



Contains Confidential or Exempt Information	NO
Title	Waste and Recycling service: Future Provision of the Service
Member Reporting	Cllr Amrit Mann, Deputy Leader and Lead Member for the Environment
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For Consideration By	Cabinet
Date to be Considered	22 September 2015
Implementation Date if Not Called In	5 October 2015
Affected Wards	All wards
Keywords/Index	Wheeled Bin, collection, recycling, waste, rubbish, SITA, Future Strategy

1. Details of Recommendations

The Cabinet is asked to agree the following:

The proposed changes to service provision set out in the report:-

- The introduction of a fortnightly collection frequency for residual waste
- The introduction of a charge for the collection of garden waste from April 2016 based on the collection of 240 litre wheeled bins on alternate weeks (with the residual waste service)
- To approve the policies at Appendix A and B
- To bring the service back under local authority control upon the termination of the current contract (which ends on Oct 31 2016).

The report seeks approval to begin the procurement processes for: -

- A permanent collection fleet for the in-house service to provide the new waste and recycling service;
- A temporary collection fleet for SITA to provide the new wheeled bin service until delivery of the new fleet;
- A new ICT system to manage the new services;
- To delegate authority to the Director REDe to negotiate and award the contracts subject to compliance with the Council's Contract Procedure Rules. The permanent fleet costs to be reported to November prior to award of contract

To note that further work is being carried out on the options for dry recycling. i.e.

- The introduction of a co-mingled recycling service based on the collection of 240

litre wheeled bins on alternate weeks (with the residual waste service) <ul style="list-style-type: none"> • The retention of a weekly kerbside sorted service based as currently provided • The possible redevelopment of the council's civic amenity site at Space Way to improve service provision and allow the council to handle collected recycled materials for onward processing • The options for the sale/processing of collected recyclable; • To agree the financial implications set out in the report with final costings being reported to Cabinet in December

If the recommendations are adopted, how will residents benefit?	
Benefits to residents and reasons why they will benefit, link to Values	Dates by which they can expect to notice a difference
Innovating – learning from experience	<p>We have looked at the best performance levels in London and in neighbouring authorities and believe that these changes will simplify the recycling collection service which will encourage occasional and non-recyclers to participate in the council's recycling schemes.</p> <p>Our new system would replicate what most other local authorities are doing in West London and will help to standardise collection systems across the area. We anticipate that the changes will be rolled out next year, beginning July 2016 and be completed in October just before the change from private contractor to in-house service.</p> <p>We also plan to transform the management system for the service so that we can be confident that performance statistics are reliable and transparent, and residents can receive accurate up to the minute information if they have problems with their collections.</p>
Spending wisely – every penny counts	<p>Landfill is the most expensive (and least desirable environmentally) method of waste management. To date the introduction of wheeled bins has demonstrated both increased recycling and a reduction in the amount of waste going to landfill.</p> <p>The changes envisaged are expected to increase recycling by 15% by 2018/19 – leading to a reduction of 15,000 tonnes of waste going to landfill each year. This will save £1.35m in landfill costs.</p> <p>The proposed changes to the collection methodology will also reduce costs and contribute to the council's overall spending reduction targets.</p>
Listening and responding	<p>We have undertaken research into residents attitudes and participation in recycling using representative focus groups and believe that the changes will encourage people to participate in these schemes.</p>

2. Report Summary

The report proposes the following service changes

- The introduction of a fortnightly collection frequency for residual waste
- The introduction of a charge for the collection of garden waste from April 2016 based on the collection of 240 litre wheeled bins on alternate weeks (with the residual waste service)
- To approve the policies at Appendix A and B
- To bring the service back under local authority control upon the termination of the current contract (which ends on Oct 31 2016).

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To note that further work is being carried out on the options for dry recycling. i.e.

- The introduction of a co-mingled recycling service based on the collection of 240 litre wheeled bins on alternate weeks (with the residual waste service)
- The retention of a weekly kerbside sorted service based as currently provided
- The possible redevelopment of the council's civic amenity site at Space Waye to improve service provision and allow the council to handle collected recycled materials for onward processing
- The options for the sale/processing of collected recyclable;

The report also seeks authority to vary the current contract with SITA to accommodate the changes in service up to the end of the current contract

The report also addresses a budget shortfall in the WLWA budget of £626k, which needs to be corrected.

The financial implications are also set out in the report. Some of these are estimated budget figures at present and require some additional work. Final costings to be reported to December Cabinet

3. Reason for Decision and Options Considered

3.1 Background

The Council's recycling performance has stagnated in recent years with a typical recycling rate in the 34 to 36% range. This is the worst recycling rate in West London

and compares to performance levels of around 50% in good performing London Boroughs.

The Council has agreed a target to recycle 50% of municipal waste by 2020 as part of the West London Waste Authority's joint Municipal Waste Strategy. We are also required to achieve 50% recycling by 2020 under the Mayor for London's Municipal Waste Strategy.

