

MUNICIPAL YEAR 2016/2017 REPORT NO. 104

MEETING TITLE AND DATE:

Cabinet, 19th October
2016

REPORT OF:

Director – Regeneration &
Environment

Agenda – Part: 1	Item: 15
Subject: Green Bin Service Change	
Wards: All	
Key Decision No: KD 4376	
Cabinet Member consulted:	
Councillor D Anderson	

Contact officer and telephone number:

Jonathan Stephenson, Head of Commercial and Client Services, Public
Realm. Email: jonathan.stephenson@enfield.gov.uk

1. EXECUTIVE SUMMARY

1.1 Enfield Council has a challenging savings target of £56m by 2019/20.

1.2 In preparation to find further savings the Green Bin collection service has been considered in terms of alternative service provision, as it is a non-statutory service, unlike refuse and recycling.

1.3 Options around the different variations of the Green Bin collection service, currently a free weekly collection service, have been explored in terms of savings potential, impact on recycling performance and potential impact on resident satisfaction.

1.4 Two options have been taken forward to public consultation:

- **Free fortnightly** combined Green Bin and food collection service
- **Weekly charged (£60 per year)** Green Bin collection service with a separate free food collection service for all kerbside properties.

1.5 The consultation responses showed a clear preference for Free Fortnightly combined Green Bin and food collection service. For the reasons set out in this report officers also consider that the Free Fortnightly combined Green Bin and food collection service should be adopted.

1.6 A process and indicative timescale for implementation of free fortnightly green bin collections is outlined

2. RECOMMENDATIONS

- 2.1 That Cabinet approve the implementation of the recommended option, Free Fortnightly collection, whilst retaining weekly collections of refuse and recycling, as detailed in sections 3.27 – 3.31.
- 2.2 That Cabinet approves to delegate to the Assistant Director Public Realm (in consultation with the relevant Cabinet Member) the decision to procure, negotiate and award contracts (in accordance with the Council's Procurement Rules) for the works and services as appropriate associated with the implementation of a Free Fortnightly collection service.
- 2.3 That Cabinet approve the redirection of capital expenditure, funded through existing borrowing of up to £377k required to implement the service change.

3. BACKGROUND

- 3.1. Enfield Council has a challenging savings target of £56m by 2019/20. It is therefore imperative that the Council explores different ways of delivering services that are more efficient, but that also retain high standards of service for residents.
- 3.2. The savings relating to Regeneration and Environment are £3.2m over the same period.
- 3.3. Though balanced for 2016/17, there is a budget gap remaining in the Medium Term Financial Plan of £13.7m up until 2019/20. The proposals set out in this report would mean that the part year effect of the saving can contribute towards the Council's financial position in 2017/18 should this be agreed.
- 3.4. From 2011/12 to 2015/16, Public Realm has delivered savings of £4.25m and secured £2.4m DCLG funding to retain weekly waste collections and is committed to doing so, which has maintained the high standard of frontline services to residents in Public Realm.

Savings have been delivered through contract negotiations, income generation, staff optimisation and automation of services.

3.5. Further, during 2014/15 the parks, streets and waste services all underwent efficiency reviews to measure: cost, performance and public sector satisfaction. In summary the outcomes were:

- **Street cleansing:** Service offers excellent value for money (£13.0 per person compared to London average of £21.40 per person), with good performance and high customer satisfaction.
- **Parks and Open Spaces:** High productivity with higher satisfaction than the private sector comparators and lower unit costs.
- **Waste and recycling:** High service levels and performance compared to other London authorities. The recommendations included removal of one round and route optimisation of all three services. These recommendations have been delivered and there are no further opportunities for resource reductions without significant service change.

The review included benchmarking with private sector comparators and concluded that all services are effectively fully optimised.

3.6. In 2015 a range of savings were considered to meet the budget gaps predicted in 2016/17 and 2017/18. The savings that were agreed by Council were for frontline service provision in streets and parks from 2016/17. To assist the Council in meeting further future savings officers were asked to review further opportunities within the waste service area, specifically around recycling and the green bin service.

3.7. In order to gain further future savings modelling has been undertaken to reduce the recycling and green bin services.

3.8. Reducing or limiting kerbside comingled recycling services would significantly increase disposal costs and reduce customer satisfaction and recycling performance. Therefore this has not been taken forward and the Council is committed to retaining this service weekly.

3.9. The Green Bin collection service has therefore been considered because it is a non-statutory service and reductions here are

considered to have the least impact on customers and service performance.

Benchmarking - Green Bin Service offers

- 3.10. With the national, regional and local growth in the provision of kerbside recycling and green waste collection systems and the associated costs of these services, there has been a move in other areas over the last decade to alternate weekly, chargeable or fortnightly services.
- 3.11. Given the drive to increase recycling and reduce waste coupled with financial pressures, councils such as Salford City Council have introduced three weekly residual waste collections (black bins) and Fife Council has trialled monthly residual collections.
- 3.12. Analysis shows that nationally there is a wide range of collection types and frequencies which are continually changing. In England, of the 301 authorities that provide green bin services the breakdown of types is as follows:

Table 1 (Source – Waste Resources Action Programme 15/16)

Green Bin Service	% of English Authorities
Free Weekly	18%
Charged Weekly	24%
Free Fortnightly	32%
Charged Fortnightly	26%

- 3.13. London boroughs provide a variety of green bin configurations as set out in the table below.

Table 2 - Summary of Green Bin Collection Services (Delivered by London Boroughs; Source – Resource London September 2016)

Green Bin Service	Number of London Boroughs
Free Weekly	11 (including Enfield)
Charged Weekly	2
Free Fortnightly	4
Charged Fortnightly	12
No service	3
Total	32

Green Bin Options Appraisal

- 3.14. A full options appraisal was undertaken, with specialist technical support, to identify appropriate service provision options that could; provide savings, maintain or improve performance levels, was in line with accepted service provision elsewhere and minimised impact on customer satisfaction with waste and recycling services overall.
- 3.15. The service variables considered within the options appraisal included; collection frequency, seasonal frequency, collection methodology, charging and not operating a garden and food collection service.
- 3.16. The possible service configurations generated using these variables were then reduced down to 10 potentials by removing options that increased costs, did not meet statutory requirements, were a significant service reduction or were nonsensical.
- 3.17. The 10 options were then modelled to assess; likelihood of providing significant savings, impact on recycling performance and the impact on resident satisfaction. The two options that performed the most favourably against the criteria were:
- **Free fortnightly** combined Green Bin and food collection service
 - **Weekly charged** (£60 per year) Green Bin collection service with a separate free food collection service for all kerbside properties.

3.18. Appendix 1 contains full details of the options appraisal process.

Public Consultation

3.19. To measure attitudes towards the two service options, and understand the potential impact of each, an online questionnaire, and a hard copy version, was made available to residents across the borough. The questionnaire was available for 12 weeks, between 10th June and 2nd September 2016.

