

CABINET



Report subject	Garden Waste 2020
Meeting date	30 September 2019
Status	Public Report
Executive summary	<p>Refuse and recycling waste collections are a statutory function which local authorities are required to by law provide. Separate garden waste collections are a discretionary service that Councils can legally charge householders a reasonable fee for. Chargeable garden waste collections have been operated by the legacy Councils since 2012.</p> <p>The service is popular with 49,681 subscribers for 2019, collecting 14,250 tonnes of garden waste across BCP in 2018/19.</p> <p>There are several variations in the service across BCP which over time need to be reviewed and aligned to ensure parity.</p> <p>In December 2018, the Government published a new Waste and Resource Strategy for England and consultations on many aspects of waste management followed in April/May 2019. These consultations included proposals on garden waste bin size, collection frequencies and whether garden waste collections should be provided free of charge by local authorities.</p> <p>Full alignment of garden waste collection services across BCP must consider the Government's new waste strategy, outcomes of subsequent consultations and associated legislation (requiring compliance by 2023).</p>

Recommendations	<p>The Cabinet is recommended to approve:</p> <ul style="list-style-type: none"> (a) The alignment of the annual garden waste collection service price across BCP for the 2020 service at £46 per household for one bin. (b) The pro-rotta of the Christchurch service collection fee for 2020 at £37.65 per household to reflect the service length from April to December 2020 (c) The retention of the current multiple bin options: <ul style="list-style-type: none"> i) For Bournemouth residents at a rate of £64 for 2 140l bins (280l) and £86 for 3 140l bins (420l) ii) For Christchurch & Poole residents at the full one bin price (£46 per extra 240l) (d) Further modelling and analysis by officers to establish full alignment of garden waste collections services across BCP with consideration to the Government's new Waste Strategy, outcomes of subsequent consultation and associated legislation.
Reason for recommendations	<ol style="list-style-type: none"> 1. BCP Council is facing a challenging efficiency agenda to deliver substantial financial savings whilst retaining frontline services that are efficient, reliable and valued by residents. 2. Garden waste is one of the few waste materials that Councils can legally charge householders a reasonable fee for collection. Of the 326 English councils who collect garden waste, 212 (65%) now charge for this collection. 3. Benchmarking comparing 16 of our neighbouring authorities geographically and statistically across the country, found that of the 11 that charge for garden waste collections, bin charges vary from £25 to £60, with an average of £46.62. 4. The alignment of collection prices offers consistency, steps towards parity and future-proofs service delivery across BCP. 5. The Garden Waste Service in Dorset (including Christchurch) historically starts and finishes in April for Dorset residents, which will result in a shorter service year

	<p>for Christchurch residents in year one from BCP Council. This can be addressed by a pro rata payment for the service in Christchurch for 2020.</p> <p>6. Retaining the multiple bin price structure in Bournemouth offers some consolation for provision of the smaller bin size for an interim period. A bin replacement programme swapping Bournemouth's 140l for 240l would incur capital costs of £289,000, plus delivery cost. As a result, it is prudent to maintain the current bin sizes across BCP until the outcomes of the Government's new waste strategy are better understood.</p> <p>7. Full alignment of garden waste collections services across BCP should consider the Government's new waste strategy, outcomes of subsequent consultations (concerning garden waste bin size, collection frequency, service charges) and associated legislation (requiring compliance by 2023).</p> <p>8. Garden waste collected through the service is diverted from the refuse stream, for composting in Open Windrows producing high quality compost, which is used locally on farmland and sold in garden centres.</p> <p>9. Residents can still dispose of garden waste for free at Household Waste & Recycling Centres.</p> <p>10. BCP also encourages home composting and promotes compost bin offers.</p>
Portfolio Holder(s):	Councillor Dr Felicity Rice (Portfolio Holder for Environment and Climate Change)
Corporate Director	Kate Ryan
Contributors	<p>Rachel Davies – Waste Strategy Manager</p> <p>Georgina Fry - Major Projects, Strategy & Commissioning Manager</p> <p>Larry Austin - Director of Environment</p> <p>Ian Poultney – Head of Environmental Development</p>
Wards	All Wards
Classification	For Decision

