

## Cabinet – 3 September 2025

**Review of new waste collection service phase 1 roll out and motion to suspend phases 2 and 3**

Purpose	For Review
Classification	Public
Executive Summary	<p>This report provides a comprehensive overview of the project to launch the council's new waste service.</p> <p>An Extraordinary Council meeting was called by the Chairman of the Council in response to concerns expressed by councillors regarding reported operational disruption, and the impact on residents of the initial rollout of a new waste collection service within New Forest District. This meeting was held on 28 August 2025.</p> <p>The report provides background data on the phase 1 roll-out, highlights lessons learnt, and actions already underway to overcome issues raised and to provide more corporate resilience for phases 2 and 3.</p> <p>The report also considers the implications of delaying the programmed roll out to the rest of the district, as a basis for discussion on the matters raised.</p>
<b>Recommendations</b>	<ol style="list-style-type: none"> <li><b>1. That Cabinet consider the contents of the report, and the summary of the debate at the Extraordinary Council meeting, included at Appendix 4.</b></li> <li><b>2. That Cabinet note the change in approach to food waste collection during the pannage period, whereby residents within the perambulation will be asked to keep food caddies behind gates.</b></li> <li><b>3. That officers continue to work on a business case to extend the "behind</b></li> </ol>

	<p><b>gate” policy beyond pannage, and that an “in principle” agreement to this longer-term policy change is given, with the final decision being subject to a business case.</b></p> <p><b>4. That the Waste Programme Board will retain oversight of implementation, and will receive a Phase 2 plan and updated risk assessment.</b></p> <p><b>5. That Cabinet support further dedicated engagement sessions for ward councillors throughout the phased rollout to support their role within their local communities.</b></p> <p><b>6. That, in considering the motion referred to Cabinet by Council at Appendix 1, the Cabinet note that the options appraisal in this report identifies that phases two and three should proceed as planned, with the mitigations and improvements noted in the action plan in this report.</b></p>
Reasons for recommendation(s)	<p>The new waste collection service is a significant change that will affect every household in the district and is a key corporate priority for the council. The service also contributes to the council’s environmental and climate change objectives, increase recycling rates, reducing emissions, and reducing the amount of overall general waste and littering from sacks.</p> <p>During the Phase 1 roll out to 31,000 households, issues have been encountered with data, systems and processes that have impacted on the project and residents. These are being addressed with the learning used to shape phases 2 and 3.</p>
Ward(s)	All
Portfolio Holder(s)	Councillor Geoffrey Blunden – Environment and Sustainability

Strategic Director(s)	James Carpenter – Strategic Director of Place, Operations and Sustainability
Officer Contact	Chris Noble - Assistant Director, Place Operations  Karyn Punchard – Waste Programme Director  Liz Mockeridge – Service Manager, Waste and Transport

## Introduction and background

1. New Forest District Council (NFDC) began a phased rollout of a new waste collection service for residents in June 2025 as part of a wider waste management strategy and programme. This strategy is designed to improve recycling rates, modernise collection services and meet statutory requirements set out in the Environment Act 2021 which are due to come into force in 2026. The Act requires that by 1 April 2026, household food waste is collected separately from other waste, and sent for recycling.
2. The waste strategy was agreed at a meeting of the Council in July 2022 with an update considered in February 2024. The policies to support the strategy were agreed at a meeting of the Council in July 2023.
3. The key elements of the new service are:
  - **New weekly food waste collections** with a 23-litre lockable kerbside caddy and a 7-litre kitchen caddy;
  - **Fortnightly recycling and rubbish collections** using new 240-litre (recycling) and 180-litre (rubbish) wheelie bins

There are no planned changes at this time to the format of other waste collection services, such as glass and garden waste collections.

4. In support of these frontline service changes, the overall Waste Programme also includes projects relating to:
  - a. Depot facilities (including completion of the new depot at Hardley as well as enhancements at Ringwood and Lymington depots)
  - b. New container procurement, storage and distribution
  - c. District wide property assessments
  - d. Revised route planning
  - e. Recruitment of additional employees

- f. Revised employee working practises and Terms and Conditions
  - g. ICT (for back-office, customer-facing, and “in-cab” technology improvements, delivered via the Bartec system)
  - h. Information and communications to support the new service
5. A dedicated Waste Management Programme Board is in place to oversee the complex workstreams required to deliver the roll out in time to meet government targets and within approved budgets. The membership of the Board comprises the Leader, Portfolio Holders for Environment & Sustainability and Finance & Corporate, members of the Executive Management Team and senior waste officers. The Board meets monthly.
6. In keeping with the approved strategy, the project proposed to roll-out the service over three phases:
  - Phase 1 (Lymington Depot area) commenced June 2025
  - Phase 2 (Ringwood Depot area) commencing October 2025
  - Phase 3 (Totton/Hardley Depot area) commencing March 2026
7. Phase one has now been implemented across the Lymington Depot area (covering New Milton, Barton, Milford, Lymington, Pennington, Boldre, Brockenhurst and surrounding villages). A total of 31,000 homes are now receiving the new service, which entailed the delivery of over 100,000 containers.
8. In accordance with the approved project plan, preparations are well underway for phase two with the initial communications having been sent direct to residents in mid-July. Recruitment of loaders and drivers for the new rounds is in progress and container deliveries to phase 2 households commences on 25 August 2025.

### **Extraordinary Council Meeting**

9. On 4 August 2025, six District Councillors submitted a request to the Chairman of the Council to call an extraordinary meeting of the Council to urgently review the roll-out of the new waste and recycling service.
10. In accordance with paragraph 3 of Schedule 12 to the Local Government Act 1972, the Chairman exercised this power to enable the Council to meet to discuss the project, on 28 August 2025.
11. The related motion (in appendix 1), included on the Council agenda submitted by Cllr M Wade, in accordance with the Council’s Standing Orders for Meetings, requires reference to the Cabinet for

consideration, before reporting back to the next Council meeting. This is due to the financial implications in the context of the Council's agreed budgets, which are identified at paragraph 58 below.

12. A number of issues were cited by those Members who requested this extraordinary meeting. The submitted motion asked the Council to note missed collections, overflowing bins, interference from animals, confusion about collection points, impacts in phase 2 and 3 areas including call waiting times, and impact on NFDC staff. It also references a meeting held with partner organisations on 6 August 2025, updated cost projections for phase 2 and 3, and states that Cabinet has continued to progress to phase 2 despite these known issues.
13. The request for the Extraordinary Council meeting sought that supporting information be provided in advance. Each of these requests was responded to in detail within Appendix 2 to this report. Some data requested is not held and this has been indicated where this is the case.
14. A summary of the debate at the Extraordinary Council Meeting held on 28 August 2025 is included in appendix 4. At this meeting, the Portfolio Holder for Environment and Sustainability announced that for the panning period, residents within the perambulation (areas open to livestock) would be asked to present food waste for collection behind their gates.
15. The key issues are summarised below to support the review and decision-making.

### **Commentary on roll-out progress and learning**

16. Appendix 2 illustrates in detail the successes and also the challenges of the rollout so far. This section is a summary of key factors in relation to phase 1.
17. This programme is a very significant set of transformation projects with the following changes coming together at the same time:
  - New collection containers – over 120,000 for phase 1
  - New materials (food waste) collected for the first time
  - Change in collection frequencies
  - New collection policies
  - New collection routes for crews
  - New staff taken on to support collections
  - Changes in working practices for staff
  - New ICT (back office, customer facing and in-cab)
  - New/amended depot facilities and layouts
  - Training programmes

- Wider interdependencies with other council services e.g. Customer Services, Housing Services, Communications
18. These changes, being delivered to 82,000 homes in total across the unique geography of New Forest District was recognised for its complexity and significance at the outset. Learnings taken from other councils who have delivered changes to waste services in the past identified likely high levels of service disruption whilst the new service “beds in”, even before considering the additional complexities arising in the district. The complexity and likely challenges were conveyed as part of the briefings leading into the roll-out.
  19. The new service has seen excellent take-up from residents in the first phase areas in terms of participation in food waste collections, with increasing tonnages being collected (see Appendix 2). As of 15 August 2025, the new service has completed 10 weeks of delivery, amounting to nearly 620,000 household collections. During this same period an additional 1,367,500 collections of glass, garden waste (across all three phases), refuse and recycling (in phase two and three areas) have been made.
  20. The vast majority of householders have had their collections carried out without service disruption. The new service is delivering on many of the expected benefits, including increased recycling rates, reductions in manual handling and other injuries for staff, and reduced litter on collection day.
  21. There have also been some key challenges with the rollout. These have resulted in some residents seeing significant disruption in service. A review of the phase 1 roll out was commissioned by the Waste Programme Board to implement learning for phases 2 and 3. Actions being implemented are detailed in the table below.
  22. In addition to the actions detailed, Officers will provide dedicated engagement sessions for ward councillors throughout the phased roll out to support their role within their local communities.

