

# Scrutiny Streets, Environment & Homes Sub- Committee Agenda



To: Councillor Sean Fitzsimons (Chair)  
Councillor Jan Buttinger (Vice-Chair)  
Councillors Robert Canning, Richard Chatterjee, Luke Clancy, Felicity Flynn  
and Callton Young

Reserve Members: Clive Fraser, Karen Jewitt, Michael Neal,  
Andrew Pelling, Helen Pollard, Joy Prince and Gareth Streeter

A meeting of the **Scrutiny Streets, Environment & Homes Sub-Committee** which you are hereby summoned to attend, will be held on **Tuesday, 9 October 2018** at **6.30 pm** in **Council Chamber - Town Hall**. **A Pre-Meet for Members only will take place at 6pm in room F5**

JACQUELINE HARRIS-BAKER  
Director of Law and Monitoring Officer  
London Borough of Croydon  
Bernard Weatherill House  
8 Mint Walk, Croydon CR0 1EA

Stephanie Davis  
020 8726 6000 x84384  
stephanie.davis@croydon.gov.uk  
www.croydon.gov.uk/meetings  
Monday, 1 October 2018

Members of the public are welcome to attend this meeting.  
If you require any assistance, please contact the person detailed above, on the righthand side.

N.B This meeting will be paperless. The agenda can be accessed online at [www.croydon.gov.uk/meetings](http://www.croydon.gov.uk/meetings)



## **AGENDA – PART A**

**1. Apologies for Absence**

To receive any apologies for absence from any members of the Committee.

**2. Minutes of the Previous Meeting (Pages 5 - 14)**

To approve the minutes of the meeting held on 26 June 2018 as an accurate record.

**3. Disclosure of Interests**

In accordance with the Council's Code of Conduct and the statutory provisions of the Localism Act, Members and co-opted Members of the Council are reminded that it is a requirement to register disclosable pecuniary interests (DPIs) and gifts and hospitality to the value of which exceeds £50 or multiple gifts and/or instances of hospitality with a cumulative value of £50 or more when received from a single donor within a rolling twelve month period. In addition, Members and co-opted Members are reminded that unless their disclosable pecuniary interest is registered on the register of interests or is the subject of a pending notification to the Monitoring Officer, they are required to disclose those disclosable pecuniary interests at the meeting. This should be done by completing the Disclosure of Interest form and handing it to the Democratic Services representative at the start of the meeting. The Chair will then invite Members to make their disclosure orally at the commencement of Agenda item 3. Completed disclosure forms will be provided to the Monitoring Officer for inclusion on the Register of Members' Interests.

**4. Urgent Business (if any)**

To receive notice of any business not on the agenda which in the opinion of the Chair, by reason of special circumstances, be considered as a matter of urgency.

**5. Cabinet Member Question Time: Cabinet Member for Clean Green Croydon**

Question Time with the Cabinet Member for Clean Green Croydon, Councillor Stuart Collins.

**6. South London Waste Partnership Update (Pages 15 - 30)**

To receive an update on the progress of the new South London Waste Partnership (SLWP) Lot 1 contract which commenced for Street Cleansing in March 2018 and Waste and Recycling in September 2018

**7. Work Programme 2018/19 (Pages 31 - 34)**

To note the Work Programme for the 2018/19 municipal year.

**8. Exclusion of the Press and Public**

The following motion is to be moved and seconded where it is proposed to exclude the press and public from the remainder of a meeting:

“That, under Section 100A(4) of the Local Government Act, 1972, the press and public be excluded from the meeting for the following items of business on the grounds that it involves the likely disclosure of exempt information falling within those paragraphs indicated in Part 1 of Schedule 12A of the Local Government Act 1972, as amended.”

## Scrutiny Streets, Environment & Homes Sub-Committee

Meeting of held on Tuesday, 26 June 2018 at 6.30 pm in Council Chamber, Town Hall,  
Katharine Street, Croydon CR0 1NX

### MINUTES

**Present:** Councillor Sean Fitzsimons (Chair);  
Councillor Jan Buttinger (Vice-Chair);  
Councillors Robert Canning, Luke Clancy, Felicity Flynn and Callton Young

**Also Present:** Councillor Stuart Kin, Cabinet Member for Environment, Transport and  
Regeneration (Jobshare)  
Dan Athoil Head of Thameslink Readiness, Thameslink  
Sam Cullen Public Affairs Manager, Thameslink  
Jon Ruch Senior Programme Manager, Thameslink  
Richard Lancaster, Project Manager  
Charles King Chair, East Surrey Transport Committee  
Alan Hannaford, London Reconnections  
Tim Bellenger Director of Policy & Investigation, London Travel Watch

**Apologies:** Councillor Richard Chatterjee

### PART A

#### 21/18 Minutes of the Previous Meeting

The minutes of the meeting held on 20 March 2018 were agreed as an accurate record.

