Implementation of changes to recycling and garden waste services

Recommendation
That the Committee considers the progress made with the introduction of new arrangements for the collection of recycling and garden waste services during 2013 providing an opportunity to gain an overview and scrutinise the approach that officers are following.

Reason(s) for Recommendation:
So that the Committee hold the Executive to account for the effective and efficient introduction of significant changes to our recycling and garden waste services that will have an impact on our residents.

1. Purpose of Report

1.1 This report sets out the progress to-date for the major re-design of recycling and garden waste services. The new arrangements will fit together with our other waste collection services, residual waste and food waste, under the new name of Recycling More. This report sets out:

- the key activities and progress made since the Executive approved the changes on 4 October 2012
- details of the procurement arrangements involved
- draft waste service guidelines that set out the do’s and don’ts of the new arrangements for the benefit of our customers
- the planned communication programme
- a summary of the recent ‘doorstepping’ exercise we have carried out

1.2 In September 2012 the committee expressed an interest in reviewing Recycling More and the related communications plan. We therefore invite the Committee to review and scrutinise our progress to-date and to comment on each of these areas of work as appropriate.
2. **Strategic Priorities**

2.1 The changes to the recycling services will contribute to the Council’s Key Strategic Priority of achieving a sustainable local environment by providing services that recycle and reuse as much waste as possible.

2.2 The new services will also contribute to achieving the Key Delivery Target (KDT) of 70 per cent recycling and composting of all waste collected by 2015.

3. **Background**

3.1 Recycling More is the new scheme to replace our current Recycling Works service and commences in September 2013. This includes the redesign of the garden waste service in April 2013, a redesign of the core recycling service to a fortnightly-wheeled bin collection and a redesign of the recycling bring bank services to make them compatible with the core recycling service.

The Executive approved these redesigns and the adoption of our action plan on the 4 October 2012. The following is a summary of the agreed Executive recommendations:

- introducing a fortnightly collection of mixed recycling from a wheeled bin, except for properties we assess as unsuitable, and they will have a sack service
- purchase of new bins at a cost of £1.2 million and new vehicles at a cost of £2.7 million
- introducing wheeled bins to suitable properties that already receive a mixed recycling service, due to limited access
- introducing a mixed recycling service to flats
- introducing Waste Electronic and Electric Equipment (WEEE) collections from November 2012
- to stop directly providing bulky waste services. Instead, to deliver bulky collections in partnership with the Surrey Reuse Network from November 2012
- carry out a review of the bring bank service to understand the benefits of changing the number and configuration of bring sites and materials collected.

3.2 We currently provide a weekly kerbside sorting and collection of recycling which includes:

- a purple box for mixed papers
- a green box for glass, cans, aerosols, tetra paks and plastic bottles, food trays, yoghurt pots, margarine and ice cream tubs
- a kerbside caddy for food waste - with a smaller kitchen caddy
- textiles in a tied plastic bag
- batteries in a clear plastic bag or envelope.

3.3 The main change for most residents is the new fortnightly mixed recycling collection from a larger capacity wheeled bin. This replaces the current weekly collection of recycling in separate boxes.
3.4 Although we will collect residual refuse and recycling on alternate weeks we will still collect food waste every week. We will now collect textiles, batteries and WEEE (Waste Electronic and Electrical Equipment) items on a fortnightly basis.

3.5 We also provide a chargeable garden waste collection scheme. We currently collect this in green garden sacks every fortnight from households that subscribe. We are replacing this with a fortnightly collection from brown-wheeled bins from April 2013. We will incorporate actions and messages to support this service change for garden waste into the plans for Recycling More.

**Bin Procurement**

3.6 We started the procurement of the bins for the garden waste redesign in November 2012 using the Eastern Shire Purchasing Organisation (ESPO) framework. The successful tender was from SSI Shaeffer who currently supply our refuse bins.

3.7 When using the framework, councils can either simply buy from the pre-approved suppliers at the prices they submitted for the framework or carry out a mini-tender for the purchasing of bins. As we were buying a very large number (20,000) we carried out a mini-tender of the approved suppliers and this resulted in some good competition. As price was not the only factor, we attached significant scoring to the quality of the bid and particularly to the strength of the bin delivery plan.

3.8 Schaeffer were not the cheapest compliant bidder, but offered the best overall value. However, the prices obtained through the mini-tender exercise were over £13,000 less than had we purchased directly from the framework without a mini-tender exercise.

3.9 We have scheduled delivery of the garden waste wheeled bins for week commencing 11 March. We will then deliver these to subscribers over two weeks commencing Monday 18 March. This is an area that has risk attached. There were some problems with the delivery of the food waste containers at the start of Recycling Works in 2009. Various measures have been put into place to ensure that these issues have been addressed. These include tighter and more prescriptive scheduling and controls for the contractor delivering the bins. We will also allocate more of our staff to work with the contractors to ensure that there is good local knowledge on each of the delivery vehicles.

3.10 We need the recycling wheeled bins for Recycling More in early August. We started the tender process for the supply and delivery of 60,000 green-wheeled bins in February 2013. We intend to use the ESPO framework again and we will run a mini-tender exercise to encourage improved pricing and obtain best value.

3.11 We will procure a mixture of 140ltr and 240ltr bins for Recycling More to ensure this is in line with the refuse service. We will order these based on current usage at each property and on the feedback received when we write to residents about the changes later this year.

