

| | |
|---|---|
|  | <p>London Borough of Hammersmith & Fulham</p> <p>COMMUNITY SAFETY, ENVIRONMENT & RESIDENTS SERVICES POLICY & ACCOUNTABILITY COMMITTEE</p> <p>21 September 2015</p> |
| <p>FUTURE WASTE AND STREET CLEANSING SERVICES – INVOLVING THE CITIZEN</p> | |
| <p>Report of the Director for Cleaner, Greener and Cultural Services</p> | |
| <p>Open Report</p> | |
| <p>Classification: For PAC Review & Comment</p> <p>Key Decision: No</p> | |
| <p>Wards Affected: All</p> | |
| <p>Accountable Director: (Sue Harris, Director for Cleaner, Greener & Cultural Services, Environment, Leisure, and Residents' Services)</p> | |
| <p>Report Author: Kathy May Bi-borough Head of Waste and Street Enforcement</p> <p>Lesley Gates Contract Monitoring and Enforcement Area Manager</p> | <p>Contact Details: Tel: 020 7341 5616 E-mail: kathy.may@rbkc.gov.uk</p> |

1. EXECUTIVE SUMMARY

1.1 The Council is currently facing a number of street scene and waste challenges. These include:

- Reduced levels of recycling
- Increased levels of rubbish dumping

This is in common with many other Local Authorities, and it is proving difficult to reverse these trends. This report considers how to engage the community in a sustained way to help the Council maintain high quality street scene and waste services during forthcoming years of financial constraint.

1.2 The Council is planning a consultation process on Citizen Space and with focus groups, and has prepared detailed questions (available at **APPENDIX 1**). The services to be consulted upon include:

- Kerbside refuse and recycling collection
- Litter collection
- Recycling sack delivery
- Clear all service
- Dealing with rubbish dumping

- 1.3 Key questions that the PAC meeting may wish to explore include:
- How can residents help us to reduce waste dumping and therefore reduce costs?
 - How can residents help us to increase levels of recycling?
 - What priorities do residents have in this service area? Rubbish collections, recycling services or cleansing services?

More specifically,

- Given that the Council, in common with authorities across the country, needs to make significant financial savings over the next few years, how would you rank the following changes to services in order of preference?:
 - Streets swept once a week
 - Annual recycling sack delivery
 - Once a week refuse and recycling collection
 - Flytips removed within 1 week
- What do you think is the biggest problem in your area?
 - Dog fouling
 - Bulky waste dumping (bulky items of household waste such as furniture)
 - Rubbish dumping (black sacks or carrier bags of waste)
 - Litter (such as from takeaways or pedestrian litter)
 - Commercial waste
 - Other (please state)
- Is there anything that you feel we can do to make recycling easier?
- Officers rarely find sufficient evidence in dumped rubbish to be able to prosecute offenders; what else do you think the community could do to help prevent rubbish dumping?

2. RECOMMENDATIONS

- (i) Consultation is undertaken through Citizen Space on the proposed changes to waste and street cleansing services, using as a basis the questions attached at Appendix 1.
- (ii) These questions are further shaped following discussion with residents and Community representatives present at the PAC meeting.
- (iii) Focus Groups are arranged to further engage with the community, and to gather more detailed feedback through discussion.
- (iv) Enlist citizen's help to achieve the following aims:
 - a. Reduce dumped rubbish
 - b. Reduce littering
 - c. Increase clean and dry recycling
- (v) Pursue a 'Street Scene and Waste Challenge', exploring different methods described in the body of this report, to engage with residents and businesses to achieve the above aims.

3. BACKGROUND

3.1 The Council has requested that the Council's current waste provider, Serco, put forward suggestions for savings from the current contract to help the council deliver significant financial savings over the next three years, whilst delivering quality services. Serco has responded positively and posed some initial questions;

- How often should we sweep the streets?
- How often should we empty the bins?
- Should we continue to deliver recycling services in the same way?
- Should we invest to save?

The Council wishes to consult with residents on these issues and to discuss their views on service delivery and outcomes.

3.2 It is evident that with the financial reductions that are due over the next few years, there will be a further challenge to maintain services, let alone achieve sustained improvements, which has been the aim of local government for some time. Local Authorities are increasingly turning to the community to assist with maintaining street scene services and this potential is also explored briefly within this report.