Issue	Detail	Key learnings from phase 1 to be taken forward in phase 2
Container Deliveries	<p>There were delays in initial delivery of containers to a number of residents. This was due to a range of factors:</p> <ul style="list-style-type: none"> <li>• Format and clarity of address data used for deliveries did lead to difficulties for delivery teams.</li> <li>• Inability to “live monitor” delivery progress.</li> <li>• A key vacancy within the waste team (Operations Manager) at the time of container delivery.</li> </ul>	<p>Following discussions between officers and the contractor:</p> <ul style="list-style-type: none"> <li>• Agreement of improvements in address data format – testing with the contractor has taken place to ensure that both street lists and maps give the best chance of accuracy of delivery, reducing properties who have missed or duplicated deliveries.</li> <li>• Setting up of a live shared delivery progress sheet – so that council staff, including customer services, can view the delivery contractor’s progress and better inform responses to customer enquiries.</li> <li>• The key role of Operations Manager has now been appointed to, giving increased contract management capability within the team which will facilitate more regular contract meetings during the delivery phase.</li> <li>• Delivery spot checks by council staff.</li> </ul>
Missed collections	<p>Missed collections reported by residents have been at a higher level than expected. This is due to 3 factors:</p> <ul style="list-style-type: none"> <li>• Some of the new collection rounds are taking longer to complete than anticipated (in part due to high participation rates) leaving uncollected containers at the end of the day.</li> <li>• Unfamiliarity with new rounds and neighbourhoods</li> </ul>	<p>Key actions and learnings for phase 2 have been agreed, and commenced, as follows:</p> <ul style="list-style-type: none"> <li>• Additional staff resource has been agreed for rural rounds, which was a key round with a disproportionate number of missed collections due to the round taking longer to complete than expected.</li> <li>• Staff recruitment – bringing forward the recruitment of staff for phase 3, to support phase 1 and 2 areas.</li> <li>• Introduction of 5% market supplement from 1 August for drivers to improve recruitment and retention.</li> </ul>

	<ul style="list-style-type: none"> <li>An increased sickness level, limited agency staff availability and recruitment challenges, has meant that the additional staffing contingency that was allowed for in phase 1 has not been sufficient. This has had knock-on effects to other parts of the district and is not just contained to the phase 1 area. (More information on all these factors is included in Appendix 2 - this includes data showing that just 0.4% of collections are being reported by customers as missed each week).</li> </ul>	<ul style="list-style-type: none"> <li>Increased support and training for staff using the new in-cab technology, to ensure that the system supports efficient collections, data recording and accurate service delivery.</li> <li>Gradual improvements in round completion are being observed, as crews become naturally more familiar with their rounds and new ways of working. However, it may be that additional collection resource is needed if some rounds continue to be too large to complete. This is being monitored.</li> <li>For phase 2, some staff from the Ringwood depot will spend time before service change working in the phase 1 area, to provide familiarisation with new vehicles, ICT and working practices.</li> <li>Crews will be informed as early as possible of new routes/rounds, so that geographical familiarisation can begin well before scheme commencement, i.e. by sitting down with staff to discuss these new routes.</li> </ul>
Livestock accessing food waste	<p>In areas open to livestock, there have been instances of animals accessing food waste. Concern about this has been expressed by the public and key partners. There has been an average of 10 instances reported each week. More information on the policy background is included in Appendix 2.</p>	<p>A meeting was held on 6 August with representatives of key partners has led to the following actions being taken:</p> <ul style="list-style-type: none"> <li>Two trial areas on selected roads (commencing 22 August – affected residents have been written to). <ul style="list-style-type: none"> <li>On selected roads in Brockenhurst, the collection point for food waste will be moved to behind gates.</li> <li>In East Boldre, the selected roads will see the collection point for food waste <i>and</i> general waste/mixed recycling containers moved behind gates.</li> </ul> </li> </ul> <p>These trials will provide valuable data on the impact of changes to policy on relative costs, time, health and safety</p>

		<p>and other operational or environmental impacts ahead of phase 2 commencement.</p> <ul style="list-style-type: none"> <li>• Ongoing research into more secure food waste containers</li> <li>• Further data analysis on property quantities and locations affected by this issue.</li> </ul> <p>A follow-up meeting was held on 27 August to discuss progress on the above actions. At this meeting it was agreed with partners that for the upcoming pannage period, where pigs are released into the Forest, residents within the perambulation (areas open to livestock) will be advised to present food waste containers behind gates on collection day. This will alleviate the potential risks of animal interactions with food waste. The Financial Monitoring Report presented to Cabinet on 3 September, details £150,000 that has been allocated to provide additional staff and vehicle resource to support this temporary change.</p> <p>As well as this temporary policy change, it is recognised that a longer term position is needed. Officers are working on a business case to extend the “behind gate” policy beyond pannage. To aid in communications and officer progress, an “in principle” agreement to this longer term policy change is sought via the recommendations in this report.</p>
Customer contact	Whilst customer contact from the phase 1 area is gradually reducing, there have been periods where contact has been high in response to service disruption and repeat issues not being resolved.	<p>The direct communications with residents via two direct mailings and information delivered alongside containers has worked well in terms of preparing residents for the change.</p> <p>Contact volume has largely been driven by instances where the service has failed. The actions described throughout this table are</p>

	<p>Customer feedback has been that response times have been significant, and this has tested customer service staff capacity and resilience, despite additional resource being deployed into the CS team.</p> <p>It is also evident that existing systems and processes have not met the needs of the roll-out demand from customers, data recording or feedback and assurance.</p>	<p>designed to improve delivery of the service itself, and in turn reduce direct customer contact in the phase 2 area.</p> <p>However, with the level of service change already described, an elevated level of contact can still be expected, and additional resources on top of that which had been provided for phase 1 (as detailed in Appendix 2) have been agreed for the Customer Service and Waste Advisory teams, to provide increased capacity and support to our customers.</p> <p>Website messaging is to be reviewed and a more flexible approach to digital communications utilised to keep residents informed.</p> <p>A project to provide a new Customer Relationship Management (CRM) system is currently underway but will not be delivered until 2026. In the interim period, the transformation team and ICT are working with the waste service and customer services on options and process redesign to improve case management and introduce improved direct resident communications during phases 2 and 3.</p>
Bring sites	<p>Bring sites have seen a significant increase in usage, and in the context of the staffing issues described elsewhere, the increased collection requirements have been difficult to fulfil diverting supervisor capacity to collect from these.</p> <p>In part, this is likely due to businesses who incorrectly used the domestic collection under the previous sack</p>	<p>The actions described above regarding staff recruitment and retention, also apply here. The bringing forward of staff recruitment from future phases will help to provide the increased level of collection resource needed to manage these sites and maintain more regular collections.</p> <p>It is also noted that the material being deposited includes commercial waste from inside and outside of the district, which is exacerbating the issue. As a result, the council's enforcement</p>

	collection scheme in phase 1 areas, plus changes implemented in neighbouring authorities driving disposal out of their areas.	team are monitoring sites, and a review of such sites will be carried out once all phases have been delivered.
Collection points	<p>Notwithstanding the issues described around containers presented outside gates in areas accessible to livestock, the approved collection policy states that <i>"If the property is in a private footpath, lane, or road, the collection point will, wherever possible, be where the lane or road meets the public highway."</i></p> <p>It has been identified that for phase 2, improvements in communication to residents directly affected by this, must be improved.</p>	<p>Officers will ensure that identification of properties affected by this will be carried out ahead of phase 2, and direct communications issued to ensure residents are fully informed.</p> <p>Crews will also receive additional training on collection points.</p>
Sack Deliveries	Staff assigned to sack deliveries have been diverted to support other collection services, and this has caused delay in some residents in phase 2 and 3 areas receiving their sacks.	<p>Crews were up to date on these ahead of the suspension of deliveries, meaning that some areas are 10 weeks behind the standard schedule. Recovery should be quicker as there is no longer a requirement to deliver to phase one areas. In response to the backlog:</p> <ul style="list-style-type: none"> <li>• Deliveries are ongoing and collections are available from Council offices and contact centres.</li> <li>• Additional support is being provided by Streetscene teams to ensure recovery is rapid.</li> <li>• An annual equivalent of sack rolls is being delivered to phase three areas to ensure more support capacity is available during phase two and phase three roll out periods.</li> </ul>

		<ul style="list-style-type: none"> <li>• The catchup and annual deliveries will be complete by October.</li> </ul>
Flats	<p>Deliveries of containers to flats were carried out in-house in phase 1. On arrival at some properties residents physically prevented containers from being delivered. At others, it was identified that the initial property assessments were incorrect and further access arrangements needed to be planned for.</p> <p>Larger containers were separately procured for flats, deliveries of these ran late at one stage and the arrival of one size of container incorrectly marked up meant that some planned containers were unusable, and a contingency plan needed to be implemented, necessitating reassessment.</p> <p>Commercial properties, specifically care homes, had evidently been receiving domestic collections, they had expected a bin delivery and collections that would not occur.</p> <p>These issues and missed collections led to overflowing bins in some instances.</p>	<p>Phase 2 and 3 flats will continue to be delivered by in house teams with the following mitigations:</p> <ul style="list-style-type: none"> <li>• Earlier deliveries are being made by manufacturers to prevent gaps in stock in the event of any delivery delays</li> <li>• Waste adviser and supervisor checks have been made on properties with communal storage to confirm initial container assessments</li> <li>• Experience of the previous, phase one, mis-labelled containers ensures that the team have the enhanced experience to respond to any future rapid pivots in container availability and assessment.</li> <li>• Additional in-house resources identified in the event of any disruption to bin deliveries, allowing for a rapid response preventing any delays in later phases.</li> <li>• The Housing Service are supporting the rollout with additional site assessments and support and education to tenants.</li> </ul>

