

APPENDIX 2 – WASTE COLLECTION DATA – PHASE 1

This appendix addresses the specific data requests contained in the requisition for an extraordinary meeting of the Council.

1. Number of bins still undelivered in Phase One areas, by type and location.

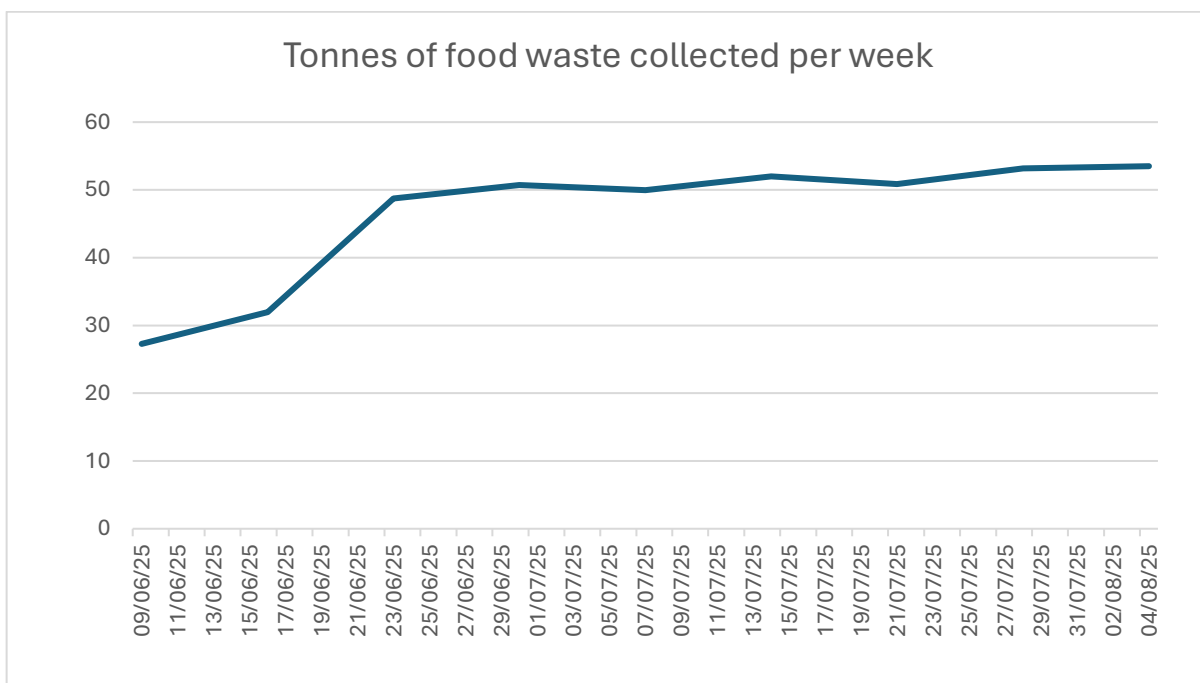
As of 15th August 2025 there were 157 addresses (out of c 31,000) awaiting a full set of containers. It is anticipated these will have been completed by the end of August.

2. Volume and categorisation of complaints received since rollout began, including missed collections and food waste issues including data on impact to the Council's service level agreement (SLA) for customer service: query volumes, average response and resolution times since the rollout began.