#### 22/18 Disclosure of Interests

There were none.

#### 23/18 Urgent Business (if any)

There were no items of urgent business.

#### 24/18 New Rail Timetable

The Chair welcomed all Members and invited guests to the meeting for a discussion on the impact of the changes made to the rail timetables upon the residents and businesses of Croydon as well as the wider community.

The Chair informed the Sub-Committee that Govia Thameslink Railway (GTR) had given their apologies for non-attendance at the meeting as they did not feel it appropriate to attend due to pending enquiries by the Office of Road and Rail as well as the Transport Select Committee.

The Chair expressed his disappointment on behalf of the Sub-Committee that GTR declined to attend the meeting to answer its questions. Although they were not legally compelled to attend, it was felt that the opportunity to explain what had happened and provide reassurance of future improvements should have been taken. This meeting was an opportunity gain an understanding of what went wrong, the impact to Croydon residents, the economic community and the recovery process.

Officers from Network Rail were in attendance and provided a presentation to the Sub-Committee on their current position following the implementation of the new rail timetable. The issues faced and the service recovery plan following the problems that had arisen which impacted negatively on people's lives.

The Sub-Committee was informed that there were a number of issues that contributed towards the disruption experienced, the main being driver availability. Drivers were not always at the station they needed to be at the appropriate time which resulted in train cancellations.

As part of the recovery programme, in the first couple of weeks following the introduction of the timetable, Network Rail worked with GTR on services that had available drivers to ensure they ran smoothly. Following on from that the current focus was to try to stabilise services that had experienced regular cancellations.

*Councillor Callton Young arrived at 18:50pm*

Work was currently being undertaken on a revised, consistent timetable which would limit disruption for peak services.

Tim Bellenger from London Travel Watch advised that his organisation had been involved with Thameslink and GTR since the public consultation and confirmed that the delivery of the timetable had been discussed including the challenges anticipated.

The relationship between the operator and Network Rail had been witnessed and there has been discussions around rethinking how the timetables should work, which was not limited to just changing the times but the whole process involved. It was identified that driver training, infrastructure and communication between other operators was vital to the successful implementation of the timetables.

*Councillor Luke Clancy arrived at 18:55*

The Sub-Committee was further informed that proper consideration had not been given to the number of fully trained drivers needed for the new routes. This failure arose from complicated plans for driver changes with many not confident on the new routes which meant they needed to be accompanied by a senior member of staff.

*Councillor Stuart King arrived at 19:01*

The Chair queried whether the operators knew they had sufficient trained drivers for each route. Officers responded that through the insurance process details were made available. The Assurance Panel reviewed and challenged the information provided. It was felt that the failsafe measures that should have been built in as part of the independent assurance process was not appropriately embedded.

Alan Hannaford commented that GTR should have built work rota's alongside the new timetables, as it would have been difficult to ascertain how many drivers was required, especially if they received the timetables late. It was also felt that GTR was too optimistic and unprepared for failures.

A Member questioned who held responsibility for bringing forward the challenge on the amount of trained drivers required to successfully roll out the changes. The Sub-Committee was informed that the Department of Transport had a role as each franchisee should have brought forward details of their plans.

When GTR examined franchise data and found that there was 66 less drivers than anticipated, this was due to the operators not putting correct information in the plans submitted. It was the responsibility of the Department of Transport to check and monitor franchises and this was not completed satisfactorily.

Tim Bellenger advised the Sub-Committee that several recommendations had been made to the Transport Committee which included comment on the lack of appropriate infrastructure and that the December timetable change should be pushed back 3 or 4 weeks to avoid the busiest period of train use.

There were two dates in the year when changes were made to the timetables. It was mandated by the European Union for all changes to occur on a particular date. This was due to the complexity of the networks and interrelationship between operators in order to not have an adverse effect on each other.