<p>Oversize and undersize container deliveries</p>	<p>Late delivery of the online request forms meant that requests were received after the planned delivery period, which creating a backlog at a time of restricted resource availability.</p>	<p>The provision of the online form came late during the phase one bin delivery period. This has been available since and is already being used for phase two and three areas, well ahead of the communications prompting residents to submit their requests. This allows for planned deliveries ahead of collection commencement.</p> <p>Recovery of the previous backlog continues at this time, prioritising vulnerable residents. This is being delivered by in-house Waste and Streetscene resources supplemented by additional external resources.</p>
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## **Commentary on proposal to postpone phases 2 and 3**

23. Whilst most residents have experienced the expected service, the council would indeed have wished to have experienced, and witnessed, less disruption. The project is perhaps the largest in terms of scale implemented in the district for a generation. Service disruption was expected and was planned for, particularly when taking into account the complexities of delivering such a project in a geography as unique as the New Forest District.
24. However, it is apparent that the scale of service disruption has been in excess of the level deemed acceptable, and there have been a number of incidents that have attracted elevated media attention. For this both officers and members of the cabinet have rightly issued apologies to affected residents and have taken ongoing management steps to address issues as they arose, within the fluid and complex environment of delivering operational services.
25. There continues to be clear programme governance in place, with effective risk management, budget assurance, and operational updates through the Waste Programme Board, and the linked Steering Groups with the frequency of these meetings having increased in tune to the emergence of issues during roll-out.
26. The table in section 22 highlights a summary of significant learning and improvements to the service that have either already been implemented or will be in place ahead of the planned phase 2 roll out.
27. It is anticipated that these actions will significantly reduce service disruption and customer contact to closer to expected levels (recognising that substantial service change will always attract significant demand). Members may therefore consider these sufficient, with necessary governance, monitoring and reporting, and scrutiny by members without implementing a delay. In addition, it is worth noting that Phase 2 delivery is to 16,000 properties compared to 31,000 in phase 1. Correspondingly the numbers of vehicles, staff and new collection rounds are also lower than in phase 1.
28. The current planned phase 2 and phase 3 key milestone dates are:

<b>Milestone</b>	<b>Phase 2 dates</b>	<b>Phase 3 dates</b>
Resident communication 1	21 July	11 November
Container delivery commences	25 August	19 January

Collections commence	20 October	16 March
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29. A delay to the service roll out is to be considered by Council, such a delay is not without risk and further complications.
30. For the purposes of setting out the implications, an example delay of 4 months is discussed in this section of the report. This takes account of the difficulty in rolling out a new service in the period November to February, with potential impacts of weather and the natural break in services that occurs in the festive period.
31. As highlighted further in the report, it is not immediately clear without detailed contractual discussions with multiple partners, whether this example timeline is feasible or deliverable at this stage. Any costs included are estimates, and ranges are given to illustrate the likely financial implications.
32. If it is not feasible, it must be noted that such a decision could put phases 2 and 3 back for a much more significant period of time. For example, if container/vehicle manufacturers or the container delivery contractor cannot adjust their production/service timelines in the short term, it may result in a much longer lead time for the required equipment or services. Many of the cost implications detailed below would be significantly higher in these circumstances.
33. The most significant consideration to note is that the government have set a deadline, mandated in the Environment Act 2021, of 31 March 2026 for the roll out of food waste to all domestic households. Any delay to phase two or three beyond 31 March deadline will result in New Forest District Council being non-compliant with the legislation. The consequences of such non-compliance would need to be determined via external legal advice, in conjunction with potential reputational damage, over and above that resulting from any customer complaints.
34. Funding of £2.3 million has been provided to NFDC by the Department for Environment, Food & Rural Affairs (DEFRA) to support the implementation of food waste collections by the deadline of 31 March 2026.
35. Communications have already been sent directly to residents regarding the start of phase 2, informing them of key dates. To change the timescales at this stage will require additional and corrective direct communications to residents. There is a risk of confused messaging to residents if the message and timescales are changed when some residents already have containers delivered to

their properties and all residents have received communications to expect delivery of their containers by a certain date. There would also be a cost of around £15,000-20,000 for the re-production and posting of leaflets and letters with the changed dates.

36. The container manufacturer has already delivered the phase two containers into the former Claymeadow depot in Totton. The delivery of the phase three containers is scheduled to commence in December 2025 ahead of deliveries to residents commencing for phase three in January 2026.
37. The possibility of delaying some containers being delivered into NFDC storage sites could be explored but the high demand across the industry as all local authorities work to comply with the Environment Act deadlines means that there is little capacity for manufacturers to adjust production times.
38. Previous conversations with the manufacturer indicated that there would be additional costs of £100,000-150,000 for the delay in the manufacture of containers for phase three. This cost is based on an uplift in unit costs incurred as a result of the delay.
39. Delay of phase 2/3 rollout will have the following implications with regard to container storage:
  - Storage of containers in the stacks that they are delivered in for prolonged period may damage the containers, especially over the winter period where there is likely to be water ingress and further damage from freeze/thaw splitting containers in low temperatures. This may lead to an unquantifiable cost to replace these containers, but to give an indication, loss of 10% of stock would equate to c£55,000.
  - Storage for the containers requires a substantial footprint that comes at a cost. Extension of the rollout programme would require an additional 4 months of storage at Claymeadow and Queensway storage locations. An extended use period of Queensway would delay the intended re-letting of this site, meaning NFDC would continue to be directly liable for Business Rates, and would delay the generation of rental income.
  - Current storage capacity is insufficient to store containers for both phases 2 and 3, meaning that a larger footprint for storage will also need to be identified. There are currently no further options available within the NFDC estate. Commercially rented space has been considered in the past but suitable sites are

scarce and this would likely come at a cost of £50,000-100,000 and there is no site currently identified.

40. The council has entered into a contract with a contractor to provide container deliveries over all three phases. This contract would require amending to accommodate a new timeline. As with the container provision, there is no certainty that there will be industry capacity to move the container delivery period due to the peak in work taking place across the country, driven by legislation change. The container delivery industry has very few available contractors, and alternative options would be extremely limited. The procured contractor is also delivering multiple contracts, and their programme is finely tuned and mapped out for many months.
41. Any cancellation of work due to the contract expiring may still require the full contract payment under the contract terms and conditions at a cost of £260,000. Any agreed movement of work may see the requirement for compensation to be paid. A realistic outcome is that NFDC would have to arrange container deliveries for a readjusted timeline itself. This would require the use of hire vehicles and temporary staff to complete the work in-house, and it can be assumed that a cost at least equal to the contract cost of £260,000 would be incurred.
42. To allow for new wheeled bin-based collections, there is bin lift retrofitting programme under way to prepare the current vehicle fleet for service change. At this stage, once new bin lifts are fitted they are deployed onto the old collection scheme but cause a slower operation as service bins are used to lift the sacks into the rear of the vehicle. Staff are prohibited from manhandling sacks over the lifting equipment due to the personal safety risk from accidentally triggering the lift movement. The use of service bins slows down the collections in comparison to the use of open backed vehicles.
43. At this time the retrofitting programme is exactly matched to service change so the slower operation is manageable within current resources but delaying service change may require additional vehicles and staff to be hired, and additional agency staff used to deliver the sack-based services in phase two and three areas. If the current vehicle retro-fitting programme is paused, it should be noted there is a Europe-wide shortage of bin lifts, and if existing production slots are lost there is no guarantee of being able to access the equipment needed on an adjusted timeline. This would mean hiring in of additional vehicles. This would in turn have an impact on depot capacity and it is possible that this is unfeasible within the current depot footprint.

44. Deliveries of sacks would have to continue for longer than planned in the phase 2 area. This would require additional vehicle and staff resource. It's expected this would have a cost of £66,000 for staff/vehicles and the purchase of the sacks themselves.
45. Hampshire have put in place contractual arrangements for the transfer/disposal of food waste. At the time of writing, it is not known if a delay would have any financial implications which may be passed back to NFDC.
46. The council has already accepted the delivery of the new vehicle fleet for phase 2. Long term storage, especially if these continue to be parked outside over winter without use, will lead to the degradation of their condition, and much of the vehicle warranty period will have passed before they are put to full use if the scheme is delayed. This may have a future cost implication.
47. Additional staff (operations support, waste advisors and customer services teams) have been taken on for the duration of the project on a fixed term basis. There would be a cost for an additional 4 months for these staff to ensure their employment covers the revised roll-out period.
48. As of 2025/26, the council has been guaranteed at least £1.2 million of Extended Producer Responsibility (EPR) funding, to support the collection, recycling and disposal of packaging waste. This annual funding is to support "efficient and effective" collection schemes with high levels of recycling capture. The existing sack-based service would not be classed as efficient or effective in these terms, and in 2026/27 this funding would likely be reduced as a result. The exact mechanism of how the funder (Pack UK) will calculate payments on this basis are not currently known.
49. Staff retention – there is a risk that delays in implementation will lead to some staff leaving. As one of the last remaining councils in England still operating a sack collection service, frontline staff in phase 2 and 3 areas have been waiting a long time for the working condition and manual handling benefits that the change will bring. It's notable that we've also recruited staff from other neighbouring Local Authorities since the phase 1 service change. Staff are currently being interviewed for frontline roles in the phase 2 and 3 areas and may have been appointed by the time of this meeting.
50. Feedback from residents has shown strong demand for the new system, with many households welcoming the introduction of bins as

a more reliable, practical and hygienic way of managing waste. Residents are already aware of the changes and have seen communications and preparations taking place across the district, which has raised expectations. Any delay at this stage would risk undermining public confidence, generating unnecessary frustration and potentially leading to reputational damage.