Background

1. Bournemouth, Christchurch (as part of Dorset) and Poole all operate chargeable Garden Waste collection services. Bournemouth has had a chargeable service since 2016, both Christchurch and Poole since 2012.
2. The Garden Waste Collection Services are popular with residents with 49,681 subscribers (19,253 in Bournemouth, 7,394 in Christchurch, 23,034 in Poole) to the 2019 Garden Waste Collection Service across BCP.
3. The 2018/19 Garden Waste Collection Services across BCP captured 14,250 tonnes of garden waste that may have been disposed of in the refuse stream or taken to a Household Waste & Recycling Centre for free, where the Council would have funded onwards haulage and disposal costs.
4. The Government's Waste and Resource Strategy was published in December 2018 and consultations on many aspects of waste management took place in April/May 2019. The Government's proposals are likely to significantly impact on the tonnage, composition and value of waste that BCP is required to manage in the future. As part of the consultations, there were proposals on garden waste bin size, collection frequencies and whether garden waste collections should be provided free of charge by local authorities. BCP will be required to comply with new legislation resulting from the National Waste Strategy by 2023.
5. There are several service variations in each legacy authority as set-out below which need to be addressed to provide a completely fair and equitable service to all BCP residents.

Garden Waste Comparison, BCP – 2019			
	Bournemouth	Christchurch	Poole
No. of households (2018)	89,840	23,780	68,420
Number of Subscribers 2019	Registrations 19,253 140 litre bins 23,154	Registrations 7,394 240 litre bins 7,390 4 sack customers	Registrations 23,034 240 litre bins 24,051
Service length	22 collections	Variable from 8-25 weeks	22 collections
Bin size	140 litre	240 litre	240 litre
Sacks	N/A	Variable pricing for 16- 50 sacks	N/A
Price 2019	1 bin = £43.00	£50.50 (25 weeks)	£42.95
Extra bins	2 bins = £60.00 3 bins = £80.00	£50.50	£42.95

Discounts offered	None	None	AtLL – half price first bin only £21.50 (1251 AtLL* for 2018)
Start promotions for 2020	1 November 19	1 January 20 (system live by 1 Nov 19)	1 November 19

*Access to Leisure & Learning

6. Any service changes for garden waste collections across BCP should consider the Government's new waste strategy, outcomes of subsequent consultations and associated legislation (requiring compliance by 2023).
7. Dorset residents may register and pay for the 2020 service from 1 November onwards. A Communications Plan will start in October 2019 to ensure anyone wishing to pay at this point will be directed to BCP rather than Dorset Council. However, the main communications for the Service will start in January. This aligns with the wider agreement with Dorset Council that BCP can communicate with Dorset residents from January 2020.

Options considered

8. The following options have been considered and rejected:
 - A. To maintain current historic service prices across BCP
 - B. To increase historic prices by RPI
 - C. To replace Bournemouth's 140l bins with 240l bin for the 2020 service
 - D. To introduce a litre price to reflect the smaller bin size in Bournemouth
 - E. To fully align garden waste collection services across BCP

Summary of financial implications

9. Bournemouth, Christchurch and Poole currently have different prices for the Garden Waste Service:
10. Based on the anticipated collection costs, the 2020 service will cost £2.11m to deliver across BCP. Registration numbers for the 2020 service are projected to vary due to the new pricing structure, resulting in a predicted income of £2.14m across BCP.
11. As the service previously delivered in Christchurch was pan Dorset, the service fee of £50.50 for 2019 and £52 for 2020 has been set with consideration to Dorset-wide rural demographics and associated operational demands. Based on Bournemouth & Poole modelling, it is anticipated the cost of service delivery for BCP in Christchurch will be lower.
12. Historically, Bournemouth residents have received a discount on multiple bins. These are indicated below for the current year 2019 and proposed increased for 2020 based on proportional increase of 140l bin price.