**Vehicle Procurement**

3.12 To provide the redesigned garden waste and recycling services in 2013 we need an entirely new fleet of 19 vehicles for domestic collections. We need four of these
vehicles in April 2013 for the garden waste service and the remaining 15 in September for the roll out of the new recycling service.

3.13 Historically we have used framework agreements for vehicle procurement as they have proved to be effective, quicker than other procurement routes and result in good value pricing. We used the Government Procurement Service framework last November to try to purchase our new fleet. Unfortunately, we only received one bid and we considered that this bid did not represent good value and was insufficiently market tested. We decided that the best course of action was to reject that bid and go through a full procurement process.

3.14 We started the full procurement process in January and we expect to be able to award the contract by 9 March. This will be in sufficient time to build the vehicles for September. However, it is unlikely that we will have the purchased vehicles in time for the start of the new garden waste service on the 2 April 2013. In the interim, we have arranged to hire vehicles. We have also built in additional incentives into the procurement process for early delivery of the vehicles for the new garden waste service, to minimise the hire period.

Garden Waste redesign progress

3.15 We wrote to our current customers, and to households not currently using the garden waste service, in December 2012 inviting them to either renew or join the revised scheme. In January 2013 we wrote a further letter to current customers who had not renewed. By the end of January over 16,000 customers had joined the scheme. Nearly one in five customers requested more than one bin, therefore, we expect to deliver about 19,000 bins in total.

3.16 We expect the total number of customers to be slightly more than our estimate of around 16,000. We expect the revenue from subscribers to be around £20,000 higher than we had estimated at around £400,000. This is mostly due to a higher than expected level of residents buying more than one bin.

3.17 We have introduced direct debit payments for this service and this has proved to be popular. Approximately 1500 customers have subscribed via direct debit, which is around one in ten. This is in line with our expectations.

Vehicle in-cab systems

3.18 To support the new service we are introducing in-cab devices for vehicles to help manage and monitor services. We have selected a system developed by a company called Bartec. Many councils in the country use this system including Chichester District Council and Reigate and Banstead Borough Council.

3.19 The in-cab system will allow better on-round management, reporting of issues and better control of crews and service instructions.

3.20 We will introduce the system in time for the new garden waste collections and it will help ensure that we only collect from those who have paid for the service. This early introduction also gives us the added benefit of live operations before the system is used on the wider domestic refuse and recycling services in September.
Communications Plan and door stepping exercise

3.21 These major changes to core council services require an extensive and comprehensive communications plan. The overall plan including a summary of the recent door stepping campaign and methodology are set out in Appendix 1.

Draft Service Guidelines

3.22 The draft Service Guidelines document is included in Appendix 2. This document sets out the do's and don'ts for our customers and explains the 'rules' of the new arrangements and how we will interpret the rules and, therefore, how we will approach compliance and possible enforcement.

3.23 There are a number of key changes from our current arrangements. The biggest change is to the collection frequency of recycling from weekly to fortnightly. Food waste will be unchanged and collected weekly and the current refuse service remains unchanged, collected fortnightly. We will collect small waste electrical items in one week with textiles and batteries in the next. The service is summarised in Table 1 below:

<table>
<thead>
<tr>
<th>Table 1</th>
<th>Week 1</th>
<th>Week 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Recycling: Paper, card, glass bottles and jars, plastic bottles, plastic packaging, Tetrapak cartons, foil, plastic films and carrier bags</td>
<td>![Green Bin]</td>
<td>![Green Bin]</td>
</tr>
<tr>
<td>Garden waste</td>
<td>![Brown Bin]</td>
<td>![Brown Bin]</td>
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<tr>
<td>Textiles and batteries (batteries in a separate battery bag or sealed sandwich bag, textiles placed in a carrier bag)</td>
<td>![Plastic Bag]</td>
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<tr>
<td>Food waste</td>
<td>![Black Bin]</td>
<td>![Black Bin]</td>
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<tr>
<td>Residual domestic refuse</td>
<td></td>
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<tr>
<td>Small waste electrical items (placed in a standard carrier bag)</td>
<td></td>
<td>![Green Bag]</td>
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</tbody>
</table>
3.24 We will no longer collect refuse side waste, except at Christmas or in periods following significant service disruptions such as snow and ice. We will now collect suitably bulked recyclable side waste, such as large cardboard boxes, from the side of the recycling wheeled bin.

3.25 We will introduce charges to replace wheeled bins for refuse and garden waste, except in cases where our collection vehicle has caused the damage. We will replace recycling wheeled bins and food caddies free of charge.

3.26 Currently our domestic refuse service starts at 6 am and the recycling service starts at 7am. In future, we will start all domestic collections for refuse, recycling and garden waste at 6.30am. The recycling service started later due to noise issues from glass; mixing recycling removes this issue. The refuse starts early as this improves efficiency as there is a longer period of working in lighter traffic conditions. However, the move to mixed recycling removes the noise issue and allows an earlier start. The 6 am start for refuse has been a cause of a small number of complaints. We have therefore come to a view that moving both workforces to a unified start time is fair to the staff and balances operational efficiency across the two services whilst addressing the cause of some complaints.

3.27 The draft guidelines also highlight the approach taken by inspectors assessing property suitability for the containers. It is obviously vitally important that we apply these guidelines correctly and consistently.

**Enforcement**

3.28 The introduction of a no-side-waste approach and the continuing need to manage containers inappropriately placed or even stored on the highway require careful and sensitive management. The proposed approach to enforcement is included within the draft Service Guidelines under ‘Compliance’ in Appendix 2.