The reliance on expensive landfill as a disposal route for un-recycled waste means that the Council is paying significant costs for its waste management services. Currently the council collects approx. 100,000 tonnes of waste a year of which 65,000 is sent to landfill. If we could achieve 50% recycling, these costs would reduce by £1.35m a year

The Council has to reduce its expenditure to meet the reduced financial support from central government. All services are being asked to reduce costs by 35% (except for Children's Services where the reduction is 25%). For the waste and recycling service this means that we need to reduce overall costs by £2.1m

The current waste and recycling service has been provided by SITA plc for nearly seven years and has been extended by one year to end on 31st October 2016. A significant proportion of their workforce are employed on the minimum wage. The Council's policy is to require all directly and contracted staff be paid the London Living Wage as a minimum. This would increase the cost base of the service by £0.4m

A Single Member Decision was made on 5 August 2015 to approve the extension of wheeled bins for the collection of residual waste to the remaining areas of low-rise homes in the borough, to be implemented in October/November this year

3.2 Review of the Waste and Recycling Service and Options Considered.

A review of the council's waste and recycling service has been undertaken by Officers and a Members Working Panel which started meeting in March 2015. The options set out below summarise the conclusions of the Working Panel.

3.2.1 Options considered and recommended

Option	Comments
Confirm a recycling target of 50% by 2019	<p>Achieving 50% recycling would put Hounslow among the leaders in recycling in London.</p> <p>Given the local geography and housing mix it is considered that a higher recycling target is unrealistic.</p> <p>In line with the Mayor for London's Climate Change Strategy the council will look to improve the carbon performance of its waste and recycling management system. The major improvement to this will occur as the West London Waste Authority moves from a reliance on landfill to incineration with energy</p>

	recovery over the next few years.
<p>Maintain a weekly service for the collection of food waste</p>	<p>The weekly collection of food waste is already provided to all low-rise homes and this will continue.</p> <p>As part of this programme we will undertake an intensive programme next summer to increase participation from the current low levels of 45%.</p> <p>The council will seek to extend this service to flats over the next few years</p>
<p>Reduce the frequency of collection for residual waste to fortnightly</p> <p>The service will continue to be based on a 140 litre wheeled bin as the standard bin but we will review the criteria for being able to apply for a larger bin</p>	<p>This change effectively restricts the volume of residual waste that residents can dispose of. It therefore encourages people to maximise the amount of waste they recycle.</p> <p>The change will also encourage residents to divert food waste into the food waste bin as this will continue to be collected weekly.</p> <p>Proposed change to be implemented July to October 2016</p> <p>Residual waste from flats will continue to be collected weekly.</p>
<p>Introduce a chargeable service for the collection of garden waste.</p> <p>Service frequency will be fortnightly as at present</p> <p>Service to be based on the use of 240 litre wheeled bin.</p> <p>Proposed annual charge £50.</p>	<p>This is the only domestic waste stream that councils can charge residents for (as it is a non-statutory service).</p> <p>Collections to be once every two weeks (except over the Christmas/New Year period)</p> <p>Wheeled bins to be used to minimise manual handling issues for collectors</p> <p>Residents will be able to have more than one bin if they need the capacity.</p> <p>There will be an option to have two reusable 90 litre sacks instead of a bin if they have access/storage issues. Two is the maximum number of sacks.</p> <p>We have compared charge rates in operation by neighbouring authorities and £50 is at the lower end of the scale of charges. We also propose that people in receipt of Council Tax credit be charged a concession rate of £25. These charges include VAT.</p>

Home composting	During the changeover phase, residents will be able to apply for one home composting bin, which will be delivered free of charge. This will encourage people to compost at home, which is the least environmentally damaging option.
Space Waye	<p>People who do not want to pay will be able to take their garden waste to the council's Civic Amenity Site.</p> <p>Proposed implementation date Monday 4th April 2016</p>
ICT requirements	<p>The current ICT system, which is used to manage the service, is unsuitable to run a modern, highly complex service. It still largely operates on paper based drivers reports, which are collated daily and sent to the call centre – who use the reports when they respond to residents queries. Reporting lines are long and accuracy in terms of performance management is unreliable.</p> <p>The new service will introduce</p> <ul style="list-style-type: none"> • Updated technology that will use UPRN addresses to ensure accurate locations of issues • Drivers will use in-cab data terminals to report problems and issues as they proceed • Data will be reported in real time and be available to the call centre. This will provide the opportunity to engage with residents to modify their use of the system where required. • Genuine missed bins will be identified immediately and call-centre staff will be able to issue instructions direct to crews to pick up the bin before the end of their shift • Vehicle will be GPS tracked to help supervisors locate vehicles • Route optimisation software will ensure that vehicles are used as efficiently as possible • Performance data will be transparent and accurate <p>Proposed implementation date May/June 2016 with delivery of the new refuse collection fleet</p> <p>As part of this process the Council will need</p>

	to develop a complete new database for this service based on the use of the GIS system
Commercial Waste	<p>At present SITA provide the commercial waste services to traders in the borough who ask the council to provide a collection service. With a few exceptions - such as charities and schools – this service is provided directly by SITA and it is not expected to be transferred back to Hounslow at the end of the contract.</p> <p>Developing a commercial waste service is an opportunity for the council to act more commercially. We are looking to work in partnership with LWARB and other local boroughs to establish a joint operation which will undertake the marketing, invoicing and administration for customers – with the local authority being provided with the collection task. This has the potential to provide significant additional income to support the operation of the service.</p> <p>Collections will be based on the provision of both waste and recycling services to ensure that we meet our obligations under the European Waste Framework Directive to recycle 50% of recyclable waste.</p>
Clinical Waste	<p>NHS England are undertaking an exercise to transform clinical waste services and practices in England. This is being rolled out first in London. The current system is confusing and not transparent with patients receiving conflicting advice from different stakeholders. The aim is to ensure that patients get clear and consistent advice from councils, doctors, pharmacists etc and all sectors pay for the waste they should pay for.</p> <p>The change is also necessary to help address rising levels of home medication and care in the community which is increasing the generation of clinical waste in the home. The council will transfer its collection services to a provider via a Framework Agreement. The provider will work to the new standards. It is anticipated that this transfer will take place by Christmas 2015.</p>
Bring the Service back in-house	<p>Consultants were commissioned to look at the options for procurement: -</p> <ul style="list-style-type: none"> • Competitive Tender (no in-house bid)