	2019 price	2020 price
1 bin	£43.00	£46.00
2 bins	£60.00	£64.00
3 bins	£80.00	£86.00

13. Replacing the Bournemouth 140l bins with 240l bins would incur a capital cost of £289,000 to purchase 240 litre bins, plus delivery costs.

Summary of legal implications

14. In the Controlled Waste Regulations (1992), garden waste is classified under Schedule 2 (Regulation 4), as a type of waste for which a charge may be made.
15. In accordance with the 'Delegation of Waste Function' as agreed by the Bournemouth, Christchurch and Poole Shadow Executive Committee on 7 November 2018, Dorset Council will manage waste & cleansing services in the existing Christchurch Borough area using the current operating model, transfer arrangements and disposal routes until 31 March 2020. This decision was taken, due to the tight timescales of LGR to ensure service continuity from April 2019.
16. With effect from 1 April 2020, BCP will be responsible for operating waste cleansing services, including garden waste collections within the Christchurch area.

Summary of human resources implications

17. Staff currently employed by Dorset Council to deliver the Christchurch service will transfer to BCP on 1 April 2020 subject to TUPE (Transfer of Undertakings (Protection of Employment) (Amendment)) Regulations 2014.
18. Planned staff engagement is set out as part of the overall Christchurch Communications Plan (Appendix 1). Meaningful consultation with staff will be undertaken in line with Council Policy.

Summary of environmental impact

19. Garden waste collected through the garden waste collection service is diverted from the refuse stream, for composting in Open Windrows locally at Hurn. This process creates a high-quality compost that is sold locally.
20. The most cost-effective solution for managing garden waste would be for residents to compost at home, however this is not always convenient due to limited space and opportunity.
21. Without a designated garden waste collection, this material could end up in the general waste bin and not be composted. This would mean a fall in the Council's recycling rate. With no kerbside garden waste collection service, it is likely that the recycling rate would fall below the Government's target.
22. The garden waste kerbside collection service enables materials of this type to be sent to a local facility where it is turned into a soil improver.
23. Without kerbside garden waste collections, more pressure may be put onto the Household Waste Recycling Centres as this is the only other place it could be

disposed of if not composted at home. This would likely increase traffic at the already busy sites.

Summary of public health implications

24. None identified.

Summary of equality implications

25. A full Equality Impact Assessment has been completed (Appendix 2); impacts have been identified relating to age, disability, race and transient populations.
26. These impacts will be mitigated by the encouraging home composting and ensuring free garden waste disposal options are available at Household Waste & Recycling Centres. Any language barriers will be mitigated by a well-designed and flexible communications strategy that will include pictorial and translated summary leaflets where needed.
27. These impacts will be subject to ongoing monitoring.

Summary of risk assessment

28. A full risk register has been completed with the following risks identified:
- Income revenue is not sufficient to cover service costs
 - Reduction in recycling rate
 - Increased amount of garden waste disposed of at Household Waste & Recycling Centres
 - Increased amount of garden waste fly-tipped across the borough
 - Increased amount of residual waste and associated disposal costs
 - Residents are unhappy about paying for the collection service.
 - The Customer team are not able to accommodate within current resources the demand for registrations and take payments.
 - Inconsistencies in service delivery between Bournemouth, Christchurch & Poole for the same cost i.e. 140l bin in Bournemouth vs. 240l bin in Poole & Christchurch for same price.

The following mitigating actions have been proposed:

- Costs have been modelled on an uptake of 50,000 households, 50,088 registered so far for the 2019 service. Comprehensive communications campaign to engage and inform residents of the service improvements and reasons for charging.
- Recycling rates will be monitored closely and alternative methods to improve BCP's recycling may need to be implemented
- Service enhancements will be supported by comprehensive communications campaign to engage with residents and the local media, communicating the service and charges to encourage residents to register. Customer team will be engaged and well briefed.
- Customer team have been involved from early planning, processes requirements have been specified and agreed
- Legally charges can only be made for garden waste collection, not disposal. Outcomes from the Government's Waste Strategy, concerning charging for

garden waste collections need to be fully understood before investing in bin replacement

Background papers

None

Appendices

1. Communications Plan
2. Equality Impact Assessment