3.3. Hammersmith and Fulham is a densely populated inner London borough, with a mix of dwelling types and tenures, and commercial activity. Further data outlining the borough context and challenges for delivering waste services can be found at **APPENDIX 2**.

4. ISSUES AND PROPOSALS

- 4.1 There are two consultation options for the council to consider.
1. Online survey using Citizen Space
 2. Focus Groups

Table 1 highlights the advantages and disadvantages of each option:

| Consultation Options | Scope of participation | Likely impact on consultation outcomes | Likely financial impact |
|----------------------|--|--|---|
| Citizen Space | <ul style="list-style-type: none"> • Residents can complete in their own time but it is dependent on a willingness to complete • Constrained to residents who can access the | <ul style="list-style-type: none"> • Limited opportunity to discuss a broad range of subjects and explore resident concerns • Least able to draw out service improvements • Quick | Minimal– officer time to upload the survey online and report on findings. |

| Consultation Options | Scope of participation | Likely impact on consultation outcomes | Likely financial impact |
|----------------------|--|--|---|
| | internet | implementation with results seen quickly | |
| Focus Groups | <ul style="list-style-type: none"> • Can provide equality • Can recruit specific resident areas e.g. those who receive second collections only | <ul style="list-style-type: none"> • Ability to discuss a broad range of subjects and explore concerns • Flexibility for direct questions on specific elements of concern • Able to draw out service improvements • Views are limited to participants • Can take time to set up and report findings | Can be expensive due to participation incentive (~£10/hr), officer time and the number of groups. Estimated at £6,000 |

4.2 The consultation will be carried out online through the Citizen Space and focus groups will be commissioned as appropriate. The suggested scope of the consultation is given below:

| Refuse & Recycling: | Street Cleansing: |
|---|---|
| Includes | |
| <ul style="list-style-type: none"> • Household waste and recycling kerbside collections • Second collections • Recycling sack delivery service | <ul style="list-style-type: none"> • Litter collection • Clear all service • Rubbish dumping |
| Excludes: | |
| <ul style="list-style-type: none"> • Commercial waste & recycling • Skip delivery and collection • Bring sites • Bulky waste collection • Disposal | <ul style="list-style-type: none"> • Winter gritting of pavements • Weed spraying |

4.3 The consultation will need to take account of the following desired service outcomes:

- An increase in recycling levels and reduction in residual waste
- Maintaining resident satisfaction in waste and recycling above the London average

- Delivery of a service that provides a clean and safe area in which to live
- A customer focused service delivery model where data intelligence helps develop an effective front-line service
- Deliver service efficiencies to realise savings set out in the Medium Term Financial Strategy.

4.4 Subject to approval, the following key target dates are recommended:

- Consultation questionnaire agreed – 10th October 2015
- Consultation – mid-October to mid November 2015
- Focus Groups – Beginning of November
- Consultation outcome report – end of November 2015

4.5 There is a need to plan future citizen engagement, given the challenging factors described above, to consider what part residents can play in maintaining the street scene and improving recycling, assisting with the solution in the longer term. H&F is already starting to plan for the new waste collection and street cleansing contract due in 2021.

4.6 It is proposed to establish a 'Street Scene and Waste Challenge' to further gauge residents' views about current issues, and the way services are provided. The aims would be to:

- Reduce dumped rubbish
- Reduce littering
- Increase clean and dry recycling

A further aim would be to reduce unpaid-for commercial waste, although it is accepted that the community would not necessarily play a part in this particular initiative.

4.7 The Challenge could include:

- Working with local residents and community groups to gauge views and how they can assist with the solutions
- Working with a local academic establishment to get student involvement in developing solutions
- Lobbying for change for greater powers to tackle our waste and environmental cleanliness challenges
- Researching partnership opportunities, for example through the West London Alliance, or WRWA authorities

5. CONSULTATION

5.1. A large resident database of approximately 50,000 residents will be used to send out an invitation to participate in the online consultation. Hard copies of the consultation can be sent out where requested.