4. **Financial Implications**

4.1 The change to a fortnightly wheeled bin for all recycling will generate significant savings of about £500,000 per year. We will also avoid potential capital costs of around £1.6 million as the new service requires fewer vehicles. We will update our existing fleet of collection vehicles to allow them all to collect refuse, recyclables and food waste. As we will no longer need different vehicles for different collections, we also gain other benefits such as service resilience in times of extreme weather.

4.2 The need to hire-in vehicles for the commencement of the garden waste service in April will cost around £30,000. This will come from existing budgets.

5. **Human Resource Implications**

5.1 As highlighted in the Executive report, the new service will require significantly fewer operational staff. We are now actively managing the vacancies that naturally occur within our large manual workforce by using temporary agency staff, where appropriate. This will help us to reduce, to a minimum, the number of our staff that leave us through redundancy. We were very successful with this approach when
we reduced the number of posts in our community care services by 32 with just one redundancy.

5.2 We are working with Unison and our Human Resources service to manage these changes as effectively and sensitively as possible.

6. Conclusion

6.1 Our garden waste service has retained a very high customer base despite the increased charges and change of container. The new direct debit payment option has proved popular.

6.2 Our procurement of bins has resulted in competitive pricing and high quality bids for the supply and delivery of the bins.

6.3 We have developed the communications plan using very recent feedback from residents. There will be a significant effort, using a wide variety of ways, to inform residents about the changes to the service.

6.4 Our vehicle procurement exercise has not progressed as quickly as planned. This has resulted in a need to hire vehicles for the start of the garden waste scheme in April 2013. The vehicles for September will, however, be procured in time for the start of the new service.

7. Issues/questions for Scrutiny

7.1 We invite the Committee to provide general comments about the report but also to challenge our approach on the following issues:

- do the detailed arrangements feel like they are comprehensive and well thought through?
- are we likely to gain community support or are we doing things that may antagonise our residents, and, if so, what can we do to prevent this?
- does our proposed communication plan help or might it actually hinder the process of implementation? Does it address issues of concern that you believe are likely to emerge?
- do you think the draft service guidelines are clear and consistent and above all do they strike a fair balance between the operational needs of the service and the reasonable expectations of our customers? Have we missed anything out and/or are there areas where we need to be more or less flexible?

8. Background Papers

8.1 The Executive report of the 4 October 2012 sets out the reasons and the decision to make these changes.

9. Appendices

Appendix 1 – Communications plan
Appendix 2 – Draft Service Guidelines
Recycling More

Background

Recycling More is the new scheme to replace our current Recycling Works service in September 2013.

Recycling More will increase our recycling rate and will contribute significantly to reaching our target of 70 per cent recycling and composting by 2015. The service will also address health and safety issues for the public and our staff, will make recycling easier, will be tidier than the current scheme with less spillage and will result in significant savings.

The main change for most residents is the new fortnightly mixed recycling collection from a larger capacity wheeled bin. This replaces the current weekly collection of recycling in separate boxes.

Residual refuse and recycling collections will take place on alternate weeks but we will still collect food waste every week. Textiles, batteries and WEEE items will continue to be collected as they are now.

We currently provide a weekly kerbside sorting and collection of recycling which includes:

- a purple box for mixed papers
- a green box for glass, cans, aerosols, tetra paks and plastic bottles, food trays, yoghurt pots, margarine and ice cream tubs
- a kerbside caddy for food waste - with a smaller kitchen caddy
- textiles in a tied plastic bag
- batteries in a clear plastic bag or envelope.

The change to a fortnightly wheeled bin for all recycling will generate significant savings of about £500,000 per year. We will also avoid potential capital costs of around £1.6 million as the new service requires fewer vehicles. Our existing fleet of collection vehicles will be updated to allow them all to collect refuse, recyclables and food waste. As we will no longer need different vehicles for different collections, we also gain other benefits such as service resilience in times of extreme weather.

We also provide a chargeable garden waste collection scheme. We currently collect this in green garden sacks every fortnight from households that subscribe. This will be replaced by fortnightly collection from brown wheeled bins from April 2013. Actions and messages to support this garden waste change will also be incorporated as necessary into tactics for this strategy and plan.

Latest household survey on recycling

Almost 5,200 residents across the borough were spoken to individually as part of the doorstep engagement during October to November 2012. This face to face conversation allowed us to promote our current recycling services and allowed residents to request new or replacement boxes. The process also allowed us to carry out a survey about their recycling attitudes and habits, including how we can best communicate with our residents.
Satisfaction amongst residents with the overall service is very high, at 94 percent. We currently achieve a recycling rate of about 52 percent and are the highest performing council for kerbside sorting. It is clear that we need to inform and motivate our residents to use the new service and help us reach our increased target.

When asked how they would like us to communicate any recycling changes, the top three most popular methods suggested were leaflet at 67 percent, letter at 28 percent, followed by our newspaper About Guildford at 12 per cent. These methods indicate that residents prefer some sort of paper-based direct communication about recycling through their letter box.

This focus on direct communication is similar to how they actually heard about any changes from us in the past, which was from a leaflet (60 percent), word of mouth (24 percent) or in About Guildford (13 per cent).

It is important that our strategy uses direct communication as one of the key methods, supported by the other channels we have available. The survey also showed that it is important that we remind our residents about the items we collect, particularly non-plastic bottles, tetra paks, batteries and textiles.