3.20. Residents were also offered the opportunity to contact the Consultation and Resident Engagement Services Team if they required assistance in participating in the consultation or required further information. Background information was provided with the questionnaire explaining why the Council wished to change the way in which it provided the Green Bin service, and setting out details of the two options which the Council had identified as preferred options. The questionnaire could be translated online, was clear and concise and wide ranging promotional activity was undertaken to raise awareness of it. The accessibility of the questionnaire was reflected in the proportion of responses submitted by older people and disabled residents

3.21. Residents were notified of the consultation exercise via; Our Enfield, Enfield Connected, Website homepage, Social Media, Local media (including ethnic publications) and advertisements in public buildings (civic centre, libraries). This resulted in the highest number of online responses (3,191) to a consultation hosted on the Council website.

3.22. The consultation responses showed a **clear preference for Free Fortnightly combined Green Bin and food collection service** with 87% of all respondents preferring this option to the charged weekly option.

3.23. Respondents aged over 55 and under 55 indicated the same level of preference (both 87%) and 88% of disabled respondents also preferred Free Fortnightly service.

3.24. The consultation enabled respondents to identify alternative suggestions. Seasonal services, such as stopping or reducing the green bin collections in the winter, was suggested by 6% of the respondents. The other options identified are detailed in Appendix 2.

- 3.25. The high participation in the consultation and consistent support for the Free Fortnightly service across different demographic areas demonstrates that the consultation outcomes are robust and that, if the Council chooses to reduce its current service, the introduction of the service would be equally preferred across all areas and groups of the Borough in preference to the charged weekly service.
- 3.26. Appendix 2 contains further details of the consultation outcomes.

Proposal

- 3.27. The proposal is to replace the current free weekly Green Bin and food collection service with one of two options designed to reduce costs. The key elements of the two options; Free fortnightly combined Green Bin and food collection service and Weekly charged (£60 per year) Green Bin collection service with a separate free food collection service for all kerbside properties are compared below:

Table 3 – Options Comparison

	Free Fortnightly	Charged Weekly
Service fee	Free	£60 (per year)
Saving	£350-400k	£700-800k
Implementation	4-6 Months	10-12 Months
Consultation resident support	87%	13%
Estimated Impact on Recycling	0%	-2%
Container replacement	Yes (for 140ltr bins)	Yes (food caddies)
Day Change	Limited	Yes

- 3.28. The Free Fortnightly service provides a smaller saving of the two options however it can be implemented to deliver a saving in a more timely way. The modelling shows it is unlikely to have a negative impact on the recycling performance of this service or on resident's collection days, and has significantly more support from the public (87%) than the Weekly Charged service (13%).
- 3.29. For the reasons outlined earlier (3.1 – 3.9) it is considered that there should be a reduction in the Green bin and food collection service. If the Council decides that it wishes to reduce the service, it is proposed to implement a Free Fortnightly combined green bin and food collection

service borough-wide from March/April 2017. This will apply to all properties with kerbside bins and any current or future communal green waste bins.

- 3.30. The green bins will be collected on the same day of the week, although fortnightly, as the continued existing weekly kerbside residual and recycling collections. Retaining the weekly blue bin recycling service will support increased recycling performance and maintain customer satisfaction with waste and recycling services.
- 3.31. Separate food waste collections at estates and in other communal areas will be unaffected and will continue at their existing collection frequency.

Implementation

- 3.32. The Free Fortnightly service delivers savings through reducing the number of collection rounds by 4; this provides direct vehicle and staff savings.
- 3.33. The replacement programme for the existing vehicle fleet has been delayed in lieu of the service review with replacements due in 2017/18 which will allow this saving to be realised. This will provide a saving from the fleet replacement programme and also reduced maintenance costs from a smaller fleet. Additionally, this will release space at the depot for other alternative uses.
- 3.34. The fortnightly round structure will require a lower number of staff to operate and so will provide staff savings. The proposal will enable permanent roles to be reduced by 12. Vacant permanent roles are currently backfilled with agency staff and so these roles can be deleted with no change to the number of permanently employed personnel and therefore no redundancy costs incurred.
- 3.35. To deliver the proposed service change it will require one-off implementation and ongoing revenue costs. These costs will enable additional resources to be provided to implement the change and also provide ongoing support for the continued service delivery. The costs provide implementation resources, communications prior to and post the change of service and the provision for ongoing waste enforcement. These costs will be met initially from within the service area in 2016/17, but thereafter are included within the overall financial model within Table 4.

3.36. The capital and revenue costs and savings are summarised as follows:

Table 4- Green Bin Service Change –Financial Model

Item	2017/18	2018/19	2019/20
Revenue Costs	156	80	80
Revenue Savings	-368	-491	-491
Net Total Saving	-212	-411	-411
Capital Financing (Borrowing)	52	51	49
Net Impact on Budget	-160	-360	-362

- 3.37. The required rerouting of rounds to optimise collection efficiency has already been undertaken to calculate potential savings. Final round details will be confirmed using existing route planning software which is already tested and operational.
- 3.38. A robust communication plan is key to ensuring that residents understand and engage with the new service and will address key issues raised by residents in the consultation.
- 3.39. The new arrangements for the service will be communicated to every affected resident through the delivery of a range of information and materials to all households utilising the service. These communications will include a calendar detailing collection dates and an overview of the new service in the Council magazine which will be delivered to all 120,000 households in Enfield. Information will also be displayed prominently on our website, adverts placed in the local press and press releases produced to generate editorial coverage. A social media campaign will be delivered through our Facebook and Twitter feeds supported by a borough-wide poster campaign and information displayed in our libraries and customer access centres. Additional communications will also be provided for the public, following implementation, to ensure all residents are made aware of the service provision and their collection days.

- 3.40. The consultation process flagged that some residents currently using smaller 140 litre green bins will require additional capacity with a move to a fortnightly service.
- 3.41. Analysis has shown that approximately 19,000 properties currently use the smaller 140 litre green bin for this service. Residents with the smaller 140 litre green bins will have the opportunity to swap these bins for a larger 240 litre bin free of charge as part of the implementation of the scheme. Only residents with the smaller bins will be eligible to swap them for free at this time.
- 3.42. Residents who are eligible for the bin-swap will be asked to request this swap in advance of the service change and this option will be made clear in the promotional material provided. Should requests be made after the service commencement, a further opportunity will be provided for these residents free of charge until 1st June 2017. Residents who request a larger bin after the 1st June 2017 will be required to pay for this in line with the Council's agreed fees and charges. For logistical reasons, bin swaps will be carried out in batches, with the first batch being delivered before the service change commences. Subsequent delivery batches will be scheduled in accordance with demand. Should a resident be awaiting delivery of a larger bin, officers enforcing the Council's side waste policy will be instructed to apply discretion.
- 3.43. Biffa Waste Services Ltd who compost the organic waste once collected, and Suez UK Ltd who operate the Refuse Recycling Site (RRS) at Barrowell Green are aware of the potential changes and have both confirmed they have capacity and resources to manage any impacts that may result from the service change.
- 3.44. Residents who require additional capacity (other than that in 3.41 above) will still be able to obtain a second green bin for an annual hire charge, or take their excess organic garden material to Barrowell Green RRS for free. Currently 40 residents have a second green bin. The council's existing side waste policy will continue to apply.
- 3.45. A detailed implementation programme will be developed if the proposed recommendations are approved, the key stages of the programme are as follows:
- **Stage 1**-Communications programme will commence from decision being made until service implementation is complete
 - **Stage 2**-Residents with smaller bins only will be able to request to swap for larger bins from November 2016 until January 2017