### **Corporate plan priorities**

51. The new waste collection service supports Corporate Plan Priority 2: Protecting our climate, coast, and natural world by:
- **Minimising non-recycled waste** through the separate collection of food waste from households.
  - **Cutting vehicle emissions** by using the Bartec system to design more efficient waste collection routes.
  - **Boosting recycling rates** by introducing separate food waste collections and providing larger wheeled bins for recyclables.
  - **Reducing litter and spillages** by replacing sacks with more secure and contained waste collection methods.

### **Options appraisal**

52. The measures being introduced to mitigate the challenges seen in the phase 1 area have been clearly presented in section 22 of this report, and the implications of delaying phases 2 and 3 of the service rollout have also been detailed. The result is a recommendation to proceed with phase 2 as originally planned.

### **Consultation undertaken**

53. Recent consultation has focused on identifying and addressing the challenges associated with the rollout of the new waste collection service. Resident feedback via complaints and comments made to the council is of significant importance to the council. This information is continually under review and is used to make incremental changes.
54. Consultation has also included meetings with representatives of organisations and wider stakeholders working and living in the New Forest.
55. The Waste Management Steering Group has continued to provide strategic guidance, particularly in relation to operational complexities, resident engagement, and service readiness.
56. The Programme Board has overseen the evaluation of key risks, including logistical constraints, communication gaps, and the need for additional resources where needed.

57. Feedback from these groups has been instrumental in refining implementation plans, ensuring that the service remains responsive to community needs while delivering on environmental objectives.

### **Financial and resource implications**

58. The additional costs already approved to support the rollout of phases 2 and 3 are detailed in Appendix 2.
59. Commentary around estimated costs associated with a delay in rollout are documented throughout the report, and summarised below. This is in the context of considerable uncertainty about exact costs as there has not been sufficient time to fully engage with multiple industries (property, vehicle manufacturing, container manufacturing, container delivery) on the implications of a delay. As detailed in section 32, a more significant delay than four months (in the event that a shorter delay cannot be accommodated) would significantly exacerbate these costs.

<b>Element</b>	<b>Estimate cost or range of cost (£)</b>
<b>Additional communications costs</b>	15,000 - 20,000
<b>Container cost increase</b>	100,000 - 150,000
<b>Loss of container stock resulting from storage over winter</b>	40,000 - 70,000
<b>Additional container storage costs (NFDC estate)</b>	60,000
<b>Loss of rental income due to storage overrun</b>	105,000
<b>Additional storage capacity (3rd party)</b>	50,000 - 100,000
<b>Remaining delivery contract costs at contract expiry</b>	260,000
<b>Cost of phase 2 and 3 container deliveries</b>	260,000
<b>Additional hire costs resulting from delay in vehicle retrofitting</b>	40,000 - 50,000

<b>Additional depot capacity requirement due to increase in hire vehicles</b>	Unknown
<b>Additional sack supply and delivery costs</b>	66,000
<b>Waste transfer/disposal costs</b>	Unknown
<b>Vehicle maintenance cost associated with unutilised fleet</b>	Unknown
<b>Extension to temporary staff deployment</b>	120,000
<b>Reduction in EPR income from PackUK</b>	Unknown
<b>Staff retention issues</b>	Unknown
	0
<b>Total (£)</b>	<b>1,116,000 - 1,261,000</b>

60. The range of costs given at the base of the table above do not include the “unknown” factors that have not been possible to quantify at this stage and therefore should be viewed as a minimum level of additional cost to be incurred.
61. It is also of note that DEFRA transition grant totalling of £2.3 million has been received to facilitate the delivery of the new food waste service in accordance with the legislation. It has not yet been ascertained as to whether there would any requirement to repay any or all of this grant, should the Council not meet the 31 March 2026 deadline.
62. In line with the Council’s Standing Orders for Meetings, the related motion on this agenda affects the Council’s approved strategies, policies or budgets, meaning that it must be referred to Cabinet for consideration, before reporting back to Council.

### **Legal implications**

63. The Council is bound by legislation (Environment Act 2021) to roll-out a separate food waste collection service by 31 March 2026. It is unclear what repercussions the government may impose through non-compliance, but any actions could come with severe financial and reputational risk.
64. Detailed discussions on the implications of delays to phases 2 and 3 have not taken place with key partner suppliers. There are a range of potential outcomes from this, from basic contract amendments to the potential need for re-procurement in some cases.

## **Risk assessment**

65. As requested, a risk log is included as Appendix 3 to this report.
66. In the first 2 months of the new service, zero instances of injury due to manual handling or sharps/puncture injuries were reported in the phase 1 area. This is a very encouraging demonstration of the H&S benefits of the move away from sack collection to bins.
67. The key risks of delay to the rollout of phases 2 and 3 could be summarised as follows:
  - Legal – relating to the Environment Act 2021 and contracts
  - Financial – as outlined in the financial section above
  - Deliverability – as described, it is feasible that a short-term delay is not achievable, pushing service change back by 12 months or more.
  - Strategy delivery – delay in achieving the benefits of change as highlighted in the Waste Strategy, for example no improvement in recycling levels, health and safety, or litter left after collection of sacks,

## **Environmental / Climate and nature implications**

68. Over 400 tonnes of food waste was collected in the first 10 weeks of the new service. Although no formal data has been collected, participation in this service (known from other areas to be difficult to achieve) has been high, at c70% of all households presenting separate food waste for collection in many areas. This is significantly higher than the expected figure for a service where, nationally, a 55% participation rate is considered to be a good rate engagement rate with the service and is level with the best performing services (WRAP, 2025).
69. The service has also led to improvements in street cleanliness associated with the previous sack service. Streets that would previously have been strewn with litter because of seagull and animal attacks, are now reported as clean after collections have taken place. As highlighted above, a delay in the rollout of phase 2 will delay the realisation of these benefits across the rest of the district.

## **Equalities implications**

70. The equalities impact assessment (EIA) for both the strategy and policy is regularly reviewed on receipt of resident feedback and on learning lessons during the implementation of service change.

Feedback from recent discussions will be considered as part of this regular review process.

### **Crime and disorder implications**

71. None identified.

### **Data protection / Information governance / ICT implications**

72. As described, waste teams and ICT counterparts are continuing to work on the rollout of new ICT systems and identifying improvements that can be made in case management.

### **New Forest National Park / Cranborne Chase National Landscape implications**

73. Reducing littering and spillages from sacks will support the aims of the National Park and National Landscape by enhancing the natural beauty and reducing risks to wildlife.

74. In response to concerns raised in the initial roll-out —particularly regarding livestock accessing containers in the open Forest—this report makes it clear that the aim is to minimise animal interference with a set of proposed changes, influenced by forthcoming trials in the affected area. This is being explored further with key partners.

### **Conclusion**

75. The report has presented the size of the challenge to project delivery – not only being one of the last councils in England to move away from sack collections to containers, but also the supporting changes needed in ICT, depots, staffing, and many other significant factors. This is all aimed at increasing recycling, improving staff working conditions and improving the local environment by reducing litter.

76. Participation in food waste collections has been very encouraging, with the 400 tonnes collected so far indicating that if this level of participation is replicated across the rest of the district, it will amount to c6,000 tonnes per annum. This amounts to a 16% reduction in black bag waste being sent for incineration. Most recent statistics on missed collections reported by residents, amount to 0.4% of scheduled collections, and performance has improved since the scheme launch. Each corporate complaint received represents a failing, but these have been received from just 0.16% of households.

77. The report has set out these challenges from phase 1. It is acknowledged that where there has been service disruption, these have had a detrimental impact upon residents, and they must be resolved.

78. The report details the actions being taken to resolve these issues, both in the phase 1 area itself, and in preparation for phase 2 and 3 areas. The actions proposed will ensure that future phases learn from the experience of phase 1. In particular, the move to amend collection policies during panning shows that changes can and will be made when needed.
79. Phase 2 is just over half the number of households in phase 1, with rural based households in more complex locations already receiving collections as part of a dedicated rural collection round.
80. The costs and risks of a delay in phases 2 and 3 are significant, and not without further complication, and are laid out in the content of this report.
81. These factors have led to the recommendations at the top of this report.