**Improving student and shared accommodation participation**

One of the key findings of the doorstep engagement was that our student population had a lower awareness of how our recycling service works and how they could participate. Their preferred method of communication was also slightly different to others with more students wanting a letter (33 percent) and a higher focus on website communication (10 percent) than others.

It is important that we work together with the University of Surrey communications team to ensure effective promotion to local students in the most appropriate way.

**Objectives of this communications strategy**

We will work together across the Council and with partners to communicate the changes in a proactive, clear and effective way.

The objectives are to:

- inform residents about the changes and how Recycling More works
- encourage more residents to participate (currently 1 in 5 households are not recycling)
- explain the benefits of the new service and reassure existing users that it is a better way of recycling
- help reach our 70 percent recycling rate by 2015
- explain that the scheme will save money, increase efficiency and improve service resilience
- ensure staff are well-informed so they can promote and advise accordingly.
Key messages

- We all need to reduce our waste and recycle more.
- Working together we can achieve 70 percent by 2015.
- Improved, safer and easier service with no sorting or lifting.
- You can recycle more then before as one wheeled bin has more space than four boxes.
- You can recycle more than before by leaving large cardboard at the side.
- New wheeled bins mean less litter and no more broken boxes or blown-away bags.
- We will still collect your food waste every week.
- We will collect your recycling one week and your remaining refuse the next week.
- We provide a simple, efficient and cost effective service.

Key dates

- Garden waste changes introduced by April 2013 – new wheeled bins delivered to subscribers on each round from 18 March 2013.
- New wheeled bins to be delivered to all residents from 12 August 2013.
- The complete new fleet of vehicles will be in place by September 2013.
- Existing recycling boxes will be collected (if requested) during September 2013.
- Changes to be completed by October 2013.

Target audiences

- All residents.
- Local students and shared households.
- Local, regional and national media.
- Councillors and parish councils.
- Council staff.

Communication methods and channels

For all audiences:

- our website – www.guildford.gov.uk
- social media including Twitter, Facebook and possibly You Tube videos
- FAQs for external use
- poster and proactive press and radio advertising if necessary
- promotion and messages on sides of new vehicles.

For residents:

- articles in About Guildford and other Council publications
- press releases issued to selected residents’ associations
- letters or other direct communications with residents and garden waste subscribers
- attendance at relevant partner or other events for face to face communication
- leaflets or event-related promotion.
For local students and shared households:

- agreed actions with University of Surrey such as inclusion of information in new students pack
- possible presence at Fresher’s Week or other events and articles in student publications
- investigation of promotion via key student groups such as the Students Union or environmental societies.

For Council staff, councillors and parish councils:

- regular updates on *The Loop*, in *By the Wey, Wey Ahead* and in the *Core Brief*
- press releases issued to Extended Management Team, councillors and parish clerks
- copy to parish clerks for their notice boards and newsletters
- FAQs for internal use
- advance notice and briefings for the Customer Service Centre so they can manage calls
- briefings and drop-in meetings as necessary.

For local and trade media - about key milestones, messages and information:

- press releases to regular media contacts list (local and regional press, TV, radio, magazines and online media)
- press releases to trade press for local government
- proactive interviews, briefings and photo calls
- features and management of reactive enquiries
- media management at any events.

**Evaluation**

We need to evaluate our communication on an ongoing basis, so that the activity and messages can be adapted as appropriate. These include:

- media coverage
- visits to specific and relevant news pages of [www.guildford.gov.uk](http://www.guildford.gov.uk)
- retweets of our messages and increase in social media followers
- online and other feedback forms submitted
- Customer Service Centre calls and other enquiries
- question(s) in resident or other surveys
- attendance at any events or drop-in sessions
- improved awareness and participation in future doorstep engagement – planned for 2014.
Tactics and action plan

A summary of the key communication activities for Recycling More is shown in the following action plan. This will be updated with actual and further planned actions on an ongoing basis.

The majority of costs will involve officer time and use existing in-house resources or activities. Any items that will incur an additional or external cost are shown as to be decided (TBD) until the actual cost is known. These will be funded as necessary from the overall Recycling More budget managed by Chris Wheeler.

