

PLYMOUTH CITY COUNCIL

Subject: Waste Collection Reorganisation Business Case
Committee: Cabinet
Date: 12 August 2014
Cabinet Member: Councillor Vincent
CMT Member: Anthony Payne (Strategic Director for Place)
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Key Decision: Yes
Part: I

Purpose of the report

This report provides an overview of the GAME Programme's Waste Collection Reorganisation Project.

Plymouth City Council's Waste Collection Service provides 117,000 households with weekly refuse and biweekly recycling collections. The service generally operates to a high standard, for example with around 9,000 bins or bags missed last year out of over 8.6 million collections. However a review of provision, supported by EDGE Public Solutions, has identified the potential to further improve outcomes for customers and the community while supporting the Council in meeting its £64.5 million funding gap. Notably:

- The Contact Centre receives around 5,000 calls per month about waste, equating to roughly 20% of all calls received. This suggests that more can be done to clarify collection policies, improve waste collection services and manage issues such as side waste¹ which create problems in the community. Formal policies would help us to achieve these goals, with consultation exercises demonstrating public support for this approach. For example a survey conducted in 2011 identified that 99.5% of assisted collection users were in favour of structured policies
- There are around 9,000 homes which receive assisted collections in the City². While the Council is committed to providing support to those who need it, records have not been updated in the last six years, meaning that many households are receiving a service that they do not require
- The service spent around £260k on replacement bins and bags including delivery in 2013/14. Some of this cost related to provision for new builds. However 70% of requests from the public were to replace bins or bags that had gone missing, suggesting that the Council can do more to encourage people to look after their waste containers. A neighbouring authority achieved a 33% reduction in requests for replacement containers by issuing a minor charge for delivery

¹ Side waste refers to waste that is placed for collection outside of the designated container. For example black bags placed next to a green or brown bin are side waste

² Assisted collections are provided for residents who are unable to take their waste container to the designated collection point. A member of staff will therefore come onto their property to collect their container and return it once it has been emptied

- Waste collection routes are currently not as efficient as they could be. Through the use of specialist route optimisation software the project will deliver predicted savings of around £368k per annum by reducing the number of staff required

The project aims to address these issues through three workstreams:

- The implementation of new collection routes, based on the output of specialist route optimisation software. A change to the collection days for some properties is necessary within this for savings to be achieved
- The creation of formal waste collection policies, incorporating a prohibition on the presentation of side waste, delivery charges for replacement bins, the requirement that bins are closed for collection, guidance on contamination and single collection points.
- A review of assisted collections

The project aims to provide a gross financial benefit over the next 3 years of £917k at an investment of £117k resulting in a net benefit to the Council of £800k. This is a conservative figure, based on a provisional project implementation date of 19/01/2015.

£520k of additional benefits will be realised in the 'Introduction of Category Management – Fleet Services' Project within the GAME Programme, encompassing reduced vehicle maintenance and fuel costs achieved through more efficient routing.

The Brilliant Co-operative Council Corporate Plan 2013/14 -2016/17:

The following, taken from the Business Case, demonstrates the alignment of the project with the Corporate Plan.

The project proposes to 'co-design' elements of this project wherever possible. Consultation with the community will take place throughout the project, providing meaningful opportunities to influence provision. Alongside this, the project will embrace democratic processes, maintaining a high level of contact with Councillors including further opportunities to 'co-design'. Examples of the project's democratic approach include:

- All-Member briefings – three dates have been run on the 18th, 20th and 23rd of June, with feedback integrated into the project. Further dates will be run at a later stage in the project
- Presentations to Cabinet Members and the Leader
- Community surveys, for example with the First Stop Service running a data collection exercise on Street Services provision across the week beginning the 21st of July
- Community engagement events, for example 'Have Your Say Meetings', providing the opportunity for two way dialogue around elements of the project
- Engagement exercises with Voluntary and Community Sector organisations such as Plymouth Area Disability Action Network and Age UK, using their networks and knowledge to ensure the project understands the needs of the community as a whole.

Responsible

Plymouth's £64.5 million funding gap over the next 3 years requires that services are more responsible in their use of resources. In line with this, following an independent review by EDGE Public Solutions, the Project Board is confident that savings of at least £368k per year can be realised by reorganising existing collection routes using route optimisation software.

Alongside this the project proposes to support the community to be more responsible through the implementation of formal waste collection policies. For example, the Council, under the Environmental Protection Act, has a duty to ensure that household waste is presented in an appropriate manner. However, as the Council have not adopted side waste, closed bin and contamination policies it is not providing clear guidance in this regard. Similarly the Council does not encourage service users to take care of their waste containers, incurring costs of around £260k per annum. This can be reduced by providing a minor charge for the delivery of new containers.

Fair

This project will take a fair approach. The planned communication campaign will ensure an open and honest dialogue with all stakeholders, informing them of the basis for change and providing opportunities for two way conversations.

Formalising policies will ensure that service provision is consistent throughout the City, with crews currently managing issues such as side waste in different ways.

The project's wider approach will support fairer outcomes for members of the community. For example, it will be dementia friendly in its approach to assisted collections, moving beyond a view of need as based on physical ability to recognise the mental vulnerability of residents that might prevent them from putting their waste out.

Partners

The project proposes to pro-actively engage with Partners. This will improve the outcomes that are achieved and enable the service to implement change more efficiently by sharing resources. For example the project will:

- Use information from Adult Social Care, the Human Support Group and other organisations to minimise the impact of the Assisted Collection Review on vulnerable members of the community
- Engage with organisations such as Plymouth Community Homes, major employers such as NHS, Babcock, and the Universities to optimise resources and to promote a common approach
- Share information with the Fire Service, Plymouth Guild and other organisations, ensuring that vulnerable members of the community receive the best possible level of support. For example, the Fire Service has a list of properties with known vulnerable residents, enabling them to respond appropriately in emergencies; the data collected through this project can add to this list.
- Utilise the specialist knowledge and contacts provided by Partner organisations to ensure that policies and the Council's approach are fit for purpose
- Seek to link with local time banks to empower the community to support assisted collections
- Work with Plymouth's Youth Offending Team in the project's communication campaign to give young offenders the opportunity to make amends for the offences that they have committed by distributing posters to community venues, using their local knowledge to ensure that information is presented in optimal locations

Implications for Medium Term Financial Plan and Resource Implications:

Including finance, human, IT and land:

- This project requires an investment in human resources, communications resources and IT resources amounting to £117k. These are outlined in section 7 of the Business Case
- The project will realise a net saving of £800k over three years

Other Implications: e.g. Child Poverty, Community Safety, Health and Safety and Risk Management:

This project has a number of implications:

- It will improve the Council's recycling rates and reduce its carbon footprint
 - It will contribute to health and safety, promoting a cleaner, safer and more attractive environment
-

Equality and Diversity:

Has an Equality Impact Assessment been undertaken? Yes

Recommendations and Reasons for recommended action:

It is recommended that Cabinet:

1. Agree the business case for the Waste Collection Reorganisation Project attached to this report
2. In accordance with the business case, agree that Officers implement new collection routes, including changes to collection days for the some properties in the City
3. In accordance with the business case, agree that Officers undertake a review of assisted collection users, including using information from partner agencies where appropriate, and implement any changes resulting from the review
4. In accordance with the business case, to delegate responsibility for approval of the waste collection policies, including a charge for the delivery of replacement containers, to the Cabinet Member for the Environment in consultation with the Strategic Director for Place.

Please note that the project proposes a charge for the delivery of containers, not for the containers themselves. Service users will be able to collect containers without incurring a charge, in turn reducing waiting times.

The Council's reason for these recommendations is:

- Initial scoping exercises have shown strong support for a clearer and more structured policy approach, for example with 99.5% of assisted collection users in favour of a formal policy and 90% of the community in favour of a charge for the delivery of replacement bins in conjunction with the option to collect for free from a Council depot
- The Council can provide a better service for customers by clarifying policies around waste presentation, collection points and contamination
- These options will improve recycling rates, in turn reducing waste disposal costs
- The lack of formal policy means that the Council is not fully promoting responsible behaviour within the community. While the Project Board understands that this involves challenging existing behaviour, given the Council's Corporate Plan more could be done to promote pro-social, responsible behaviour patterns. This in turn will result in a cleaner, more attractive City.
- The Council faces a £64.5 million funding gap over the next 3 years. This requires that services operate more efficiently. It is recognised that some decisions, such as charges for replacement containers and changes to collection days, are sensitive. However the Project Board is confident that these risks can be managed, and furthermore that a larger risk is the failure of services to attain a sustainable working model

- Assisted collection users have demonstrated support for a service review, particularly if data is utilised to minimise the impact on 'legitimate' users. Alongside this Waste Collection Services are aware from a sample exercise that at least 10% of current households no longer contain the resident who made the initial application for support. Therefore there is a strong mandate to for this change
- This project will enable the Council to effectively respond to the growth of the City, including the opening of a new waste disposal facility
- The implementation of more efficient collection routes will save the Council around £368k per annum on crew costs, and a further £220k on vehicle costs

Alternative options considered and rejected:

- Do nothing: opportunities for savings of around £1.3 million over the next three years will be missed (including savings in the Introducing Category Management – Fleet Services project). Problems around the presentation of waste will continue, limiting recycling and making Plymouth a less attractive place to live in, work in and visit
- Implement new policies without charging for the delivery of bins: improvements will be realised. However spend on the provision of bins and bags will remain high

Published work / information:

No published work has been used in this document

Background papers:

Title	Part I	Part II	Exemption Paragraph Number							
			1	2	3	4	5	6	7	
Equality Impact Assessment	x									
Assisted Collection Review 2011	x									

Sign off:

Fin	MH 1415 .02	Leg	DS. 20892	Mon Off	DS. 20892	HR		Assets		IT		Strat Proc	
Originating SMT Member: Simon Dale													
Has the Cabinet Member(s) agreed the content of the report? Yes													



Full Business Case

Programme Name:	<i>Growth, Assets and Municipal Enterprises</i>		
Date:	24/07/2014	Version:	0.10
Projects:	Waste Collection Reorganisation Project		
Author:	Tom Cox		
Owner (SRO):	Simon Dale		

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0.02	01/07/2014	Tom Cox and Nigel Gooding	Initial document review	all
0.03	07/07/2014	Tom Cox	Feedback from Anthony Payne, Dalvinder Gill and Simon Arthurs	all
0.04	08/07/2014	Tom Cox	Additional feedback and content from Dalvinder Gill	all
0.05	09/07/2014	Tom Cox	Additional feedback from Sue Thomas	all
0.06	10/07/2014	Tom Cox	Additional Feedback from Emily Hatcher	all
0.07	18/07/2014	Tom Cox	Update to following input from Mark Turner	all
0.08	25/07/2014	Tom Cox and Marc Gorman	Update with comments from CMT, member briefings and programme board	all
0.09	28/07/2014	Tom Cox and Marc Gorman	Further updates, including input from Mike Hirst	all
0.10	30/7/2014	Sue Thomas	Input regarding structure, project plan and contributors	all

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REVIEW AND APPROVAL PROCESS:

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EXCEPTIONS/WAIVERS

Detail waiver/ exception	Requested by	Reason	Agreed by	Decision ID
IT architectural waiver	Nigel Gooding	Installation of new route optimisation software	ICT	001

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Preface: Transformation background and overview

An introduction to Plymouth City Council's Transformation Programme

Context

2002-12: A Decade of Improvement

Plymouth has had an extra-ordinary journey over the past ten years. A decade ago, it had a reputation as a City of low aspiration with a lack of vision, weak financial and strategic planning, poor relationships between agencies, and service delivery arrangements that did not meet the needs of all of its citizens. An acknowledgement of the determined and sometimes inspired effort that was then made to improve the City came in 2010 when the Council was voted 'Best Achieving Council of the Year' by the Municipal Journal. Behind that accolade, foundations had been laid by successive political administrations of a clear, ambitious vision for the City, sound financial management arrangements, the development of strong strategic Partnerships and a determined focus on the improvement of service delivery. The Council has acknowledged and embraced its role as a key player in influencing the broader City and regional agenda, driving economic growth and making coherent contributions to broader policy-making.

Drivers for Transformation:

The Brilliant Co-operative Council with less resources

On its adoption of a new Corporate Plan in July 2013, the Council set the bar still higher, to become a Brilliant Co-operative Council. This 'Plan on a Page' commits the Council to achieving stretching objectives with measurable outcomes, and also sets out a Co-operative vision for the Council, creating a value-driven framework for the way that it will operate as well as the outcomes that it is committed to achieve.

The Corporate Plan was developed using the principles of a Co-operative Council. It is a short and focused document, but does not compromise on its evidence base, and was co-developed with the Cabinet of the Council, before being presented in person by members of the Corporate Management Team to every member of staff throughout the Council at a series of 74 roadshows. The positive results of this commitment to strong communications and engagement were evidenced by 81% of Council staff responding to the workplace survey conducted in October 2013 agreeing that they understand and support the values and objectives set out in the Corporate Plan.

OUR PLAN THE BRILLIANT CO-OPERATIVE COUNCIL



CITY VISION

Britain's Ocean City

One of Europe's most vibrant, waterfront cities where an outstanding quality of life is enjoyed by everyone.

CO-OPERATIVE VALUES

One team serving our city

WE ARE DEMOCRATIC

Plymouth is a place where people can have a say about what is important to them and where they can change what happens in their area.

WE ARE RESPONSIBLE

We take responsibility for our actions, care about their impact on others and expect others will do the same.

WE ARE FAIR

We will be honest and open in how we act; treat everyone with respect; we will champion fairness and create opportunities.

WE ARE PARTNERS

We will provide strong community leadership and work together to deliver our common ambition.

OUR OBJECTIVES

Creating a fairer Plymouth where everyone does their bit

PIONEERING PLYMOUTH

We will be pioneering by designing and delivering better services that are more accountable, flexible and efficient in spite of reducing resources.

GROWING PLYMOUTH

We will make our city a great place to live by creating opportunities for better learning and greater investment, with more jobs and homes.

