

LONDON BOROUGH OF HAMMERSMITH & FULHAM

Report to: Bram Kainth, Strategic Director of Environment in consultation with
Cllr Holder, Cabinet Member for Public Realm
Cllr Harcourt, Cabinet Member for Climate Change & Ecology
Sukvinder Kalsi, Director of Finance

Date: 10/07/2023

Subject: Recommendation to enact provisional services to the Waste, Recycling & Street Cleansing contract

Report of: Assistant Director, Street Environmental Services

Report author: Annie Baker, Assistant Director, Street Environmental Services
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Responsible Director: Bram Kainth, Strategic Director of Environment

SUMMARY

The recommendation for the award of the Waste, Recycling and Street Cleansing contract was approved by Cabinet on 10 October 2022. One of the recommendations within that report was that any decision to enact the provisional services within that contract would be delegated to the Strategic Director of Environment in consultation with the Cabinet Member for Public Realm, the Cabinet Member for Climate Change & Ecology, and the Director of Finance. The provisional services are garden waste collections and wheeled bin domestic waste collection (following the model introduced in the 2020 prototype service covering c.6,000 households in the borough).

This report makes recommendations to enact those provisional services and outlines the options for, and financial considerations of, doing so.

RECOMMENDATIONS

1. To agree that Appendix 1 is not for publication on the basis that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information) as set out in paragraph 3 of Schedule 12A of the Local Government Act 1972 (as amended).
2. That the Strategic Director of Environment approves the proposals for introducing wheeled bin domestic waste and recycling collections and garden waste collection services under the new waste, recycling, and street cleansing contract. The contract requires the introduction of food waste collections across the borough within its first two years and this paper recommends that wheeled bins (where space allows) and garden waste be implemented during the same period, through a phased approach, maximising recycling collected

through the contract as early as possible. The indicative financial implications are contained in Appendix 1.

3. To approve the funding proposals detailed in Appendix 1.

Wards Affected: All

Our Values	Summary of how this report aligns to the H&F Values
Building shared prosperity	The proposed services changes provide a modern waste collection service, meeting the demands of residents and providing the associated benefits of a cleaner environment where businesses want to invest and opportunities for local jobs.
Creating a compassionate council	Collecting household waste and recycling in wheeled bins at suitable properties as opposed to sacks will result in positive health and safety outcomes for our refuse collection crews for the reasons outlined in section [9] of the report. We will work with residents who may have difficulty accessing the services through our assisted collection service option.
Doing things with local residents, not to them	Residents within the prototype area for wheeled bin collection services have been surveyed on their experience of using the service. Details of the results of the survey are contained in section 4. The proposals for recommendation have been made with consideration to minimising the impact of service changes on residents. Officers will work with resident groups and the council's coproduction team to ensure that the containers and wheeled bins are accessible and easy to use.
Being ruthlessly financially efficient	By reducing the amount of waste produced and diverting a greater proportion of that waste to recycling rather than energy from waste, the council will achieve long term reductions in its waste disposal costs.
Taking pride in H&F	Collecting a greater proportion of household waste and recycling in wheeled bins as opposed to sacks will

	reduce the incidence of waste presented in sacks being torn open by foxes, birds, and other animals, and will reduce the levels of litter and refuse spillage on our streets.
Rising to the challenge of the climate and ecological emergency	The opportunities to collect a wider range of recyclable materials will allow us to divert such waste streams into more environmentally friendly disposal methods.

Financial Impact

The financial implications of the proposal are set out in exempt Appendix 1.

Kellie Gooch – Head of Finance (Environment), 18 March 2023
Verified by Sukvinder Kalsi, Director of Finance, 1 July 2023

Legal Implications

The Council has power to provide these services under the Environmental Protection Act 1990 as amended by the Environment Act 2021. As the law stands at present, the Council has the power to charge for collection of garden waste. The report sets out the reasons why this option is not recommended.

These services are provided for in the existing contract for waste collection. There are therefore no procurement implications.

John Sharland, Senior solicitor, Contracts and procurement
31 March 2023

Background Papers Used in Preparing This Report

DETAILED ANALYSIS

Resident Survey

1. In accordance with the council's commitment of doing things with residents, not to them, a door-to-door survey was recently carried out in the wheeled bin prototype area detailed in section 5 of the report. Whilst the prototype scheme commenced in November 2019, the pandemic and post pandemic period had unfortunately prevented officers from carrying out a detailed face to face survey more swiftly.
2. Officers conducted a face-to-face survey of the approximate 4,200 households within the prototype area who received both wheeled bin and food waste collections. 930 residents engaged with the survey, a return rate of over 22%.