- **Stage 3**-Bin swaps will take place ahead of service commencement
- **Stage 4**-Service will begin March/April 2017

4. ALTERNATIVE OPTIONS CONSIDERED

- 4.1 Continuing with the existing weekly free service would not provide the required financial outcomes for the Council.
- 4.2 An options screening and appraisal exercise determined what changes to the Green Bin service would deliver the necessary savings whilst minimising impact on customer satisfaction and recycling performance. Any alternative options that did not meet this requirement were excluded, including seasonal variations.
- 4.3 A weekly charged for service was included in the public consultation process but was clearly, from the responses received, not the preferred option.
- 4.4 Separate food waste collections cannot be implemented and deliver savings unless a charged for green bin service is also implemented due to the cost of additional food waste collection vehicles required.

5. REASONS FOR RECOMMENDATIONS

- 5.1 Free fortnightly green bin collections will enable the Public Realm to deliver a saving of £160k in 2017/18 and a continued saving of £362k from 2018/19, with minimum impact on the Council's recycling performance as a result of this service change
- 5.2 This option showed a strong preference overall and across all demographic profiling (further details can be found within appendix 2) by residents during the consultation process and is the option that has the lowest one-off mobilisation costs and which poses the least deliverability risk to the Council.
- 5.3 The retention of a free Green Bin collection service will ensure all residents have access to a full range of recycling services.
- 5.4 Half of London authorities collect Green Bins on a fortnightly basis with only 18% of authorities in England still collecting weekly. Access to alternative facilities for recycling excess organic garden material such as Household Waste Recycling Sites coupled with appropriate enforcement action are mechanisms that other authorities have successfully used to deliver service changes with minimal impact.

- 5.5 Benchmarking data from other authorities has been used to inform the expected savings profiles for both options within this report. The modelling process took historical data from services and service changes from other local authorities over a ten year period. This data was combined with data specific to Enfield and was used to create predictions of the expected impact of the various possible service changes. This included the cost of staff and vehicles and the likely impact on recycling rates as well as enforcement costs to regulate side waste.
- 5.6 The costs incurred by the measures detailed in sections 3 and 5 above are proposed to be funded through existing borrowing of up to £377k to implement the service change and are included in the financial model of the changes.

6. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS

Financial Implications

- 6.1 The proposed up to £0.377m, that may be, required for the purchase of 240l wheeled bins to assist the implementation of the proposed service change can be funded by redirecting existing previously agreed capital resources and will be reflected in the quarter 3 capital monitoring report. The borrowing costs of up to circa £0.083m will be covered from the revenue savings generated from the service change.
- 6.2 Table 4 in the main body of the report summarises the costs and savings for Free Fortnightly Collection. The one-off revenue costs will be accommodated using existing resources in 2016/17, prior to the service implementation.
- 6.3 There are no capital requirements for new vehicles as there is no requirement for new vehicles to achieve this service change.

Legal Implications

- 6.4 The Council has a duty under section 45 of the Environmental Protection Act 1990 to arrange for the collection of household waste. Generally no charge can be levied for such a collection but the Controlled Waste (England and Wales) Regulations 2012 (paragraph 4 of schedule 1) permit a charge for the Green Bin collection service.
- 6.5 The consultation exercise undertaken complies with the common law requirements for a fair and open consultation process and is unlikely to be successfully challenged. There is a requirement that the

consultation responses are properly taken into account in reaching a decision on the matter the subject of the consultation, and by this report, and consideration of it by Cabinet, that requirement is met.

- 6.6 The proposals within the report comply with the Council's powers and duties.
- 6.7 The bins required for implementation of the proposal will be procured through an Invitation To Further Competition under an existing framework contract in line with contract procedure rules.

Property Implications

There are no property implications outlined within this report

7 KEY RISKS

- 7.1 The key risks associated with implementing the recommendation are:
- **Financial:** Savings not realised. Officers have cautiously calculated the savings profiles and included a contingency sum to cover unforeseen impacts of the service change on the budget.
 - **Operational:** Lack of resources to deliver the service change: A project manager is in place to manage the service change. A full project team is in place to deliver each of the work streams
 - **Reputational:** Residents not aware of service changes. A full communications plan will be implemented that will take place over a 4-month period and will use a variety of mediums to ensure residents are aware of the service change. Each household, that uses the Green Bin collection service, will receive 2 specific leaflets through their door notifying them of the change.

8 IMPACT ON COUNCIL PRIORITIES

Fairness for All

- 8.1 The consultation was open to all residents. Responses were received from a cross-section of the borough.
- 8.2 The move from weekly to fortnightly is not a material change to the service. All residents will still have the ability to recycle food and garden products.

Growth and Sustainability

- 8.3 The recommended service change will help reduce the Council's financial pressures and assist the Council to become more sustainable moving forwards.

Strong Communities

- 8.4 The 12-week consultation exercise gave communities the opportunity to voice their views on the future of services. These views were taken into consideration in the recommendations.

9 EQUALITIES IMPACT IMPLICATIONS

A predictive EQIA has been undertaken and it has concluded that the proposed changes are not deemed to disproportionately impact residents from the protected characteristic groups. Details of this report are available to the public on request.

10 PERFORMANCE MANAGEMENT IMPLICATIONS

Independent modelling has concluded that there should be no significant change in the recycling performance of the service resulting from the service change.

11 HEALTH AND SAFETY IMPLICATIONS

A risk assessment and Safe System of Work is in place for the collection crews collecting Green Bins. The new service is no different operationally and so the existing RASSW remains appropriate. All operational risk assessments are reviewed and updated regularly.

12 HR IMPLICATIONS

The number of personnel required to deliver the new service is less than current personnel levels. The reduction will be realised through the reduced use of agency resources. There will be no change to the number of permanently employed personnel.

13 PUBLIC HEALTH IMPLICATIONS

No reports of how reducing the green bin service has been detrimental to public health have been received from other boroughs. This though should be monitored for any unforeseen consequences.

Background Papers

None

Appendices

Appendix 1 Options Appraisal Process
Appendix 2 Consultation Summary

This page is intentionally left blank

Overview of the Green Bin Options Appraisal

A three stage process was carried out to determine the options that would be consulted on. The primary considerations when carrying out the appraisal process for each option were:

- Will the option deliver the Council a financial saving?
- What impact will the service change have on customers?
- What impact will the service change have on the Council's recycling rate?