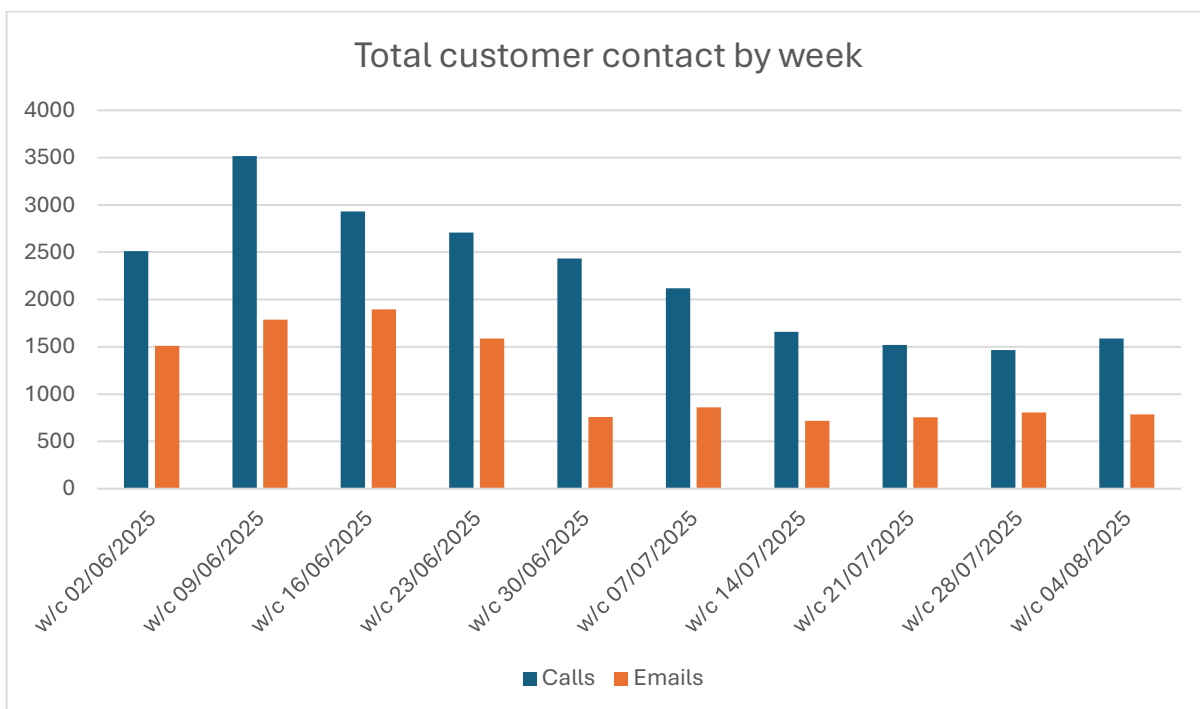
The graph below includes data up until 11 August 2025. It shows that since the beginning of the roll out (9 June 2025) the number of missed collections reported to the council by residents in the phase 1 area has significantly reduced. Hotspots and slower collection days do however remain, mainly due to large rounds (e.g. on a Friday). The 248 missed collections reported in the w/c 4/8/2025 equates to 0.4% of scheduled collections. This level continues to improve as staff become more familiar with the rounds, new ways of working, new vehicles and the in-cab technology.



Whilst not formally recorded, from staff observations, food waste presentation has been much higher than anticipated. Analysis of tonnages collected shows volumes are gradually increasing on a weekly basis (from 27 tonnes in week 1 to 53 tonnes a week in early August).



Overall customer contact has substantially reduced since the start of the scheme, as shown in the graph below.



The above data relates to all contact received by the Customer Services team over this period (note – Housing and Planning services have separate arrangements for handling customer contact, so the primary call volumes for the team relate to waste and other environmental services). Because of limitations in the existing CRM system, it is not possible to further accurately break down the calls. As a snapshot of call waiting times, in the period 28 July to 8 August, the average waiting time on the telephone was 13 minutes.

Forty-nine corporate complaints relating to the waste service have been recorded from the start of the service rollout, up to 31st July.

3. Staffing levels, resourcing shortfalls, and any reports of work-to-rule or industrial issues affecting performance.

- Staffing and Resourcing:
 - At the time of writing, all posts at the Lymington depot (which is the depot delivering services to phase 1 areas) are currently filled, indicating no formal staffing shortfall.
 - Sickness absence, rather than staffing levels, has impacted availability, necessitating the use of agency staff. This has led to service delays due to unfamiliarity with routes among agency drivers. In addition, agency staff are not always available, and there is high turnover as many people are often working for an agency as a stopgap between other roles. The number of working days lost among frontline staff in the phase 1 area is shown below for May (pre-service change), June (the month of change) and July (post-service change).

Month	No. lost days
May 25	62
June 25	104
July 25	165

- To provide additional staffing support and resilience in the phase 1 area, recruitment of five drivers required for phase 3 was expedited earlier than initially planned. There were no suitable applicants in the first round of recruitment. After the second round there were 7 applicants who at the time of writing are being shortlisted for interview. The difficulty attracting drivers has been mirrored in neighbouring council areas. HGV drivers have recently been informed they will be given a 5% market supplement on their salary for

until at least March 2026, to aid recruitment and retention. Recruitment for staff for the phase 2 area has seen stronger interest. Recruitment is ongoing.

- Industrial Relations:
 - Engagement with union representatives remains proactive and constructive.
 - Some reluctance to undertake overtime has been noted among crews.

4. Missed or delayed glass collections, bottle bank collections, glass car park recycling points, and green waste collections areas affected, scale of missed service, and impact on residents.