*Councillor Felicity Flynn arrived at 19:18*

It was acknowledged that although the changes to the timetable had been implemented poorly, and passengers had suffered, there had also been some notable successes. The London Overground service had continued to improve on performance and the South-Eastern service has also had good performances. Some parts of the Southern Metro service had also been successful and when the Southern service ran, it performed very well. It was

also acknowledged that it would take a few months for any changes made to timetables to become fully embedded

Charles King from the East Surrey Transport Committee stated that he had sat on the implementation group with many operators. They were reassured that there would be enough drivers, but there had been significant disruption to vital Croydon services including the Coulsdon South station with many trains cancelled, sometimes with no trains in a two hour period. The evening and Sunday services had also been badly affected with up to 80% of services affected at some stations. The last train to some stations often did not run and this impacted upon people who worked late evenings.

It was further commented that the changes made to the arrival platforms of some trains at West Croydon station had a negative impact on passengers with disabilities and the elderly who were unable to reach the other platform to transfer to the Overground train on time. It was difficult to understand why this change has been made when the previous system had been in place for over three years and worked effectively.

Croydon's Transport Project Manager stated that complaints had been received by the Council about the changes and they were keen to get an answer. The view from the local business community was that although the timetable had been welcomed and seen a positive change, the implementation had been extremely poor. The Croydon Business Network commented that trains were consistently cancelled or late and there had been a lack of communication when needed. Long term poor service had a detrimental effect on businesses in terms of recruitment and retention. All of which made attracting businesses to Croydon more difficult.

Councillor Stuart King, Cabinet Member for Environment, Transport and Regeneration (Job share) commented that a quality impact assessment was required at West Croydon station due to the detrimental impact changes had on residents and businesses.

In response to a Member question on the appropriateness of announcements which state that there was a lack of drivers when it should be that there was a lack of trained drivers, Network Rail stated that this was a question for GTR. It was however difficult to convey fully the causes for a disruption over tannoy announcements.

A Member commented that the information board that advertises train arrival times were often unreliable and incorrect. Network Rail said that they had been supporting GTR with improvements in this area and new system integration would result in reduced last minute changes which would be reflected in the information advertised on the boards.

In response to a Member comment that the most common reason given for train cancellation seemed to be due to a fault on the train and as such why this had not been addressed, officers stated that there has been issues with train functionality but many were now running well with fewer faults.



A Member queried the reason why changes were introduced during school term time. Officers advised that time table changes had historically occurred in May and December. Changes can be made outside of this time but the timing had to be a national decision.

The Chair commented that a number of factors led to the issues faced by the rail company and it would appear that people in the industry had raised concerns and received reassured many times. If it had been highlighted that there were flaws in the plans, would the plans have been reviewed or the implementation stopped or delayed?

Officers responded that the system operator was currently looking at its decision points and whether the plans could or should have been stopped at any time. Charles King commented that operators should have realised there were issues and should have reacted to the warning signs accordingly.

Tim Bellenger observed that there were financial consequences for franchisees. There would have been conflicts between departments which resulted in financial implications for franchisees, these conflicts would have led to the temptation to carry on with the plans regardless of warnings of impending issues.

*Councillor Luke Clancy left at 19:57*

A Member stated that a project of this magnitude would have had comprehensive risk register which would have been reported through governance in front of an independent panel. As such it was difficult to understand how the risks involved were not highlighted and if highlighted, appropriate measures were not put in place to minimise the impact of disruption to the service.

In response to a Member comment on what consideration had been given to the cancellations at Waddon station which caused great inconvenience to residents, officers responded that they were working with GTR to monitor services in an effort to ensure that consecutive trains were not cancelled.

A Member commented that interaction with customer service at many main line stations was poor. There were particular issues faced by people with disabilities who found it especially difficult with a lack of specific places for them to convene in order to be able to access trains when they became available following multiple cancellations. It was suggested that opening up the platforms would ease congestion on the train concourse. The attitude towards the needs of people with a disability was very poor and a cultural shift was needed. Officers responded that this would be discussed with station directors at mainline stations.

A Member commented that the GTR website stated that they were working on a compensation package but it was unclear what this would involve. Council

officers were asked to look into a case for compensation for the effects of economic activity on the town.

The Chair thanked all officers and representatives for attending the meeting to discuss the issues presented by the timetable changes.