Stage 1 – Developing Long List of Options

A statistical analysis known as a Cartesian Product was used to generate service options based around the service variables set out in Figure 1. 14,400 service options were generated from this exercise.

Figure 1 - Service Variables

Food	Seasonality	Green
Separation of Food Food Separate No Food Food Commingled	Seasonality Seasonal service No seasonal service	Separation of Green Green Separate No Green Green Commingled
Food Collection Frequency (Summer) Food Weekly Summer Food Fortnightly Summer Food Three-Weekly Summer Food Four Weekly Summer		Green Collection Frequency (Summer) Green Weekly Summer Green Fortnightly Summer Green Three-Weekly Summer Green Four Weekly Summer
Food Collection Frequency (Winter) Food Weekly Winter Food Fortnightly Winter Food Three-Weekly Winter Food Four Weekly Winter No Food Service in Winter		Green Collection Frequency (Winter) Green Weekly Winter Green Fortnightly Winter Green Three-Weekly Winter Green Four Weekly Winter No Green Service in Winter
		Charging for Green Green Not Charged Green Charged

Stage 2 – Shortlisting of Options

The 14,400 options were reduced to 40 by removing variations of the same option and options that were illegal.

Table 1 (at page 4) summarises the 40 options. These options were reduced to 10 (highlighted in green) through the following sieving process.

Sieving exercise

1st sieve

The first sieve considered impact on the customer. It was not deemed acceptable for services to be removed completely.

Outcome

The following options were removed:

- options where there was no collection service for food; and
- options where there was no organic collection service (garden) .

2nd sieve

This sieving exercise considered which options would deliver savings. Operating a food waste service alongside a green waste service that is not charged will not deliver savings because more resources not less will be required.

Outcome

- All separate food waste options that were accompanied by a free garden waste service were removed.

3rd sieve

This sieving exercise considered the impact of collection frequency changes during the summer and winter for garden waste services.



Outcome

- Three-weekly service options removed due to scheduling difficulties and also a higher level of customer communications being required as the schedule would vary from month to month

Stage 3 Cost and Performance Modelling

Eunomia Research & Consulting Ltd carried out high level modelling of the 10 options resulting from stage 2 to determine anticipated savings and impact on recycling performance. Figure 2 provides a pictorial summary of the 10 options.

Figure 2 - Options Modelled

	Baseline	1	2	3	4	5	6	7	8	9	10
Food	Mixed With Garden	Mixed with Garden	Mixed with Garden	Weekly Separate 						None	
Summer Garden	Weekly	Weekly	Fortnightly	Weekly £				Fortnightly £		None	
Winter Garden	Weekly	Fortnightly	Fortnightly	Weekly £	Fortnightly £	Four Weekly £	None	Fortnightly £	Four Weekly £	None	
Dry and Residual	Unchanged (weekly)										
	Baseline	1	2	3	4	5	6	7	8	9	10

Modelling outcomes

Option 1: Anticipated savings considerably lower than other options.

Outcome: Option 1 not progressed.

Options 2: This option anticipated to deliver savings of at least £400k and showed no impact on kerbside recycling performance. Benchmarking exercise found that over 50% of London council operate a fortnightly garden waste service. Level of impact deemed minimal.

Outcome: Option 2 put forward for detailed modelling and public consultation

Options 3: Option would deliver greater savings than option 2. Impact on kerbside recycling level approximately 6% reduction (overall 2% reduction on N195 recycling rate) which is less than options 4 – 10. 40% of London councils offer a charged garden waste service. Benchmarking shows that impact on satisfaction levels are highest in year 1 and reduce over time.

Outcome: Although potential for a certain amount of dissatisfaction the potential for significant savings warranted its inclusion in the consultation process.

Option 4- 6: These are variants of option 3 and delivered similar levels of savings. Recycling rate for option 4 is the same as option 3 and 1% less for option 5 and 6. These options included a charged garden waste service with reduced winter frequencies compared to option 3.

Outcome. These options were not put forward for consultation because they offered a reduced service compared to option 3.

Option 7- 9: These options although delivering the highest savings further reduced the Council's recycling rate and had a bigger impact on customers.

Outcome: These options were considered to have too negative an impact on customer and the Council's recycling rate so were not considered for consultation.

Option 10: This was included to understand what the cost savings would be for not operating either of the services. If implemented the Council's kerbside recycling rate would be reduced by approximately 18%.

The two options that delivered the required savings and had least impact on customers and the Council's recycling rate were determined as 2: **Free fortnightly combined green bin and food collection service** and 3: **Weekly charged (£60 per year) green bin collection service and free separate food collection service**. These two options were subject to detailed modelling and formed the basis of the public consultation process.

Table 1 - Green Bin Options

	Food Separation	Food Frequency Summer	Food Frequency Winter	Seasonal	Green Separation	Green Frequency Summer	Green Frequency Winter	Green Charged	Final Result for Sieving Exercise
1	Food Commingled	Food Fortnightly Summer	Food Fortnightly Winter	No seasonal service	Green Commingled	Green Fortnightly Summer	Green Fortnightly Winter	Green Not Charged	
2	Food Commingled	Food Weekly Summer	Food Weekly Winter	No seasonal service	Green Commingled	Green Weekly Summer	Green Weekly Winter	Green Not Charged	
3	Food Commingled	Food Weekly Summer	Food Fortnightly Winter	Seasonal service	Green Commingled	Green Weekly Summer	Green Fortnightly Winter	Green Not Charged	
4	Food Separate	Food Weekly Summer	Food Weekly Winter	No seasonal service	Green Separate	Green Fortnightly Summer	Green Fortnightly Winter	Green Charged	
5	Food Separate	Food Weekly Summer	Food Weekly Winter	No seasonal service	Green Separate	Green Fortnightly Summer	Green Fortnightly Winter	Green Not Charged	
6	Food Separate	Food Weekly Summer	Food Weekly Winter	No seasonal service	Green Separate	Green Weekly Summer	Green Weekly Winter	Green Charged	

Appendix 1

	Food Separation	Food Frequency Summer	Food Frequency Winter	Seasonal	Green Separation	Green Frequency Summer	Green Frequency Winter	Green Charged	Final Result for Sieving Exercise
7	Food Separate	Food Weekly Summer	Food Weekly Winter	No seasonal service	Green Separate	Green Weekly Summer	Green Weekly Winter	Green Not Charged	
8	Food Separate	Food Weekly Summer	Food Weekly Winter	No seasonal service	No Green	N/A	N/A	N/A	
9	Food Separate	Food Weekly Summer	Food Weekly Winter	Seasonal Service	Green Separate	Green Fortnightly Summer	Green Four Weekly Winter	Green Charged	
10	Food Separate	Food Weekly Summer	Food Weekly Winter	Seasonal Service	Green Separate	Green Fortnightly Summer	Green Four Weekly Winter	Green Not Charged	
11	Food Separate	Food Weekly Summer	Food Weekly Winter	Seasonal Service	Green Separate	Green Fortnightly Summer	Green Three-Weekly Winter	Green Charged	