- With rounds taking longer than anticipated to complete, and levels of sickness/holiday absence, at times there have been impacts upon other kerbside services in other parts of the district. This had included glass collections being cancelled on some days, and residents asked to wait for their next collection. This does have a negative impact on residents but as the material is not degradable and alternatives (bring sites) exist, postponement of this service is seen as the least impactful compared to alternatives. Data on the exact numbers of households affected is not available.,
- Green waste collections have not seen a significant increase in missed collections as a result of the phase 1 service change. On average since service change began, an average of three missed garden waste bins are reported to NFDC per day.
- Bring sites:
 - These sites have seen a significant and impactful increase in usage since the kerbside service changed. The reasons for the change in the volume of material is unlikely to be due to one factor, but it is thought to be for number of reasons:
 - In phase 1 areas an increase in the amount of domestic cardboard may be due to resident being unaware a small bundle can be left beside the recycling bin. Residents can also request additional recycling capacity where they have the space to accommodate an additional wheeled bin.
 - Residents that are used to our old “collect all” kerbside bag collection service for disposing of excessive waste (e.g. from house/loft clearance etc), are now looking for additional ways to dispose of this waste. This waste should in fact be taken to the Household Waste Recycling Centres run by Hampshire County Council.

- Additional business waste may now be being deposited at sites as businesses are no longer able to set out additional waste mixed with the domestic collections due to capacity restrictions.
- Residents who have experienced missed collections may be depositing additional waste/recycling at the bring sites
- In the first quarter of 2025/26 there has been a total of 219 instances of the wrong material being deposited on the floor, or inside containers reported at bring sites. This is a 40% increase on the same period last year and 120% increase on the same period in 2023/24.
- These issues are requiring an increased level of resource input. Many of our bring sites are now being emptied daily (up from 2-3 times a week).

5. Waste vehicle loading weights and any implications for road safety, legality and routing.

- Vehicles have varying maximum payloads depending on size.
- Vehicles are specified with safety systems in place to prevent overloading, including automatic shutdowns and alarms.
- Crews are trained on these systems, and no safety incidents have been reported.
- Maximum weight of some vehicles has reduced via the addition of bin lifts onto them.
- All weights are reported and monitored via the weighbridge subject to verification through documentation and safety checks.

6. What if any work studies were carried out to compare the timings/routes of the current waste collection process and the new process and did we benchmark data from other local authorities used to support the scheme.

- The experiences of other authorities were learnt from. This came from two sources – WRAP's best practice guidance, which is based on evidence generated from multiple authorities and specialist studies, and the direct experience of a range of authorities in Hampshire, Surrey, Dorset and further afield. WRAP's evidence-based data is the industry standard data with modelling for timings designed for a range of operation types. This tailored data is used in conjunction with the parameters of the modelling software to provide optimised rounds. Collection rounds had not been optimised or redesigned in well over a decade so substantial changes were necessarily made in conjunction with the changes to the operating model.

- The supervisors and drivers of the current rounds reviewed the new rounds and were in agreement that they were feasible.
- There is no direct comparison between the old and current rounds as they are entirely different models of operation. The bagged system utilises crews to work for up to an hour ahead of the collection vehicle to pull sacks out to a central collection point meaning that collection vehicles make very few stops along a road. Bin based collection systems collect from each individual property, driving down side roads where the current system would often see them just collecting from the main roads, and there is a time allocated to the emptying of each bin as the bin lift cycle takes an allocated period. Time is then allocated to the return of the containers, again this is not a requirement of the sack-based system.
- Comparative analysis with other services indicates performance is currently below expected levels, even accounting for rurality. At this stage this is considered to be due to containers not being presented at the correct locations. This leads to crews walking further than planned for and therefore taking more time per property than planned for. The impact of this means that fewer properties than expected, and certainly fewer than those in comparable boroughs, are being collected by each given round.
- A further factor influencing the completion of rounds is the higher than forecast participation in the food waste service. The expected engagement of residents, based on experience from other authorities, was that there should be an initially high participation rate followed by a slight but rapid reduction in use as residents became aware of the level of food waste and behaviours changed. The current participation rate is currently sustained at around 70%. Food waste collections with a participation of above 55% are considered to be good performers, while those between 35% and 55% are considered average and those below 35% participation are considered to be poor performing. Consideration was given to the demographics of the population within the New Forest and the service was modelled with a 60% participation rate, this being above the expected service use. This high participation rate highlights the success of the communications in encouraging residents to engage with the service. Programming and modelling are ongoing to improve route efficiency. Survey work is also being undertaken to ensure that any further factors influencing the slow rate of collection are identified so can be addressed.