In reaching its recommendations, the Sub-Committee came to the following **Conclusions:**

1. The introduction of one of the biggest timetable change on 20 May 2018 in line with the expansion of the Thameslink network has proven to be a disaster, with major disruption to the level of service experienced by the passengers of Thameslink and Southern. It was also having a detrimental impact on businesses in Croydon and along the route.
2. The intention behind the changes to the timetable were needed and would have been welcomed had the delivery been successful. However the scale of implementation was compounded by many factors which resulted in catastrophe and chaos to the network.
3. Whilst Network Rail had responded to the request by the Sub-Committee to attend the meeting to be held accountable for actions, it was noticeably disappointing that the main operator Govia Thameslink Railway declined to attend to answer fundamental questions on the impact this was having on residents and businesses in our town who rely on their services. The reason given by GTR, that they couldn't attend whilst a review was being undertaken, was not accepted as GTR had attended a London Assembly Scrutiny meeting the previous day.
4. On hearing the evidence it was concerning that the GTR did not react appropriately despite the assurance process which would have flagged up issues and challenges, such as trained driver availability. Instead the implementation of the timetable went ahead with what can only be described as with an optimistic view of successful delivery and minimal disruption which has not been the case.
5. It was clear that the Rail Industry-wide assurance process, including the Department of Transport, also failed. There was no evidence to show that other major industry players made any real attempt to rein in GTR gung-ho attitude towards its implementation plans.
6. Throughout the process there have been issues with the level of communication with passengers. It was vital that any details of changes to service are passed onto customers at the earliest possible opportunity in order to allow for passengers to make alternative arrangements.
7. There are significant changes which affect the borough of Croydon specifically which include:
  - a. There were as many Southern cancellations as Thameslink especially in late evening and on Sundays.
  - b. The greatest number of Thameslink cancellations were on the Horsham to Peterborough service which disproportionately effects East Croydon and Coulsdon South
  - c. On the Redhill Corridor there were often 2 hour gaps between consecutive trains on both Southern and Thameslink services at Coulsdon South and no alternative service was provided.

d. At West Croydon the Overground trains now terminated at platform 1 rather than platform 4. This had ruined the same platform interchange for onwards connections to Waddon and Sutton. This also meant Overground passengers could no longer use the step free access on platform 4 and now had to use the steps and ramp or side gate via the car park. This was a particular difficulty for those with mobility difficulties and wheelchair users who now had to use the gate to the car park, London and Stations Road to make the interchange and this could not be done within the 6 minutes allowed for the next train.

e. The 09.42 and 10.12 Coulsdon Town all stations to London Bridge service were taken out of the final timetable without any notification. This had created a 90 minute gap in the all stations service which affected all the following stations Coulsdon Town, Reedham, Purley. Purley Oaks, South Croydon, East Croydon and Norwood Junction. This also affected the ability to transfer to the Overground at Norwood Junction from East Croydon.

f. The change in timetable had meant that from many stations in Croydon you could no longer obtain an off-peak travelcard, off-peak Oyster fare or use your Freedom Pass at 09.30 and in some cases not until almost 10.00am. GTR should work with TfL and London Councils to reintroduce easements at those stations where the first off peak train was after 9.40 to allow off-peak fares on the preceding train to 09.30.

g. Ticket Vending Machines have had the One day London Bus and Tram pass removed as options. As the tram was about to go cashless, the reinstatement of this facility was important

8. Many disabled passengers had been left severely affected by the knock on effects of cancellation, with station concourses extremely busy with commuters. When the platforms were open there was a surge for trains which meant they could not always compete with other commuters to get to their train.

9. In the initial aftermath of the timetable fiasco there have been some notable improvements. The fundamental changes to the timetable itself were not the issue, rather the delivery itself that had caused fundamental problems.

10. The Committee received correspondence from all three local MPs, which show the importance of this issue to Croydon residents. Their evidence demonstrated the impact the changes were having on individuals and business.

11. Taking all the above into context, the Committee questioned whether it was right for GTR to continue to act as the operator of the Thameslink and Southern Franchises.

The Committee **RESOLVED** to recommend to GTR that

1. They apologise to the people and business of Croydon for the disruption they caused through a timetable change, which they failed to deliver, and that they should provide generous compensation for passengers.

2. Information on timetables changes be communicated to passengers more effectively and with as much advance notice as possible.