	Food Separation	Food Frequency Summer	Food Frequency Winter	Seasonal	Green Separation	Green Frequency Summer	Green Frequency Winter	Green Charged	Final Result for Sieving Exercise
12	Food Separate	Food Weekly Summer	Food Weekly Winter	Seasonal Service	Green Separate	Green Fortnightly Summer	Green Three-Weekly Winter	Green Not Charged	
13	Food Separate	Food Weekly Summer	Food Weekly Winter	Seasonal Service	Green Separate	Green Fortnightly Summer	No Green Service in Winter	Green Charged	
14	Food Separate	Food Weekly Summer	Food Weekly Winter	Seasonal Service	Green Separate	Green Fortnightly Summer	No Green Service in Winter	Green Not Charged	
15	Food Separate	Food Weekly Summer	Food Weekly Winter	Seasonal Service	Green Separate	Green Weekly Summer	Green Fortnightly Winter	Green Charged	
16	Food Separate	Food Weekly Summer	Food Weekly Winter	Seasonal Service	Green Separate	Green Weekly Summer	Green Fortnightly Winter	Green Not Charged	
17	Food Separate	Food Weekly Summer	Food Weekly Winter	Seasonal Service	Green Separate	Green Weekly Summer	Green Four Weekly Winter	Green Charged	

	Food Separation	Food Frequency Summer	Food Frequency Winter	Seasonal	Green Separation	Green Frequency Summer	Green Frequency Winter	Green Charged	Final Result for Sieving Exercise
18	Food Separate	Food Weekly Summer	Food Weekly Winter	Seasonal Service	Green Separate	Green Weekly Summer	Green Four Weekly Winter	Green Not Charged	
19	Food Separate	Food Weekly Summer	Food Weekly Winter	Seasonal Service	Green Separate	Green Weekly Summer	Green Three-Weekly Winter	Green Charged	
20	Food Separate	Food Weekly Summer	Food Weekly Winter	Seasonal Service	Green Separate	Green Weekly Summer	Green Three-Weekly Winter	Green Not Charged	
21	Food Separate	Food Weekly Summer	Food Weekly Winter	Seasonal Service	Green Separate	Green Weekly Summer	No Green Service in Winter	Green Charged	
22	Food Separate	Food Weekly Summer	Food Weekly Winter	Seasonal Service	Green Separate	Green Weekly Summer	No Green Service in Winter	Green Not Charged	
23	No Food	N/A	N/A	No seasonal service	Green Separate	Green Fortnightly Summer	Green Fortnightly Winter	Green Charged	

	Food Separation	Food Frequency Summer	Food Frequency Winter	Seasonal	Green Separation	Green Frequency Summer	Green Frequency Winter	Green Charged	Final Result for Sieving Exercise
24	No Food	N/A	N/A	No seasonal service	Green Separate	Green Fortnightly Summer	Green Fortnightly Winter	Green Not Charged	
25	No Food	N/A	N/A	No seasonal service	Green Separate	Green Weekly Summer	Green Weekly Winter	Green Charged	
26	No Food	N/A	N/A	No seasonal service	Green Separate	Green Weekly Summer	Green Weekly Winter	Green Not Charged	
27	No Food	N/A	N/A	Seasonal Service	Green Separate	Green Fortnightly Summer	Green Four Weekly Winter	Green Charged	
28	No Food	N/A	N/A	Seasonal Service	Green Separate	Green Fortnightly Summer	Green Four Weekly Winter	Green Not Charged	
29	No Food	N/A	N/A	Seasonal Service	Green Separate	Green Fortnightly Summer	Green Three-Weekly Winter	Green Charged	

Appendix 1

	Food Separation	Food Frequency Summer	Food Frequency Winter	Seasonal Service	Green Separation	Green Frequency Summer	Green Frequency Winter	Green Charged	Final Result for Sieving Exercise
30	No Food	N/A	N/A	Seasonal Service	Green Separate	Green Fortnightly Summer	Green Three-Weekly Winter	Green Not Charged	
31	No Food	N/A	N/A	Seasonal Service	Green Separate	Green Fortnightly Summer	No Green Service in Winter	Green Charged	
32	No Food	N/A	N/A	Seasonal Service	Green Separate	Green Fortnightly Summer	No Green Service in Winter	Green Not Charged	
33	No Food	N/A	N/A	Seasonal Service	Green Separate	Green Weekly Summer	Green Fortnightly Winter	Green Charged	
34	No Food	N/A	N/A	Seasonal Service	Green Separate	Green Weekly Summer	Green Fortnightly Winter	Green Not Charged	
35	No Food	N/A	N/A	Seasonal Service	Green Separate	Green Weekly Summer	Green Four Weekly Winter	Green Charged	

	Food Separation	Food Frequency Summer	Food Frequency Winter	Seasonal Service	Green Separation	Green Frequency Summer	Green Frequency Winter	Green Charged	Final Result for Sieving Exercise
36	No Food	N/A	N/A	Seasonal Service	Green Separate	Green Weekly Summer	Green Four Weekly Winter	Green Not Charged	
37	No Food	N/A	N/A	Seasonal Service	Green Separate	Green Weekly Summer	Green Three-Weekly Winter	Green Charged	
38	No Food	N/A	N/A	Seasonal Service	Green Separate	Green Weekly Summer	Green Three-Weekly Winter	Green Not Charged	
39	No Food	N/A	N/A	Seasonal Service	Green Separate	Green Weekly Summer	No Green Service in Winter	Green Charged	
40	No Food	N/A	N/A	Seasonal Service	Green Separate	Green Weekly Summer	No Green Service in Winter	Green Not Charged	
41	No Food	N/A	N/A	No seasonal service	No Green	N/A	N/A	N/A	

APPENDIX TWO -GREEN BIN CONSULTATION -:

Summary

Overall

There were 3,191 responses to the questionnaire.

Respondents

- Three-quarters of responses (75%) are from respondents who live in the west of the borough
- 16% are disabled – reflecting the borough population
- 65% are over 50

Key findings

- Almost 9 out of 10 (87%) prefer fortnightly to a charged collection service
- Around 1 out of 8 (13%) would prefer a weekly charged service
- 6 out of 10 (61%) of all respondents state that moving to a fortnightly collection would either impact them 'slightly' or 'not at all'
- A clear majority (71%) of residents stated that they would be impacted 'a lot' by having to pay a £60 charge

Size of green bin

Those who have a slimline bin (140l) are more likely to favour the fortnightly collection option than those households who have the standard sized bin (240l) – 89% and 86% respectively. Both are very similar to the borough average (87%). We cannot be confident there are significantly different opinions between those who have the slimline bins and those who have the standard size bins but it is clear that the majority of residents, regardless of the size of bin, have a preference for the fortnightly collection option.