7. Cost projections vs actual spend: including any cost overruns or unbudgeted expenditure.

The details in the table below will all be reported to Cabinet in a Financial Monitoring Report on 2nd September 2025.

Item	Description	Approval process	2025/26	
			New Variations Expenditure £'000's	New Variations Income £'000's
Refuse & Recycling- additional Grant re New Service Roll Out	This amount results from a higher-than-expected Defra grant, to support the transition to the new service	n/a		-151
Operations Administration	Service change workload and sickness temporary cover	This is funded via the increased grant funding as detailed above	25	
Driver recruitment	As described elsewhere in report, new drivers to be appointed earlier than budgeted to support service delivery	This is funded via the increased grant funding as detailed above	67	
Narrow Access Round	Collection resource allocated to rural collections has not been sufficient -this additional cost provides further resource to increase reliability of collections.	This is funded via the increased grant funding as detailed above	59	
Driver market supplement	To aid recruitment and retention, a 5% market supplement is being applied to driver salaries	This is funded through the pay award contingency	105	
Waste Advisors	2 additional waste advisors are being recruited on temporary contracts, to provide increased capacity to resolve customer issues and undertake property assessments	This funding was approved by Strategic Director as per Financial Regulations	46	
Programme Support	Provision of programme management support for an extended period of time	This funding was approved by Strategic Director as per Financial Regulations	22	
Additional Customer Services	An additional customer service post, to provide greater capacity for customer contact	This funding was approved by Strategic Director as per Financial Regulations	20	
Totals			344	-151

8. Clarification of policy on bin pickup points: whether containers must be placed on property boundaries or collected from within premises. The container pickup location and interaction with New Forest wildlife being a major issue in phase one roll out.

- The existing policy states that “Unless otherwise agreed with the council, householders are asked to place their waste containers at the edge or curtilage of their property, where it meets the public highway.”
- However, the policy also states that, “In some circumstances the council may request that containers are left behind the householder’s gate.”
- There have been on average since service change, 10 reports (from the public) per week of livestock accessing waste. In response to this there was a constructive meeting with key partners held on 6 August 2025. The meeting brought together representatives from the Verderers of the New Forest, Forestry England, the New Forest Association, the Commons Defence Association, and NFDC elected members and officers, to discuss the new waste and recycling collection system. The session focused on addressing concerns raised by local stakeholders, particularly around the interaction of free roaming animals with the new waste receptacles. Partners shared valuable insights into the possible impact of waste containers on livestock and public safety and highlighted the need for clear communication and immediate practical solutions with the forthcoming pannage season also an important consideration.
- In response, a series of measures were agreed. This included targeted trials in areas most affected by free-roaming animals to test the operational impact of alternative bin positioning, enhanced monitoring and patrols to assess interactions between animals and waste containers, and ongoing research into more secure food waste containers. A follow-up meeting is scheduled for 27th August to review progress and continue collaborative efforts.

9. Analysis of food waste contamination in general waste bins due to missed or inadequate food caddy collection.

- This is not information that is currently captured, and residual waste is not routinely sampled to ascertain this, and it would be difficult to link the presence of food waste in the black bin as a direct consequence of missed collections. As highlighted earlier, food waste tonnages have steadily increased since the scheme began.

10. Contingency plans (if any) held by NFDC to respond to operational failure, including back-up collections and emergency clean-ups.

- Increased levels of staff were hired prior to scheme commencement, primarily to be allocated to the additional food rounds. In addition, more staff were hired as “pool staff” to cover other staff when they are absent. Due to some rounds taking longer to complete and increased levels of sickness, this has not proven to be sufficient.
- Additional hire vehicles and agency staff have been deployed – this was already planned for and budgeted.
- Streetscene and corporate staff have supported bin deliveries and driver capacity.
- It is also worth noting that adjacent authorities are currently experiencing similar difficulties recruiting operational staff, in particular HGV drivers, which has caused disruption to services.
- Contingency measures already in place or underway have been mentioned elsewhere in this report.

11. Health and safety assessments or risk logs produced during Phase One rollout.

- All relevant risk assessments (RA) were completed in advance and are regularly reviewed in line with corporate health and safety policy.
- The food waste RA has been updated to reflect changes in container handling.
- The waste programme risk log is included as appendix 3.

12. Legal or contractual penalties/clauses relating to missed collections or resident complaints under contractor agreements.

- As the service is delivered in-house, there are no contractual penalties for missed collections.
- Corporate complaints will be responded to in accordance with the council’s policy. Should a resident not be satisfied with the council’s stage 2 response they are entitled to submit their complaint to the Local Government Ombudsman, who will investigate their case.