CARING PLYMOUTH

We will promote a fairer, more equal city by investing in communities, putting citizens at the heart of decision-making, promoting independence and reducing health and social inequality.

CONFIDENT PLYMOUTH

We will work towards creating a more confident city, being proud of what we can offer and growing our reputation nationally and internationally.

THE OUTCOMES

What we will achieve by this plan

- The Council provides and enables brilliant services that strive to exceed customer expectations.
- Plymouth's cultural offer provides value to the city.
- A Council that uses resources wisely.
- Pioneering in reducing the city's carbon footprint and leading in environmental and social responsibility.

- More decent homes to support the population.
- A strong economy creating a range of job opportunities.
- A top performing education system from early years to continuous learning opportunities.
- Plymouth is an attractive place for investment.

- We will prioritise prevention.
- We will help people take control of their lives and communities.
- Children, young people and adults are safe and confident in their communities.
- People are treated with dignity and respect.

- Citizens enjoy living and working in Plymouth.
- Plymouth's brand is clear, well known and understood globally.
- Government and other agencies have confidence in the Council and partners: Plymouth's voice matters.
- Our employees are ambassadors for the city and the Council and they are proud of the difference we make.

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www.plymouth.gov.uk/ourplan



The economic, demographic and policy environment affecting public services is accepted as the most challenging in a generation. At the same time as an ageing population is placing increased demand on health and social care services, the UK is facing the longest, deepest and most sustained period of cuts to public services spending at least since World War II. The Council's Medium Term Financial Plan identified in June 2013 funding cuts of £33m over the next three years which, when added to essential spend on service delivery amount to an estimated funding shortfall of circa £64.5m from 2014/15 to 2016/17, representing 30% of the Council's overall net revenue budget.

The Council has shown remarkable resilience in addressing reduced funding and increased demand in previous years, removing circa £30m of net revenue spend from 2011/12 to 2013/4 through proactive management and careful planning. However, the Council has acknowledged that addressing further savings of the magnitude described above while delivering the ambitions of the Corporate Plan will require a radical change of approach.

Review of existing transformation programmes

The Council commissioned Ernst and Young in June 2013 to:

- 6 Examine the Council's financial projections and provide expert external validation of our assumptions about costs and income in the medium term
- 7 Review the Council's existing transformation programmes and provide a view as to whether they will deliver against the Corporate Plan
- 8 Provide advice as to how the Council might achieve the maximum possible benefit through a revised approach to transformation

Ernst and Young validated the Council's current Medium Term Financial Plan based on projections and assumptions jointly agreed, and judged it to be robust, taking into account the complex financial landscape and changing government policy.

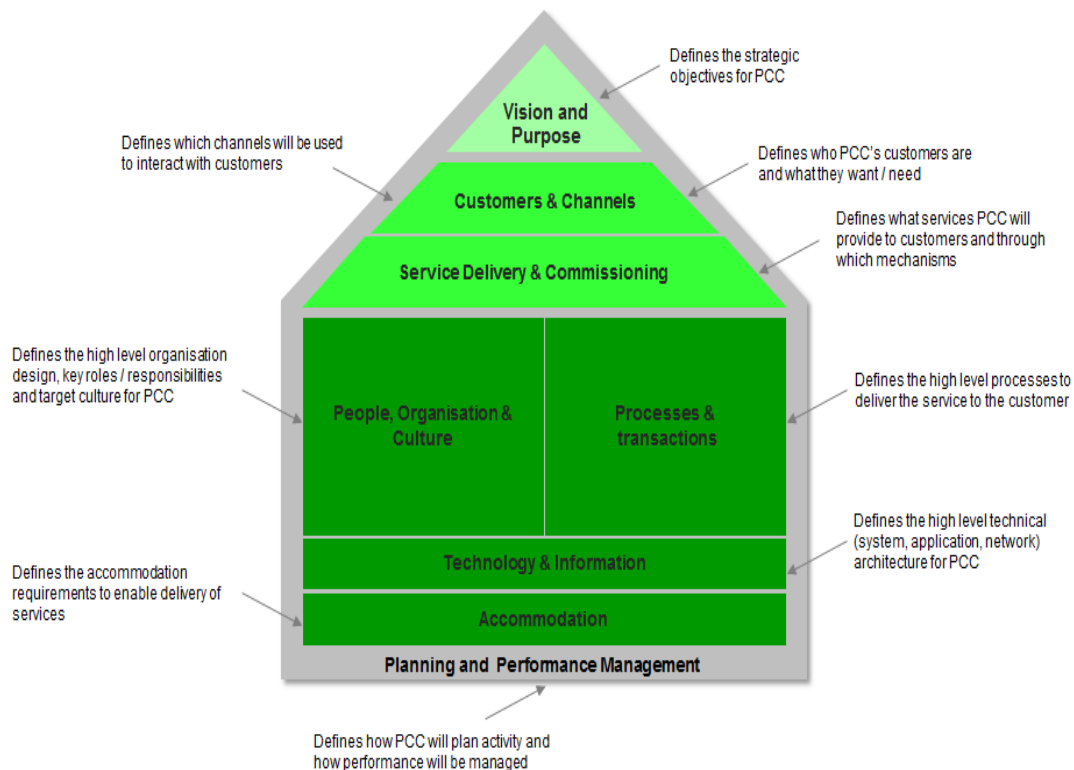
The Council has initiated a number of far-reaching and ambitious change programmes over 2012-13 to address the twin aims of addressing financial constraints and improving service delivery. These include:

- 11 Investment in Customer Transformation and Core ICT infrastructure (Cabinet approval September 2012)
- 12 ICT Shared Services: DELT (Cabinet approval October 2013)
- 13 Redevelopment of the Civic Centre and future accommodation requirements (Cabinet approval September 2013)
- 14 Modernising Adult Social Care Provision (Cabinet approval January and August 2013)
- 15 Co-location with Clinical Commissioning Group at Windsor House (Cabinet approval January 2013)

In addition to feedback and advice about individual programmes, the Council received advice that has been carefully considered, and which has informed the overall design of the Transformation Programme and the content of the business cases for the five programmes.

Vision and Direction: The Blueprint

The Council has responded to concerns that, despite strong support for the Corporate Plan from both Officers and Members, there was a lack of clarity about how the Corporate Plan translates into practical action and a danger that the Council might be attempting to 'do the right things, but in the wrong way'. After significant consultation with Members and over 100 staff from all levels and disciplines within the organisation, the Council's vision for the Brilliant Co-operative Council has been translated into a Blueprint which describes the capabilities which the Council will need in the future. These capabilities will be commissioned by the Council and will result in services being delivered by the Council and a variety of other organisations operating across the public, community and voluntary and private sectors. The components of the Blueprint are illustrated below:



To inform the development of the main components of the Blueprint, a number of principles have been developed co-operatively with Members, senior Officers and staff to ensure that the values set out in the Corporate Plan guide how the Blueprint is developed.

Governance and Oversight

The Council has also responded to advice that governance and oversight arrangements for transformation projects would benefit from being strengthened. Whilst ensuring that the Council's existing constitutional arrangements for decision making are unaffected, a number of bodies have been put in place to ensure a co-ordinated approach is taken to oversight of the Transformation programme. The detail of the transformation governance arrangements were considered by the Council's Audit Committee on 13 March 2014 and can be summarised as follows:

Members

- The Members Transformation Board provides executive ownership and accountability for the Transformation Portfolio, chaired by the Cabinet Member for Transformation and comprising the individual Cabinet Members aligned to the five programmes
- The Transformation Advisory Group builds cross party dialogue, understanding and consensus on Transformation, and is chaired by the Cabinet Member for Transformation, comprising the Shadow Leader, Chair of the Co-operative Scrutiny Board and an additional ruling group Member.
- The Co-operative Scrutiny Board and Panels are aligned to the Transformation Board and programmes that match their terms of reference

Officers

1. The Transformation Portfolio Board co-ordinates the delivery of the Blueprint, prioritises decisions within and between programmes, ensures effective engagement, ensures overall resourcing and delivery of the programme and recommends Programme Business cases and exceptions. It is chaired by the Chief Executive and comprises Senior Responsible Officers for the Programmes, the Transformation Director, engagement leads, finance and HR Responsible Officers and the Head of the Portfolio Office
2. Programmes are led by a Senior Responsible Officer, who is accountable for the successful delivery of the programme, achieving desired outcomes and realising expected benefits and is responsible for chairing the Programme Board and leading the Programme
3. Each project within the five Programmes is led by a Project Executive who is accountable to the Senior Responsible Officer for the successful delivery of the Project, and chairs the Project Board.
4. The Portfolio Office provides co-ordination and support across all the programmes and projects and ensures that sufficient capacity and capability is in place to deliver the overall programme.

I. Executive Summary

Plymouth's Waste Collection Service plays a central role in creating a clean, safe and vibrant environment for the City's residents and visitors, providing residual, recyclate, glass and garden waste collections for around 117,000 properties.

While the current service operates to a high standard in many areas a number of issues and opportunities exist that provide a mandate for change:

- The introduction of Co-operative principles requires that services work in different ways, moving from an Officer led approach to a model that promotes co-design and co-production, so enabling the Council to become a 'brilliant, co-operative' Council
- The Contact Centre receives around 5,000 calls per month relating to waste, suggesting that more could be done to clarify policies and improve waste management processes. For example many properties have different collection points for general and recyclate waste, creating an inconsistent system for customers and reducing the efficiency of the service
- The potential to enhance the efficiency of routes has been identified, with savings of around 18% suggested as achievable by EDGE Public Solutions
- Plymouth has around 9,000 assisted collection users. This number has doubled in the last 6 years meaning that records need to be fully reviewed and updated to ensure that support is properly targeted
- Plymouth City Council faces a £64.5 million funding gap over the next three years, requiring that services are re-designed to cost less or generate additional income
- The absence of side-waste and closed bin policies is a significant issue for the community and front line staff, for example waste that is not properly presented is being ripped open and spread by vermin
- Plymouth's spend for new and replacement residual containers last year, including staff and vehicle costs, was around £260k. A significant proportion of this cost was incurred for replacement containers
- Contamination is a problem, with many properties placing waste in the wrong container. This reduces levels of recycling and consequently incurs additional costs as general waste is over 400% more expensive to dispose of in comparison to recyclable waste.
- Plymouth's ambitious growth strategy, including the opening of a new waste disposal facility, will require a changes to collection routes

This project proposes a response to these issues and opportunities through three workstreams, which have been shared with Members and the Council's leadership through a series of briefings:

- The implementation of new collection routes, based on the output of specialist route optimisation software. A change to the collection days for some properties is necessary within this for savings to be achieved
- The creation of formal waste collection policies, incorporating a prohibition on the presentation of side waste, delivery charges for replacement bins, the requirement that bins are closed for collection, guidance on contamination and single collection points
- A review of assisted collections users

These workstreams will realise a range of benefits including:

- Clearer policies that provide effective guidance for the community and enable the Council to engage with individuals who are acting in an anti-social manner in the presentation of their waste. A copy of the draft policy document is included in Appendix section 9.2.

- Better demand management by making clear the community's responsibility to present waste properly and take care of waste containers
- Improved recycling and a reduced carbon footprint, with carbon savings equivalent to the yearly output of 40 family properties
- Routes that incorporate Plymouth's new disposal facility, with improved capacity to respond to the City's wider plans for growth
- Net efficiency savings over 3 years of £800k through a reduction in personnel and replacement container costs. A further £520k of savings relating to vehicle costs are articulated in the Introduction of Category Management Fleet Services business case, but will only be achieved if the reorganisation of routes is implemented. Further information is provided in section 2.2.

All elements of residual waste collection policy are included in scope of this project, alongside the rerouting of waste collection routes incorporating potential changes to a household's collection days.

Commercialisation and the use of alternative service delivery vehicles for collection provision are addressed by other projects within the GAME Programme. Alongside this, the project does not consider changes to worker's terms and conditions. A reduction in drivers and crew may result from this project, although it is anticipated that this will be managed through voluntary severance and early retirement and the impact will be significantly mitigated through a reduction in the number of agency staff employed by the service.

In achieving its goals the project will be an exemplar of the values embedded in Plymouth's Corporate Plan. For example it will:

- *Be democratic* by giving stakeholders the opportunity to co-design waste collection services
- *Be responsible* by ensuring that public funds are used in the best possible way
- *Be fair* by ensuring that services are universally accessible
- *Value Partners* by integrating with organisations such as the Fire Service, Youth Offending Team, NHS and Plymouth Community Homes to share information and resources, so improving outcomes for service users

Alongside this the project will align with the GAME Programme and other projects within the Transformation portfolio. In particular there is a shared vision with the 'Creating a Brilliant Co-operative Street Service' project, which aims to make the Street Services Department leaner with a greater focus on outcomes for the community, achieved through a co-operative approach. In its emphasis on Partnership working, stakeholder consultation and financial responsibility the Waste Collection Reorganisation project will therefore integrate with and promote the wider work being undertaken to make the Council's service provision 'brilliant'.

This project will also incorporate findings from the Fairness Commission and integrate with partnership work being undertaken around enforcement.

An options appraisal has been undertaken to consider alternative solutions for this project. A more detailed breakdown is included in section 4.