Whether residents have a 240l or 140l green bin, similar numbers said they will be affected 'a lot' (Q6) if the service was to be fortnightly.

Postal district

The base sizes at postal district level can be small, and thus caution should be exercised when analysing the data. It appears that an overwhelming number of respondents from each postal district, including those who live in areas where the base size is small, favour fortnightly collection. The proportion of those in favour of a fortnightly collection range from between 77% in EN4 (out of a total of 69 respondents) to 93% in N18 (out of a total of 91 respondents).

The preference for fortnightly collection is higher in the less affluent areas of the borough than it is in the more affluent west of the borough – 93% compared to 85%. A minority prefer the charged service option, with more of those in the more affluent areas preferring this than those in the south and east of the borough – 15% compared to 7%.

With income levels being higher in the west, this may explain the higher proportion of residents in the south and east who prefer the fortnightly collection option. This is reflected in the analysis of the responses of those who receive Council Tax Support and/or Housing

Benefit. Respondents were asked if they received these benefits as it is felt that whether or not someone receives benefits is a better indicator of high or low income than responses to the standard questions on employment status and social classification/stratification.

Council tax support and housing benefit

Only 6% of the 125 respondents who receive Council Tax Support and/or Housing Benefit stated that they preferred a charged service, while more than nine out of 10 said they would rather have a fortnightly collection service. Of those who do not receive either benefit, around nine out of 10 (87%) are in favour of the fortnightly collection. This, of course, is similar to the average for the borough as whole as the majority of respondents do not receive either benefit.

Disability

In total 16% of all respondents said they have a disability, reflecting the proportion of disabled residents in the borough – 15.4% according to the 2011 Census. This suggests the consultation was accessible to those who have a disability. Of those who have a disability, around nine out of 10 (89%) prefer fortnightly collection.

Age groups

The number of responses from the younger age groups was low, particularly among those aged 29 or under. Of those age groups with at least 100 responses, views are similar with the preference for fortnightly collection varying from 83% (35 to 39 year olds) to 89% (45 to 49 year olds). We cannot be confident that there are significant differences in the views of the various age groups. If there were differences, these would probably be best explained by looking at other factors, such as income, that may influence choice.

Composting

With regards to opportunities for composting, the following question was included and the responses below received:

Given the options proposed, would you be interested in a free/subsidised home composting bin?

826 (25.9%) *Yes*

1513 (47.4%) *No*

852 (26.7%) *Don't know / maybe*

Analysis of Literal Responses to Q8 (“*if you have any suggestions or further comments on our proposals, let us know*”).

1,433 residents responded to this question. Not all responses were suggestions. A number of respondents simply stated a preference for free fortnightly collection or responded with ‘N/A’ and ‘no other comments to make’

Some respondents to this question made more than one comment/suggestion. It was clear from the analysis that two suggestions stood out: retain the current approach (that is, free weekly collection) and a form of seasonal collection (for example, fortnightly collection in the Autumn and Winter, weekly collection in the Spring and Summer)

Around a fifth (18%) of those who responded to Q8, said they would like to retain the current weekly collection. This is 6% of the total number of respondents who completed the questionnaire

Around one in eight (13%) of those who responded to Q8, suggest the Council should consider using a form of collection whereby frequency is higher in the warmer months but less frequent during the rest of the year. This represents 6% of all respondents

It should be noted that many different variations of seasonal collection were suggested. They varied by frequency and when the higher/lower frequency collections should take place. From reading these responses, it would be difficult to establish common ground on what would be considered acceptable frequencies of collection at the various times of the year

Around one in five (18%) made other suggestions. A selection are listed below:

- Fortnightly collection for the other bins (that is, blue lid and black lid bins) – it should be noted that several other respondents made it clear that they would rather see the green bin collected fortnightly and the other bins collected weekly
- Collect food weekly but garden materials should be collected fortnightly
- The Council should make savings elsewhere (for example, reduce staff salaries, tackle benefit fraud effectively and abandon the plans for Cycle Enfield) and cut other services – such suggestions were often accompanied by a clear preference for retaining the current weekly and free collection
- The Council increase revenues by charging more for other Council services
- For free green bin collection to be available only on request (for example, residents call the Council to order a collection)
- Green bin to be collected twice a week
- Charge residents who do not recycle

It should not be assumed that those residents who submitted suggestions were opposed to the proposals. In fact, a number of residents suggested they were satisfied with the proposal for fortnightly collection as long as at least one of the following were included/in place/available:

An extra green bin is made available to households

Larger green bins (that is, 240l rather 140l)

Changes to the service are clearly communicated

Skips are made available in parks and at the end of streets to enable residents to dispose of their kitchen and garden materials

Opening hours of Barrowell Green are extended

Summary Conclusion

Analysis of the data indicates that not only do the majority of respondents prefer the fortnightly collection option, but so do disadvantaged groups, such as disabled residents and those on low incomes in the borough – a key consideration for the Council. Even when given the option of identifying a different option (in question 8), most people did not do so, suggesting that the fortnightly collection option is generally preferred. The data suggests that the size of the green bin currently used by a household does not impact on preference.

Green bin consultation Report - Detail

Methodology

Residents were engaged using both online and paper questionnaires, with the questions being the same in both versions. The online questionnaire was hosted on the Council website, with paper copies made available in the Hub libraries and in the Council's main customer access centres.

The information provided with the online and paper questionnaires informed residents how they could contact the Consultation and Resident Engagement Services Team if they had any queries or required assistance with participation.

The online questionnaire could be translated, using Google translate, and the text could be increased in size.

The consultation was launched on 10 June and closed on 5 September 2016. During that time, a total of 3,191 residents completed either the online or paper questionnaire.

Marketing and promotion

Due to the potential impact of the proposals and the fact that green bin collection is a universal service, it was important to ensure that coverage was widespread. The wide ranging marketing and promotional campaign included:

- A full page article in Our Enfield (the Council magazine that is delivered to all households in the borough)
- Adverts in the local press
- Adverts in non-English, local press (for example, Londra)
- 'Six sheet' posters across the borough, in areas of high footfall (through JC Decaux)
- Digital marketing
- Tweeting from the Enfield Council Twitter account
- Posting on Facebook from the Council account