6. LEGAL IMPLICATIONS

6.1. There are no legal implications associated with this report.

7. FINANCIAL AND RESOURCES IMPLICATIONS

- 7.1. Significant savings are required over the next few years and some of these will need to be delivered through changes to street cleansing and the collection and disposal of waste. By better engaging with and exploring the views of citizens and communities, it is expected that these savings can be delivered with a reduced impact on residents and businesses.
- 7.2. The costs for carrying out the options set out in this report vary considerably with the most expensive option being focus groups at approximately £6,000 in total. This can be funded from one off waste disposal underspends in 2015/16.
- 7.3. Implications completed by Kellie Gooch, Head of Finance – ELRS. Telephone 020 8753 2203.

8. IMPLICATIONS FOR BUSINESS

Although there are no changes currently planned for the provision of the core commercial waste service, there are questions around the clear-all service, rubbish dumping, and street cleansing which may impact on business perception and enforcement of commercial waste.

LOCAL GOVERNMENT ACT 2000

LIST OF BACKGROUND PAPERS USED IN PREPARING THIS REPORT

| No. | Description of Background Papers | Name/Ext of holder of file/copy | Department / Location |
|------------|---|--|------------------------------|
| 1. | N/A | | |

LIST OF APPENDICES:

Appendix 1 – Proposed Citizen Space consultation questions

Appendix 2 - Borough Context

Questions for Citizen Space

The questions are to consult on the following service areas:

Kerbside refuse collections including frequency of collection

Delivery of recycling sacks

Street cleansing (excluding weeding, winter gritting, litterbins) in relation to frequency of cleansing, litter, flytipping and clear all service.

Demographics

- What is your postcode?
- What property type do you live in?
 - flat
 - house
 - other (please state)
- Do you receive:
 - a sack collection
 - a container collection?

Refuse

- How satisfied are you with the reliability of the collection service?
 - Very satisfied
 - Fairly satisfied
 - Neither satisfied or dissatisfied
 - Fairly dissatisfied
 - Very dissatisfied
- In your opinion, are collections frequent enough?
 - Yes
 - No

If you are not satisfied with the number of collections, please state why.

- How full usually are the refuse bins when collections take place?
 - Empty
 - half-full
 - full
 - don't know
- How often do you see waste on the streets left out for collection at the wrong times?
 - Daily
 - Once a week
 - Once a month
 - Never
- Can you think of anything that the Council could do to improve the standards of the waste collection service?

Recycling Sack Delivery

- Bearing in mind budget restrictions and carbon emissions, would it be reasonable for residents to receive recycling sacks annually rather than quarterly?
 - Yes
 - No

Recycling

- Do you recycle? Yes, No (skip), Sometimes
- How often do you recycle? All the time, Daily, Weekly, Monthly, Not sure
- How convenient do you find recycling? Very Convenient, Convenient, Neutral, Irritating, Don't want to do it
- Is there anything that you feel we can do to make recycling easier? More recycle bins, Make the bin accessible, Make them more visible using signs, Fine those who neglect
- Do you believe people need to be more educated on the subject of recycling and know where items go after they have been recycled? Strongly Agree, Agree, Neither agree or disagree, Disagree Strongly Disagree;

Street Cleansing

- How satisfied are you that your roads are clean enough in your area?
 - Very satisfied
 - Fairly satisfied
 - Neither satisfied or dissatisfied
 - Fairly dissatisfied
 - Very dissatisfied

If you are not satisfied with the cleansing in your area, please state why and the location where the problem is.

- What do you think is the biggest problem in your area?
 - Dog fouling
 - Furniture dumping (bulky items of household waste such as furniture)
 - Black bag dumping (sacks or carrier bags of waste)
 - Litter (such as from takeaways, pedestrian litter)
 - Commercial waste
 - Other (please state)
- How often do you think your road is swept?
 - Daily
 - Twice a week
 - Once a week
 - Fortnightly
 - Once a month
 - Don't know

- How often do you think your road should be swept? (bearing in mind budget restrictions)
 - Daily
 - Twice a week
 - Once a week
 - Fortnightly
 - Once a month

- Are you aware that you can use ordinary litter bins for dog waste?
 - Yes
 - No

Flytipping

- Would you support authorised officers to be able to issue fixed penalty notices to people who drop litter?
 - Yes
 - No
 - Don't Know

- If there is a flytip in your street, would you prefer:
 - (a) the council to remove the flytip with no investigation which results in a quicker clearance

 - (b) the council to investigate the flytip before clearing, resulting in a slower clearance

- Given that the Council, in common with Authorities across the country, needs to make financial savings over the next few years, how would you rank the following changes to services in order of preference?:
 - Streets swept once a week
 - Annual recycling sack delivery
 - Once a week refuse and recycling collection
 - Flytips removed within 1 week

- What improvements, if any, would you like to see incorporated into a future refuse collection contract in relation either to any of the questions? Please give details.