**Appendices:**

Appendix 1 – Notice of Motion  
Appendix 2 – Waste collection data from phase 1  
Appendix 3 - Waste programme risk log  
Appendix 4 – Summary of Council debate

**Background Papers:**

[October 2024 Cabinet – Waste Programme Update](#)

[July 2022 Cabinet – Waste Strategy](#)

[Waste collection policy](#)

[Report and appendices from Extraordinary Council Meeting 28 August 2025](#)

## **Appendix 1 – Notice of Motion**

**In accordance with Standing Order 22, Cllr Malcolm Wade wishes to move the following motion:**

### **This Council notes:**

1. Ongoing waste and recycling operational issues in Phase 1 areas, including:
  - Missed collections of general, recycling and food waste.
  - Overflowing bins and public health risks from rotting food.
  - Interference from free-roaming animals, particularly donkeys, as a result of changes to collection points in open forest areas.
  - Confusion among residents about collection point requirements.
  - Impact on collections in Phase 2 and 3 areas, as well as call-waiting times for residents.
  - Impact on NFDC officer time and staff morale.
2. The recent partner meeting of **6 August 2025** involving the Verderers, Forestry England, the New Forest Association, and the Commoners Defence Association, which acknowledged these issues and agreed trial changes to bin placement.
3. That trials to address these problems are only commencing in August, with a further partner review not until 27 August—just one day before this meeting.
4. That updated projections for the cost of the Phase 2 and 3 rollout have not been published, which would take into account the additional costs incurred for Phase 1 (including staff pay, transportation costs, officer time and other fees and charges).
5. That the Cabinet has continued to progress Phase 2 implementation despite these known issues, and **before** trials and risk assessments have concluded.

### **This Council believes that:**

1. Waste removal is an essential service for residents and businesses across the New Forest area.
2. An efficient and effective rollout of Phase 2 and 3 is essential to ensure that we avoid additional costs and minimise disruption for our residents and staff.
3. That this is best achieved by learning the lessons from Phase 1 and ensuring that they are not repeated in Phases 2 and 3.

### **Council therefore resolves:**

a) To suspend the implementation of Phase 2 and Phase 3 of the waste container rollout until:

- A full report is made to Council categorising the Phase 1 issues with clear mitigating actions identified and delivered.
- Results of the trials on bin placement and container security are available and reported to Full Council.
- An agreed operational policy for collection in open forest areas is in place and communicated appropriately with all relevant stakeholders.
- The council reviews its commercial waste policy with regard to camping and caravan sites where there is residential use alongside commercial use.
- Secure food waste container options have been identified and tested.
- A full risk assessment for Phase 2 and Phase 3 areas is completed and published.
- An improved communication and education service is implemented to support residents in the transition to the new service.

b) That bin placement in open forest areas should, where practicable, be **inside property cattle grids** pending the adoption of any secure container solution, to prevent animal access.

c) That monthly performance data be published on missed collections, animal interference incidents, complaint volumes and resolution rates, and customer service SLA compliance, for the duration of the Phase 2 and 3 rollout.

d) That the Leader of the Council and Cabinet Member for Environment and Sustainability report progress directly to Full Council **before** any further rollout stages proceed.

## APPENDIX 2 – WASTE COLLECTION DATA – PHASE 1

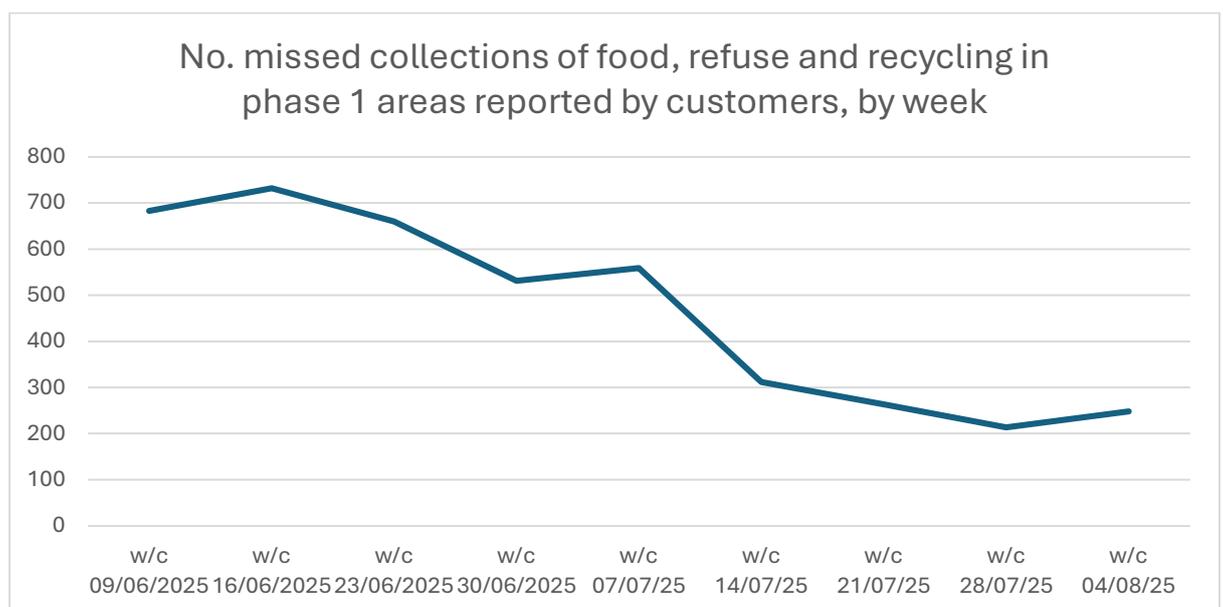
This appendix addresses the specific data requests contained in the requisition for an extraordinary meeting of the Council.

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

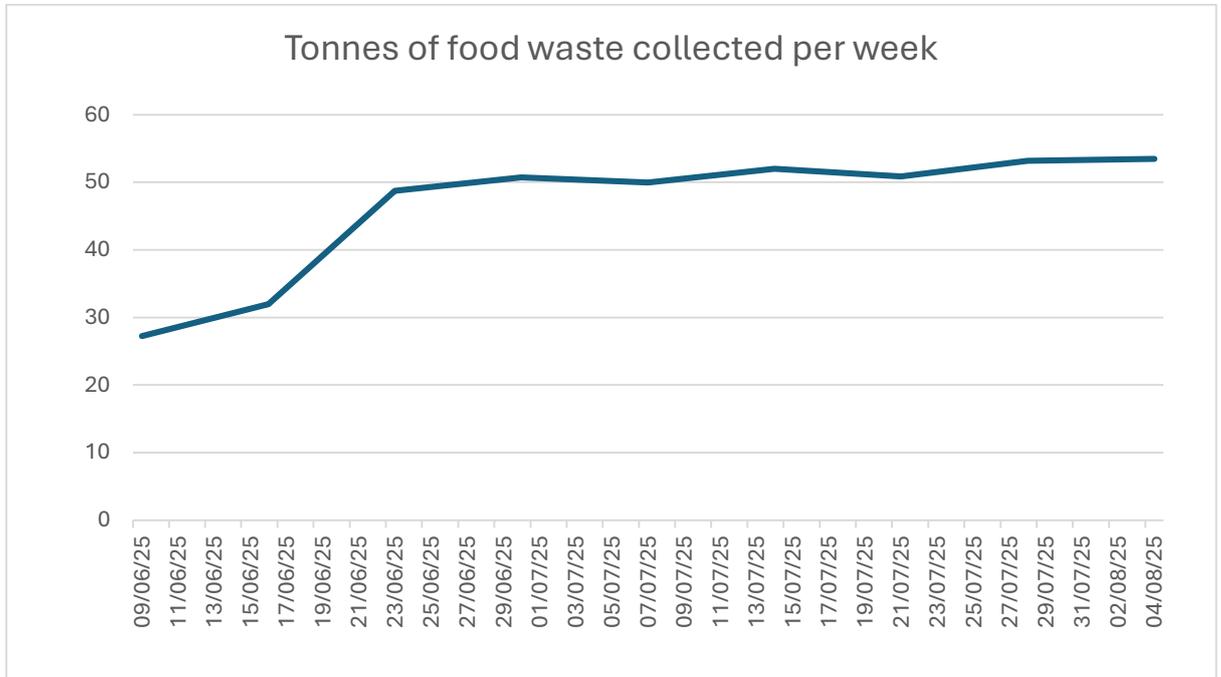
As of 15 August 2025, there were 157 addresses (out of c 31,000) awaiting a full set of containers. It is anticipated these will have been completed by the end of August.