1. Do nothing
 - The opportunity to realise savings of around 800k over three years will be missed, placing additional pressure on other sections of the Council to meet the £64.5 million budget gap
 - The ability to improve outcomes for the community will be missed, for example with continued problems in regards to side waste and unclear policies

- Staff feedback will be ignored, for example with continued problems around providing support for households who are not entitled to assisted collections
 - The opportunity to improve recycling and reduce the Council's carbon footprint will be missed
2. Implement new collection routes via route optimisation software, incorporating a change to collection days
 - Savings of £368k per annum on staffing costs will be achieved, alongside a further £220k on vehicle costs
 - Areas will more closely match ward boundaries, supporting a more transparent and co-operative approach
 - A significant communication campaign will be required, although this will be an opportunity to promote recycling and introduce new waste policies
 - A review by Council staff has identified that meaningful savings cannot be achieved without a change to collection days
 3. Formalise collection policies
 - Clearer guidance for the community, encouraging people to be more responsible and creating a cleaner city
 - A clearer outline of service commitments, enabling transparency and better performance management
 - Improved recycling rates
 - Savings of around £72.5k per annum on replacement container costs if a delivery charge is introduced. Waste Services will not charge for the containers themselves; customers will be able to pick these up at no charge from Council depots and potentially other council buildings
 - The project proposes that households with a low income will not be charged for replacement containers
 4. Assisted Collection Review
 - A bespoke service that links in with Partners to promote the welfare of service users and more accurately responds to individual need
 - Support focused on those who need it
 - A more efficient service, with savings in staff hours equating to around £29k per annum
 - A forward looking approach that prepares the service to deal with increased demand resulting from an aging population

In considering these options the project has consulted with Partners and other local authorities through umbrella organisations such as the Association of Public Sector Excellence. While elements of these proposals are politically sensitive, particularly around charging for the delivery of new bins, feedback canvassed from community engagement events, primarily co-ordinated through the Plymouth Plan's 'Sofa Sessions', demonstrates strong support for formal policies. For example 90% of people asked were in favour of a charge for the delivery of replacement bins or bags. Furthermore many other authorities, including neighbours in the South West, have successfully implemented a similar policy package with minimal negative feedback from the community. Plymouth can achieve the same outcomes with Member support, and therefore the project recommends that Option 2, 3 and 4 are taken. Information on provision from other local authorities is included in Appendix item 9.7.

A comprehensive communication engagement plan is being created to support this project and promote a co-operative approach. This includes:

- Contacting every household via a letter and bin sticker to inform them of changes as appropriate
- Placing frontline staff at the heart of the design and realisation of the project. A ‘lessons learnt’ document, reflecting this engagement, is included as Appendix item 9.6.
- Providing co-design opportunities for Councillors and the community, particularly in relation to assisted collections and policy changes
- Using any communications to promote wider messages in relation to recycling and good practice

A detailed risk breakdown is included in section 8.3 alongside mitigations. However, an overarching risk is that the Council fails to transform its provision to meet the challenges posed in the current financial climate and to optimise benefits associated with a co-operative approach. Therefore this business case recommends that Cabinet:

1. Agree this business case
2. In accordance with the business case, agree that Officers implement new collection routes, including changes to collection days for some properties in the City
3. In accordance with the business case, agree that Officers undertake a review of assisted collection users, including using information from partner agencies where appropriate, and implement any changes resulting from the review
4. In accordance with the business case, agree for Officers to finalise waste collection policies including a charge for the delivery of replacement bins, and delegate responsibility for confirming the policies to the Cabinet Member for the Environment in consultation with the Director of Place

If these recommendations are followed the expected investments and financial benefits for the project are illustrated in the table below. These may change through the lifetime of the project.

Waste Collection Re-organisation	2014/15 £	2015/16 £	2016/17 £	Total £
Additional savings and income (bin delivery)	6,042	72,500	72,500	151,042
Additional Savings (reduction in crews)	£30,667	368,000	368,000	766,667
Total Gross Benefit	36,709	440,500	440,500	917,709
Investment	117,500	£0	0	117,500
Net Benefit Realised	-80,791	440,500	440,500	800,209

Therefore the project requires approval for:

- The implementation of new waste collection routes, including changes to collection days for the majority of households in the City
- An Assisted Collection Policy and review of existing users
- Side waste, Closed Bin and Contamination Policies
- A Replacement Bin Policy including a delivery charge

Although specific routes and policies will not be finalised prior to the Final Business Case passing through Cabinet, the project will include additional oversight opportunities for Members on an ongoing basis with further quality assurance provided at Assistant Director and Strategic Director levels.

2. Case for Change

2.1 Current situation

Plymouth's Waste Collection Service currently provides an effective service for customers. For example, in the last year less than 9,000 containers were missed across 8.6 million collections. Similarly the service supports around 9,000 assisted collection users, accounting for 8% of properties in the City, with over 90% of service users rating the service highly.

However a review of the existing routes used by collection vehicles, validated through specialist route optimisation software, has identified potential efficiency gains.

Alongside this the Council's assisted collection scheme has not been reviewed in a structured manner over the last 6 years, within which time the number of users has doubled. A test exercise conducted in 2011 identified that around 10% of households are receiving support they do not need, and given that less than half of individuals contacted did not respond this number may be much higher.

The Council is also limited by a lack of formal policies relating to assisted collections, side waste, closed bins, collection points, contamination and replacement containers. This poses a challenge to enforcement and demand management, and also means that Waste Services are not fully educating the public around good practice in the presentation of waste. For example, the service incurred a cost of around £260k for the provision of new and replacement residential containers in 2013/14, including delivery costs. A substantial element of this cost related to containers that were reported as 'missing; although some of these will have been stolen this suggests that more can be done to encourage residents to look after their bin or bag.

Similarly, the criteria to access the Council's assisted collection scheme is unclear, enabling residents who are capable of placing their bins out to benefit from the scheme.

The lack of clarity around side waste creates further problems, particularly in areas around the City Centre where there are a high number of multi-occupancy homes and a transient population. Waste that is incorrectly presented can become a target for seagulls and other pests and is easily spread, creating an untidy and unattractive environment for residents. This in turn places additional pressure on street cleansing services.

Taken together, issues relating to waste generate over 5,000 calls to the Contact Centre each month, equating to around 20% of all traffic that the call centre receives.

Underpinning these issues, it is clear that Waste Collection Services could operate in a far more co-operative manner. For example forums for customer engagement are currently limited, and collection rounds do not integrate with ward boundaries limiting the ability of Councillors to provide oversight of provision. Given that the goals of the Service are contingent upon community engagement and compliance, a co-operative approach should be at the heart of waste collection provision. Therefore, while this project is partially driven by the financial challenges the Council faces, this is equally an opportunity to contribute to the creation of a 'brilliant co-operative' service.

2.2 Benefits and Capabilities

Plymouth's Waste Collection Service has identified the potential to achieve a net saving of £800k over the next three years while improving outcomes for customers. This analysis is supported by an independent review undertaken by EDGE Public Solutions.

The implementation of new routes and policies will take place following the opening of the Council's new waste disposal facility. This is planned for December 2014. However, attempting to implement changes over the Christmas period would present a significant challenge for service users and staff given the increased amount of waste generated and other commitments that people have at this time. Therefore the project proposes an implementation date of the 19th of January 2015. Financial benefits are assumed to come online from the 1st of March 2015. The increased footfall through retail centres over December will be utilised to run an effective, 'hands-on' communication campaign. Any change to the implementation date will incur an additional loss, if there is a delay, or benefit, if the date moves forward, of around £7k per week for staff costs and an additional £4.2k on vehicle costs in the Introducing Category Management – Fleet Services project.

Changes to collection policies could be implemented irrespective of the opening of the new disposal facility. However, to optimise communication opportunities any policy changes will be rolled out alongside the introduction of new routes.

Waste collection services can continue to run from Plymouth's existing disposal facilities indefinitely, meaning that any delay to the opening of the new facility will not impact on the service received by customers.

2.2.1 The Reorganisation of Collection Routes

The primary driver for savings within this project is the potential for route optimisation software to identify more efficient routes for collection vehicles, thereby reducing the number of staff required. A provisional analysis suggests that up to five routes per day can be removed from Plymouth's current schedule; this Business Case will assume a conservative approach with savings based around a reduction of four routes. As each route costs £92k per annum to implement this will deliver yearly savings of at least £368k.

Cost per route per year £	
Driver	26k
3x Collection staff	66K
total cost:	92k
X 4 routes saved	368k per annum
Vehicle cost savings per annum (captured in Introduction of Category Management Fleet Services Business Case)	220k

EDGE Public Solutions provisional data set created using route optimisation software				
Residual Waste	number of routes per day	mileage per week	annual mileage	Mileage reduction (%)
Current routes to the new disposal plant	18.25	2,505.50	130,286	n/a
Optimised routes to the new disposal plant	16	2,267.20	117,894	10%
Recyclate Waste	number of routes per day	mileage per week	annual mileage	Mileage reduction (%)
Current Routes	12.75	2,246.2	116,802	n/a
Optimised routes	10	1632	84,864	27%
Overall efficiencies (change to collection days)	5 routes saved	852.25 miles saved	44,330 miles saved	18% reduction in mileage

This project proposes to implement new routes from the 19th of January 2015, ensuring that service provision is not disrupted over the busy Christmas period. Existing staffing levels will be maintained until the end of February to provide capacity to address any challenges that occur while the new routes are implemented; meaning that in the 2014/15 financial year one month's savings will be achieved. However, as any reduction in staff will primarily impact on agency workers if routes are bedded in more quickly the Council retains the ability to start accruing savings at an earlier stage. The saving achieved over the first year is therefore conservatively calculated to be one twelfth of the annual saving, equating to around £31k.

Additional savings of £220k per annum are articulated in the Introduction of Category Management - Fleet Services project, based on the reduction in the collection fleet by four vehicles at a £55k cost per vehicle for fuel and maintenance per year. Further benefits of at least £60k for the sale of vehicles are also excluded from this business case. Therefore, this project will generate further savings of around £520k over three years from an implementation date of March 2015.

This approach will realise a range of further non-financial benefits. For example, placing vehicles in the same area on a specific day provides resilience within the service if a problem occurs such a vehicle breakdown, with the presence of other collection vehicles in the vicinity providing capacity to cover any outstanding containers that would not otherwise collected.

Changing collection days will also support the work of other services. For example the Council's Enforcement Team have identified an improved capacity to uphold the environmental crime provisions within the Environmental Protection Act 1990 where collection areas are more clearly defined. This change will also provide the opportunity for service provision to more closely follow ward areas, promoting service accountability and supporting the Council in enacting a more co-operative working model.

Formalised collection point and assisted collection policies will support this process by enabling optimal routes to be created. Therefore the full financial benefits of these policies are integrated into the savings identified through the route optimisation software.

This element of the project will also result in a reduction to the carbon footprint of the Council, with projected savings of over 44,000 miles travelled per annum. This equates to around 80 tonnes of carbon dioxide, equivalent to the amount of that would be generated by 40 family homes over a year.

This project recognises that Plymouth has ambitious plans for growth. Capacity for new residential developments will be built into the routes created, ensuring that waste collection services are able to effectively respond as the City develops.

2.2.2 Charges for the delivery of replacement bins

Additional savings can be achieved through a charge on the delivery of replacement waste containers. Over the last year financial year the Council received around 6000 requests for new or replacement bins and bags, incurring a cost of around £260k. Of this figure, around £150k was spent on the containers themselves. There is no formal process in place to manage this demand, for example with households replacing containers that are simply dirty. The Council are also aware that containers are often left out for significant periods of time once they have been emptied, placing them at greater risk of going missing or being stolen, while at the same time presenting a potential barrier to pedestrians where bins are on the pavement.

This level of demand is unsustainable and a proven way to manage demand is to introduce a charge on the delivery of new containers which will help to promote greater responsibility in their use. Data provided by a neighbouring authority demonstrates a 33% reduction in the number of containers provided following the implementation of a charge, with no discernable negative feedback from the public or problems with bins being stolen. If Plymouth achieved a similar outcome this would amount to a £50k saving on the purchase of containers, realising a £104k saving over three years from an implementation date of March 2015. Additional savings could be realised in staffing costs if demand falls sufficiently, although this is not included in the business case.

Additional revenue would be generated from households paying for the delivery of new containers, although the project proposes to give residents the option to collect their container, so avoiding a charge.

The principle aim of the charge is to reduce demand, and therefore the project proposes a low initial price of £15 for delivery. The average cost per delivery of a receptacle is £13.53, excluding building space for each team, insurance and other factors involved in management of the scheme. Therefore while this approach would significantly mitigate the Council's spend delivery would still be partially subsidised.

Cost based on average predicted journey time (15 minutes each way):				
BIN DELIVERY COSTS				
Administration:	Annual (£)	Hour (£)		COSTS (£)
Grade C cost per hour (assumption on SP 18 - top of grade plus on costs)	21629	11.24		
Cost per 5 minute call				0.94
Cost to process the request through CRM (5 minutes)				0.94
Service:				
Grade C drivers cost per hour (assumption top of grade plus on costs)	21629	11.24		
Predicted average time taken for delivering the bin - 15 minutes each way				5.62

Vehicles:			
Fixed fee	6012		
Fuel	3293		
Repairs & maintenance	9530		
Vehicle hours per week		12.07	6.04
		Total cost:	13.53

The income that this would charge would generate is dependent upon the proportion of the public who attend to collect their container from the depot. For the purpose of this business case it is assumed that 50% of service users pay the charge, resulting in an additional income of £22.5k over a year. This provides an overall benefit of £72.5k per annum from the introduction of a replacement bin charge.

Within this approach, support would be provided for low income households, mirroring the Council's existing policy in providing two free bulky household waste collections for residents on certain benefits.

Feedback canvassed from community engagement events, primarily co-ordinated through the Plymouth Plan's 'Sofa Sessions', demonstrates strong support for this approach, with 90% of those asked supporting a charge for the delivery of bins where there is the option to collect without incurring a charge.

2.2.3 Single Collection Points, Contamination, Side Waste and Enforcement

The Environmental Protection Act 1990 grants Councils the authority to decide arrangements for the collection of waste. Collection points in Plymouth have evolved in an inconsistent manner, varying between households on the same street and also changing between collections for some properties, for example, with residual waste being collected from the front of a property and recycle waste from the rear. While logistical factors require some flexibility, identifying the most suitable collection points in conjunction with a review of routes will support a more efficient service while at the same time simplifying arrangements for customers.

Similarly the lack of formal side waste and closed bin policies produces further inefficiencies and impacts upon perceptions of the service. In the absence of a clear policy approaches to side waste vary between crews, meaning that customers will receive a different service depending upon their location. If crews do deal with side waste this takes additional time. If they do not, there is a greater chance of sea gulls and other pests piercing the bags creating an unattractive and potentially unsafe environment for the community. This in turn generates complaints, creating traffic for the Contact Centre, staff and Councillors.