Thank you for taking the time to answer these questions. If you would like to provide further feedback by participating in a focus group, please leave your e-mail address below.

Borough context

Hammersmith and Fulham is a densely populated inner London borough, with a mix of dwelling types and tenures, and commercial activity. Building development will also lead to increases in population. There is a high level of resident 'churn'. These factors combine to make engagement with the community on a sustained basis challenging, and will also necessitate enhanced services, for example where new-build leads to increases waste collection and street cleansing services.

Statistics include:

- H&F's population is 182,493– the 6th most densely populated borough in England. The population is forecast to increase by 23,724 (13%) between 2011 and 2021.
- The current number of households is 85,327 (July 2015), and this is forecast to increase by 6.65% to 91,000 by 2037.
- Student population living in the borough is estimated to be 13,772
- The net population churn rate is estimated at 151 persons per 1000.
- 27% of residents are over 45, 29% between 30 and 44, 26% between 19 and 29 and 18% under 18.
- 58.5% of households show at least one level of deprivation (1% of the population show four levels of deprivation).
- There are 11,663 (14.5%) people in households which have no occupants with English as a main language.
- H&F provides waste and recycling collections to 1634 businesses (a 60% market share). Businesses are not obliged to use the Council's collection services, and this leads to some dumping of unpaid-for commercial waste on the street, which Serco end up collecting, and the Council tax payer pays to dispose of.

Another factor is the housing infrastructure.

| Property type | No. of households |
|---|--------------------------|
| Low-rise homes | 21,768 |
| Houses split into flats | 34,072 |
| Housing estates (public and private) | 20,874 |
| Flats above shops (and other hard-to-serve) | 1,707 |
| Mobile or temporary structures | 34 |
| TOTAL | 78,455 |

Some of this housing stock has limited provision for waste storage, which in turn often leads to rubbish being dumped on the street. This is a significant problem borough-wide. Officers have been working with residents in local areas (in particular Lakeside) to see what action has most impact. This is resource intensive and unsustainable in the longer term, and an alternative way needs to be found to hit the root causes of this anti-social behaviour, and to encourage behavioural change.

Officers from H&F are joining up with Planners following the recent LWARB (London Waste and Recycling Board) project on high density waste storage in new developments. This has led to good practice advice to ensure that planning applications for new housing stock include suitable bin storage areas for waste and recycling at <http://www.lwarb.gov.uk/page/?identity=research-fund>. The problem of waste storage is also prevalent in existing dwellings, and this issue is even more difficult to resolve, as there is not always the space to (re)provide waste storage facilities. Officers are seeing whether this can be the subject of a new joint project.

Research shows that many authorities improve their recycling performance, and reduce rubbish on the street, by providing wheeled bins, and Alternate Weekly Collections (AWC). The 2013 National 'Review of Kerbside Recycling Collection Schemes in the UK in 2011/12' report found that:

The top 5 authorities all have the following schemes in common:

- Fortnightly residual waste collections
- Restricted residual waste containment
- Weekly food waste collections (3 Councils operated separate collections and two co-collected food waste with garden waste)

It is difficult for inner London boroughs to move to similar service provision: many properties could not contain wheeled bins (and there may not be the desire to introduce them anyway), but it does need to be accepted that other forms of waste containment simply do not achieve similar results.

In this context, H&F is currently performing well in relation to other authorities, for example:

| Measure | H&F | London average |
|--------------------------|----------------|-----------------------|
| Refuse satisfaction | 81% | 69% |
| Recycling satisfaction | 75% | 66% |
| Street Cleanliness sat'n | 76% | 55% |

The above factors influence the way we need to engage with residents. We need to tailor our communications to the different populations, taking into account their current attitudes, perceptions, and behaviour, and consider how infrastructure constraints may influence the way we provide our services.