Key for action plan

<p>| CP  | = Carolyn Patterson       |
| PRM | = PR and Marketing team  |
| LM  | = Liz Mockeridge         |
| RC  | = Recycling and Cleansing team |
| TBD | = to be decided          |</p>
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<thead>
<tr>
<th>Activity</th>
<th>Details</th>
<th>Responsibility</th>
<th>Cost</th>
<th>Date</th>
<th>Completion</th>
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<tbody>
<tr>
<td><strong>Joint working</strong></td>
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<tr>
<td>Updates, copy, publicity materials and other information</td>
<td>Investigate promotional options with University of Surrey for student population</td>
<td>CP</td>
<td></td>
<td>Arrange an initial meeting as soon as possible</td>
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<td></td>
<td>Customise communications for other local groups such as residents associations</td>
<td>PRM and RC</td>
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<td>Ongoing</td>
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<td><strong>Online and social media</strong></td>
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<tr>
<td>Website</td>
<td>Keep pages and FAQs updated</td>
<td>PRM and RC</td>
<td></td>
<td>Investigate by 31 March 2013</td>
<td>Ongoing</td>
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<tr>
<td></td>
<td>Create Recycling countdown clock in run up to rollout</td>
<td>PRM</td>
<td></td>
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<tr>
<td>Social media</td>
<td>Regular tweeting and retweeting</td>
<td>PRM</td>
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<td>Ongoing</td>
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<td></td>
<td>Also use of Facebook pages and postings as appropriate</td>
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<tr>
<td>You Tube video</td>
<td>Possible filming of short recycling and wheelie bin clips to help communicate via website and social media</td>
<td>PRM and RC</td>
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<td>Investigate by 30 April 2013</td>
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<td>Activity</td>
<td>Details</td>
<td>Responsibility</td>
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<tr>
<td>Printed materials</td>
<td>Inside article on <em>Improved garden waste collection service</em></td>
<td>PRM</td>
<td></td>
<td>September 2012</td>
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<tr>
<td></td>
<td>Front page article on <em>Recycle more with our improved services</em> with two page recycling feature and articles</td>
<td>PRM</td>
<td></td>
<td>December 2012</td>
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<tr>
<td></td>
<td>Front page article and more inside planned for March 2013 edition</td>
<td>PRM</td>
<td></td>
<td>Editorial board to be arranged</td>
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<tr>
<td></td>
<td>Possible front page article and more inside for June 2013 edition</td>
<td>PRM</td>
<td></td>
<td>Editorial board to be arranged</td>
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<tr>
<td></td>
<td>Possible front page article and more inside for September 2013 edition</td>
<td>PRM</td>
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<td>Editorial board to be arranged</td>
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<td></td>
<td>Possible reminder article for December 2013 edition</td>
<td>PRM</td>
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<td>Editorial board to be arranged</td>
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<td></td>
<td>Possible feedback and progress article for March 2014 edition</td>
<td>PRM</td>
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<td>Editorial board to be arranged</td>
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<td>Activity</td>
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<td>Responsibility</td>
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<tr>
<td>Leaflets and advertising</td>
<td>A leaflet to explain overall scheme – delivered to all households</td>
<td>PRM and RC</td>
<td>TBD</td>
<td>By August 2013</td>
<td>February 2013</td>
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<td></td>
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<td>PRM</td>
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<td>Promotional advert on the inside back cover of the Council Tax booklet –</td>
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<td>delivered to all households with their annual Council Tax Bills</td>
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<td>Posters</td>
<td>To promote key messages and where to get more information – to send to</td>
<td>PRM and RC</td>
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<td>By July 2013</td>
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<td>Parishes and use elsewhere</td>
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<tr>
<td>Letters and other direct</td>
<td>To include key messages in any direct communication sent to residents</td>
<td>RC and PRM</td>
<td>TBD</td>
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<tr>
<td>communication with residents</td>
<td>Collection calendar for 2013-14</td>
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<td>Letter one to all residents</td>
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<td>April 2013</td>
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<td></td>
<td>Letter two to all residents with leaflet</td>
<td></td>
<td></td>
<td>August 2013</td>
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<td>Livery for new fleet</td>
<td>Promotional panels on the side of vehicles.</td>
<td>RC and PRM</td>
<td>TBD</td>
<td>By September</td>
<td>Ongoing</td>
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<td>2013</td>
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<tr>
<td>Stickers for all current</td>
<td>To be investigated</td>
<td>PRM and RC</td>
<td>TBD</td>
<td>By July 2013</td>
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<td>Activity</td>
<td>Details</td>
<td>Responsibility</td>
<td>Cost</td>
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<td>wheelie bins</td>
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<td>To be investigated</td>
<td>PRM and RC</td>
<td>TBD</td>
<td>Booked by July 2013 for promotion in September 2013</td>
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<td>Press briefings, enquiries and releases</td>
<td>Key dates, deadlines and messages will be issued as necessary</td>
<td>PRM</td>
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<td>Issued 22/06/2012</td>
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<td>Improved garden waste service for residents</td>
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<td>Issued 05/10/2012</td>
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<td>Recycling service to change (following Executive on 4 October)</td>
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<td>Christmas refuse and recycling date changes</td>
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<td>Press release to coincide with delivery of garden waste bins</td>
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<td>Possible radio adverts</td>
<td>Work with Eagle Radio to promote Recycling More</td>
<td>PRM and RC</td>
<td>TBD</td>
<td>Possibly in April and September when bins are delivered and service changes</td>
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<td>Activity</td>
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<td>Internal communications</td>
<td>Updates to all councillors and staff using internal communication channels</td>
<td>PRM and RC</td>
<td></td>
<td>12 March 2013</td>
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<td>Using intranet, staff and councillor newsletters and any other appropriate methods as necessary</td>
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<td>FAQ and other updates for Customer Service Centre so they can handle calls</td>
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<td></td>
<td>Report to Customer and Community Scrutiny Committee</td>
<td>RC and PRM</td>
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<tr>
<td>Events</td>
<td>Attendance at relevant external events to promote Recycling More in person</td>
<td>LM</td>
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<td></td>
<td>Home Expo at University of Surrey</td>
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<td>5 and 7 February 2013</td>
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<tr>
<td></td>
<td>Possible participation at Parish and other meetings</td>
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<td></td>
<td>Effingham 21 February 2013</td>
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Appendix 2 - Waste Collection Service Guidelines

Collection Frequency

- Refuse bins and sacks – we will collect refuse every two weeks, except at locations where no food waste service is provided (such as flats with limited waste storage provision) where we will collect weekly.
- Recycling bins and sacks – we will collect recycling every two weeks, except at locations such as flats where there is limited waste storage provision where we will collect weekly.
- Food Waste caddy – we will collect food waste every week.
- Garden Waste bins and sacks – we will collect garden waste every two weeks from properties that subscribe, except for the period over Christmas when we will not provide a service. This will usually cover a two week period and will be highlighted in the calendars and correspondence provided to each property.
- Other recycling (textiles, batteries and small WEEE (Waste electrical and electronic equipment) – we will collect these materials fortnightly from carrier bags (WEEE and Textiles) or, for batteries, sandwich bags or council supplied battery bags.