	<ul style="list-style-type: none"> • Competitive Tender (with an in-house bid) • No competitive Tender – direct award to in-house provider • Options for in-house provider have also been considered with the choice being between a DSO (Direct Services Organisation) and an LAC (Local Authority Company) <p>Members took the view that they wished to bring the service in-house so that councillors have more control over the service being delivered. Competitive tender was therefore discounted.</p> <p>Discussions have continued on whether to provide via a DSO or an LAC. An LAC offers significant cost savings compared to a DSO principally because of the different terms and conditions of employment – particularly in respect of pension provision. An LAC offers a saving of approx. £500k compared to an external supplier as there is no need to make a profit. A DSO would be approx. £200k more expensive than an external supplier. Establishing the right terms and conditions and pension arrangements for the workforce are therefore a critical part of the final decision.</p> <p>Under TUPE regs, staff will initially be transferred from SITA under their existing Terms and Conditions.</p> <p>Proposed implementation date Monday 31st October 2016</p>
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2.2 Options still being investigated/developed

To be reported back to cabinet in December 2016 with fully costed business cases.

<p>Retain a kerbside sort recycling service using boxes/bags</p> <p>Using boxes/bags, collected each week as at present.</p>	<p>Introduce a co-mingled recycling service using wheeled bins</p> <p>The service will be based on a 240 litre wheeled bin which will accept all recyclable materials. This will replace the current assortment of boxes and bags.</p> <p>The bin will be collected on alternate</p>
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<p>Source separated is the current service so there is less risk as the amount of change is minimised</p> <ul style="list-style-type: none"> • Residents will be asked to pre-sort materials and collectors would complete the process • Collectors would still have manual handling risks and there would be an increase in productivity with new vehicles • The speed of collection vehicles would reduce as the vehicles would collect all recyclable materials and kitchen waste. • The overall number of vehicles collecting recyclables and kitchen waste would reduce compared to current service <p>Kerbside –sort appears to be being phased out in West London, but retaining it could future-proof the service if EU legislation reinforces the circular economy philosophy.</p> <p>The council has commissioned reports from consultants on the environmental impact of this change. The reports looked at the TEEP (Technically Environmentally and Economically Practicable) implications, as required under the EU Waste Directive, and the carbon impacts of the proposed changes - using the Mayor for London's Carbon Calculator. These show that co-mingled collections have marginally less benefit compared to kerbside sorted. However the major improvement in performance comes from the move away from landfill.</p> <p>Kerbside-sort is definitely TEEP compliant. There is no risk of any legal challenge</p> <p>Recycling from flats would need to be reviewed to determine whether the existing service is satisfactory or whether it should change to co-mingled.</p>	<p>weeks (to the residual waste bin) which helps to minimise collection costs</p> <p>The move to co-mingled collections will simplify the collection process for residents and collectors: -</p> <ul style="list-style-type: none"> • Residents will be able to put all recyclable materials into the same bin and these will be subsequently sorted at a Materials Recycling Facility (MRF) • Collectors will no longer need to sort materials by hand, which will reduce manual handling risks and increase the speed of collection. • The speed of collection vehicles along roads will improve resulting in reduced emissions and less local traffic congestion. • The number of collection vehicles will be substantially reduced compared to the current system <p>This will bring the council's collection methodology into line with most boroughs in the West of London.</p> <p>The council has commissioned reports from consultants on the environmental impact of this change. The reports looked at the TEEP (Technically Environmentally and Economically Practicable) implications, as required under the EU Waste Directive, and the carbon impacts of the proposed changes - using the Mayor for London's Carbon Calculator. These show that co-mingled collections have marginally less benefit compared to kerbside sorted. However the major improvement in performance comes from the move away from landfill.</p> <p>Co-mingled is marginally less compliant and there is a risk that the Council could be challenged</p> <p>Recycling from flats would need to be reviewed to determine whether the existing service is satisfactory or whether it should change to co-mingled.</p>
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<p>This will remain a weekly service for the time being.</p>	<p>This will remain a weekly service for the time being.</p>
<p>Redevelopment of Space Waye civic amenity site</p> <p>If kerbside-sort redevelopment of Space Waye may no longer be required.</p> <p>We would need a bulking site for the material streams but this could be provided on an interim basis at the existing SITA site – if we can take over the lease.</p> <p>If WIM were redeveloped we would be able to re-locate Space Waye at WIM and build in the new high-level access.</p> <p>If WIM not progressed we should consider installation of high level access on Space Waye. Cost likely to be lower than current proposal (which includes provision of transfer site for co-mingled materials</p>	<p>Redevelopment of Space Waye civic amenity site</p> <p>The move to co-mingled collections means that the council needs a waste transfer facility where the collected co-mingled recycling can be deposited and then transferred to large haulage vehicles that will take the waste to a Materials Recycling Facility (MRF).</p> <p>To accommodate this, the Space Waye civic amenity site will be redeveloped to provide the transfer bay.</p> <p>The existing civic amenity site provision will be revamped as part of this process to provide a separate high level area for use by the public. This will improve the Health and Safety at the site and improve public accessibility as users will no longer need to climb stairs to deposit their waste</p> <p>The site will be redeveloped over the summer of 2016. This will require the existing site to be closed for a period of time. We will make alternative arrangements for civic amenity site provision over this period.</p> <p>Estimated construction costs are £1.658m. However detailed design has yet to be undertaken. Consultants have identified potential £800k cost if the existing reinforced concrete ground slabs have to be replaced.</p> <p>Proposed start of construction - June 2016. Completion by 28 October 2016 at the latest</p>
<p>Material Sales</p> <p>If kerbside-sort council will need to procure four material sale contracts rather than a single MRF contract.</p>	<p>Materials Recycling Facility (MRF)</p> <p>The change to co-mingled collections will mean that the council will need to enter into a contract for the processing of the collected recyclables into separate waste streams, which can then be sold as secondary materials.</p>