### 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.

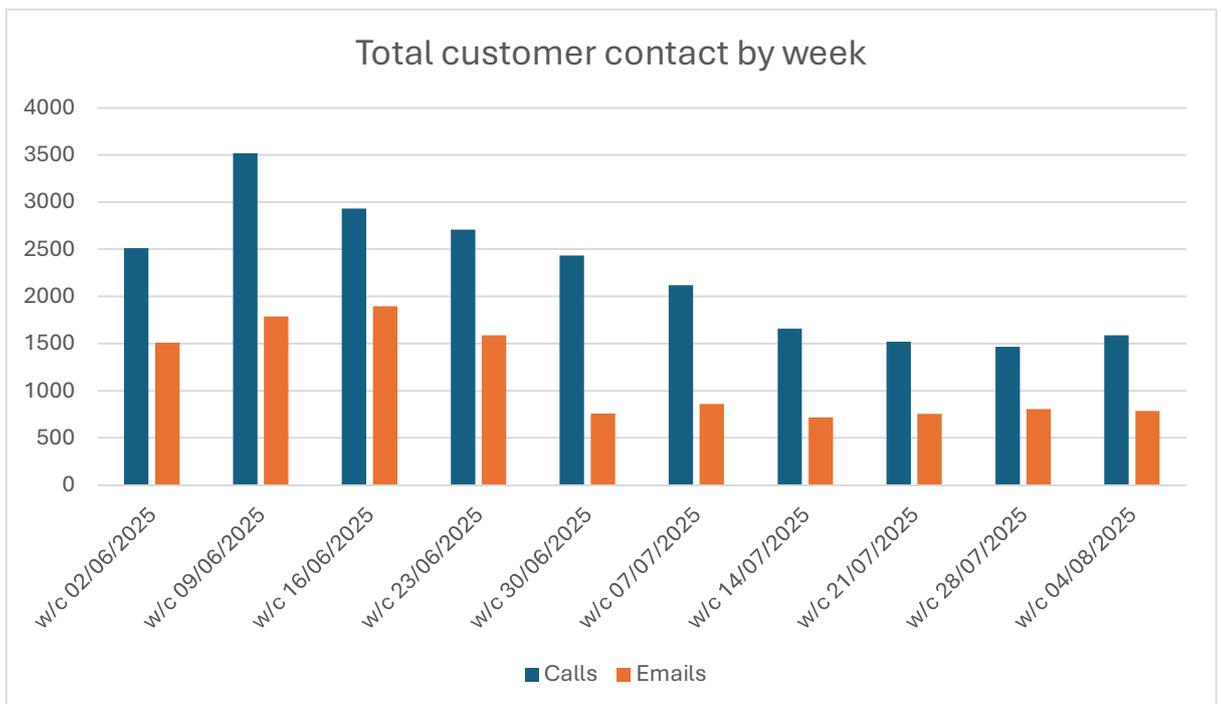
The graph below includes data up until 11 August 2025. It shows that since the beginning of the roll out (9 June 2025) the number of missed collections reported to the council by residents in the phase 1 area has significantly reduced. Hotspots and slower collection days do however remain, mainly due 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).

<b>Month</b>	<b>No. lost days</b>
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 3 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	
Behind gates collection trial	Funding for collection resources to support "behind gates" trial during pannage	This funding was approved by Strategic Director as per Financial Regulations	150	

New waste supervisor	To support frontline teams with additional supervision		19	
<b>Totals</b>			<b>513</b>	<b>-151</b>

**8. Clarification of policy on bin pickup points: whether containers must be placed on property boundaries or collected from within premises. The container pick up 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 Commoners 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 t, 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.

Risk #	Work Group	Date added	Risk Description	Risk rating		Over Risk Owner	Mitigations	Residual Risk						
				Likelihood	Impact			Overall	review date	Risk/Issue	Status			
7	Infrastructure		Ringwood - long term availability of site and Associated area - lease agreement and landlord consent not yet signed/agreed	3	3	9	Chris N	3/06/25 - contact from HCC - lease received detail to be provided to update HCC when detailed plans for the new cabins available. 22/05/25 - Cb CN has escalated NFDC desire to progress the lease agreement with HCC. Awaiting update. 07/05/25 - CB - Awaiting response from HCC on lease and consent for new porta cabins. 03/04/25 - CB - Cb meeting Phil M on the 9th April to check latest status. 12/03/25 - CB Lease discussions with legal teams. Soon to be signed - no known blockers 28/01/25 - CB - LGR and devolution proposals mean longer-term this site will likely be owned by new unitary authority. reducing risk of availability 20/01/25 - CB - Lease discussions progressing well HCC, awaiting confirmation of lease agreement. various details being worked through with HCC - HCC now more positive over lease renewal - close when lease agreed	2	2	4		Risk	open
10	Infrastructure		Lack of long term depot capacity - Ringwood/Marsh Lane	2	3	6	Chris N	12/08/25 Draft report received and officer comments returned to Arcadis - revised draft awaited. 07/05/25 - CB - Arcadis appointed to look at MLD - work in progress - completion expected end of summer 2025 12/03/25 - CB - tenders received from consultants. Work to start within next month - complete by end of summer 2025 Managed via Infrastructure group - consultants being engaged for MLD review. Outcome expected in 2025	2	2	4		Risk	open
11	Infrastructure	20/11/2024	Ringwood and Marsh lane: insufficient budget for replacement portacabin at Ringwood, supervisor office and other welfare improvements at Marsh Lane Depot	4	3	12	Chris N	10/03/25 - CB - approval given to proceed with improvement works. Meetings setup to progress and agree way forward. 28/01/25 - CB Chris N has presented costs to James C for review - awaiting feedback Additional funding Required to meet minimum welfare requirements CB: 20/11/24 - Chris N noted that the £70k was available in addition to the remaining £183k remaining from Ringwood improvements	2	2	4		Risk	Open
16	Infrastructure	20/11/2024	Financial/Service Risk in 3- 5 years: Change in government policy - prioritising separate fibre and card Risk around increased costs for NFDC - vehicles and containers for future service arrangements - Linked with Gov policy and HCCs decision to provide a twin stream MRF.	3	3	9	Chris N	24/07/25 - HCC decision to move to twin stream poses significant risk to NFDCs waste collection budgets and will require significant officer time to input into the route map for compliance and JMWS revision 17/06/25 KP - Project Integra officer meeting on 10 June - NFDC will provide resource for JMWS update 02/06/25 - Additional NFDC resource required to input into JMWS update and defra SR route map 07/05/25 - CB - HCC has agreed to fund a MRF that will separate Fibre and Card - due to be operational end of 2027. Costs to be assessed/discussion ongoing. 03/04/25 - CB - project integra strategic board to meet 16th April. Awaiting fuller update from HCC. 24/03/25 - Meeting between NFDC and HCC took place 05/03/25. 19/02/25 - CB - NFDC have been invited to HCC meeting regarding cost sharing. 28/01/25 - CB - NFDC to better understand future costs involved and direct negotiation with HCC on cost sharing 09/12/24 - Member support required for interim approach - considering future direction of travel.	3	3	9		Risk	open

Risk #	Work Group	Date added	Risk Description	Risk rating		Over Risk Owner	Mitigations	Residual Risk						
				Likelihood	Impact			Overall	review date	Risk/Issue	Status			
17	Infrastructure	20/11/2024	Bin distribution to residents - Jett Track record and risk of non-delivery to households	3	4	12	Peter C	12/08/25 KP - contract meeting agreed revised arrangements for data provided to Jett and on site contract management by Jett for phase 2 distribution 22/07/25 SM - Jett have ceased mop up deliveries and this has been taken back in house. Waste team are working closely with Jett to ensure the data provided for Phase 2 is useable and trackable. 17/06/25 KP - container distribution for Phase 1 not complete - Jett has increased resource supplemented by 2 streetscene crews but numbers missed remain high 22/05/25 - CB Jett's performance has been escalated to CEO. Jett are behind schedule: risk to NFDc as legal action might need to be taken. operational contingency plan in place. 07/05/25 - CB regular contract meetings are taking place to monitor deliveries 22/04/25 - CB - Some reporting data issues ongoing from Jett - NFDC are working through issues with Jett - Successful meeting took place (23/04/25) now alignment/spec is clear going forward. 12/03/25 - CB - regular engagement sessions being setup between NFDC and Jett to ensure alignment and regular communication. 20/01/25 - CB - Change in ops manager. Dave WO is managing relationship and keeping a close eye. DWO to have scheduled check in meetings with Jett ahead of engagement. CB 20/11/24 - Manage contract closely, with regular check ins with ahead of delivery dates 9/12/24 - waste Ops Manager replacement to manage relationship as a high priority	2	3	6		Risk	open
19	Operations and Fleet	20/11/2024	Vehicle production/build lead times - for all phases and any changes to phase 1 arrangements and open forest collections, including bring site implications.	4	4	16	Simon C	12/08/25 SM - SC confirmed currently waiting on 2 side lift vehicles which should be delivered end of this month or early next month. 2 caged vehicles are just awaiting their tracking to be fitted and will then be delivered. 04/07/25 Dennis Eagle advised delivery times, from order, is 52 weeks for RCV's	4	3	12		Risk	Open
21	Operations and Fleet	20/11/2024	Linked with above: availability of hire vehicles:	2	3	6	Simon C	12/08/25 - SC to confirm current availability of hire vehicles including cost and how quickly they can be made available to us. 22/07/25 - SM - we still have a number of hire vehicles supporting the phase one roll out. 22/05/25 - CB - seek update from Simon on availability of hire vehicles.  Ensure hire companies are aware of plans/situation around any delays in new fleet vehicles. Expensive mitigation. SC having vehicles without bin lifts will mean there are vehicles that are on the O licence that can't be used. Any further hired vehicles would mean additional HGV parked overnight. This could mean a limited number of hired RCV's can be on site (Added SC 17/12/2024). There has been a supply issue with Electric bin lift. We are currently awaiting a schedule of retrofitting the lifts (Added SC 24/03/2025)	1	3	3		Risk	Open
23	Strategy	20/11/2024	Working practice change - risk to service delivery through levels of sickness absence and poor take up of overtime	3	4	12	Karyn P	12/08/25 Increased levels of sickness have been seen in recent week impacting service delivery 03/04/25 - Cb existing and new staff have all signed contact variations and will move to new contracts from 1st of June. Low risk Some possible staff disgruntlement at a range of significant changes to routes, vehicles and working practices. 24/03/25 - KP - some possible operational impact due to changes taking place directly before phase 1. Some possible staff disgruntlement at a range of significant changes to routes, vehicles and working practices. 26/02/25 - CB - 9 staff have not signed the amended contracts, plus an additional 14 pending returns. (23 in total) 80 staff have signed and returned. operational impact reducing but will be assessed once final numbers are received. 19/02/25 - CB - a number of signed contract variation letters received - positive direction of travel KP 21/01/25 Changes agreed by EMT carefully managed communications - staff will be issued variation letters on 11/02/25 via depot briefings	3	3	9		Risk	Open
27	Strategy	26/11/2024	Levels of resources across the Programme: Is it adequity resourced to deliver changes requested by members and partners	4	4	16	Karyn P	12/08/25 Outcome of EGM and Lessons Learnt will determine extent of any changed budget requirement	2	2	4		Risk	Open