Wheeled bin property suitability

An authorised inspector will carry out a survey on all properties to assess whether they are suitable for a wheeled bin for both recycling and garden waste. The majority of households can accommodate wheeled bins for alternate weekly refuse and recycling collection and garden waste.

Properties we think are unsuitable for wheeled bins are where;

a) there is no space, or a space under five square metres at the front of the property, and no access from any other storage area to the point of collection other than through inhabited rooms (e.g. only access is through the house).

b) there is space at the front of the property but it will cause an unacceptable obstruction on the highway.

c) there is suitable space for storage at the rear of the property but no way of wheeling the bin to a collection point (e.g. only access is through the house) and the front area is sized less than five square metres.

We will supply residents in this category with a wheeled bin if they request one.

d) there are an excessive number of steps to negotiate in a single flight or a very steep slope

e) the distance required to manoeuvre a bin to a collection point is considered to be unreasonable by the Council. We will also take into account the health of an occupant.

f) there is no reasonable access for the collection vehicle.

g) the Head of Operational Services deems the property unsuitable for reasons of operational practicality or some other significant reason. This may include issues relating to specific house design or local issues that require special consideration.
If we decide that your property is not suitable for a wheeled bin, we will still supply a refuse bin on request, subject to the Council being satisfied that the residents can store the bin on their property between collections and present it for collection at the edge of the property or other agreed location.

- If we decide there is only room for one bin this will be a refuse bin. We will collect recycling from recycling sacks and garden waste from reusable garden waste sacks.
- If we decide that there is only room for two bins these will be a refuse bin and a recycling bin. We will collect Garden waste from reusable garden waste sacks.
- If we decide that there is room for all three bins then we will not offer an alternative. (the only exception to this being if a resident has physical difficulties preventing them from handling a wheeled bin). We will review these cases on an individual basis and offer an assisted collection to collect the bins or agree a suitable alternative.
- The Head of Operational Services has the final decision on the collection container authorised for use at a property.

**Arrangements for properties considered unsuitable for wheeled bins**

**Refuse**
- We will provide properties unsuitable for a refuse bin with 104 refuse sacks each year. In order to encourage waste minimisation and recycling we will collect no more than four sacks every two weeks.

**Recycling**
- We will provide properties unsuitable for a recycling bin with 120 recycling sacks each year. In order to encourage recycling there will be no limit on the number of sacks that we will collect every two weeks.
- If we have issued a garden waste bin to a property that does not have the space to accept a third wheeled bin we will offer recycling sacks.
- Where we have identified properties that have a high use of recycling sacks we reserve the right to issue additional rolls of sacks.

**Garden waste**
- We will provide properties unsuitable for a garden waste bin with four 60 litre reusable sacks. These will be collected from the edge of the property nearest the collection point every two weeks. We will not collect any excess garden waste.

**Collection point**

- You must place wheeled bins and sacks at the edge of the property nearest the public highway that our collection vehicle uses or any other reasonable point which shall be determined by the Council as the collection point, to allow safe and efficient collections.
- You should, as far as is possible, only put wheeled out for the day of collection and not leave them at the edge of the property or on the path or public highway for any longer than necessary. If you place bins on a path or public highway for collection they you should ensure they do not obstruct cars, pedestrians or other vehicles.
Assisted collections

- Most householders can generally cope with the task of placing the wheeled bin at a collection point at the boundary of their property, although we understand that the elderly or infirm may require assistance with their wheeled bin. Where this is the case, we will collect and return the wheeled bin from where it is kept, as agreed by our Officer.
- If you need an assisted collection, you will need to apply for this by filling out the Council’s form, this is available from our website and from our Customer Service Centre. General criteria used for determining appropriate ‘assisted collections’ are, by nature, often difficult to determine and it is appreciated that our staff need to apply these considerations with a great deal of understanding, sensitivity and individual assessment.
- If we have agreed to provide an assisted collection for any wheeled bin we will automatically apply this to all wheeled bin collections at this property.
- Our decision to offer an assisted collection is dependant on:
  a) whether the resident can physically move the waste container to the collection point
  b) if there is another physically able person at that property to move the waste containers on the collection day. This physically able person includes carers not living at the property and anyone living at the residence.
- We will regularly review the ‘assisted collection list’ to confirm that assistance is still required. We will do this because there is an acceptance that households change over time and the need for these arrangements may not still be there.

Removal of the assisted collection service

- We will investigate and, if necessary, instruct the crew to return to collect from the edge of the property if we receive reports that an individual may no longer need assistance. We will notify the householder of this in writing giving one months notice from the date of notification.
- If we remove the service and you dispute this, or we believe that assistance is not required at an address we reserve the right to ask for medical evidence to support the request for assistance. We will always adopt a balanced and reasonable approach and the Head of Operational Services will make the final decision. If you believe his decision is unfair or unreasonable then you can make a formal complaint under the Council’s corporate complaints process. You must set out clear reasons why you believe the decision was wrong e.g. it is not enough to say that you don’t like the decision but you may think that he didn’t take the circumstances fully into account or that he gave too much weighting to one factor over another.
Wheeled bin provision

Standard container

- We will supply every property with a 240 litre wheeled bin for refuse and recycling as standard.
- Households can opt for a 140 litre refuse bin.
- Households can opt for a 140 litre recycling bin provided that the household has a 140 litre refuse bin.
- For properties with low occupancy (2 people or less) we will offer a 140 litre refuse bin.
- There is no limit on the number of recycling wheeled bins a property may have in suitable properties.