<p>Unlikely to be able to procure jointly.</p> <p>KS materials would be higher quality and attract higher value from sales</p>	<p>Hounslow has the same requirement as Ealing, which is introducing the same service changes next spring and Harrow, which already operates a co-mingled service. It is proposed that we procure a joint call-off framework rather than procure the same service individually. Preliminary discussions have already taken place.</p> <p>To comply with TEEP regulations we will need to ensure that the output from the MRF can be used as high quality recyclate. This is particularly relevant for the glass fraction where we will look to obtain high percentage of glass being used as re-melt (into new bottles) rather than into aggregate/sand.</p>
<p>Collection Vehicles</p> <p>Bringing the service in-house means that the council will have to procure a new waste and recycling fleet.</p> <p>Vehicle delivery could be phased in before the end of the contract. SITA would operate the new fleet for the remainder of the contract which will help to address the current issues with the fleet (reliability and maintenance costs)</p> <p>At the end of the SITA contract the vehicles and all costs associated with them will be paid to the in-house provider – who will recover the costs via the new contractual arrangements.</p> <p>Further work required on vehicle requirements costs etc.</p>	<p>Collection Vehicles</p> <p>Bringing the service in-house means that the council will have to procure a new waste and recycling fleet.</p> <p>Vehicle delivery could be phased in before the end of the contract. SITA would operate the new fleet for the remainder of the contract which will help to address the current issues with the fleet (reliability and maintenance costs)</p> <p>At the end of the SITA contract the vehicles and all costs associated with them will be paid to the in-house provider – who will recover the costs via the new contractual arrangements.</p>
<p>Bridge Road Depot</p> <p>At present the waste fleet is based at Bridge Road depot and the recycling fleet is based at a SITA site in Hanworth.</p> <p>Maintenance of the fleet is carried out by Hounslow Fleet (based at Bridge Road depot). This arrangement will continue.</p> <p>Kerbside sorted collections require a significantly larger fleet than co-mingled and this is potentially a major obstacle in</p>	<p>Bridge Road Depot</p> <p>At present the waste fleet is based at Bridge Road depot and the recycling fleet is based at a SITA site in Hanworth.</p> <p>Maintenance of the fleet is carried out by Hounslow Fleet (based at Bridge Road depot). This arrangement will continue.</p> <p>Under these proposals both the waste and the recycling fleets will be located at Bridge Road. This requires some works</p>

<p>a decision to retain kerbside as the council lacks the depot space for a very large waste and recycling fleet.</p> <p>Further work is needed to identify a larger depot to accommodate the larger fleet.</p>	<p>at Bridge Road to accommodate the additional vehicles.</p> <p>Proposed start of construction date 1st April 2016. Completion by 28 October 2016 at the latest</p> <p>This is reported separately.</p>
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3.3 Policies

Appendix A sets out the wheeled bin policy statement for residents
Appendix B sets out the garden waste policy statement for residents

3.4 Consultation

Whilst the Council does not have a general duty to consult service users on all service proposals, it does have a duty to consult in three circumstances: -

- Where it has a statutory duty to do so.
- Where service users have a legitimate expectation that they will be consulted
- Where exceptional circumstances exist so as to make consultation fair and appropriate – such as past practice, a policy, or a promise

Where consultation occurs it must be at the formative stage, the consultation must give adequate information to allow for an intelligent response, and sufficient time must be given for a response.

In these circumstances: -

- There is no requirement to consult under the Environmental Protection Act.
- The proposed change is not a service reduction but a change in approach to achieve improved environmental, customer service and value for money outcomes
- There has been no previous policy commitment to continue with the current method of collection. The change is also necessary to meet our obligation to achieve 505 recycling by 2010.

In these circumstances it has not been necessary to consult as the proposed way forward is the only method, where evidence exists, that the required improvement in performance will be achieved at the end of the contract with SITA.