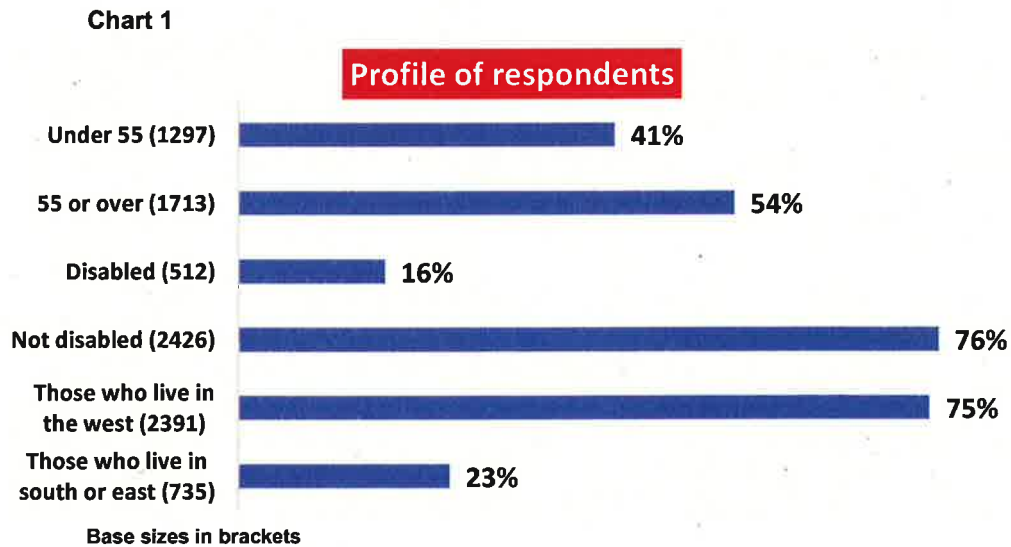
Respondents

To help further understand the data a number of questions were asked to establish the age, disability/non-disability status, where respondents lived (by postal district) and whether or not they claimed housing benefit and/or Council Tax Support.

Ability to establish the views of residents with low incomes was of importance as one of the proposals of the consultation was to charge for collection of the green bin. Asking whether or not respondents receive Housing Benefit and/or Council Tax Support is more effective than using social stratification definitions and work status. It would be seen as intrusive to request information relating to household income. Even establishing household income is limited as it does not include outgoings, size of household and other factors.

Please note: for each of these questions, respondents were given the opportunity to respond with 'Prefer not to say'. As a result, the figures showing, for example, the age groups of respondents, do not necessarily add to 100%.

The chart below (see Chart 1) shows the totals and proportions of respondents.



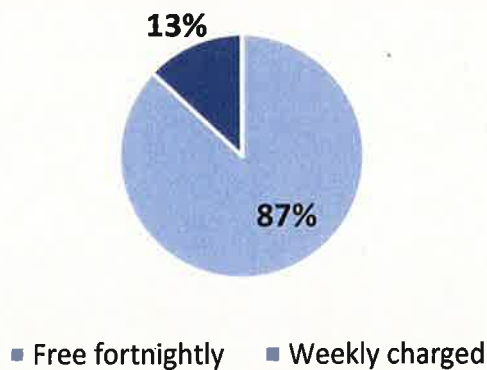
Key findings

Preference for 'fortnightly free' over 'weekly charged' (Q5)

Residents were asked whether they would prefer a 'free fortnightly' or a 'weekly charged' collection (£60). Almost nine out of 10 (87%) prefer the free fortnightly option, with around one in eight (13%), preferring a weekly charged collection (see Chart 2).

Chart 2

Q5. From the following two options, please indicate which option most suits your needs? All respondents



Base size: 3,191 residents

Around seven times as many respondents prefer the free fortnightly collection. The free fortnightly option is the preferred option among all the various groups of respondents.

Although the majority of each group of respondents prefer the free fortnightly option, there appears to be some differences between some comparative groups. For example, free fortnightly appears to be preferred by those who live in the less affluent areas (93%) and those who receive either Housing Benefit and/or Council Tax Support (94%). See Chart 3.

Chart 3

Q5. From the following two options, please indicate which option most suits your needs (free fortnightly)?
Comparison by group



Base sizes are in brackets

The contrast in perceptions between those who live in the more affluent part of the borough (that is, the west) and the south and east, represents the biggest difference between the comparative groups – 85% of those in west, compared to 93% in the south and east. A similar contrast in opinions is evident when comparing the views of those who receive benefits and those who do not – 94% compared to 87%.

The free fortnightly option is preferred to the weekly charged option among respondents regardless of the type of property they live in. However, there are clear differences by housing type, with respondents living in what are, usually, smaller properties, preferring the free fortnightly proposal, with around nine out of ten of those living in either flats/maisonettes (91%) or terraced houses (90%) expressing a preference for the fortnightly option (see Chart 4).

Chart 4

Q5. From the following two options, please indicate which option most suits your needs (free fortnightly)? Comparison by type of property



Base sizes in brackets

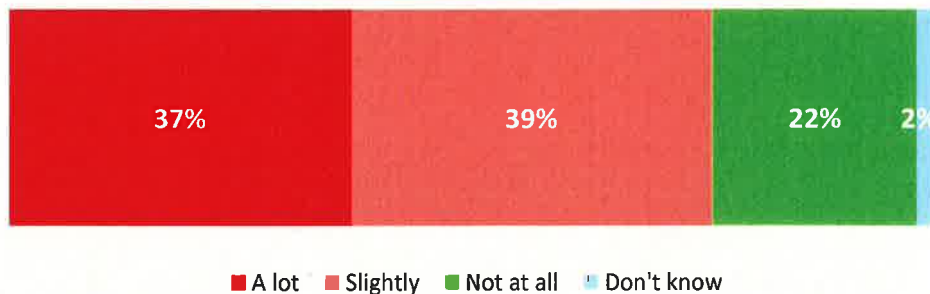
Those who live in flats/maisonettes or terraced houses appear to prefer the fortnightly free collection proposal than those who live in either semi-detached (86%) or detached properties (78%). This may, in part, be explained by the larger homes traditionally having larger gardens and thus, more likely to want to dispose of garden materials, or have more materials that they wish to put in the green bins.

Potential impact of the free fortnightly proposal (Q6a and Q6c)

When asked to what extent the free fortnightly option would impact them, around a third (37%) stated 'a lot' (see Chart 5).

Chart 5

Q6a. How would the two options impact upon you...free fortnightly? All respondents



Base size: 3,191

Although over a third said the impact would be 'a lot', the majority felt that it would have only slight impact or not at all (61%).

However, there are some differences among the various groups. For example, it appears that those who live in what are traditionally regarded as larger properties, are more likely to feel that the fortnightly free proposal will impact on them more than others (see Chart 6).

Chart 6

Q6a. How would the two options impact upon you....free fortnightly ('a lot')? Comparison by type of property



Base sizes are in brackets

The findings indicate the larger the property, the bigger the impact on that household. Those who live in detached properties are more likely to feel that it impacts them 'a lot' (53%), followed by those who live in semi-detached properties (42%), then those who live in terraced houses (31%) and finally those residents who live in flats/maisonettes (25%).

Just over two-fifths (43%) of disabled residents feel that the free fortnightly proposal will impact them 'a lot'. A number of disabled residents (in response to Q6c, an open-ended question where respondents are asked how the proposals will affect them), stated that they are concerned about not being able to move the green bins as they will be heavier. In view of this, it is suggested, if the free fortnightly proposal is implemented, the Council further promotes the assisted collection scheme, making it clear to residents how they can receive assistance.