Risk #	Work Group	Date added	Risk Description	Risk rating		Over Risk Owner	Mitigations	Residual Risk				Risk/Issue	Status	
				Likelihood	Impact			Likelihood	Impact	Overall	review date			
29	Strategy	26/11/2024	Risk that insufficient budget is allocated to the programme over the full lifecycle, including changing operational need.	3	3	9	Karyn P	12/08/25 - increased resource requirements and business case for operational changes - current impact unknown. Budget re-assessed with new rounds/staffing assumptions to feed into Jan Board and Feb Cabinet 2025	3	3	9		Risk	Open
31	Fleet and Operations	26/11/2024	Risk that IPL do not deliver Containers as per agreed timelines and quality (Phase 2)	2	4	8	Peter C	12/08/25 KP - Phase 2 deliveries progressing well 22/04/25 - CB - Some issues with quality/branding of food waste caddies (currently 700). Concerns have been escalated by waste team and team is in contact with IPL to rectify the situation. Impact is that NFDC will use time and resource to rectify issues. Distribution teams are actively checking for incorrect containers. 03/04/25 - IPL have delivered 180L and 240L containers for storage at Queensway and Claymeadow. - Risk around food Caddies arriving late from Friday 11th April. 05/03/25 - Phase 1 deliveries on track. Close risk for phase 1 when deliveries are complete. 26/02/25 - CB - IPL delivering containers from 26/02/25 - schedule in hand with NFDC teams. 19/02/25 - CB - CB has chased IPL a number of times. Expecting reply asap. Meeting to be setup if required. Manage relationship closely with IPL, via regular check ins etc	1	2	2		Risk	Open
33	Infrastructure	26/11/2024	Budgetary Risk: Risk around food waste disposal: Not able to use Marsh lane (Veolia site). There will be additional costs of transporting food waste to Marchwood and Hurn	3	3	9	Chris N	12/08/25 - no further update, CN to chase. 24/07 no further update, however there is a clear operational impact of distance to tipping point for food waste for P1 area 18/06/2025 - this has not yet been discussed with HCC, CN will raise with them before end June. 03/04/25 - KP sent food waste tipping calcs to team for comment. Recommendation that £124k of additional tipping costs be sought from HCC 10/03/25 - KP - Cost modelling working was reviewed to understand financial implications. Further work being undertaken. 5/03/25 - CB Nicola R has planned in to model routes to calculate/estimate cost/time differences to inform budget planning and any additional next steps	3	3	9		Risk	open
35	Strategy	18/12/2024	Risk that Councillors are not up to date with the key messages of the waste programme when responding to residents.	4	4	16	Karyn P	12/08/25 Councillor and town and parish engagement Sessions for Phase 2 set up in September 2025 03/04/25 - CB - Further engagement sessions arranged and online resources in place. monitoring until P1 roll out 24/03/25 - CB - Officers are receiving some queries from councillors which highlights further messaging required. 12/03/25 - CB - Comms to Cllrs has been increasing, with face to face, teams and emails being setup/sent. Increase Cllr engagement - Increase messaging to Cllrs and ensure message is understood, not just received. Briefings held Dec 24/Jan 25 with further face to face briefings to be arranged	2	2	4		Risk	Open
51	Infrastructure	12/03/2025	Bins storage issues across Queensway and claymeadow - lack of space and knock on effect on budget and staff resource	4	4	16	Liz M	22/07/25 - SM - bin delivery for Phase 2 has started into Claymeadow depot. Insufficient available space at Queensway due to later completion date of remedial works and nesting gulls – Alternative sites may be required plus additional costs 22/05/25 - CB - Site will not be vacated until september due to nesting birds- other sites will need to be considered for future phases. Both resource and budget will be impacted. 07/05/25 - Insufficient available space at Queensway due to late completion date of remedial woks – Alternative sites may be required. Options to be investigated. 22/04/25 - CB - Storage issues should be minimised once delivery rate from Jett is known. (Jett deliver roughly 900 containers a day). Team are managing stock control carefully. Monitoring situation. Phase 1 storage issues, caused by contractors remaining on site, are being managed by operational teams by maximising the use of Claymeadow Phase 2 will be more easily managed due to space constraints removed. Phase 3 to be planned.	3	4	12		Risk	open

Risk #	Work Group	Date added	Risk Description	Risk rating		Over Risk Owner	Mitigations	Residual Risk						
				Likelih	impact			likelihood	impact	Overall	review date	Risk/Issue	Status	
52	Infrastructure	24/03/2025	Efficient Bin distribution to households could be affected by bin storage location/arrangements	3	3	9	Liz M	17/06/25 KP - the limited storage capacity and need to move containers around has affected the efficiency of bin distribution Phase 1 22/05/25 - CB - now an issue. Impact across service as staff and budget being used to manage as best as possible. 24/03/25 - CB - Containers are being moved between claymeadow and Queensway by operational staff to enable efficient distribution by Jett.	3	2	6		Issue	open
54	Operations and Fleet	02/06/2025	Recruitment of loaders and drivers, and turn over of staff. Potential impact of Chargehands and Supervisors driving routes and not overseeing roll out management and issues.	4	4	16	Peter C	12/08/25 - 7 applicants received for Ringwood driver position and 7 recieved for Hardley position. Currently shortlisting for interview. 24/07 Driver recruitment currently no applicants, ongoing work with HR to look at the situation, pay, market supplements, addtional adverts etc 22/07/25 - SM - no outstanding positions for phase one but due to additional resource required with mop up crews supervisors and chargehands are regularly driving. 17/06/25 - Phase 1 recruitment complete but bedding in rounds has meant chargehands and supervisors are driving and resources are stretched. 04/06 DWO reported that they had 2 further applications for driver post, leaving just 1 remaining vacancy HGV list has been established from NFDC staff, a continued effort on recruitment and training on new loaders to be drivers.	2	4	8		Risk	open
55	Resources	24/07/2025	Impact of the implementation of the Customer First programme, to include a new CRM and telephony	4	4	16	Ryan S	24/7/25 - Recruitment of additional staff, discussions with ICT around implementation plan and timelines, Customer First Project Board involved, aware and will make informed decisions on roll-out, pre-implementation work underway.	3	3	9	Ongoing	Risk	Open
60	Strategy	30/07/2025	Reputational damage due to media coverage of animals accessing waste containers on the open forest	4	3	12	James C	Meeting taking place with key partners, set clear actions that can be shared in comms messaging to show the Council commiment to service improvement.	3	3	9		Risk	open
61	Strategy	12/08/2025	Risk that Key partners are not up to date with key messages	4	4	16	Karyn P	12/08/25 - recent meetings with key partners have clarified collections policy and actions have been agreed.	3	2	6		Risk	Open

**Cabinet – 3 September 2025**

**Review of new waste collection service phase 1 roll out and motion to suspend phases 2 and 3**

At the Extraordinary Council meeting of 28 August 2025, Council passed the following resolution:

**That the Council consider the contents of the report to inform its debate.**

The following summarises the council's consideration of this item:

Council agreed to suspend standing orders to allow three registered members of the public to speak at the start of this item. The speakers were; Gary Lee, Susan Carter and Tony Fessler. They highlighted the following concerns in relation to the roll out of Phase 1 of the waste and recycling service:

- Donkeys accessing bins on collection day, in particular the food waste caddies. The donkeys had developed ways to access the bins and freely roamed the streets in the village of Brockenhurst to access food. There was concern expressed that this could lead to an increase in aggression in the behaviour of donkeys and that there was a fear that a member of the public might get injured.
- It was asked that the trial to put the bins behind gates become normal practice to prevent donkeys accessing the waste. It was also asked that a member of the council visit the area on collection day to observe the problems being experienced.
- It was highlighted that the 2021 census results had 34% of the population of Brockenhurst over the age of 65 and the impact the new service had on these residents. Bins in communal areas were considered to be too high and the residents were experiencing difficulty in lifting the lids of the bins up and putting the waste into them. Residents in non communal areas were also experiencing difficulty in coping with the new containers. It was felt that there had been no consultation with residents, and that if there had been, this would have been flagged up. There was concern over risk of injury and breach in the council's duty of care.

- Communication to residents in May 2025 regarding where to place the containers. Residents had been asked to place them where they meet the public highway, however this was a change for residents living down private roads. It was felt that there had been a conflict between the waste collection policy document and the communication to residents. It was highlighted that some private roads were too narrow for refuse trucks with the new service. It was requested that the small bin trucks be brought back to collect the waste in a similar way to the previous service.