4. Key Implications

4.1 Bringing the service back under local authority control and introducing these service changes mean that 2016 will be a year of major change. There are several major projects contained within this programme. The following would be for a co-mingled recycling service:

- Redevelopment of Space Way civic amenity site
- Procurement of new and temporary vehicles to operate the service
- Procurement of new ICT to manage the service
- Remodelling of Bridge Road depot to house the vehicles
- Transfer of staff from SITA
- Establishment of an in-house organisation or a Local Authority Company

- Phased introduction of the service changes
 - The introduction of a fortnightly collection frequency for residual waste
 - The introduction of a charge for the collection of garden waste based on the collection of 240 litre wheeled bins on alternate weeks (with the residual waste service)

A similar project plan would be required for kerbside sort – and this will be developed over the next few months

The delivery of this project will be overseen by a Project Management board.

Appendix C sets out the Risk Assessment for the Project Delivery Programme. This will need further development to incorporate kerbside-sort collection risks.

In addition to these changes the existing service needs to be maintained using a vehicle fleet which is elderly and unreliable. As part of the delivery programme we have discussed the overall programme with SITA and aim to introduce many of the changes by the end of the SITA contract. The early delivery of the new vehicle fleet and the ICT contract management system will mean that residents should see service reliability and delivery improvements before November 2016.

To accompany this period of change the council will develop and deliver a comprehensive communications plan to keep residents informed and to ensure that they know what to expect and how to use the new services.

4.2 Development of Further Options

Further work is required on the kerbside sort option and all the ramifications that entails on vehicle fleet size, depot requirements etc.

A full report will be submitted in December setting out the full costs and benefits of the two options.

5. Financial Details

Note. The following costings would be for a co-mingled dry recycling service. Final figures for this option and the kerbside sort option will be reported in December.

a) Financial Impact On The Budget (Mandatory)

	Year1 (2015/16)	Year2 (2016/17)	Year3 (2017/18)	Year 4 (2018/19)
	£000	£000	£000	£000
Capital	1259	8871	364	184
WB roll out	600	0	0	0
Additional Capital	659	8871	364	184

	Year1 (2015/16)	Year2 (2016/17)	Year3 (2017/18)	Year 4 (2018/19)
	£000	£000	£000	£000

Revenue	1372	1494	-1605	-434
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The above revenue costs include: -

- £250k previously agreed for the implementation of the wheeled bin extension
- £500k previously agreed savings for reduction in landfill costs
- £532k income from chargeable garden waste scheme

as these are all now effectively merged into the wider programme changes

b) Financial Background (optional)

Over a ten year period the total capital investment of the project is £10.7m – leading to total revenue costs of £15.5m.

Approx. £5m of this revenue cost is associated with the purchase of the vehicles. This will be recharged to the in-house operation and be recovered from the service costs

The cost of redeveloping Space Way civic amenity site is estimated to be in the region of £2.8m. Note that this includes the potential additional cost of £800k if the existing reinforced concrete slabs have to be replaced. This is a long overdue investment in the site which will lead to a substantial improvement in the experience of people using the site. If this work were not to be undertaken the existing maintenance budget would be wholly inadequate to maintain the existing site.

The above figures also include an increase of £626k pa in the base budget payable to WLWA. The projected increase in the WLWA charge was not reflected, in the Hounslow base budget, when WLWA published its budget. This correction has to be implemented to enable the service to move forward on a realistic budget.

Note that the WLWA budget will need to be adjusted each year to take into account: -

- Changes in the level of WLWA charges,
- Changes in the amount of waste being produced, The amount of waste has been declining over the last five to ten years but the seems to have reversed over the last year or two so
- Increases in the population of the Borough
- Changes in the way the Borough handles the waste it collects.

WLWA sets its budget in January each year and includes a prediction of the charges to be made on each Borough. These predictions need to be reflected when the council sets it budget in February/March.

The Council also needs to agree the procedure for taking into account the predicted reductions in waste being delivered to WLWA to ensure that there is no element of double counting. I.e. the tonnage reductions should be included in the WLWA predictions rather than be taken off after they have been issued by WLWA.

c) Comments of the Assistant Director Strategic Finance

Financial modelling of the current and future plans for the Waste and Recycling service require additional revenue and capital funding above existing approved budgets and the recently approved Wheeled Bin phase 3 funding.

The table in section 5a above shows that to manage the service an additional £1.37m revenue budget will be required for the current year, a further £1.49m is

required next year. From 2017/18 savings will be made against the additional budget provided. The table below shows the cumulative effect over the next 5 years to 2019/20 is an additional pressure on the Council's budget amounting to £7.08m. A proportion of these costs will be required regardless of the delivery mechanism for the new contract.

	2015/16	2016/17	2017/18	2018/19	2019/20	5 years Total
	£m	£m	£m	£m	£m	£m
Cumulative Total	1.37	2.87	1.26	0.83	0.75	7.08

These figures are based on the assumption that the service will be managed by a Local Authority Company, if the decision is taken to manage the service in-house the costs will increase due to additional pension costs.

The additional capital investment to replace vehicles and modernise the operational sites amounts to £10m over the next 4 years. The revenue cost of borrowing is included in the projections above at £1.5m a year.

This proposal for future service delivery will increase current cost and therefore require savings in other areas.

6. Legal

The Council has a legal duty to collect and dispose of any municipal and household waste. From January 2015, recyclables such as paper, metals, plastic and glass have to be collected separately. However where it is technically, environmentally and economically not practicable to separate out such items a co-mingled recycling collection can be operated.

The Council as a waste collection authority under the Environmental Protection Act 1990 is able to specify the receptacles in which householders should present their waste. This includes the nature, number and size of receptacles.