3. That passengers with disabilities were being particularly disadvantaged by the breakdown in the delivery of rail services, and they should rethink their approach to ensure additional resources were directed to resolving this issue.
4. Cancellations of late evening and Sunday services should be minimal, and in particular GTR should not be cutting the last train services which had the biggest impact on passengers getting home at night.
5. A robust programme of rebuilding of trust between the operators and passengers should be devised.
6. Consideration needed to be given to the reinstatement of the 9:42 and 10:12 Coulsdon Town to London Bridge which were vital trains for commuters.
7. Consideration also needed to be given to the reinstatement of facilities such as the bus and tram pass on vending machines.
8. To make a commitment in support of public scrutiny of their performance by local authority scrutiny committees.

The Committee **RESOLVED** to recommend to Network Rail that

- i. To thank them for their attendance and the openness of their responses
- ii. Where Network Rail was responsible, information on timetables changes should be communicated to passengers more effectively and with as much advance notice as possible.
- iii. Should review its own internal assurance processes in regards rail operators proposed timetable changes, and consider whether it needed to take a stronger public stance when it had concerns about the deliverability of those timetable changes.
- iv. The facilities for disabled passengers at all stations, but in particular at mainline stations where passengers had to wait, needed to be revised to ensure that their needs were taken into consideration, especially at times of service disruption.
- v. They take into consideration Croydon's population increase and economic expansion as important factors to be considered when planning changes.

The Committee **RESOLVED** to recommend to Department of Transport that

- i. They consider whether GTR should continue as the operator for the Thameslink and Southern franchises.
- ii. To explain its own role in why it allowed GTR to press ahead with a major time-table change when GTR didn't have the resources in place on the day of implementation, and which others had flagged up earlier as a cause for concern.
- iii. It should make it a legal requirement for rail operators to co-operate fully with local government scrutiny reviews of local rail services, as recently confirmed by the House of Commons Communities & Local Government Select Committee 2017 "Recommendation 6: Scrutiny committees must be able to monitor and scrutinise the services provided to residents. This includes services provided by public bodies and those provided by commercial organisations. Committees should be able to access information and require attendance at meetings from service providers and we call on DCLG to take steps to ensure this happens (Paragraph 90)"

The Committee **RESOLVED** to recommend to Croydon Council that

- i. Officers explore a case for compensation to the borough due to the effects this has had on economic activity.

The Committee **RESOLVED** to recommend to Office of the Rail Regulator that

- i. To copy all the above recommendation to them
- ii. To flag up the Committee's concerns about the industry-wide assurance process for time-table changes, and whether the system was robust enough to ensure that operators have the correct resources in place to deliver the changes from day one.
- iii. It reviews its stance on local government scrutiny of rail operators as local accountability of public services is a fundamental role of local government, as recently confirmed by the House of Commons Communities & Local Government Select Committee 2017 "Recommendation 6: Scrutiny committees must be able to monitor and scrutinise the services provided to residents. This includes services provided by public bodies and those provided by commercial organisations. Committees should be able to access information and require attendance at meetings from service providers and we call on DCLG to take steps to ensure this happens (Paragraph 90)".

The Committee also **resolved** that these conclusions and recommendation should be copied to the three local MPs

**25/18 Exclusion of the Press and Public**

This was not required

The meeting ended at 8.36 pm

**Signed:**

**Date:**

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For general release

<b>REPORT TO:</b>	<b>Streets Environment and Homes Scrutiny Sub Committee 9<sup>th</sup> October 2018</b>
<b>SUBJECT:</b>	<b>Update on South London Waste Partnership Strengths, Weaknesses, Opportunities &amp; Threats</b>
<b>LEAD OFFICERS:</b>	<b>Shifa Mustafa, Executive Director – Place Steve Iles, Director of Streets</b>
<b>CABINET MEMBER:</b>	<b>Councillor Stuart Collins Deputy Leader and Cabinet Member for Clean Green Croydon</b>
<b>PERSON LEADING AT SCRUTINY COMMITTEE MEETING:</b>	<b>Steve Iles, Director of Streets</b>
<b>ORIGIN OF ITEM:</b>	This item has been identified by the Streets, Environment and Homes Scrutiny Sub Committee as an area of scrutiny.
<b>BRIEF FOR THE COMMITTEE:</b>	To note the impact that the SLWP contract will bring to the delivery of services