Furthermore, side waste is mostly produced by residents that are not recycling effectively. Given that recycle waste has a lower disposal cost, encouraging households to recycle and reuse effectively should reduce overall costs and supports the Council's corporate goal of being a more responsible organisation.

Formalising policies now will also enable the project to link in with partnership work being undertaken to improve enforcement procedures across the city, promoting a safer and cleaner environment for service users.

A review of waste collection policies will ease pressure on Customer Services. The Council currently receives around 5000 calls a month relating to waste, accounting for around 20% of all calls received, with additional calls going directly through the Prince Rock depot. A simplified and co-ordinated policy

approach will therefore reduce this traffic and may eventually enable further savings through a reduction in Customer Service staff.

Waste Collection Staff are supportive of a more formal approach to policy, with engagement events evidencing frustration at the perceived failure of the Council to more proactively deal with residents consistently acting in an anti-social manner.

2.2.4 Assisted Collection Review

Plymouth City Council currently operates around 9,000 assisted collections, representing around 8% of the properties in the City. It is likely that many of these are no longer necessary as the scheme has not been formally reviewed since 2006. A test exercise conducted by Council staff on more recent data has identified that at least 10% of assisted collection properties no longer contain the resident who made the initial application. Furthermore, previous criteria for collections were generous and applicants were not required to provide evidence of need. This led to a 125% increase in the number of assisted collections since 2007, rising from 4000 to its current level.

Over a fortnightly period, comprising two residual waste collections and one recycling collection, Plymouth has over 24,000 contacts with assisted collection households. Each contact, on average, involves an additional 30 seconds of worker time, totalling around 100 hours a week. A return to previous levels of assisted collections would therefore save around 50 hours a week for collection teams, equating to a financial saving of £29k. Alongside this, more thorough data collection will enable waste collection services to more effectively understand and meet the needs of customers, for example, by identifying service users with dementia. A review of the assisted collection policy is reflected in feedback from service users, with a survey conducted by Waste Collection staff in 2011 identifying that 99.5% are in favour of a more structured policy approach.

In reviewing the assisted collection scheme the project has engaged with Partners such as Adult Social Care to minimise disruption to service users who data confirms continue to require support. Furthermore information sharing with the Fire Service will be implemented with user consent, enabling them to identify households with vulnerable residents in the case of an emergency.

Alongside this the project's communication campaign represents an opportunity to advertise the assisted collection scheme, ensuring that that it is visible to anyone who might need support.

2.2.5 Wider Impact

This project integrates with the wider review of Street Services provision incorporated in the 'Creating a Brilliant Co-operative Street Service' project. For example, the reduction in crews articulated in this document will support a reduction in Supervisor posts presented in the Partner project.

3 Strategic Cases

3.1 Scope

3.1.1 In-Scope

The scope of this project encompasses the current domestic waste and recycling collection service provided by Plymouth City Council, including the routing of collection vehicles and all collection policies.

The collection policies are:

- Collection points
- Side waste and closed bins
- Replacement bins
- Assisted collections

Changes to collection days are necessarily included in the project. Work completed by the one of the project's Officers has identified that the significant savings cannot be achieved if existing collection days are retained.

Education around effective waste management will be incorporated within any communication processes undertaken within the project.

The route optimisation element of the project includes all IT, data collection, route planning and testing activities. The use of new GPS devices and cameras fitted to vehicles also falls within this project. This will enable Supervisors to track the movement of vehicles, ensuring that they are conforming to optimal routes.

The involvement of frontline staff in creating, testing and implementing new routes falls within this project. This project recognises that their perspective and knowledge is key to the successful implementation of new routes.

Some redundancies may be required, although it is anticipated that these will be managed through voluntary severance and early retirement and the impact will be significantly mitigated through a reduction in the number of agency staff employed by the service.

3.1.2 Out of Scope

The use of the route optimisation software to enhance the efficiency of the fleet outside of residential municipal and recycle waste collections is not currently in scope. However, this will be addressed at a later stage to ensure that the Department optimises its assets and operates as efficiently as possible.

As suggested by EDGE Public Solutions, the overhaul of frontline service working shift patterns is not in scope as the impact of delivering this combined with new routes & schedules will create unmanageable communications problems with both the Council staff and Customers. This will be considered within the 'Creating a Brilliant Co-operative Street Service' project, which will be the subject of a separate business case.

Alignment with the Customer and Service Transformation Programme will be included within the 'Creating a Brilliant Co-operative Street Service' project, which will seek to optimise channels through which customers engage with the service, for example by up-skilling Contact Centre staff to more effectively deal with enquiries.

3.2 Strategic Fit

This project will align with a range of internal and external strategies.

3.2.1 Corporate Plan

A key driver for the Waste Collection Reorganisation project is Plymouth's Corporate Plan to become a 'Brilliant Co-operative Council'. The project recognises that co-operative values can enable the Council to work in different ways, producing savings while at the same time engaging with stakeholders and improving services. Therefore, the approach taken will be:

Democratic

The project proposes to 'co-design' change wherever possible and engage with the community on a consistent basis, providing opportunities for meaningful conversations with citizens. Alongside this, it will embrace democratic processes, maintaining a high level of contact with Councillors.

Examples of the project's democratic approach include:

- All-Member briefings – three dates have been run on the 18th, 20th and 23rd of June, with feedback integrated into the project. Further dates will be run at a later stage in the project
- Presentations to Cabinet Members and the Leader
- Community surveys, for example with the First Stop Service running a data collection exercise on Street Services provision across the week beginning the 21st of July
- Community engagement events, for example 'Have Your Say Meetings', providing the opportunity for two way dialogue around elements of the project
- Engagement exercises with the Voluntary and Community Sector, including organisations such as Plymouth Area Disability Action Network and Age UK, using their knowledge and contacts to ensure the project understand the needs of the community as a whole. Initial exercises have taken place in June, with further sessions planned throughout the project

Responsible

Plymouth £64.5 million funding gap over the next 3 years requires that services are more responsible in their use of resources. In line with this, following an independent review by EDGE Public Solutions, the project is confident that savings of at least £368k per year can be achieved by reorganising existing collection routes using route optimisation software.

Alongside this formal policies will educate the community to be more responsible in their waste disposal habits. For example the Council, under the Environmental Protection Act, has a duty to ensure that household waste is presented in an appropriate manner. However as side waste, closed bin and contamination policies have not been adopted there is no clear guidance in this regard.

Fair

This project will take a fair approach. The communication campaign will ensure that the Council is open and honest with all stakeholders, informing them of the basis for change and providing opportunities for two way dialogue.

Formalising policies will ensure that service provision is consistent throughout the City, with crews currently managing issues such as side waste in different ways, some collecting it and others not.

The project will also support fairer outcomes for members of the community. For example, it will be dementia friendly in its approach to assisted collections, moving beyond a view of need as based on physical ability to recognise the mental vulnerability of residents that might prevent individuals from putting their bins out.

Partners

The project has pro-actively engaged with Partners. This will improve the outcomes achieved and enable change to be implemented more efficiently by sharing resources. Examples of partnership working include:

- Using information from Adult Social Care, Home Care Support and other organisations to minimise the impact of the Assisted Collection Review on vulnerable members of the community
- Engaging with organisations such as Plymouth Community Homes, major employers such as NHS, Babcock and the University to optimise resources and to promote a common approach
- Sharing information with the Fire Service, and other organisations, ensuring that vulnerable members of the community receive the best possible level of support. For example, the Fire Service has a list of properties with known vulnerable residents, enabling them to respond appropriately in emergencies. By adding the service's information to theirs the quality of information that they possess will be improved
- Utilising the specialist knowledge and contacts provided by organisations such as Plymouth Area Disability Access Network to ensure that the Council's policies and approach are fit for purpose
- Seeking to link with local time banks to empower the community to support assisted collections
- Working with Plymouth's Youth Offending Team through the communication campaign to give young offenders the opportunity to make amends for the offences that they have committed by distributing posters to community venues, using their local knowledge to ensure that information is presented in optimal locations

3.2.2 Other alignments

The project also recognises and incorporates elements of the findings from the Fairness Commission. In particular the Commission's identification of Systems Leadership and the need to engage meaningfully with communities integrates with a co-operative approach.

The project links into the Council's Municipal Waste Strategy 2007 – 2030, in particular supporting the strategy's goal 'to increase recycling and composting and reduce the amount of waste going to landfill'.

The project also aligns with partnership work being undertaken to improve enforcement procedures.

3.3 Assumptions

The Project will assume the following:

- As the Route Optimisation Software is a standalone piece, the Council Directors have confirmed that they are happy to proceed from an architecture perspective and an architecture waiver (granted by Head of Business and Technology Architecture) was issued on the 12th of February. It is assumed that this waiver will not be affected by the new ICT strategy in development
- That changes in policy will be in place before the agreement of the new routes
- That the new waste disposal facility will be operational by December
- Councillors will support this project
- That staff will support the project. This assumption is supported by a significant process of engagement with staff, with ongoing opportunities for frontline personnel and Trade Unions to input into the proposed changes.

3.4 Strategic Risks

The strategic risks are:

- The Council fails to achieve its savings targets, resulting in service provision that is unsustainable. The Waste Collection Reorganisation Project is mitigation to this risk, proposing savings that will contribute to the Council achieving its saving targets while at the same time improving outcomes for the community
- The project fails to reorganise routes effectively, resulting in a compromised service. This will be mitigated by the use of specialist software which ensures that all properties are included in the routes planned. Alongside this frontline staff will be involved in the route planning process, and all routes tested prior to implementation. Current staffing levels will be maintained until new routes are bedded in, providing capacity to quickly respond to any missed containers
- The project fails to properly communicate change to the public, resulting in non-compliance. This will be mitigated by a significant communications campaign, including letters for every household, bin stickers, engagement events, newspaper adverts and a poster campaign

These risks and mitigations are addressed in more detail in section 8.3.

3.5 Constraints and dependencies

There are a range of dependencies that may impact on the successful delivery of the project:

- Political support: political consent is required for the reorganisation of routes, changes to collection days and the formalisation of collection policies. Alongside this, Councillor Support will be needed to ensure that policies operate effectively; learning from other local authorities indicates that the implementation and enforcement of collection policies is most successful where there is strong Councillor buy-in and support.
- Resource needs: adequate resources are required to ensure that the project is properly staffed and to implement an effective communication campaign
- Support from frontline staff and Trade Unions: their knowledge and experience is pivotal to the successful implementation of the project
- Support from the community: the successful implementation of new collection days, points and wider policies requires buy-in from the community. This will be achieved by a significant communication campaign that involves contact with every household across the City via a bin sticker and letter, as well as a range of stakeholder engagement events
- Opening of the new waste disposal facility: while new routes can be implemented from existing waste collection facilities full efficiencies will only be realised when the new facility opens

In addition the following constraints are relevant to this project:

- Attempting to introduce change over the Christmas period presents a challenge for staff and customers, meaning that implementation will need delayed until after this period

4 Options Appraisal

A significant options appraisal process has been undertaken to inform the approach proposed in this project.

4.1 Option One - Do Nothing

The Council currently operates a well-regarded collection service in terms of customer satisfaction, for example with a low number of missed collections. However:

- Collection routes have been identified as inefficient.
- Assisted collections have increased significantly as users are not asked to update their status
- Waste Collections' policy framework places emphasis firmly on the Council to absorb costs around replacement bins and side waste

Maintaining this approach carries a number of benefits:

- Services will continue to operate to a good standard, with no disruption to collection days
- Project investments of £117k will be avoided
- The Council will continue to take responsibility for poor practice in the community, avoiding politically sensitive issues around enforcement and demand management

However, there are a range of constraints involved in continuing with this approach:

- The Council has committed to a co-operative approach, which is not reflected in existing practice
- The Council faces a £64.5 million funding gap over the next 3 years. This has generated pressure to realise efficiencies in service provision
- Issues around side waste and contamination will continue, maintaining existing levels of pressure on the Contact Centre and generating complaints, particularly in wards around the centre of the City
- The Council has committed to increasing its recycling rates, which will be difficult to achieve without positive action
- Frontline staff desire change, with the lack of formal policies impacting on their work on a day to day basis

This approach would involve the following dependencies:

- Service provision would be contingent upon other Departments meeting the Council's funding gap

The following risks are associated with this option, with the mitigations required demonstrating the need to avoid a 'do nothing' approach:

Description	Likelihood	Impact	Mitigation	Residual Risk
The Council fails to bridge its £64.5 million funding gap, placing service provision across the authority at risk	High	High	Doing nothing will provide no mitigation to this risk, placing additional pressure on other departments within the Council to realise savings	High
The Council fails to address side waste and contamination issues, resulting in reduced recycling and maintaining problems caused by waste being improperly presented	High	Medium	Doing nothing will provide no mitigation to this risk. Problems will continue, with residents potentially becoming increasingly frustrated with a lack of formal response by the Council	High

Assisted collections are not reviewed and therefore continue to grow, reducing efficiency and staff moral and diverting resources away from those who truly need support	High	Low	Doing nothing will provide no mitigation to this risk. Assisted collection numbers will continue to rise, reducing the efficiency of the service and putting additional pressure on staff	Medium
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A financial breakdown is not included with this option as it is cost neutral. However this means that opportunities to realise savings amounting to over £1 million, across this project and the Introducing Category Management – Fleet Service project, will be lost.

4.2 Option Two - Implement new collection routes via route optimisation software, incorporating a change to collection days

A review conducted by Council staff, supported by EDGE Public Solutions, has identified the potential to utilise route optimisation software to identify more efficient collection routes. The exact savings realised will be identified once service data is entered into the software and specific routes are created. The project has conservatively estimated efficiencies of £368k per annum, based on a reduction in the number of crews required to collect waste by four. As savings are expected from the final month of the 2014 financial year over the next three years this will realise efficiencies of around £767k, although a cost of £117k will be required for implementation, with a City wide communications campaign budgeted for within this.