Analysis of the literal responses to Q6c suggests that those respondents who feel that free fortnightly will impact on them 'a lot' believe that they will be affected by three main issues (based on 1,047 responses):

- Smell of food, that has not been eaten, being in the receptacle for a longer period of time (20%)
- Food deposited in the receptacle attracting insects and vermin (16%)
- 'We already pay Council Tax' / 'Collection was listed as an item on Council Tax bills so we should receive a rebate' / 'Council Tax was recently increased' (14%)

It should be noted that a number of respondents identified more than one issue.

A number of other issues were raised:

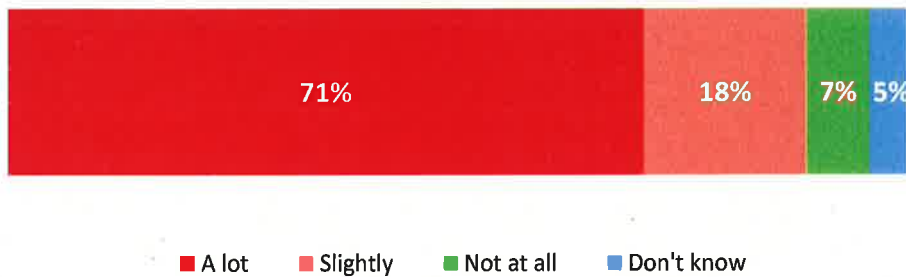
- The bins are too small (this issue was referred to respondents who either a standard size or slimline bin)
- Potential increase in fly-tipping
- Neighbours using bins other peoples' without consent
- The need to make additional trips to Barrowell Green

Potential impact of the weekly charged proposal (Q6b and Q6c)

When asked to what extent a charged weekly collection would impact them, almost three-quarters (71%) said 'a lot', while around a fifth (18%) said it would impact them 'slightly' (see Chart 6).

Chart 7

Q6b. How would the two options impact upon you....weekly charged? All respondents



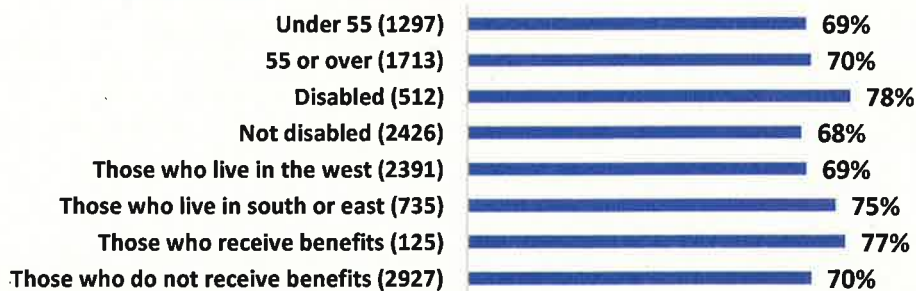
Base: 3,191 respondents

The proportion of those who said the impact would be 'a lot' (71%) is ten times higher than the amount of those who said 'not at all' (7%).

The majority of each group of respondents feel that the weekly charged proposal will impact them 'a lot'. However, there are differences among some of the comparative groups. For example, disabled residents are more likely to say 'a lot' compared to those who are not disabled – 78% compared to 68% (see Chart 8).

Chart 8

Q6b. How would the two options impact upon you....weekly charged ('a lot')? Comparison by group



Base sizes in brackets

In addition to disabled residents feeling that a weekly charged collection will impact them more than those who are not disabled, there also appear to be differences between those who receive benefits and those who don't (77% compared to 70%) and residents in the south and east compared to those who live in the west (75% compared to 69%). Due to the main implication for residents of the weekly charged proposal being the cost, this may, in part, explain why those traditionally associated with lower incomes being more likely to state that it will impact on them 'a lot'.

Interest in having a free or subsidised composting bin (Q7 and Q8)

Residents were asked, given the options proposed, if they would be interested in a free or subsidised composting bin. Around a quarter (26%) expressed an interest (see Chart 9).

Chart 9

Q. Given the options proposed, would you be interested in a free or subsidised home composting bin? All respondents



Base: 3,191 residents

More respondents state that they would not want a compost bin than those who would (26% compared to 47%) while around a quarter (27%) said they were not sure.

Some residents suggested that there should have been an option of 'we already have one'. However, this option was not provided as the question was aimed at establishing, among other things, if composting bins would help to deal with potential excess waste if the free fortnightly option was implemented.

The responses to Q8 (*If you have any suggestions or further comments on our proposals, let us know*) contained a number of references to the question asking about whether or not residents would be interested in a free or subsidised compost bin. A number of respondents stated that they see the value of the compost bins. However, a number of issues were raised, including:

- The bins attracting vermin and insects
- Some garden materials cannot be composted (for example, thick branches and diseased plants)

- Reluctance to put food, that has not been eaten, into compost bins due to the potential smell
- Not enough space for a compost bin
- Accepting a compost bin would give the impression of acceptance of the proposals
- Compost bins will not make up for less frequent collections

Suggestions for alternative approaches (Q8)

More than two out of five (1,433) residents responded to this question. Not all responses were suggestions. A number of respondents simply stated a preference for free fortnightly collection or responded with 'N/A' and 'no other comments to make' It should be noted that some respondents to this question made more than one comment and/or suggestion.

It was clear from the analysis that two suggestions stood out: retain the current approach (that is, free weekly collection) and a form of seasonal collection (for example, fortnightly collection in the Autumn and Winter, weekly collection in the Spring and Summer). Around a fifth (18%) of those who responded, said they would like to retain the current weekly collection. This is 6% of the total number of respondents who completed the questionnaire.

Approximately one in eight (13%) of those who completed the questionnaire, suggest the Council should consider using a form of collection whereby frequency is higher in the warmer months but less frequent during the rest of the year. This represents 6% of all respondents. It should be noted that many different variations of seasonal collection were suggested. They varied by frequency and when the higher/lower frequency collections should take place. From reading these responses, it would be difficult to establish common ground on what would be considered acceptable frequencies of collection at the various times of the year.

Around one in five (18%) made other suggestions. A selection is listed below:

- Fortnightly collection for the other bins (it should be noted that several other respondents made it clear that they would rather see the green bin collected fortnightly and the other bins collected weekly)
- Collect food weekly but garden materials should be collected fortnightly
- The Council should make savings elsewhere (for example, reduce staff salaries, tackle benefit fraud effectively and abandon the plans for Cycle Enfield) and cut other services – such suggestions were often accompanied by a clear preference for retaining the current weekly and free collection
- The Council increase revenues by charging more for other Council services
- For free green bin collection to be available only on request (for example, residents call the Council to order a collection)
- Green bin to be collected twice a week
- Charge residents who do not recycle

It should not be assumed that those residents who submitted suggestions were opposed to the proposals. In fact, a number of residents suggested they were