High occupancy

- Households with five or more residents may apply for one additional refuse bin. This will be a 240 litre bin and initial issue is free of charge.

High volume of waste due to medical needs

- We will assess householders who fall into this category on a case-by-case basis and we will issue enough bins to meet their needs.

Unauthorised extra bins

- We will only empty bins formally supplied under these policies. All of our bins have a Guildford Borough Council logo. Any bins without a Guildford Borough Council logo, or not supplied under a formal arrangement within these policies will not be emptied.
- We will empty and then remove any Guildford Borough logoed bins that are not formally supplied to a property that have been presented for collection or if we become aware of a change in circumstances, such as less people living at a property or the ending of a medical condition. We will remove these bins without notice.
- In the event of bins being presented for collection that are clearly from another local authority area, we will not empty these bins and seek permission from that local authority to recover their bins.
- Other bins, without logos will not be emptied and we will leave these at the property.

Marking of bins

- In order to prevent theft and abuse of bins, we would encourage residents to mark their bins with their house number.
Ownership

- The wheeled bins and food waste caddies supplied by the Council remain the property of the Council.

Wheeled bin replacements

- Replacement wheeled bins for residual waste (black bin) which are lost, stolen or damaged can be purchased directly from the Council. If a resident’s wheeled bin has been damaged or lost in the refuse collection vehicle or collection process as a result of mishandling or misuse by refuse operatives, we will replace this bin free of charge.

- Replacement wheeled bins for garden waste (brown bin) which are lost, stolen or damaged can be purchased directly from the Council. If a resident’s wheeled bin has been damaged or lost in the refuse collection vehicle or collection process as a result of mishandling or misuse by refuse operatives, we will replace this bin free of charge.

- Replacement recycling bins (green bins) are provided free of charge. This includes bins that are lost, stolen or damaged. The exception to this is damage we believe to be as a result of deliberate or negligent behaviour on the part of the resident. In this case charges will be made. (for example if the resident places prohibited waste in the bin that causes damage such as hot ash that melts part of the bin)

- Food caddies will be replaced free of charge.

- The bin remains the property of the Council even when the householder pays a charge

Colour

- We will only collect Guildford Borough Council wheeled bins of the appropriate colour (denoting the service) for that collection.

- Wheeled bins for refuse will be **black**.

- Wheeled bins for recycling will be **green**.

- Wheeled bins for garden waste will be **brown**.

Setting-out times and removing of bins

- Wheeled bins need to be set out by 6.30am on the collection day.

- Residents should place bins at the collection point no longer than the night before their collection is due and remove them as soon as possible after the collection and no later than the end of the day of collection.
Lid down

- In order to protect the health and safety of our crews and that of passing pedestrians, wheeled bins will only be collected if the lid is completely closed to allow the operatives to ensure that the bin is properly engaged with the bin lift prior to the emptying operation. This will prevent the loaded bin from falling off, causing injury and spillages.

Side waste

- We will not collect refuse or garden side waste.
- We will collect recycling side waste provide it is presented in an appropriate manner e.g. any card should be bundled and any other materials should be held in a plastic bag.

Banks holiday collections

- We will inform residents using an annual calendar and on our website of any collection day changes due to bank holidays.

Compliance

1. Introduction

   This part of the document provides guidance to our residents, councillors and officers on how we intend to manage non-compliance in relation to the introduction of “Recycling More” in September 2013.

2. Objective

   Our objective is to achieve service compliance, recognising that by providing help, advice and encouragement; our residents will understand and meet these requirements more easily. This will provide a basis to drive up our efficiencies in recycling, meet corporate aims and offer authoritative and easily accessible advice. Unfortunately, enforcement action may be necessary and we will try to ensure that we place minimal burdens on residents when seeking compliance.

3. Enforcement Action

   It is essential that any service management or enforcement action, be it verbal, written warnings, statutory notices, fixed penalty notices, or in the worst case scenario, court proceedings is based on an assessment of each case. Enforcement action should be consistent with this approach and should be transparent and proportionate in its response.
In reaching an enforcement decision, we will refer to relevant legislation, guidance and any other requirement to enable compliance or positive outcome.

4. Overview

Two main areas need addressing in this service management plan:

- where wheeled containers are left on the highway
- where side waste is presented

**Wheeled containers left on the Highway**

This has been an issue of concern and a source of frustration in some small areas of the community since the introduction of domestic wheeled bins in 2009. During that time, we have had very few occasions where intervention has been necessary; however, there has been a need to investigate some complaints. These containers can cause an obstruction of the pavement, can be hazard to the visually impaired, can impact on the “feel good factor” of an area, can become targets for vandalism and in some cases are open to arson attack.

Having researched different models used by other Councils in an effort to remove obstructive containers from the pavements, one of the more favoured is the “Move it or Lose it” approach. These schemes hinge on compliance from the resident and a proportionate approach to enforcement. It is most effective in conjunction with a communication and education programme that incorporates a three-stage warning process leading up to service of a notice under Section 46 Environmental Protection Act 1990. A Section 46 notice allows us to impose specific requirements on a householder in relation to the collection and storage of their waste. Records are needed showing that every attempt has been made to achieve voluntary compliance before enforcement action takes place.