The collection of garden waste is a non-statutory function for which a charge for collection may be made under the Controlled Waste Regulations 2012. Encouraging greater use of the collection of garden waste will assist the Council in reducing the amount of biodegradable waste sent to landfill and the imposition of a fine if the total level is exceeded.

The Best Value regime requires local authorities to "conduct best value reviews of its functions" (Local Government Act 1999) which will question whether that function should continue, at what level and how it should be provided, what its objectives should be, how well it is performing and to consult on these. Although the proposal in the report to bring the waste collection service back under local authority control from the end of the contract with SITA on 31 October 2016 should lead to greater efficiency and improved service delivery, this does not arise in the context of a best value review and therefore the obligation to consult is not engaged.

Any transfer of staff would be undertaken in line with the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) and which includes an obligation to inform/consult appropriate employee representatives. There is no specific time-scale within TUPE for this other than that the provision of information must be long enough before the transfer to enable consultation with the employee representatives to take place.

Any staff who transfer will be enrolled within the Local Government Pension Scheme ('LGPS').

The procurement exercise will need to comply with the Council's Contract Procedure Rules as well as UK and EU legal requirements. Any procurement governed by the Public Contract Regulations 2015, requires a minimum standstill period between the point when the contract award decision is notified to bidders and signing the contract. Those responsible for conducting this process will need to ensure that the Council obtains the service it requires from the bidder who submits the most economically advantageous tender and which balances technical and quality requirements against commercial elements to meet the stated intention of delivering a service that offers best value for money.

Any amendments to the existing contract with SITA would need to be carried out in compliance with the terms of that contract.

It is confirmed that the delegations set out in the recommendations may be effected under the provisions within section 9E of the Local Government Act 2000 as amended.

7. Value For Money

As set out above.

8. Sustainability Impact Appraisal

Provision of the temporary fleet will support the extension of the wheeled bin scheme in October/November 2015. Extension of this project will improve the council's environmental performance by increasing recycling and reducing the amount of waste being sent to landfill. This will produce a substantial financial saving.

Early replacement of the collection fleet will improve the emissions performance of the fleet as it will replace vehicles which are at least ten years old. The new fleet will be capable of operating with B20 biodiesel fuel (i.e. 20% biodiesel). We are also looking to specify electric bin lifts for the fleet which will further reduce emissions and improve fuel efficiency

Extension of this project will improve the council's environmental performance by increasing recycling and reducing the amount of waste being sent to landfill. This will produce a substantial financial saving.

The changes to the waste management service (including the move away from landfill by the West London Waste Authority) will mean that the carbon impact of the service will improve substantially over the next two to three years

9. Risk Management

See Appendix C (and comments in para 4.1)

10. Links to Council Priorities

A clean green borough

11. Equalities, Human Rights and Community Cohesion

11.1 Equalities have been considered under s149 of the Equality Act 2010. Should the scheme result in someone with a protected characteristic being disadvantaged alternative arrangements can be requested such as the assisted collection or a special assisted collection (e.g. collection of a black sack from an agreed collection point). Larger wheeled bins will be provided for households with additional needs.

12. Staffing/Workforce and Accommodation implications:

As set out in paragraph 6.

13. Property and Assets

None

14. Any Other Implications

n/a

15. Consultation

As set out in paragraph 3.4.

Post roll-out consultation with residents has been carried out for the wheeled bin service.

Staff consultation is as set out in paragraph 6.

16. Timetable for Implementation

If approved the service will start to be rolled out in March/April 2016. See detailed project plan

17. Appendices

Appendix A Wheeled Bin Policy

Appendix B Garden Waste Policy

Appendix C Risk Management Assessment - Waste and Recycling Service Project

18. Background Information

Consultant reports (Eunomia):

Phase 2 Efficiency Review

15 Jan 2015

Commissioning Options Review

15 May 2015

Carbon Calculator & TEEP Assessment of Kerbside Collection Options

18 May 2015

Members Working Group on waste:

Waste Management Contracts in London.

West London boroughs waste Management systems

Working Group Briefing/Discussion Tracker

Eunomia Report – Commissioning Options review

Eunomia Report – TEEP assessment and Carbon Calculator

REPORT ENDS



**London Borough
of Hounslow**

Residual Waste Bin Collection Policy

From Low-rise properties

This policy applies to low-rise properties in the London Borough of Hounslow who receive a residual waste collection service using a wheeled bin.

1. Size and Type of Bin

1.1 A black 140 litre wheeled bin is provided to each eligible property. The bin will be;

- branded with the London Borough of Hounslow crest
- provided with a white space on the bin (for door number)
- printed with no food waste on the lid
- meet BS EN 840 European Standards

A 140 litre bin is large enough for 2 to 3 black sacks of rubbish, which is large enough for a family of 5 who are using all the recycling services available to them.

1.2 Residents have the option of requesting a larger 240 litre wheeled bin if they meet the following criteria:

- They are recycling all food, garden and recyclable waste, AND
- Are a larger family / household of six people or more,
- Are a family / household of four people or more, with a child under two years of age, or
- Have a medical condition that increases the amount of non-recyclable waste that is produced

The above includes Houses of Multiple Occupation (HMOs)

1.2.1 A record will be held of all 240 litre bins delivered and larger bins will only be emptied from the properties where they have been provided.

1.2.2 The Council will only collect from a Council branded bin and only 1 wheeled bin will be collected from each property.