Cllr Blunden, Portfolio Holder for Environment and Sustainability presented the report and acknowledged the disruption during the phase 1 roll out and offered his sincere apologies for the inconvenience and frustration faced by residents. Work was being carried out to resolve the issues as swiftly and effectively as possible but it was recognised that this was a huge operational change and a very complex service. The council had an environmental responsibility to collect food waste and to reduce waste and it wanted to provide a modern service for residents.

The report set out various workstreams and did not overlook the advantages of the service change and the progress which had been made to date. The collection rates were improving week on week and 98% of waste and recycling had been collected. The crews were adapting to the new system. It was noted that there had been an impact across the organisation of the new service for all staff, in particular frontline and operational staff. Thanks was given to all staff. It was highlighted that the service was safer for crews and would improve recycling rates. It was a service which would meet the needs of residents.

The Portfolio Holder addressed a specific issue raised by residents and partners around the presence of free-roaming animals, particularly pigs during the pannage season. He highlighted that constructive discussions had been taking place with the Verderers, Forestry England, the Commoners Defence Association and the New Forest Association and that a set of temporary arrangements had been agreed. This meant that certain properties would be asked to place their food waste containers behind the gates for collection. To make this possible, additional resources were being invested to account for the additional time crews would take to collect food waste caddies from behind gates.

The new service was a major change and with it came an opportunity to make it a success.

Members debated the report and summary of the points arising during the debate are detailed below:-

- Members acknowledged the importance of providing a service fit for purpose to residents and that it was necessary to get it right. The new waste and recycling service was supported in principle and the ambition to recycle more.
- A number of Members reported that they had been contacted by local residents living in the phase 1 area in relation to a number of concerns, including missed collections, failure to deliver containers, roaming livestock, reporting matters to the customer services team and that these problems extended wider than the phase 1 area with other residents experiencing problems, including missed collections and not being delivered the plastic sacks in the phase 2 and 3 areas. This included missed glass and garden waste collections.
- Environmental concerns were raised. It was noted that some properties had not been included in the list for receipt of containers and that this needed to be addressed.
- The impact of missed collections was district wide and had an impact on the bring sites in the District, many of which were overflowing with waste and recycling.
- Customer services had experienced a high volume of enquiries in relation to the new waste and recycling service and that the time taken to answer telephone calls had been as high as 40-50 minutes at times which also had an impact on other services.
- Improvements were suggested to the communications with local residents in advance as well as during the service roll out. This included the interface with ward councillors. This could take the form of more timely dissemination of collection rates within particular areas, to support clear messaging to local residents.
- A number of members highlighted the volume of concerns which had been brought to their attention by local residents which was districtwide.
- Tribute was made by members to the officers who had been involved, in particular front line staff and customer services for their hard work in challenging circumstances.
- It was acknowledged that there had been an impact on staff and that the level of sickness had increased, which might indicate low morale.

This was felt to be an ongoing risk to the council and there was a duty of care as an employer to address this. It was also felt that recruitment was difficult, with a low number of applications being received for vacant posts. It was suggested that a review of staffing issues be carried out and that this also include staffing at the various hubs around the district.

- Members speaking in support of the actions within the motion suggested that a pause to the service would enable solutions to be identified and bring the project back on track, ensuring that phases 2 and 3 were carefully planned, building on the lessons that were being learnt from phase 1. It was acknowledged that there would be costs associated with any delay the roll out of phases 2 and 3 but also that there would be a cost associated with a failure to deliver a good service, which included reputational damage. It was also recognised that there was a deadline to roll out a food waste collection service by March 2026, which would put £2.5 million of funding at risk, if this service was not delivered on time.
- A member highlighted matters included within the Risk Assessment, this included operational risk which had not been stabilised, missed bin collections higher than expected, container delivery late or wrong and that narrow access rounds were not working as well officers would like. These matters, in the view of the councillor, were indicators that there should be a pause to the rollout of the future phases before the issues were multiplied across more residents. In relation to the financial risk, it was highlighted that initially there was insufficient budget for the roll out, unexpected tipping charges and a reliance on agency staff. The officer report indicated there was a £1.2 million assumption to the delay to the roll out of phases 2 and 3 but that this was not fixed liability.
- A number of ward members in the New Milton area reported that the roll out of the new service had been successful in their area with waste collected in good time and that the streets with cleaner as a result of the introduction of the new containers. The sack service had left the streets littered with rubbish arising from seagull attacks each week. It was felt that local residents were supportive of the new service and that following discussions with the crews collecting the waste that morale with staff was high. A 98% collection rate was positive.
- The proposed trial to change the collection points of the containers in specific areas was welcomed to address issues with donkeys. Financial information on the trial and the additional costs was requested.

- A clear plan of mitigating actions and measurable Key Performance Indicators was requested which would monitor progress and instil confidence.
- It was noted that many of the issues raised at the meeting had been considered by the member led working group through the development of the Waste Strategy. Good practice from other authorities had also been reviewed.
- It was generally acknowledged that the roll out of the service had not been as smooth as desirable, recognising that it was the largest and most complex project the council had ever introduced. Despite that, the new service was delivering for the vast majority of residents and there were concerns that a delay could hamper the progress being made to resolve the areas experiencing disruption.

Cllr Steve Davies, Deputy Leader thanked all those present at the meeting for the debate and recognised that there was a lot to consider and to learn lessons to improve the service. The importance of more robust scrutiny was recognised and that the report highlighted lessons learnt and the matters which were being addressed. He believed that the improvements to the service would make the big difference to local residents. A sincere apology was made to the customers who had felt let down. It was highlighted that in New Milton the service had been exemplary. Confidence was expressed that the planned improvements would help to resolve the areas of concern. Finally, the Deputy Leader praised staff, in particular the customer services team in the roll out of the waste service.

Cllr Geoff Blunden, Portfolio Holder for Environment and Sustainability reported that he would reflect and take on board the comments made at the meeting. He recognised there were areas which were not working and that these were being fully addressed. Other areas, such as New Milton were however working well. The Portfolio Holder apologised to the residents present at the meeting in relation to the problems faced in Brockenhurst.

There was a focus on solutions to address issues and this was the priority of the team. He felt that pausing the roll out would delay matters further. Missed collections accounted for a small percentage of the number of collections across the district. The collection of food waste had been a success, with the collection of 60 tonnes of food waste last week. He was

confident that the steps taken by the council set out in the report, showed there was a clear action plan and effective governance.

## **Notice of Motion**

In accordance with the Standing Orders, the following motion, proposed by Cllr Malcolm Wade and seconded by Cllr David Millar was referred to Cabinet.

To consider a motion calling for:

### **This Council notes:**

1. Ongoing waste and recycling operational issues in Phase 1 areas, including:
  - a. Missed collections of general, recycling and food waste.
  - b. Overflowing bins and public health risks from rotting food.
  - c. Interference from free-roaming animals, particularly donkeys, as a result of changes to collection points in open forest areas.
  - d. Confusion among residents about collection point requirements.
  - e. Impact on collections in Phase 2 and 3 areas, as well as call-waiting times for residents.
  - f. Impact on NFDC officer time and staff morale.
2. The recent partner meeting of **6 August 2025** involving the Verderers, Forestry England, the New Forest Association, and the Commoners Defence Association, which acknowledged these issues and agreed trial changes to bin placement.
3. That trials to address these problems are only commencing in August, with a further partner review not until 27 August—just one day before this meeting.
4. That updated projections for the cost of the Phase 2 and 3 rollout have not been published, which would take into account the additional costs incurred for Phase 1 (including staff pay, transportation costs, officer time and other fees and charges).
5. That the Cabinet has continued to progress Phase 2 implementation despite these known issues, and **before** trials and risk assessments have concluded.

### **This Council believes that:**

1. Waste removal is an essential service for residents and businesses across the New Forest area.
2. An efficient and effective rollout of Phase 2 and 3 is essential to ensure that we avoid additional costs and minimise disruption for our residents and staff.
3. That this is best achieved by learning the lessons from Phase 1 and ensuring that they are not repeated in Phases 2 and 3.

### **Council therefore resolves:**

a) To suspend the implementation of Phase 2 and Phase 3 of the waste container rollout until:

- A full report is made to Council categorising the Phase 1 issues with clear mitigating actions identified and delivered.
- Results of the trials on bin placement and container security are available and reported to Full Council.
- An agreed operational policy for collection in open forest areas is in place and communicated appropriately with all relevant stakeholders.
- The council reviews its commercial waste policy with regard to camping and caravan sites where there is residential use alongside commercial use.
- Secure food waste container options have been identified and tested.
- A full risk assessment for Phase 2 and Phase 3 areas is completed and published.
- An improved communication and education service is implemented to support residents in the transition to the new service.

b) That bin placement in open forest areas should, where practicable, be **inside property cattle grids** pending the adoption of any secure container solution, to prevent animal access.

c) That monthly performance data be published on missed collections, animal interference incidents, complaint volumes and resolution rates, and customer service SLA compliance, for the duration of the Phase 2 and 3 rollout.

d) That the Leader of the Council and Cabinet Member for Environment and Sustainability report progress directly to Full Council **before** any further rollout stages proceed.