In taking this approach the Council will also reduce its carbon footprint, with a predicted saving of 18% in the distance travelled by vehicles.

This project will address current imbalances within collection rounds. This sees some collection teams finish significantly earlier than others as the service operates on a 'task and finish' basis. Therefore, employees will be treated more fairly as a result of the changes made.

The use of route optimisation software will also enable the Council to respond effectively to growth in the City. In the short term this will enable the Waste Collection Service to respond to the opening of a new waste disposal facility in December 2014.

All staff have been advised that the impact of the project will be minimised with respect to compulsory redundancies. This will be managed through voluntary severance, early retirement and a reduction in the significant number of agency staff employed by the service.

This option carries a range of benefits:

- The realisation of efficiencies in waste collection routing, with predicted savings of £767k over the next 3 years through a reduction in crews. Vehicle savings of £520k over three years, included in the Introduction of Category Management – Fleet services Business Case, will not be achieved unless new routes are implemented
- A more environmentally friendly service, with a reduced carbon footprint
- More balanced rounds, ensuring that staff within the service are treated fairly

- This will enable the Council to respond effectively to the opening of a new waste disposal facility in December

However, there are a range of constraints involved in taking this approach:

- Implementation of the new routes will be postponed until after Christmas to avoid placing additional pressure on staff and customers through the busiest period of the year in terms of waste collection

This approach would involve the following dependencies:

- Member buy-in is required, particularly to enact changes to collection days
- Community compliance is also required; an effective communication campaign will be necessary to achieve this
- Support from staff, whose expertise and knowledge will be pivotal through the planning and implementation stages
- New routes will be implemented around the opening of Plymouth’s new waste disposal facility, with any delay to its opening impacting on the savings achieved by around £11.3k per week through staff and vehicle costs

The following risks are associated with this option, with the mitigations provided demonstrating that they can be effectively managed:

Description	Likelihood	Impact	Mitigation	Residual Risk
New routes are not implemented properly, resulting in missed collections and negative reputational impact	Low	High	All routes will be tested prior to implementation. Frontline staff are leading the re-routing process, including individuals with experience of successfully undertaking similar exercises. Resources will not be withdrawn until new routes have been bedded in	Low
The communication campaign fails to secure service user buy-in	Low	High	A significant campaign is planned, including high levels of face to face contact with the community alongside a letter drop and bin stickers for every household. This approach incorporates lessons learnt from a previous successful communications campaign	Low
The opening of the new waste disposal facility is delayed	Medium	Low	New routes can be implemented around existing disposal facilities, or delayed as required. In either case provision will continue, although the savings achieved by the project will be reduced	Low

The wrong information around day changes is supplied to residents, either through incorrect stickers on bins or incorrect content in letters	Low	High	Staff and Supervisors will plan and lead the distribution of stickers and letters. Spot checks will be undertaken to ensure that this element of the project runs successfully	Low
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Collection Re-organisation Option	2014/15 £	2015/16 £	2016/17 £	Total £
Additional Savings (reduction in crews)	30,667	368,000	368,000	766,667
Investment	117,500	0	0	117,500
Net Benefit Realised	-86,833	368,000	368,000	649,167

4.3 Option Three - Formalise Collection Policies

Plymouth currently has an informal policy structure, with little guidance for service users. This generates a high number of enquiries, for example, with 20% of the Contact Centre's traffic relating to waste. Some elements of provision are not orientated around customers; for example households may be required to present recycling, garden and general waste at different locations.

Policies are also generous in comparison with other local authorities, with little onus on service users to act in a responsible manner even though this is a stated objective in Plymouth's corporate plan. For example, there are no sanctions for the presentation of side waste or for individuals who fail to properly look after their waste containers. This results in a less attractive environment for service users and incurs significant costs, for example with new and replacement bins costing the Council around £260k per annum (including delivery costs).

The lack of guidance given to households leads to reduced levels of recycling. For example side waste is generally presented where individuals are not recycling properly, leading to the creation of excessive general waste.

Feedback from a neighbouring authority suggests that problems with residents refusing to collect or pay for the delivery of a replacement waste container are rare. Households which do not have an appropriate waste container will need to deposit their waste at a disposal facility.

This option carries a range of benefits:

- Clearer guidance for the community
- Transparent service responsibilities, enabling better performance management
- Cleaner, more attractive streets
- More coherent collection policies, for example the introduction of single collection points for waste
- A greater emphasis on responsibility, in line with Plymouth's corporate goal to encourage others to care about the impact of their actions
- Reduced costs for street cleansing and replacement bins, with the latter option providing predicted savings of £72.5k per annum

- Increased recycling
- Improved staff morale, as formal policies will address many challenges that they face on a day to day basis

There are no specific constraints for this option, with the Environmental Protection Act 1990 granting Councils the power to prescribe how waste is presented and take action where individuals fail to comply with guidance. However, this approach would involve the following dependencies:

- Member buy-in is required, particularly to enact and successfully implement charging for replacement containers
- Community compliance is also required; an effective communication campaign will be necessary to achieve this
- Support from enforcement will be necessary

The following risks are associated with this option, with the mitigations provided demonstrating that they can be effectively managed:

Description	Likelihood	Impact	Mitigation	Residual Risk
Formal policies may place the Council in conflict with Members of the community who act in an irresponsible manner	Low	Medium	All households will be informed of the new policies. A clear enforcement approach, involving joined up working with Partners, will ensure an effective response to breaches of policy. Evidence from other local authorities suggest high levels of compliance with more structured policies	Low
Individuals may not be able to comply with policies for financial or other reasons	Medium	Low	The Council will create a 'hardship fund' or other mechanism to support vulnerable members of the community	Low

Waste Collection Re-organisation	2014/15 £	2015/16 £	2016/17 £	Total £
Additional savings and income (bins)	6,042	72,500	72,500	151,042
Investment	0	0	0	0
Additional savings and income (bins)	6,042	72,500	72,500	151,042

Please note the above financial analysis assumes that routes will be reorganised, enabling communications costs for notification of changes to policy to be incorporated in the wider project communication campaign. If this does not occur a cost of around £30k will be required to send a letter to every household in the City, reducing the saving achieved to around £120k.

4.4 Option Four - Review Assisted Collections

A benchmarking exercise has identified that the majority of local authorities have a review mechanism in place to ensure that their assisted collection service remains up to date, accounting for individuals moving and changing personal circumstances. Plymouth does not have a similar process in place, and therefore the number of assisted collections provided has doubled in the last 6 years.

A recent survey demonstrated that at least 10% of properties no longer contain the individual who made the initial application for support, and given that response rates to the survey were below 50% this figure may be higher. Therefore there is a strong mandate to review who is using the scheme.

Contacting all existing users requesting that they reapply for support results in a blanket, non-personalised approach to a service review. This option carries an enhanced risk as vulnerable service users may have difficulty in reapplying for the service. To this end a range of organisations have been contacted, including Adult Social Care and Home Care Support (formally Domiciliary Care) with the aim of sharing data where appropriate to minimise the impact of the review. Frontline staff will also be asked to identify service users who they believe to be legitimate. Addresses which are not on these lists will then be contacted and asked to reapply.

Within this approach the project will outline clear criteria for future reviews and collect more appropriate data. For example Waste Services do not have the names for the vast majority of existing service users. This will help to ensure that the service is sustainable in the future.

The information collected will also enable Waste Services to better understand user need. For example through contact with Partners residents who have dementia can be identified, ensuring a more personalised service and supporting the City's 'dementia friendly' approach.

Waste Services will link with Partner agencies to further optimise the benefits achieved, for example by sharing information with the Fire Service and advertising their scheme to support vulnerable members of the community via a free home safety review.

This option carries a further benefit in relation to Waste Collection team morale, with staff expressing frustration that they are supporting some residents who do not require help.

This option carries a range of benefits:

- A more targeted assisted collection scheme that focuses on individuals who legitimately need support
- A sensitive approach, recognising feedback from the community and putting the needs of vulnerable individuals at the forefront of provision
- Improved service efficiency, with predicted savings of around 50 hours of staff time per week equating to a financial saving of £29k. This will feed into the efficiencies achieved by the reorganisation of collection routes
- A manageable and sustainable service that will be effectively managed in the future

However, there are a range of constraints involved in taking this approach:

- The review must be conducted sensitively, recognising the potential vulnerability of service users

This approach would involve the following dependencies:

- Member buy-in is required
- Support from service users and Partners is also required to ensure that all those in need of the service have access to it

The following risks are associated with this option, with the mitigations provided demonstrating that they can be effectively managed:

Description	Likelihood	Impact	Mitigation	Residual Risk
Gaps in the data acquired will mean that some households will be asked to reapply for the service even though they legitimately require support. This may cause disruption, particularly if they fail to reapply	Medium	Medium	The majority of local authorities have some form of review mechanism for assisted collections, making this standard practice. A range of Partner agencies such as Age UK and the Plymouth Guild will be notified of the review, spreading the message across the community. Any reduction will be significantly reduced by a data capture exercise	Low
Some service users who are receiving support that they do not need may respond negatively if the service is withdrawn	Medium	Low	Waste Services will implement a robust appeals process, with supervisors visiting service users in cases where their level of need is unclear	Low

A financial breakdown is not included with this option as the project cannot accurately predict how the efficiencies realised will influence the reorganisation of collection routes. However it is expected that around 50 hours of staff time per week will be saved, equating to a financial saving of £29k per annum, and therefore that the review will have a significant impact on the benefits achieved.

5. Recommendation

The project recommends that options two, three and four are agreed. As a synopsis, this will incorporate:

1. The implementation of new waste collection routes, including changes to collection days for some properties in the City
2. The formalisation of waste collection policies including a charge for the delivery of replacement bins.
3. A review of assisted collection users, using information from Partner agencies to identify legitimate users where the Council has consent for information to be used for this purpose

The rationale for these recommendations is:

- Initial scoping exercises have shown strong support for a clearer and more structured policy approach, for example with 99.5% of assisted collection users in favour of formal policies and 90% of the community in favour of a charge for the delivery of replacement bins in conjunction with the option to collect for free from Council depot
- The Council can provide a better service for customers by clarifying policies around waste presentation, collection points and contamination
- These options will improve recycling rates, in turn reducing waste disposal costs
- The absence of clear policies means that the Council is not doing its utmost to promote responsibility within the community. Rectifying this will promote pro-social behaviour patterns, resulting in a cleaner, more attractive City.
- The Council faces a £64.5 million funding gap over the next 3 years. This requires that services operate more efficiently. While achieving a more efficient approach involves some challenging actions, such as the implementation of charges for the delivery of replacement containers and changes to collection days, the project is confident that the risks involved can be managed, and furthermore that a larger risk is the failure of services to attain a sustainable working model
- Assisted collection users have demonstrated support for a service review, particularly if the review uses appropriate data to minimise the impact on 'legitimate' users. Alongside this, the project is aware from a sample exercise that at least 10% of current households no longer contain the resident who made the initial application for support. Therefore, there is a strong mandate for this change
- This project will enable the Council to effectively respond to the growth of the City, including the opening of a new waste disposal facility

6. Benefits Realisation

The project will achieve the following benefits:

- Formal policies providing clear guidance to service users in regards to waste presentation, contamination, collection points and assisted collections
- Improved recycling
- Cleaner streets
- An effective response to the opening of a new disposal facility
- A reduced financial footprint for the service through a reduction in staff and better demand management around replacement bins, with savings of around £800k over the next three years
- Additional savings of around £520k on vehicle costs, represented in the Introducing Category Management – Fleet Services project
- A reduced carbon footprint for the Council
- A more targeted Assisted Collection Scheme, focussing on those who legitimately require support
- Better capacity for performance management of service provision

7. Financial Case

The financial case for this project is as follows:

Waste Collection Re-organisation	2014/15 £	2015/16 £	2016/17 £	Total £
Additional savings and income (bin delivery)	6,042	72,500	72,500	151,042
Additional Savings (reduction in crews)	£30,667	368,000	368,000	766,667
Total Gross Benefit	36,709	440,500	440,500	917,709
Investment	117,500	£0	0	117,500
Net Benefit Realised	-80,791	440,500	440,500	800,209

The project will require the following investments; please note that these are estimated and may change through the project:

Item	Investment £	Explanation
IT resources	14k	Including IT project management
Contact Centre	19.5k	To recruit 7 additional staff to provide support for eight weeks through the implementation of the new routes to manage the short term increase in calls
Communications	58k	Quoted cost for a City wide communication campaign including stickers for every brown bin and letters delivered to every household
Human Resources	26k	Cost of project manager, project support, Corporate Communications support
Total investment	117.5k	

A more detailed benefits breakdown is included in the Appendix, item 9.5.

8. Management Case

A core dependency for this project is the opening of Plymouth's new waste disposal facility, with the implementation of new routes and policies planned to align with this. Therefore the information provided within this business case is provisional, and may change if the plant is delayed. Any delay would not affect service provision, which would continue from existing facilities.

8.1 Key Milestones and Dependencies

Please note that the following milestones are proposals. Input from stakeholders will shape the project throughout its lifespan.

Date	Milestone
May-2014	Use route optimisation software to identify zones & routes with input from staff
May-2014	Start of glass recycling collection
Jun-2014	Present policies to Members for collection points, side waste, new zones and assisted collections
Jun-2014	Collect data for assisted collections
Aug-2014	Business Case to Cabinet – 12 th August
Aug-2014	Completion of reorganisation of routes
Sep-2014	Test new routes with Supervisors
Sep-Dec 2014	Training for frontline staff and existing Contact Centre staff
Nov 2014-Jan 2015	Community roadshows
Dec-2014	Roll out communications campaign to inform residents of changes
Dec-2014	Training of additional Contact Centre staff
Jan-2015	Go Live
March-2015	Start point for savings
Apr-2015	Assess impact of rerouting

8.2 Key Risk Analysis and Risk Management

The following represent key risks for the project. A full risk log is included in the Appendix as item 9.1. Waste Collection represents a highly visible element of the Council's provision, and therefore risks are rated in the context of the potential for significant reputational harm if problems occur. At the same time the project team contains members who have significant experience of successfully reorganising waste collection provision, ensuring that the risks involved will be successfully managed.