The results of the survey have been used to inform the recommendations contained within this report.

3. A detailed report on the outcomes of the survey was provided to the Economy, Arts, Sports, and Public Realm Policy and Accountability Committee. In November 2022. Some key findings are extracted in Table 1
4. Residents were asked to rank their responses from 1-5;
 - 1 = Strongly disagree
 - 2 = Disagree
 - 3 = Neutral
 - 4 = Agree
 - 5 = Strongly Agree

Table [1]

Statement	Answer
I am happy with the service	90% strongly agreed/agreed
I find the service easy to use	95% strongly agreed/agreed
I have enough space in my bins each week	88% strongly agreed/agreed
I recycle more	64% strongly agreed/agreed
My streets are cleaner	58% strongly agreed/agreed
How important are the following benefits of the prototype service?	
Being able to recycle more	87% strongly agreed/agreed
Having cleaner streets	92% strongly agreed/agreed
Being able to safely contain and store waste and recycling outside	90% strongly agreed/agreed
Reducing injuries to collection crews	86% strongly agreed/agreed

Wheeled Bin Collection Service

Background

5. A prototype service for the collection of domestic waste and recycling in wheeled bins (rather than sacks) and a separate food waste collection from kerbside properties commenced in November 2019. Food waste recycling was introduced to every street-based household in the prototype areas and properties with enough space also received wheeled bins for their refuse and recycling. In total, approximately 4,200 households received wheeled bins and food waste collections and a further 1,600 households received a caddy for food waste collection only. Over the past two years recycling performance in

the prototype area has regularly outperformed that in other areas of the borough by up to ten percentage points.

6. The standard bin configuration for each household within the prototype area was one 140-litre refuse bin and one 240-litre recycling bin. Given the successful outcomes in the prototype areas, officers would recommend this as a standard configuration for any further roll out. Due to space constraints not all kerbside properties will be able to have wheeled bin collections and will remain on a sack collection. From previous property surveys carried out prior to the prototype service, we estimate that approximately two thirds of kerbside households could have suitable storage space for wheeled bin collections across the borough, and estimated costings have been based on this assumption. However this is likely to vary significantly between particular wards and streets.
7. A condition of GLA approval of the specification for the services in our new contract was that all eligible properties would be offered a food waste collection service. This is to be completed within two years of contract commencement. The reason for the service not being scheduled to start closer to the contract commencement date is the lead in time to implement a new digital management information system, and to order and take delivery of the necessary vehicles and containers. The introduction of wheeled bins for suitable properties is included in the contract as a provisional service which we can chose to enact.
8. The one-off costs for the mobilisation of the service, purchase of wheeled bins, vehicle capital costs, and the ongoing annual costs for the collection service, are detailed in Appendix 1.

Key benefits of collecting waste in wheeled bins

9. The collection of domestic waste in wheeled bins is commonplace across London and the rest of the country. Some of the key benefits of collecting waste in wheeled bins rather than sacks include:
 - Having separate containers for residual waste and recycling, especially in cases where the latter is larger, and in concert with improved communication with residents around what can be recycled, will help to reduce residual waste and increase recycling.
 - Wheeled bin recycling collections, as opposed to recycling collection in sacks, will significantly reduce the borough's requirement for single-use plastic sacks.
 - Containerised collection will reduce the opportunities for refuse and recycling bags being split open by foxes, birds, or other animals, and thereby reduce waste and refuse spillage on our streets.
 - Container collections will result in positive health and safety outcomes for collection crews. Wheeling bins to an automated lifting mechanism rather than carrying and physically throwing the bags onto the vehicle will reduce musculoskeletal injuries. Collecting in containers rather than bags will reduce the risk of injuries caused by glass or other sharp materials.