In exceptional circumstances residents may apply for an additional bin. This will be supplied subject to a one-off charge.

You may arrange to share a bin with a neighbour.

1.2.3 An intense period of monitoring will commence after the delivery to identify any properties, and appropriate support given to recycle or use the bins properly.

1.2.4 Small blocks of flats will be assessed on a case by case basis and given an option to share bins where appropriate or use larger bulk bins.

- 1.3 Residents cannot opt out of the residual waste wheeled bin service unless they are listed as exempt or assisted collection. Eligible properties which do not use a wheeled bin will not have their residual waste collected.

2. Exempt Properties

- 2.1 A property will be exempt from using a wheeled bin, if they have;
- No front garden
 - No access to a rear garden
 - Difficult access (i.e. steps up or down)
 - No outdoor storage space
- 2.2 An exempt property will continue to use black sacks. Drivers will be provided with a list of exempt properties.

3. Assisted Collections

- 3.1 Residents currently receiving an assisted collection for their waste and recycling will be automatically transferred onto the list for the wheeled bin.
- 3.2 Residents who are unable to cope with a wheeled bin may apply for an assisted collection. Assistance may include: -
- Collect and return the bin to an agreed location
 - Collect a sack from an agreed location
 - Etc.
- 3.3 Residents granted an assisted collection will be identified on drivers' collection schedules. Lists will be reviewed annually to ensure that people still qualify.

4 Collection Position

- 4.1 Wheeled bins or bags should be placed at the front edge of the property on collection day, but not on the pavement.

5 Time of Collection

- 5.1 Bins/bags should be put out by 7am on the scheduled collection day.
- 5.2 The Council will not return to empty bins that are presented for collection after the vehicle has visited the road.

6 No Excess Waste

- 6.1 The Council will not collect waste that is not placed inside the wheeled bin

7. Closed Lid

- 7.1 The lid of the bin must be closed when presented for collection. A lid that is open will not be accepted for Health and Safety reasons.

8 Nappies/pet waste

- 8.1 Nappies and pet waste (cat and dog poo) should be securely tied in plastic bags before being put in the bin

9 Heavy Bins

- 9.1 Wheeled bins that are considered (by the collectors) to be too heavy to be lifted safely by the collection vehicle will not be emptied.

10. Contamination

- 10.1 Only residual household waste will be collected. Any other type of waste (food waste, garden waste or recyclable waste) will not be collected

11. Rubble, DIY and building waste

- 11.1 The residual waste bin is only provided for household waste. This does not include Rubble, DIY or building waste. If these are put in the bin it will not be collected
- 11.2 Rubble, DIY or building waste may be disposed of using the chargeable Bulky Waste collection service or by taking to them to Space Waye, Reuse and Recycling Centre (a charge will apply). For further details visit www.hounslow.gov.uk/recycling, or call 020 8583 5555.

12 Bulky Waste

- 12.1 Bulky waste, like fridges and freezers, furniture or large toys will not be collected in the residual waste wheeled bin.
- 12.2 Bulky items may be disposed of using the chargeable Bulky Waste collection service or by taking to them to Space Waye, Reuse and Recycling Centre. For further details visit www.hounslow.gov.uk/recycling, or call 020 8583 5555.

13. Replacement Bins (lost or stolen)

- 13.1 Missing or stolen bins will be charged at full cost plus delivery.

14. Broken or damaged bins

- 14.1 Bins damaged or bins falling into the back of the vehicle during the collection process will be replaced free of charge.

15. Collection Information

- 15.1 Collection crews will be provided with information on assisted collections and exempt collections.
- 15.2 Crews will complete daily reports on missed collections, bin not out, excess waste, heavy bin, wrong type of waste (garden/ building), damaged bins and bins in the back of the vehicle.
- 15.3 Bin hangers, tags or stickers will be used by the crew to notify residents of the above.

16. Reporting Problems

16.1 Residents can report a problem with their collection by: -

- web form: www.hounslow.gov.uk
- email: recycling@hounslow.gov.uk or
- phone: 020 8583 5555

A report of a missed collection will not be accepted until after 5pm on the day of collection – once drivers' reports have been checked. This is to avoid sending vehicles back unnecessarily or taking reports when crews may still be working.

16.2 Genuine missed collections will be rectified by the end of the next working day

16.3 Crews will not return for missed collections that are not genuine. Residents will be expected to dispose of this waste using the chargeable Bulky Waste collection service or by taking it to Space Waye, Reuse and Recycling Centre. For further details visit www.hounslow.gov.uk/recycling, or call 020 8583 5555. Alternatively it can be left to be collected on the next scheduled day – but note that no excess waste will be collected.



Chargeable Garden Waste Collection Policy

From Low-rise properties

This policy applies to low-rise properties in the London Borough of Hounslow who have subscribed to the Chargeable Garden Waste Collection Service.

1. Service Provision

- 1.1 The garden waste collection service provides residents of the London Borough of Hounslow with a service for the collection of biodegradable garden waste.

1.1.1 This includes grass cuttings, leaves, hedge clippings, flowers and weeds, vegetarian animal bedding, twigs and small branches and fallen fruit from your garden.

1.1.2 It does not include plastic bags, soil, compost, sand, rubble, garden furniture, fencing, pet waste (cat and dog poo) or general household waste.

- 1.2 The service year will run from 1st April until 31st March of each year.