Description	Likelihood	Impact	Mitigation	Residual Risk
The Council fails to bridge its £64.5 million funding gap, placing service provision across the authority at risk	High	High	The Council's Transformation Programme represents a response to this risk, with the savings realised enabling the Council to bridge the funding gap	Medium
The opening of the new waste disposal facility is delayed	Medium	Low	New routes can be implemented around existing disposal facilities, or delayed as required. In either case provision will continue, although the savings achieved by the project will be reduced	Low
New routes are not implemented properly, resulting in missed collections and negative reputational impact	Low	High	All routes will be tested prior to implementation. Frontline staff are leading the rerouting process	Low
The communication campaign fails to secure service user buy-in	Low	High	A significant campaign is planned, including high levels of face to face contact with the community alongside a letter drop and bin stickers for every household. This approach incorporates lessons learnt from a previous successful communications campaign	Low
Service users respond negatively to new policies	Medium	Medium	Initial scoping shows strong support for formal policies. Policies will be presented to Members as part of this business case	Low

8.3 Quality Assurance

Quality assurance represents a fundamentally important process in this project. As a highly visible element of the Council’s work, it is essential that an effective service continues for customers irrespective of any challenges encountered. Therefore, additional resources will be deployed during the implementation period to provide capacity to address problems that occur. For example, surplus crews will not be released until new routes have been successfully bedded in.

Quality assurance will be provided by an expert team of waste professionals with significant experience of successfully implementing service change. Their skillset will align with specialist IT systems, including route optimisation software and GPS tracking, to provide a high level of oversight throughout the change process.

Quality Responsibilities	Responsibilities are shared between the: Project Manager Project Executive Programme Manager Assistant Director Additional quality assurance will be provided at various levels, including the project board, programme board and by Members		
Quality Criteria	Quality Tolerance	Quality Assurance Method	Quality Check Skills Required
<p>The project must be implemented within the parameters of Plymouth’s waste collection performance measurements and the wider GAME Programme. Criteria for assessment will include:</p> <ul style="list-style-type: none"> -The number of missed collections and complaints -The ability of staff to complete new routes -The delivery of predicted savings 	<p>Time: As services can continue using existing routes and in the absence of formalised policies there is tolerance in relation to time. However any delay to implementation will impact on the savings achieved, with each week that the project is put back incurring a loss of around £7.5k</p> <p>Cost: there is some tolerance in relation to cost; as the project is generating a significant saving there is scope to put in place the right resources to ensure implementation. The overall saving is around £800k, any significant reduction to this would require additional oversight from the</p>	<p>The following methods will be used ensure that all households receive an effective waste collection service and that savings targets are achieved:</p> <ul style="list-style-type: none"> -the use of specialist software to identify effective collection routes -test runs to verify final routing and collection points -consultation with stakeholders to identify potential problems -the use of vehicle tracking systems to ensure that crews operate effectively -ongoing reviews to maintain service standards 	<p>The skills required for effective oversight already exist within the Waste Collection Service. Oversight of project is provided by the Waste Services Manager. and Assistant Director</p>

	<p>Director for Place and responsible Cabinet Member</p> <p>Quality: there is no tolerance in relation to quality. As waste collection is a highly visible service it is essential that customers continue to receive an effective service. Additional Collection and Contact Centre resources will be implemented until routes are bedded in, with this risk mitigation built into savings realised by the project</p> <p>Scope: there is tolerance in relation to the scope of the project. In particular, certain policy packages do not need to be approved for the project to move forward. For example, the policy for charging for replacement bins could be omitted, although this would impact on the savings achieved by the project by around £150k over 3 years</p>		
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8.4 Change Management

Street Services is a high-profile and highly visible Department which rightly receives a lot of attention from various interested groups. A co-operative approach is therefore essential for this project, incorporating the Council's corporate values and keeping the customer and wider stakeholders at the heart of proposed service change.

The project has informally agreed a number of co-operative change commitments. Any related engagement activities will embody a co-operative value set, helping not only to take stakeholders through the change, but also providing opportunities to influence. These commitments are expected to stand throughout the project (through the preparation, design, implementation and embedding phases) and beyond. They include:

- The co-design of changes with key stakeholders wherever possible and appropriate
- The collection of feedback and advice on change from parties who have a vested interest or responsibility for those stakeholders the change is likely to impact
- A recognition of the need to close feedback loops, ensuring that those who provide feedback know what it has been used for
- Networking and involving other Departments, Partners and the VCS when developing or designing change
- An inquisitive approach, learning lessons and best practice from other internal services and external organisations on their experience of relevant or similar changes
- Opportunities for those affected by change to be listened to
- The monitor and measurement of the effectiveness of the change

Preparations for the changes proposed by the project have already started. Assessments have taken place to understand the Waste Collection Service as it is currently, and the future desired state is articulated in this business case. The gap between the two states has been analysed, enabling the identification of:

- The steps needed to drive the service forward towards the Council's vision
- Who will be affected
- The impact and extent of those changes

All changes have been considered from each stakeholder perspective with associated risks and mitigation planned. Robust stakeholder analysis has been key during this preparation phase and new connections have already been made with many stakeholders who have input into the proposals contained within this business case, clearly demonstrating a cooperative approach from Plymouth City Council staff from the start.

A variety of stakeholders including members of the community, politicians, staff and Partners have already started and will continue to be involved in the co-design of new policies. More information is included in Appendix item 9.3. However the following represents a synopsis of the valuable work that has taken place:

- A series of large-scale workshops with Street Services staff in October 2013: these provided an opportunity to capture staff feedback and suggestions for future service improvement. There was widespread support for the formalisation of collection policies, which staff felt would support them to provide cleaner streets for Plymouth and would create a fairer approach in comparison to current arrangements which place no sanction on residents who consistently act in an anti-social manner
- In relation to the review of assisted collections, Adult Social Care colleagues were asked to review the list of current recipients to avoid potential unnecessarily contact with some of the City's most vulnerable people and reduce the number of reapplication requests required.
- The project has joined in with existing community engagement events to gather useful customer feedback e.g. Plymouth Plan's sofa events
- A sample of assisted collection service users were contacted to ask their opinion on the proposal to formalise waste policies
- Significant research and benchmarking has taken place in relation to collection policies, including work with the Association of Public Sector Excellence
- Strong relationships are being built with the VCS, with organisations such as Age UK offering to provide input into policy documents
- A cooperative effort is planned with Partners to share key messages with the public about their new collection day (more information is included in the communication plan, appendix item 9.3)

- A frontline member of waste collection staff sits on the steering group for this project, providing a direct link between the frontline and the project team
- Waste collection staff have identified key lessons learned from the previous rezoning exercise
- First Stop staff will support data capture exercises to enable the impact of change to be understood

All necessary changes will be thoroughly tested before implementation to build confidence and familiarise staff with the new ways of working. This will also to ensure the implementation itself is a success. New routes will be driven beforehand by supervisors and drivers with sufficient time to feedback views and concerns prior to the go live date. The communication plan to inform residents about new collection days is robust and will tap into numerous Partner agencies' communication channels to help spread the message on the Council's behalf. Resource plans have also been developed to ensure the Contact Centre is fully equipped for the natural increase in enquiries expected when the new routes are implemented.

In order to guarantee that change is embedded and sustained steps will be developed to ensure the 'previous' operating state cannot be reverted to. This will include the ongoing use of performance metrics and data collection which will become a normal part of the services' evidence-based performance management culture.

8.5 Communications and Engagement

This project aims to be an 'exemplar' of co-operative values. Therefore, communication and engagement activities will sit at the heart of the approach taken.

Input from the community has been collected through a range of surveys and face to face contacts, informing the project's approach in regards to policy and assisted collections.

A city wide communication campaign has been planned to ensure that all service users are fully informed of the changes planned.

Communication will continue throughout the project, articulating progress and celebrating achievements as well as recognising the support of stakeholders in enabling change to take place.

The planned approach includes:

- Opportunities for the public, Members, frontline staff and Partners to influence the project. For example on the 18th, 20th and 23rd of June cross party briefing sessions were held to give Members the opportunity to input into proposals.
- Contact with all households via a letter and bin stickers, presenting information on changes to collection days, policies and good practice in relation to recycling
- A poster campaign targeting community venues and locations such as takeaways, libraries, news agents and pubs, with support to implement this provided by Plymouth Youth Offending Team
- A presence at community meetings and venues across the City in the build up to implementation

This project recognises that staff are central to the success of this project. They have been briefed on a consistent basis from January, with sessions outlining key changes and opportunities for workers to input into proposals. These events will continue through to implementation and beyond, ensuring that any problems that do occur are effectively addressed. A member of staff sits on the project's management board, providing a further point of contact and ensuring transparency in the decisions that are made.

In addition, staff will be heavily engaged in testing and validating new routes prior to implementation. With their knowledge of the city they provide an essential quality assurance check.

Partners will also be targeted through the project's communication plan. Changes may impact on their work, for example a review of assisted collections could affect supported housing or care providers. Alongside this the knowledge and skill set of Partners can add value to the Council's work:

- Organisations such as Age UK have specialist knowledge and strong networks in specific communities that can be used to ensure an inclusive approach
- Organisations such as the Fire Service provide opportunities to add value to the service's work, linking up provision to improve outcomes for service users. For example the Fire Service offers free home safety tests for households with vulnerable residents; this can be advertised through the project's communication campaign
- Organisations such as the Youth Offending Team can provide support by distributing leaflets. Working together in this way will build community capital and help young people make amends for their offending behaviour

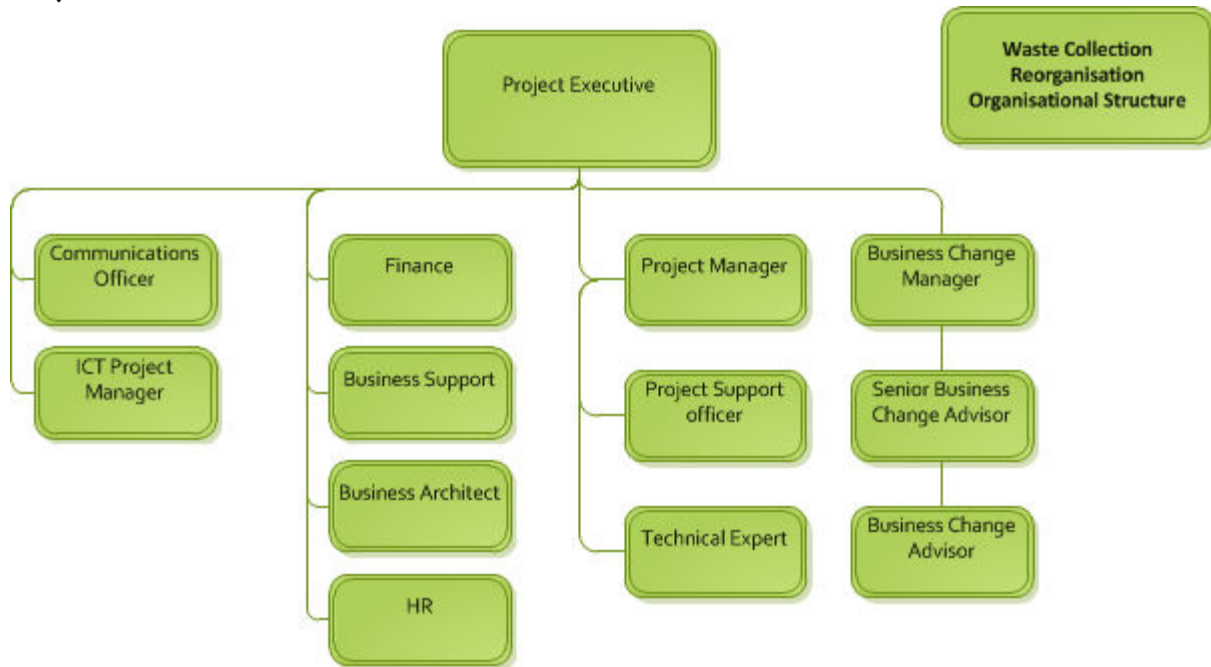
Partners can also support the project in disseminating information. For example the new waste disposal facility produces a newsletter for local residents through which changes to collection days can be advertised. Utilising these opportunities will ensure that the project's communication campaign has a broad reach and operates in the most efficient manner.

The project is committed to a democratic and transparent approach. For example, regular updates have been provided to the relevant Cabinet Member and the Leader of the Council. Three cross party briefing sessions have been held, and there will be further guidance for Members in the build-up to implementation

A Communications Engagement Plan has been prepared and can be found as Appendix item 9.4. The full Communication Plan can be found at: S:\Transformation\Programme and Project Folders\4. Growth Asset and Municipal Enterprise Programme\20. GAME_04 Waste Collection Rezoning\09. GAME_04 WCR Communication Plan

8.6 Framework and Methodologies

Project Structure



8.7 Programme Management Methodology

This project employs Prince 2 project management methodologies.

Other tools / methodologies / processes / standards / assurance

1. Plymouth City Council Transformation Portfolio Lifecycle has been developed to assure the safe delivery of the projects and programmes in the Transformation Portfolio.
2. Governance is applied across the Projects and Programmes in accordance with the Transformation Start-up pack and subsequent documentation found in the Portfolio Office. See S:\Transformation\Portfolio Office
3. All documents pertaining to the standards, processes, tools, methodologies and assurance to be applied to all Programmes and Projects in the Transformation Portfolio will be found in the Portfolio Office Folder as shown above.