Proposals and Analysis of Options

10. Option 1 – To not enact the provisional service for wheeled bin collection. This is not the recommended option. Continuing to collect the majority of domestic waste in sacks will prevent us from keeping our streets as clean as possible and from moving towards our ambitions to recycle significantly more of our waste arisings.
11. Option 2 – To enact the provisional service for wheeled bin collection. This is the recommended option, for the reasons set out in section 9.
12. Should the decision be taken to enact the services, the council and the contractor will develop detailed implementation proposals for the timing of the services for approval by the relevant senior officers and Cabinet Member. Officers recommend implementing the services in a phased way in order to be able to focus on engaging with residents in streets proposed for wheeled bin collection services to ensure participation. Officers are likely to initially focus on streets with a high level of eligibility (mainly based on outside storage space) and initially where streets might be added to the existing collection prototype rounds.
13. The council and contractor will work together to develop collection schedules within the existing collection zones so that domestic waste and recycling collections will take place on the same days that they currently do, wherever possible, to minimise disruption to residents.
14. It is anticipated that, typically, wheeled bin collection services will be introduced at the same time as the core food waste collection service. Food waste will be implemented more widely than wheeled bin collections due to a lesser need for outside storage space at residential properties and is a more straightforward service with which to engage residents. The council and its contractor have made a commitment to implement food waste within 24 months of contract commencement. New wheeled bin collections will require a greater level of individual engagement with residents to encourage participation and manage resident expectations and in some instances, consideration may be given to this being carried out separately to the introduction of food waste services, primarily depending on the availability of resources.
15. Officers will bring forward more detailed proposals around the timing of the implementation of any extended wheeled bin collection service following further discussions with the new provider, as there will be elements outside of the council or provider's control such as lead in time for the ordering, supply and delivery of suitable vehicles and containers and ensuring that the required supply of wheeled bins can be stored on borough prior to roll out to residents .
16. From commencement of the new contract on 30th January 2023 and prior to the implementation of the provisional services, the council and contractor have resurveyed all kerbside properties to more precisely identify and map those properties that will be eligible for wheeled bin collections. Many roads in the borough will have a mixture of eligible and ineligible properties.

17. The standard configuration of bins that will be offered to each household will be one 140 litre waste (refuse) bin and one 240 litre recycling bin. However, where some properties may require a different sized bin, additional bins, or wish to share bins with a neighbour, we will work with those residents individually to try and accommodate their needs. This approach worked well in the prototype areas
18. There are already circumstances where the council offer assisted collections for household waste and recycling collection. Where residents may have issues in accessing the wheeled bin service officers will be able to assess the property for eligibility for the assisted collection scheme.
19. A detailed pre-, during and post-implementation resident communications plan will be developed for approval, along with a detailed implementation plan
20. Implementing a wheeled bin collection service, in place of a fully sack-based service, will give us further options in future to identify and tackle over production of waste to help us with our wider climate change ambitions. .

Garden waste collection service Background

21. Hammersmith & Fulham does not currently offer a separate garden waste collection service. Where residents produce garden waste it can currently be home-composted, taken to the Household Reuse and Recycling Centre at Smugglers Way or disposed of in the residual waste stream.
22. It is difficult to estimate the amount of garden waste that is produced in the borough as we have no recent data. As an indication, previous small-scale pilot in the borough in between 2006 and 2009 yielded approximately 640 tonnes per annum from approximately 5000 households. However it should be noted that the properties subscribing would have been more likely to have larger gardens and generate more garden waste. Therefore it would be unwise to directly extrapolate a kg per household estimate from the historic pilot, albeit that it does give some indication of the appetite for the service.
23. Our new waste contract includes the option of a garden waste collection service. This is based on delivering a free service once a week to households that chose to opt into the service. Bidders were asked to price the service based on bands of 2,500 properties, up to a maximum of 30,000 households. As a stand-alone service officers will be able to model scaled implementation proposals with the provider to present to the Cabinet Member
24. It may be that few properties in Hammersmith and Fulham would easily be able to accommodate a wheeled bin for garden waste (especially where they are accommodating bins for waste and recycling), and factoring in the varying volumes of garden waste produced seasonally, it is recommended that a garden waste service should be delivered using reusable collection sacks.

25. The potential one-off costs for the mobilisation of the service, purchase of reusable collection sacks, vehicle capital costs, and the ongoing annual costs for the collection service, are detailed in Appendix 1.

Key benefits of collecting garden waste as a separate waste stream

26. Currently garden waste is collected and disposed of in the household waste stream if it is presented for collection. At current rates, the differential for disposing of garden waste in the residual stream, versus recycling it separately, is approximately £20 - £100 per tonne, although this figure is subject to further market testing and depends on how and where the garden waste is recycled. Officers are market testing reprocessing sites for a comparison of exact reprocessing costs for this waste stream. We are also considering the proximity of sites to the borough in order to minimise miles travelled in the delivery of the service.
27. Collecting garden waste separately will increase the borough's recycling rate, in line with our ambition to recycle significantly more of our waste.
28. Preventing garden waste going into the residual waste stream would align well with any future proposals for an excess waste policy (see section 20) which would boost collection of other recycling materials and help to minimise waste and street cleansing issues.