1.2.1 There will be no service during the Christmas/New Year period

1.2.2 Collection will be made once a fortnight on the same day as your residual waste service.

2. Service Pricing

- 2.1 The collection of biodegradable garden waste is a non-statutory service, for which a local authority may make a charge to residents.

- 2.2 Payment is by annual subscription – payable in Feb or March for the following year. There is no discount for late payment,

- 2.3 Residents must register for the service on the Council website.
www.hounslow.gov.uk/recycling???

Alternatively you can register by phone 020 8583 5555. Payment can be by Direct Debit or by credit or debit card.

If you are in receipt of council tax benefit there is a concessionary price

- 2.4 Residents must sign up before the last week of March, to ensure a collection is made from the 1st April of each collection year.

2.4.1 If residents do not sign up/ opt into the service, they will not receive a collection of garden waste.

- 2.4.2 Residents may still take garden waste, free of charge, to Space Way, Reuse and Recycling Centre, North Feltham Trading Estate, Pier Road, Feltham, TW14 0TH.
- 2.4.3 Alternatively residents can compost their garden waste at home, using a home composter [details of WRAP scheme].
- 2.5 Residents may opt into the service at any time during that collection year. There is no discount if you register between April and September. If you sign up after 1st October a 40% discount applies
- 2.6 The service can be cancelled at any time, No refund will be made
- 2.7 Bins and bags remain the property of the council. If a subscription is discontinued the bin will be collected by the council.

3. Size and Type of Container

- 3.1 A 240 litre wheeled bin will be provided to each property that subscribes. The bin will be;
- Brown in colour
 - branded with the London Borough of Hounslow crest
 - provided with a white space on the bin (for door number)
 - printed with 'Garden waste only', on the front
 - printed with 'No food waste, no household waste' on the lid
 - meet BS EN 840 European Standards
- 3.1.1 Your property must be suitable to use the wheeled bin.
- 3.1.2 You may have more than one bin as each bin will be charged for separately.
- 3.1.3 You may arrange to share a bin with a neighbour however, the bin must be placed out for collection, outside of the property that has registered for the service.
- 3.2 If your property is not suitable for a 240 litre bin, there is an option to use 90 litre brown reusable bags.
- 3.2.1 Each bag will be;
- branded with the London Borough of Hounslow crest
 - colour-coded/marked with the charging year
 - provided with a space to mark your door number
 - printed with 'Garden waste only', on the front
 - printed with 'No food waste, no household waste' on the back
- 3.2.2 The maximum number of sacks per household is two.
- 3.2.3 New colour-coded/marked bags will be issued each year.

- 3.3 The Council will only collect from a branded garden waste bin or colour-coded/marked bag.

- 3.4 A record will be held of all residents who have subscribed and only bins and bags from these properties will be emptied.

4 Collection Position

- 4.1 Wheeled bins or bags should be placed at the front edge of the property on collection day, but not on the pavement.

5 Time of Collection

- 5.1 Bins/bags should be put out by 7am on the scheduled collection day.
- 5.2 The Council will not return to empty bins/bags that are presented for collection after the vehicle has visited the road.

6 No Excess Waste

- 6.1 The Council will not collect extra waste placed beside the wheeled bin or bags

7. Closed Lid

- 7.1 The lid of the bin must be closed when presented for collection. A lid that is open will not be accepted for Health and Safety reasons, and the risk of garden waste falling onto the pavement during collection.

8 Heavy Bins

- 8.1 Wheeled bins that are considered (by the collectors) to be too heavy to be lifted safely by the collection vehicle will not be emptied.

9. Contamination

- 9.1 Only compostable garden waste will be collected. Bins/bags containing any other type of waste will not be collected

10. Assisted Collections

- 10.1 Residents who are unable to cope with a wheeled bin may apply for an assisted collection.
- 10.2 Residents granted as assisted collection will be identified on drivers' collection schedules. Lists will be reviewed annually to ensure that people still qualify.

11. Replacement Bins (lost or stolen)

- 11.1 Missing or stolen bins/bags will be charged at full cost plus delivery.

12. Broken or damaged bins

- 12.1 Bins damaged or bins falling into the back of the vehicle during the collection process will be replaced free of charge.

13. Collection Crew Information

- 13.1 Collection Crews will be provided with information on assisted collections.
- 13.2 Crews will complete daily reports on missed collections, bin not out, excess waste, heavy bin, wrong type of waste, damaged bins and bins in the back of the vehicle. These will be used by the council when responding to issues raised by residents
- 13.3 Bin hangers, tags or stickers will be used by the crew to notify residents of any problems/reasons why the waste has not been collected.

14. Reporting Problems

- 14.1 Residents can report a problem with their collection by: -

- web form: www.hounslow.gov.uk
- email: recycling@hounslow.gov.uk or
- phone: 020 8583 5555

A report of a missed collection will not be accepted until after 5pm on the day of collection – once drivers' reports have been checked. This is to avoid sending vehicles back unnecessarily or taking reports when crews may still be working.

- 14.2 Genuine missed collections will be rectified by the end of the next working day
- 14.3 Crews will not return for missed collections that are not genuine. Residents will be expected to dispose of this waste using the chargeable Bulky Waste collection service or by taking it to Space Waye, Reuse and Recycling Centre. For further details visit www.hounslow.gov.uk/recycling, or call 020 8583 5555. Alternatively it can be left to be collected on the next scheduled day – but note that no excess waste will be collected.