The introduction of wheeled containers for domestic refuse, co-mingled recycling (Recycling More) and garden waste may have an impact on the number of containers being left out on pavements. Areas that contain “Houses in multiple-occupation” (HMO) or a high turnover of tenants show up more often than other areas and will need more focus.

The basis of the scheme revolves around the agreement between the Council who “own” the bin, and the resident who has the bin on “loan”. We as the owner have an inherent right to expect that our container is kept in such a way as to remove the risk of damage, theft or abuse. It is reasonable for us to expect all those issued with a wheeled container, to look after it and keep it in good working order. In order to comply with this agreement, the container should be stored in a safe place between collection days and leaving it on the pavement is not reasonable.
Should the need arise, after every effort to persuade the resident to comply, we would seek to recover a container into our safe custody in conjunction with service of a S46 Notice. This process will unfortunately incur a charge based on re-delivery of the container of £20.00 per event. The terms of the s46 notice will specify that the resident cannot present their waste in any other container except the one specified in the schedule.

Preston City Council has reduced their bins-on-pavements issue from an average of 700 per month to around 50 using this model. The time and effort initially was quite intense, but we understand that it is now at a very manageable level.

**Wheeled bin on highway compliance process.**

- **Stage 1**
  When we receive reports of a container or containers left on the highway we will make a site visit, take photographs and issue a “Stage 1” letter to the relevant properties. The letter will contain the information to educate and encourage compliance. We will apply a sticker will to the container for information. We will record who we have written to for reference.

- **Stage 2**
  Where there is a failure to comply within three months of a Stage 1 letter, we will carry out a property visit and take photographs. We will offer advice and guidance to individuals if they are at home. We will send a Stage 2 letter to individuals who have failed to comply with our previous request. This “Stage 2” letter will give firm instructions for compliance with our request to remove the container from the highway and highlight the possibility of further action. We will sticker the container and record the details into our records for reference.

- **Stage 3**
  Where there is a failure to comply within three months of a Stage 2 letter we will send a final “Stage 3” letter informing the resident of our intention to remove the bin if it is not moved off the highway. We will apply a 24-hour notice to the container and we will re-inspect no sooner than 24-hours later.

We will apply a removal notice on containers still on site at the time of re-inspection and we will recover the container.

We will serve a section 46 notice on the resident that will set out the conditions on how the resident presents their waste. The schedule of conditions can include the type of container, where to present it and where to store it between collection days. Under this notice we would require the resident to pay for the return of their bin and use the council supplied bin properly in accordance with the requirements of the notice. We will charge £20 for returning a recovered bin. The resident has the alternative option of providing their own bin at their own cost; however, this bin will still have to comply with the Council’s specification set out in the notice. A failure to comply would be a breach of the notice and would result in a Fixed Penalty Notice (FPN). This penalty is set between
£75 and £110 and failure to pay could result in prosecution with a maximum fine of £1000 at the Magistrates Court. We currently apply an FPN level of £75 for breaches of section 46 notices, however to date we have only ever had to serve one section 46 notice and this was complied with.

The legislation surrounding the service of the FPN and court proceedings is presently undergoing a parliamentary review and we expect amendments in May 2013. The main changes are likely to be the amount of the FPN (likely to be set at £50) and decriminalising non-payment. If the amendments come into effect, councils wishing to pursue those who fail to pay the FPN would need to do so through the civil courts.

**No side waste**

This is a common approach for general refuse around the country, but is new to Guildford. We have discouraged the placement of additional waste at the side of the wheeled container; however, we have removed additional waste if presented. Removing side waste does remove one of the key incentives to use the recycling services and no side waste arrangements do help improve recycling rates as we capture more recycling material.

To promote further improvements to the service including higher recycling participation, reducing unnecessary bags left at the roadside and the removal of possible health and safety issues, we need to eliminate side waste from the normal day-to-day domestic collections. Side waste cannot be eliminated in its entirety as there will be times when additional waste is presented, such as Christmas or residential events, and at these times we will suspend the policy and relax enforcement.

**No-side-waste process**

- **Stage 1**

  The crew will log when a property presents side waste. We will send a “Stage 1” letter containing information to assist and inform the resident how to reduce the amount of waste they produce. This letter will include information to promote further recycling and less waste. We will record details of the property for any future reference.

- **Stage 2**

  Should a property continue to present side waste the crew will log the presentation of side waste. If side waste is presented at a property within three months of the issue of a stage 1 letter we will send a “Stage 2” letter giving firm instructions regarding side waste, offering the resident a home visit and advice as to the steps that can be taken by the council should there be further incidents of this nature.

- **Stage 3**
If the crew report side waste at the same property again, within three months of the issue of a stage 2 letter, we will carry out a visit, take photographs and if possible, remove evidence from the waste. We will speak to the resident if they are home. We will send a third letter and serve a Section 46 notice. The letter will re-iterate the advice given previously. The Section 46 notice will require all waste to be in the appropriate container. Failure to comply with the notice is currently a criminal offence and carries a Fixed Penalty Notice for breach of the notice. After service of this notice, we will no longer have duty to collect the waste and we will advise the resident that we will not collect side waste left out in breach of the notice.

We will only include waste presented on or contaminating the public highway in any investigation.

*For the garden waste service, we do not allow side waste and side waste will be left by the crew even at stage 1 of this process.*