Proposals and Analysis of Options

29. Option 1 – To not implement the provisional service for garden waste collection. This is not the recommended option as the current collection method negatively impacts on our recycling rate.
30. Option 2 – To implement the provisional service for garden waste collection as an additional paid for service. This is not the recommended option. By charging for the service we would likely limit the number of households opting in, reducing our opportunity to increase the recycling rate. Additionally, whilst we are still awaiting secondary legislation arising from the Environment Act, there is a strong possibility that such legislation may mandate a free of charge garden waste collection service.
31. Option 3 - To implement the provisional service for garden waste collection as a free service. This is the recommended option. However, in order to efficiently route collections, officers recommend that households would still have to opt in to receive the service.
32. Each household opting into the service will receive a standard allocation of two 90 litre reusable sacks. The sacks will be weighted so they do not blow away on return after collection. Where households may have larger gardens, we will accommodate their needs with additional sacks.
33. The configuration of households opting in will not match the household waste and recycling collection zones, as properties with gardens are not distributed evenly across the borough. We will endeavour to work with the contractor to ensure that garden waste collections take place on the same day as household

waste collections if possible. However, in order to minimise miles travelled by the collection vehicles, some properties may receive their garden waste collection on a different scheduled day.

34. As the service will not apply to households without gardens and will be a new service, the provisional service need not be implemented at the same time as food waste and, if approved, wheeled bin collections. Due to the seasonal nature of the likely demand for the services it may be prudent to launch the service in springtime. Considering the lead in time for procurement of collection vehicles and the time taken to source household opt ins, the recommended start time for the service is early Spring 2024. However, should the recommendation to implement the service in principle be agreed, officers will revert to the relevant Cabinet Members with more detailed proposals around scheduling.

Reasons for Decision

35. The containerisation of domestic waste and recycling is likely to lead to cleaner streets, reduce the use of single use plastic sacks and reduce injuries to collection crews. The implementation of a garden waste service increases the number of waste streams that can be diverted into more environmentally friendly disposal methods and will increase the boroughs recycling rate.

Equality Implications

36. An equality impact assessment was undertaken to ascertain potential impacts on groups that share protected characteristics. A copy of the EIA is attached as Appendix [2].
37. The key findings of the EIA were that there was a small risk of potential impacts on groups based on age, disability, or race. These either related to ability to physically access the service itself, or information regarding the service changes being communicated in an appropriate manner.
38. The EIA details mitigations around these potential impacts, including the possibility of assisted collection services, ensuring that communications around service changes are accessible, and carrying out comprehensive engagement prior to service implementation.

Risk Management Implications

39. The report recommends the introduction of wheeled bin domestic waste and recycling collections (where properties are able to accommodate them) and garden waste collection services under the new waste, recycling, and street cleansing contract, to be implemented alongside the food waste collection service. The introduction of these additional services will enable the Council to maximise recycling collections through the contract, which will be beneficial both in terms of cost (on general waste) and environmental considerations, contributing to the Council objective of rising to the challenge of the climate and ecological emergency. These provisions were covered in the procurement for

the main contract which is in line with the objective of being ruthlessly financially efficient.

David Hughes, Director of Audit, Fraud, Risk and Insurance, 16 May 2023

Climate and Ecological Emergency Implications

40. The proposal to enact the provisional services reflects the council's ambitions to minimise waste, increase the level of recycling of unavoidable waste and to reduce the environmental impacts arising from the operation of the waste collection services.
41. Whilst the provisional services may commence with diesel fuelled vehicles initially, there is a commitment to move transition away from petro-diesel vehicles as soon as the alternatives are available in the marketplace and the necessary supporting infrastructure is put in place. This is part of the wider contract's phased approach transition to a net zero emission fleet by 2030.
42. Officers will work with the provider/WRWA to quantify the carbon cost/benefit of recycling more materials but increasing vehicle miles.
43. A completed climate implications toolkit is appended as Appendix 3.

Comments approved by Hinesh Mehta, Head of Climate Change. 06/04/23.

Consultation

44. Between August and October 2022, significant resident engagement of users of the wheeled bin and food waste service in the prototype area took place as referenced in sections 1-4 of the report.

LIST OF APPENDICES

- Appendix 1 – Financial Implications (exempt)
- Appendix 2 – Equality Impact Assessment
- Appendix 3 – Climate Implications Toolkit