All files for specific Programmes and Projects will be filed by Programme and Project. See S:\Transformation\Programme and Project Folders

9. Appendices

9.1 Risk Log

Description	Likelihood	Impact	Mitigation	Residual Risk
The Council fails to bridge its £64.5 million funding gap, placing service provision across the authority at risk	High	High	The Council's Transformation Programme represents a response to this risk, within this project realising savings of around £800k	Medium
New routes are not implemented properly, resulting in missed collections and negative reputational impact	Low	High	All routes will be tested prior to implementation. Frontline staff are leading the re-routing process, including individuals with experience of successfully undertaking similar exercises. Resources will not be withdrawn until new routes have been bedded in	Low
The communication campaign fails to secure service user buy-in	Low	High	A significant campaign is planned, including high levels of face to face contact with the community alongside a letter drop and bin stickers for every household. This approach incorporates lessons learnt from a previous successful communications campaign	Low
The opening of the new waste disposal facility is delayed	Medium	Low	New routes can be implemented around existing disposal facilities, or delayed as required. In either case provision will continue, although the savings achieved by the project will be reduced	Low
Service users respond negatively to new policies	Medium	Medium	Initial scoping shows strong support for formal policies. Policies will be presented to Members as part of this business case	Low
The Council fails to address side waste and contamination issues, resulting in reduced recycling and maintaining problems	Medium	Medium	A formal policy approach will address these issues in conjunction with effective education and enforcement. This is reflected in contact with other local authorities,	Low

caused by waste being improperly presented			for example with West Devon having recently successfully reviewed its waste collection approach	
Assisted collections are not reviewed and therefore continue to grow, reducing efficiency and staff moral and diverting resources away from those who truly need support	Medium	Medium	A review of the assisted collection service is supported by users. This will enable the Council to identify individuals who truly need support, and provide the opportunity to expand the service to join up with Partner agencies such as the Fire Service	Low
The implementation of policy reviews alongside a potential City wide reorganisation of collection days confuses customers and dilutes individual messages	Medium	Medium	The project's communication approach provides clear messages to all households, ensuring understanding of change. Tackling these changes individually would carry additional costs and create an extended period of change, potentially causing greater problems	Low
The review of assisted collections generates additional collections rather than reducing them, as seen in the 2006 review	Low	Medium	Clear application process in place alongside need to provide evidence. Provisional data shows a significant proportion of service users have moved since applying for the service, suggesting that a significant reduction numbers. Opening the service to individuals who legitimately need support is regarded as a positive outcome	Low
The Contact Centre is not sufficiently equipped to manage the predicted increase in calls, resulting in poor experiences for customers and problems in communicating new collection days	High	High	Risk identified with Contact Centre management and additional resource needs have been identified, learning from similar exercises	Low

Staff are not fully invested in the project, creating a barrier to implementation	Medium	High	Staff have been engaged from the start of the project through briefings and the presence of a staff representative on the management group. Staff will input into routing decisions, giving them ownership of their work.	Low
Moving staff from their established collection rounds means that expertise are lost, complicating the bedding in process	Medium	Medium	Staff expertise will be considered in crew allocations, minimising the impact of change. Additional training will be implemented to support change.	Low
Problems with the RouteSmart software complicate the re-routing exercise	Medium	Medium	The RouteSmart software is running successfully, although not at an optimum speed which therefore is holding up the service's ability to produce new routes. However, the additional time required for re-routing will not push the project outside of tolerances. ICT are aware of this problem and taking action to improve performance. There is a budget for a standalone PC if problems escalate.	Low
Failure to address policies in time reduces the effectiveness of the re-routing exercise, for example in relation to assisted collections and single collection points	Medium	Medium	Route optimisation can go ahead with agreement on policies. Policies will go to cabinet on 12 th of August 2014, leaving time for data to be updated prior to implementation	Low
Incorrect information around day changes is supplied to residents, either through the wrong sticker on a bin or incorrect content in a letter	Low	High	Staff and supervisors will lead this process, with their knowledge of collection routes ensuring a robust approach. Checks will be undertaken to ensure that information is correct	Low

<p>Gaps in the data acquired will mean that some households will be asked to reapply for the assisted collection service even though they legitimately require support. This may cause disruption, particularly if they fail to reapply</p>	<p>Medium</p>	<p>Medium</p>	<p>The majority of local authorities have some form of review mechanism for assisted collections, making this standard practice. A range of Partner agencies such as Age UK and the Plymouth Guild will be notified of the review, spreading the message across the community. Any reduction will be significantly reduced by a data capture exercise</p>	<p>Low</p>
<p>Some service users who are receiving support that they do not need may respond negatively if the service is withdrawn</p>	<p>Medium</p>	<p>Low</p>	<p>Waste Services will implement a robust appeals process, with supervisors visiting service users in cases where their level of need is unclear</p>	<p>Low</p>

9.2 Draft Policy Document

(please note that certain design elements of this draft have been removed for inclusion within this document)

Plymouth City Council Draft Waste Collection Policies

Introduction

We are committed to making Plymouth a clean, sustainable and attractive place to live, work and visit. Our waste collection services play a key role in achieving this, providing weekly general waste collections and bi-weekly recycling and garden waste collections to over 117,000 properties.

However, fully realising Plymouth's potential as a City requires a co-operative approach. The aim of this policy document is to bring together individual policies to provide clear guidance for households in the management of their waste, enabling the Council and communities to work together to make Plymouth the best that it can be.

Collection Times and Points

Refuse collections take place on a weekly basis. Recycling collections take place every two weeks, as do garden waste collections while the service is running. You can find your collection days at: <http://www.plymouth.gov.uk/homepage/environmentandplanning/rubbishandrecycling/bincollections.htm>

The point from which we collect bins or bags varies across the City; for example it might be at the front or the rear of a property. Please contact 01752 668000 if you want to confirm your property's collection point.

Please place your container at the curtilage of your property or agreed collection point by 6.30am on the day of collection. The curtilage refers to the point at which your property joins the public highway.

Containers should not be placed out before 6.30pm the day before the collection takes place and should be taken back into your property once they have been emptied. This is important because containers can block pathways and pavements, causing particular problems for parents with pushchairs and wheelchair users.

Missed Collections

Missed collections are rare – on average we successfully collect from over 99.99% of properties. If we do miss your bin or bag we will endeavour to collect it within 24 hours (excluding weekends and public holidays). Please contact 01752 668000 to notify us of the missed collection.

Occasionally we will not be able to collect your bin for reasons outside of our control, for example in cases of extreme weather or where access is blocked.

In some cases a resident's actions may mean that we cannot collect their bin, for example if:

- The container is not placed out for collection on time
- The container is contaminated, i.e it contains waste that is unsuitable for the container it is placed in
- The container is too heavy

In these cases we will leave a tag on the container identifying the reason why it has not been collected. Please rectify the problem, allowing us to collect your waste on the next collection day.

Waste Containers

We provide every property in the City with containers for household, recycling and garden waste.

Households will receive either:

- a 240 litre brown bin for refuse and a 240 litre green bin for recycling
- two reusable bags for refuse and two reusable bags for recycling.
- Communal recycling and refuse bins

Bags for our garden recycling service, which generally runs from the end of March to the end of October, are available on request; please call 01752 668000.

The containers we provide should be sufficient if you recycle effectively. However if you find you consistently generate additional waste please contact us and we can help find a solution. For example for homes with more than 6 occupants we have higher capacity bins.

Looking after your waste containers

Waste containers are the property of the Council, and we incur a significant cost each year ordering replacements for bins or bags that are lost or damaged. We therefore ask that you take good care of the containers that we provide you.

If your bin is damaged while it is being processed by Council staff we will provide a replacement or repair the damage.

However in all other circumstances a charge will be issued for the delivery of replacement containers. Please see the table below for specific costs.

Alternatively you can collect a new container free of charge. Please contact us before hand to arrange an appointment to pick up the container on 01752 668000.

Container type	Cost of delivery
Green or brown bin	£15
Household or recycling waste bag	£15
Garden waste bag	£15

Please note that it is your responsibility to ensure that your waste is presented in a container for collection. If you do not have access to a container your waste can be taken to a Council disposal facility. However, waste that is presented incorrectly on the street will not be collected and will be considered fly tipping. If you require any further information in this regard please contact us on the number provided above.

What should go in each waste container?

Please note that bins should not exceed 25kg in weight, otherwise we are unable to process them.

Green bins

Green bins should be used for recyclable material. Recycling benefits the environment and is a cheaper form of disposal in comparison to landfill. Therefore we ask that you do your best to recycle as much of your waste as possible.

Acceptable	Not Acceptable
<ul style="list-style-type: none">• Paper• Cardboard• Plastics (No film, crisp packets, plastic bags, cellophane wrapping or expanded polystyrene.)• Food and drinks cans (please rinse out, no need to remove paper labels)• Aerosols (empty cans with plastic lids removed please)• Aluminium foil (such as rinsed takeaway containers)• Glass bottles and jars, top and lids	<ul style="list-style-type: none">• Batteries• Clothing• Plastic bags

Garden Waste

Garden waste is collected on a fortnightly basis and composted, again benefitting the environment and reducing costs.

Acceptable	Not Acceptable
<ul style="list-style-type: none">• Grass cuttings• Hedge trimmings• Weeds, plants and twigs• Branches (up to the thickness of your wrist)• Cut flowers	<ul style="list-style-type: none">• Japanese knotweed or ragwort• Vegetable peelings• Soil• Food• Plant pots or trays• Any other non-plant material

Brown Bins

Brown bins are used for general household waste. This includes waste which cannot be recycled or placed with garden waste.

Acceptable	Not Acceptable
<ul style="list-style-type: none">• Cling film• Cosmetics and creams• Crisp packets• Disposable nappies• Domestic batteries• Dust (from vacuum cleaners)• Food waste that cannot be composted at home• Plastic bags• Polystyrene• Pyrex• Sweet wrappers• Tetra packs• Toys• Videotapes	<ul style="list-style-type: none">• Asbestos• Car batteries• Chemicals• Computer monitors• Flammable items• Fluorescent tubes• Heavy items• Hot ash• Liquids• Oil filters• Paint• Rubble or builders waste

Bulky Items

We offer a chargeable service to dispose of bulky items that are too large to be placed in your waste container or weigh over 25kg. Alternatively they can be taken to Chelson Meadow and disposed of for free. Please remember that leaving bulky items in the street is fly tipping, for which you can be fined.

If you receive certain benefits you may be entitled to two free bulky item collections each year.

To find out more or to book a collection please contact us on 01752 668000.

Contamination

Contamination refers to the incorrect placement of waste in a container. For example food waste should not be placed in a recycling container as it cannot be processed with recyclable materials.

We are committed to promoting recycling and composting and therefore we will not accept bins or bags that are contaminated.

Side waste and closed bins

Side waste refers to waste that is left at the side of or on top of bins. A bin is closed where the lid is fully down with no waste or part of the bag outside of the bin.



Our policy for side waste and closed bins is that:

- Additional bags or waste must not be presented outside of or on top of bins
- Bins must be completely closed

This approach to side waste and closed bins has been agreed following a consultation with the community, Elected Members and Partners. Together we agree that waste that is incorrectly presented can be a nuisance. For example bags are more likely to be split by seagulls, causing rubbish to spread across the street which is both a potential health risk and untidy.

We recognise that at certain times of the year properties may produce large amounts of additional waste. Therefore over these periods (for example Christmas) we will collect reasonable amounts of side waste.

If a bin is not closed we will not process it. We will attempt to collect the bin again on the next relevant collection day.

If side waste is present we will process any correctly presented waste and then, if a bin is present, place the side waste within the empty bin for collection on the next relevant collection day.

Non-compliance

We will keep a record of properties that present side waste or do not close their bin. If a property consistently fails to comply with this policy a member of our team will contact the residents to arrange a visit and discuss the problem, offering advice and guidance.

If non-compliance continues the Council will, under section 46 of the Environmental Protection Act (1990), issue a fixed penalty notice. Further non-compliance may result in court action.

9.3 Assisted Collection Policy

Assisted Collection Policy

Introduction

Plymouth City Council is committed to providing a brilliant waste collection service for all its residents. To make sure our service is fair and accessible we offer 'assisted collections' to residents who are physically unable to put their rubbish out to be collected.

What is an 'assisted collection'?

If you receive assisted collections a member of our team will come onto the grounds of your property to collect your bin or bag and then return the container once it has been emptied.

The exact location that we collect the container from will be agreed with you as part of the application process. We offer assisted collections for household, recycling and garden waste. You only need to complete one application form to apply for support for all these collections. Assisted collections are free and take place on the same day as other properties within your area.

Criteria

To receive assisted collections residents must meet all the following criteria:

1. Be physically unable to move their waste container(s) to the usual point of collection
2. Be living alone, or in a household where no one else able to move the waste containers to the usual collection point
3. Have no friends or family who can help put the bins or bags out

Applying for the service

You can get an application form for the assisted collection scheme by:

- Downloading a form from the Plymouth City Council website
- Calling 01752 668000 and asking for a form to be sent to you in the post

A copy of the form is also included below.

Forms are available in a range of languages, large print, Braille or audio format. Please let us know if you need an alternative version of the form.

Photocopies of any documents that support your application, for example medical certificates or DLA correspondence, should be included with the application form. If we need more information a member of our team may visit you to talk through your application and ensure that the service is suitable for you.

We will respond to applications in writing within 10 working days of receiving the application form.

Appeals

Anyone who has been turned down for the scheme can appeal against the decision by writing to the following address within 20 days outlining the basis of the appeal:

Waste Services
Street Services
Plymouth City Council
Prince Rock Depot
Macadam Road
Plymouth PL4 0RZ

Keeping up to date

People's need for support can change within a very short space of time. This means that if we don't review our assisted collection scheme on a regular basis we will end up providing a service for people who don't actually need help. This costs money and means that we are not targeting support to those who really need it.

Therefore the assisted waste collection service will be reviewed periodically to ensure our information is up to date. We will contact you when we plan to review the service so that you will know when to reapply.

If you move or your circumstances change so that you no longer need assisted collections call us on 01752 668000.

