to the limited ability to provide this service without placing a container on the

highway. The pilot will take place for three months and will be reviewed to assist in the decision about whether to implement the scheme across the borough.

Communication

- 3.18 Communicating the GGW Collection Service Schedule changes and the Footway Recycling Collection Pilot to residents that are affected is a key work stream. The communications plan includes a full range of communication channels including a direct mail letter and leaflets as well as press release and digital activity.
- 3.19 All households that receive GGW collections or footway collections will receive two separate notifications. They will be provided with updated collection calendars. Information about GGW collection days and the Footway Recycling Collection Pilot will be available in detail on the Council’s website ([www.bromley.gov.uk/wastenews](http://www.bromley.gov.uk/wastenews)); this data will be updated a month before the new service goes live.

Timeline

- 3.20 The indicative timeline for the implementation of the GGW Collection Service changes and the Footway Recycling Collection Pilot are provided in Table 1 below.

**Table 1 – Indicative Timeline**

Key Activity	Date
Modelling of new GGW collection rounds	May to July 2020
Organise bags for the footway recycling pilot	May to July 2020
Communications campaign	July to October 2020
Delivery of footway recycling pilot bags	September 2020
Veolia and LBB Staff Briefing	September 2020
Bromley GGW Service Change	Mid-September 2020
Launch of the footway recycling pilot	Mid-September 2020
Evaluation of the footway recycling pilot	January 2021

Risks and mitigation

- 3.21 A detailed risk analysis has been completed that considers the impact, likelihood and mitigation for a range of risks in relation to the implementation of the waste collection and street cleansing changes. The key risks and their corresponding mitigation are described in the Table 2 below:

**Table 2 – Keys Risks and Mitigation**

Key Risk	Planned Mitigation
During the implementation phase some households will have an additional two week gap between their last GGW collection and the new one (i.e. changing from a Week 1 Monday collection to a Week 2 Friday collection).	Modelling will focus on reducing the need to change garden waste collection weeks. However, if required additional collections for green garden waste will be scheduled at the weekend so that residents do not receive a long gap between their collections. The maximum wait will be 8 days. Residents can leave excess garden waste collection next to their wheeled bin and it will be collected on the scheduled collection day.
Service disruption as crews deliver the service to new GGW collection areas and household recycling crews visiting footway properties that have not previously been on their collection rounds.	To minimise service disruption: <ul style="list-style-type: none"> <li>• Operational teams are assisting in the design of new collection rounds</li> <li>• The new routes will be shared with collection crews as early as possible.</li> <li>• Training will be provided for all crews as well as knowledge sharing from the footway refuse teams to the recycling teams</li> <li>• Additional management and frontline resources will be made available by Veolia</li> </ul>
Residents not placing GGW or footway recycling out for collection on the right collection day.	A comprehensive communication campaign will be conducted to help mitigate this.

	Street cleansing teams that are in High Streets daily will assist in reporting incidences where recycling is placed out on the wrong collection day and collect where necessary.
Council service teams and Veolia not having capacity to respond to the increase in online requests and call volumes and for this to have an impact on the ability for the customer service team to respond to other non-environment related enquiries.	Additional resources will be made available by LBB and Veolia to provide capacity for an increased volume of correspondence should this be required. Up to date information will be provided through the website to assist with enquiries.
High contamination in footway recycling.	A comprehensive communication campaign will be conducted to help mitigate this.
Businesses using recycling sacks meant for footway properties.	Deliveries of recycling sacks to be conducted by a dedicated crew, with no rolls of sacks being left on the doorstep.

#### **4. IMPACT ON VULNERABLE ADULTS AND CHILDREN**

- 4.1 Changes to the GGW Collection Service will impact on all customers, including those who rely on the assisted collection service. It is important to ensure these residents are provided with an uninterrupted service throughout the period of change.
- 4.2 Households receiving footway collections are not provided with assisted collections due to the nature of the collections that can be facilitated in these locations.
- 4.3 In mitigating the impact of the proposed changes the Council and contractors will ensure that all residents affected by the changes and stakeholders receive information about the service changes through a variety of channels as part of the communications plan. Marketing materials will be clear and pictorial.

#### **5. POLICY IMPLICATIONS**

- 5.1 The “Building a Better Bromley” objective of being an Excellent Council refers to the Council’s intention to provide efficient and effective services and value for money to our residents. For the objective of maintaining a ‘Quality Environment’, the implementation of the GGW service change and the Footway Recycling Collection Pilot will help to ‘sustain a clean, green and tidy environment through value-for-money services provided to a consistently high standard’.
- 5.2 The GGW schedule change will assist LBB in meeting Priority 2 (Minimising waste and maximising recycling) within the Environment Portfolio Plan 2020-21 (the Council’s environmental service aims and objectives) through future proofing the service to enable the increase number of Green Garden Waste customers. The Footway Recycling Collection Pilot will also contribute to Priority 2.
- 5.3 The implementation of enhancements to the GGW Collection Service and the Footway Recycling Collection Pilot will assist in delivering actions set out in Bromley’s Reuse and Recycling Plan for 2020 and demonstrate our general conformity with the Mayor of London’s London Environment Strategy.

#### **6. FINANCIAL IMPLICATIONS**

- 6.1 There is no cost of the proposed changes to the Green Garden Waste collection schedules.
- 6.2 The costs of providing recycling collections to 185 properties with a footway collection for a three-month pilot is £7,500. This includes the cost of providing the bags and collection. There will be a saving if recycling that is disposed of as refuse is recycled, which is the cheapest way

of managing waste, and it is therefore anticipated that the cost of the pilot can be contained within the existing waste services budget.

- 6.3 However, at this stage the amount of recycling that will be captured by the scheme is unknown. Ascertaining this information is one of the reasons for completing a trial and following completion, the actual waste disposal costs that were avoided can be analysed and will be used to inform whether to extend the pilot scheme or to commence to full roll-out

## 7. PERSONNEL IMPLICATIONS

- 7.1 Existing Neighbourhood Management and Customer Services resources will be used to manage the GW service change and the Footway Recycling Pilot. Officers will be required to investigate and respond to any escalated service issues as part of their normal roles. Based on past experience of similar service changes in Bromley and other boroughs, it is anticipated that additional resources will not be required.
- 7.2 Resource requirements are continuing to be reviewed during the lead up to the service change and throughout the implementation period and plans may be adjusted accordingly.

## 8. LEGAL IMPLICATIONS

- 8.1 None; the Waste Collection and Street Cleansing Services operate within a statutory framework. This framework determines the nature and frequency of the services the council is required to provide. The service change and pilot detailed in this report adhere to these statutory obligations.
- 8.2 The Councils contract with Veolia, Lot 2 includes scope for this additional work, and it makes sense given this and Veolia expertise for them to carry out the Footway Recycling Pilot. Any changes to the contract can be implemented via the contracts change control notice procedure.

## 9. PROCUREMENT IMPLICATIONS

- 9.1 None, the option of providing a recycling collection and the costs for this service were included within the Waste Collection Method Statements as accepted through contract award, which took place on 28th November 2018.
- 9.2 The changes proposed within this report will be implemented via the change of control notice procedure

<b>Non-Applicable Sections:</b>	None
Background Documents: (Access via Contact Officer)	Not applicable



## Appendix A – Location Map for the Pilot Footway Recycling Collection Trial