Helping you to keep safe

Devon and Cornwall Fire Service run a range of schemes to help keep you safe. For example if you're over 50 or have a disability a member of their team can come to your home to conduct an assessment of your property to help identify potential risks. You can request this service by contacting 0800 7311 822.

We'd also like to share information we receive from you with the Fire Service. This would mean that, if an emergency occurred, the Service would be aware that you might require some additional support. If you are happy for us to share your details please tick the relevant box on the application form.

Data Protection Act 1998

The personal information provided by applicants, or which has been obtained from other sources, will only be used for the purpose of processing assisted waste applications and other waste collection related activities, or for auditing, monitoring, statistical and other research.

Some information may be shared with other Council Departments or Government Departments as appropriate.

Feedback

We value any feedback you might have regarding any of the waste collection services that we provide.

Please contact us on 01752 668000 or e-mail.....

If the answer is no, please give the reasons why the other householder(s) is/are unable to help you with presenting your waste for collection:

Declaration

I declare that the above information is correct and that:

- **I can demonstrate that I am physically unable to move my waste container(s)**
- **There is no one else in the household who can move my waste container(s) for me**
- **No friends or family are able to help me to put out my bin or bags containers**
- **I understand that the service may be reviewed in the future, and I will reapply when I am notified to continue receiving assisted collections**

**Signed by
Applicant:**

Date:

Plymouth Waste Collection Services would like to share your address with Devon and Cornwall Fire Service, so that if an emergency occurs they will be aware that you may need additional support. If you are happy for us to do this please tick the following box

Please ask if you would like this Assisted Collection policy and application form in another language, large print, Braille or audio format.

DATA PROTECTION ACT 1998

The personal information you have provided, or which has been obtained from other sources, will only be used for the purpose of processing your application and other waste collection related activities, or for auditing, monitoring, statistical and other research. Some of the information may be shared with other Council Departments or Government Departments as appropriate. By signing this document you are consenting to such usage.

**To be completed and returned to:
Assisted Collection, Waste Collection and Street Scene, Prince Rock Depot, Macadam
Road, Prince Rock, Plymouth, PL4 0RZ
Please note this application covers household, recycling and garden waste collection**

9.4 Communications Engagement Plan

Staff Engagement

Staff across the entire Waste Collection Service will be affected by changes made within this project. Operational staff also will provide crucial technical expertise with regards to the viability of the outputs from the route optimisation software. Therefore, engagement with staff is a major aspect of the communication plan. Workshops involving staff have already been held and engagement will continue to happen throughout the duration of the project.

Stakeholder Type	Stakeholder	Responsible	Accountable	Consulted	Informed
Affected Staff	CMT		X		
	SMT		X		
	Trade Unions			X	
	Waste Collection Staff			X	
Non-affected Staff	Council Wide Staff			X	

Member Engagement

The project will utilise democratic decision making processes, ensuring that Elected Member are engaged throughout. Cross party briefings have been held, and further sessions will be run in the build up to implementation so that Members are fully aware of the changes that will occur. Contact with the relevant Cabinet Member and the Leader has occurred on a regular basis and will continue as the project moves forward.

Stakeholder Type	Stakeholder	Responsible	Accountable	Consulted	Informed
Elected Members	Cabinet			X	
	Shadow Cabinet				X
	Member Transformation Board		X		
	The Council's Scrutiny Function			X	
	Transformation Advisory Group			X	
	MPs				X

Community Engagement

The Waste Collection Reorganisation Project will have a significant impact on the community and as a result will require an in depth communications plan incorporating multiple communication methods. The project will seek to build in a 'voice for all', including minority groups. This will produce robust intelligence, enabling effective decision making, Feedback given from any consultation processes that take place.

Stakeholder Type	Stakeholder	Responsible	Accountable	Consulted	Informed
Communities and Customers	Communities of Identity			X	X
	Communities of Interest			X	X
	Communities of Geography			X	X
	Customers			X	X

Partner Engagement

The Waste Collection Reorganisation Project carries the potential to directly and indirectly influence Partner agencies. Therefore, the project will need to ensure Partners are informed of potential changes. In specific cases Partners may be able to feed into decisions within the project, for example relating to the location of collection points, and therefore opportunities should be provided to canvas feedback on proposed changes.

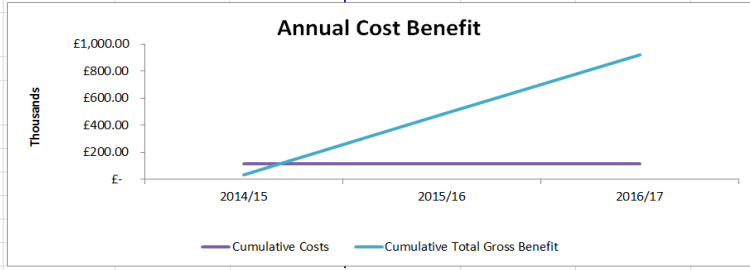
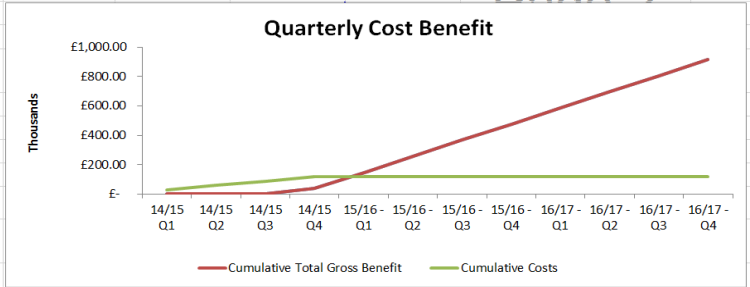
Stakeholder Type	Stakeholder	Responsible	Accountable	Consulted	Informed
Municipal Enterprise Related Partners	Plymouth Community Homes			X	
	South West Devon Waste Partnership			X	
	AMEY			X	
	VCS			X	
	Universities			X	
	Large Employers			X	
	NHS			X	

9.5 Financial Benefits Map

WCR Benefits Profile													
	14/15 Q1	14/15 Q2	14/15 Q3	14/15 Q4	15/16 -Q1	15/16 -Q2	15/16 -Q3	15/16 -Q4	16/17 -Q1	16/17 -Q2	16/17 -Q3	16/17 -Q4	
Waste Collection re-organisation	2014/15				2015/16				2016/17				
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	
Savings (bins)	£ -	£ -	£ -	£ 6,042.00	£ 18,125.00	£ 18,125.00	£ 18,125.00	£ 18,125.00	£ 18,125.00	£ 18,125.00	£ 18,125.00	£ 18,125.00	
Savings (routes)	£ -	£ -	£ -	£ 30,667.00	£ 92,000.00	£ 92,000.00	£ 92,000.00	£ 92,000.00	£ 92,000.00	£ 92,000.00	£ 92,000.00	£ 92,000.00	
Total Gross Benefit	£ -	£ -	£ -	£ 36,709.00	£ 110,125.00	£ 110,125.00	£ 110,125.00	£ 110,125.00	£ 110,125.00	£ 110,125.00	£ 110,125.00	£ 110,125.00	
Costs	£ 29,375.00	£ 29,375.00	£ 29,375.00	£ 29,375.00	£ -	£ -	£ -	£ -	£ -	£ -	£ -	£ -	
Net Benefit Realised	-£ 29,375.00	-£ 29,375.00	-£ 29,375.00	£ 7,334.00	£ 110,125.00	£ 110,125.00	£ 110,125.00	£ 110,125.00	£ 110,125.00	£ 110,125.00	£ 110,125.00	£ 110,125.00	
Waste Collection re-organisation	14/15 Q1	14/15 Q2	14/15 Q3	14/15 Q4	15/16 -Q1	15/16 -Q2	15/16 -Q3	15/16 -Q4	16/17 -Q1	16/17 -Q2	16/17 -Q3	16/17 -Q4	
Cumulative Additional income	£ -	£ -	£ -	£ 6,042.00	£ 24,167.00	£ 42,292.00	£ 60,417.00	£ 78,542.00	£ 96,667.00	£ 114,792.00	£ 132,917.00	£ 151,042.00	
Cumulative Additional Savings	£ -	£ -	£ -	£ 30,667.00	£ 122,667.00	£ 214,667.00	£ 306,667.00	£ 398,667.00	£ 490,667.00	£ 582,667.00	£ 674,667.00	£ 766,667.00	
Cumulative Total Gross Benefit	£ -	£ -	£ -	£ 36,709.00	£ 146,834.00	£ 256,959.00	£ 367,084.00	£ 477,209.00	£ 587,334.00	£ 697,459.00	£ 807,584.00	£ 917,709.00	
Cumulative Costs	£ 29,375.00	£ 58,750.00	£ 88,125.00	£ 117,500.00	£ 117,500.00	£ 117,500.00	£ 117,500.00	£ 117,500.00	£ 117,500.00	£ 117,500.00	£ 117,500.00	£ 117,500.00	
Cumulative Net Benefit Realised	-£ 29,375.00	-£ 58,750.00	-£ 88,125.00	-£ 80,791.00	£ 29,334.00	£ 139,459.00	£ 249,584.00	£ 359,709.00	£ 469,834.00	£ 579,959.00	£ 690,084.00	£ 800,209.00	
Waste Collection re-organisation	2014/15	2015/16	2016/17	Total									
Additional income	£ 6,042.00	£ 72,500.00	£ 72,500.00	£ 151,042.00									
Additional Savings	£ 30,667.00	£ 368,000.00	£ 368,000.00	£ 766,667.00									
Total Gross Benefit	£ 36,709.00	£ 440,500.00	£ 440,500.00	£ 917,709.00									
Costs	£ 117,500.00	£ -	£ -	£ 117,500.00									
Net Benefit Realised	-£ 80,791.00	£ 440,500.00	£ 440,500.00	£ 800,209.00									
Cumulative Additional income	£ 6,042.00	£ 78,542.00	£ 151,042.00										
Cumulative Additional Savings	£ 30,667.00	£ 398,667.00	£ 766,667.00										
Cumulative Total Gross Benefit	£ 36,709.00	£ 477,209.00	£ 917,709.00										
Cumulative Costs	£ 117,500.00	£ 117,500.00	£ 117,500.00										
Cumulative Net Benefit Realised	-£ 80,791.00	£ 359,709.00	£ 800,209.00										

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9.6 Lessons Learnt

Lesson Learnt	Action
Frontline staff expertise and knowledge are key to the planning process	Frontline staff are being consulted throughout the project, with a supervisor taking the lead in planning the new routes through the route optimisation software. All routes will be reviewed by frontline staff and tested prior to implementation
Staff need to be engaged in service change and have opportunities to identify problems that occur	Staff have been involved in this project from its inception, increasing their ownership of the changes that will be implemented. Forums are in place to canvas staff feedback, enabling the effective identification of problems prior to and during the implementation of new routes
The capacity of vehicles and their ability to follow new routes needs to be considered in re-routing exercises	Frontline staff are being consulted throughout the project, ensuring that their knowledge of localities informs the planning process. All routes will be tested prior to implementation, further supporting the identification of potential problems
Changes to customer relations processes and tools alongside route changes increases the likelihood of bins being missed and negative customer experiences	The Council has a mature customer contact system managed through the Contact Centre. Additional resources are being allocated to the Contact Centre to ensure that customers continue to receive an excellent service. Crews are being retained through the implementation period to enable us to pick up any missed bins
In Cab technology supports the implementation of new routes, and therefore should be seen as a key resource in the project	In cab technology, comprising 4 way video capture and GPS monitoring, is operating for the majority of the fleet and will be installed in every vehicle prior to implementation. This will enable us to track the movement of collection vehicles, ensuring that they keep to identified routes. It also provides us with the capacity to respond to customer feedback by reviewing collection footage

Routes need to be balanced to ensure that they can be completed in time and that crews are being used effectively	The route optimisation software enables us to balance routes, ensuring that work is evenly distributed between crews. The use of GPS tracking will enable us to identify problems with the implementation of new routes and correct potential imbalances not accounted in the planning process
Crews take time to adjust to working in new locations; therefore the knowledge of frontline staff about particular locations should be treated as a valuable resource	Staff expertise will inform the allocation of crews; individuals with expert knowledge of particular areas will be spread between crews, so promoting the learning of other team members and minimising the impact of change
An effective communication campaign is essential to the success of the project, and can mitigate future costs caused by non-compliance	The project's communication approach is informed by lessons learnt from similar exercises, with every household receiving correspondence notifying them of changes. Bin stickers will also be placed on every brown bin, and the Council will run a range of community and Partner engagement events to give ensure ownership of the project extends beyond the Council.
Member involvement in the project is pivotal, particularly in relation to policies where Member support is essential to ensure that they are properly enforced	Elected Members have been consulted throughout the project and will continue to be. All policy reviews will be subject to Member scrutiny and validation.

9.7 Benchmarking

Authority	Bin Replacement charge
CIPFA Family Group 2014	
Plymouth	No charge
Blackpool	Recycling free / Refuse £15
Bristol	No charge
Calderdale	Recycling free / Refuse £30
Coventry	No charge
Darlington	No charge
Derby	No charge
Dudley	No charge
Gateshead	Recycling £10 / Refuse £22
NE Lincolnshire	£25
North Tyneside	£20
Redcar & Cleveland	£25
Sefton	No charge
Southampton	No charge
Sunderland	No charge
Wirral	£37

South West Authorities 2014	
Plymouth	No charge
Cornwall	No charge for recycling containers. Wheeled bins no longer supplied for refuse
East Devon	£30 for damaged bin
Exeter	Refuse bins £18 - 140 litre. £28 - 180 litre. £38 - 240 litre, Recycling bins £12 all sizes
Mid Devon	No charge for recycling bin replacement (do not provide residual bins - residents responsibility to provide black bags/receptacles)
North Devon	No charge But charge for a 2nd bin £25 per bin for a family over 5 members
South Hams	No charge
Teignbridge	No charge (although website suggests they may charge to replace bins but apparently very rare they have a policy to repair bins)
Torbay	No charge
Torridge	No charge
West Devon	Recycling box £5. Refuse collected in sacks