## 1. EXECUTIVE SUMMARY

- 1.1 The report sets out the progress of the new South London Waste Partnership (SLWP) Lot 1 contract which commenced for street cleansing in March 2018 and waste and recycling in September 2018.
- 1.2 This report details the arrangements for the South London Waste Contract with Veolia, and the improvement it will have on Croydon's existing services and provides an analysis of strengths, weaknesses, opportunities and threats (SWOT) for the contract. It also provides a service update showing progress to date with each element of the contract.
- 1.3 Veolia's solution delivers significant benefits to Croydon over the course of the contract term. In addition to delivering savings in the region of £5M per annum the new contract will be underpinned by a new set of performance indicators which set the contractor challenging targets aimed at driving up performance in key areas such as missed collections and street cleanliness. With strict penalties associated with failure to meet these targets, the contractor has also set out a robust monitoring approach to ensure these standards are upheld.

## 2. BACKGROUND

- 2.1. The South London Waste Partnership (SLWP) was formed in 2003 between the boroughs of Croydon, Kingston, Merton, and Sutton and has a proven record of providing improved and more cost-effective waste management services through the procurement of complex waste disposal treatment, recycling and Household Reuse and Recycling Centre contracts. The SLWP itself is not a legal entity and thus procures its contracts through one of the borough members of the Partnership in this case, Croydon Council.
- 2.2 Officers from the four partner boroughs explored opportunities for future delivery of a range of high quality environmental services. An options analysis was undertaken to assess the merits of procuring services in partnership, as opposed to procuring alone, or retaining existing arrangements. The boroughs made an assessment of delivery, procurement options and modelling savings based on joint procurement by all boroughs. The modelling suggested savings in the region of 10% from procuring jointly with the potential to achieve savings in excess of this if the partner boroughs harmonised these services.
- 2.3 On this basis a business case for a joint procurement exercise for the following services was agreed in each of the boroughs between November 2014 and January 2015:

Lot 1 (All boroughs)	Lot 2 (Sutton & Merton only)
Waste collection	Parks and grounds maintenance
Street cleaning	Cemeteries
Commercial waste	Highway verge maintenance
Winter Maintenance	Tree maintenance (excluding inspections)
Vehicle maintenance and procurement	Sports and play facilities management

**\*NB at this stage Croydon is only procuring Lot 1 contracts but may opt-in to Lot 2 at a later date.**

- 2.4 Following an endorsement from the Joint Waste Committee on Tuesday 7 June 2016. On 11 July 2016 Cabinet endorsed Veolia as the preferred bidder for the Lot 1 Contract The Contract was signed in March 2017.
- 2.5 Following contract procurement savings are around 20% and are forecast to save the four boroughs £56m over the next eight years (£47.4m on Lot 1 and £8.6m on Lot 2), based on a scenario where service budgets were inflated at 1% each year.
- 2.6 For Croydon the financial implications of the award of this contract to Veolia will result in revenue savings to the council of £5.1m per annum against a



revenue budget of £14.069m. For the full initial 8 year period of the contract the council will save £34.297m against a cumulative budget for the duration of the 8 years of £98.489m.

### **3. THE SLWP CONTRACT**

- 3.1 This contract is provided by Veolia and although different boroughs will use different waste containment methods, the materials collected will be the same, thus harmonising waste collection services across the four boroughs. The new street cleansing service started in March 2018 and the new waste collection service in Croydon began September 2018. As well as releasing substantial cost saving the new contract will be underpinned by a robust set of Key Performance Indicators with more ambitious targets than Croydon's current contract.
- 3.2 The objectives agreed prior to the commencement of the procurement exercise sought to ensure that levels of service delivery would be maintained, with a contribution to the required savings targets and enhance the environmental performance of the services. These were:
- To target optimum savings on the costs of service provision through lower service costs and increasing recycle revenues.
  - To deliver to residents a high performing service, achieving high levels of customer satisfaction.
  - To provide improved environmental and carbon outcomes in the way we deliver environmental services.
- 3.3 Whilst the provider of Lot 1 services is Veolia, who were the incumbent provider of Croydon's waste and street cleansing services, there has been the key enhancements to the way these services are delivered compared to the current context.
- 3.4 Veolia's solution delivers significant benefits to Croydon over the course of the contract term. In addition to delivering savings in the region of £5M per annum the new contract will be underpinned by a new set of performance indicators which set the contractor challenging targets aimed at driving up performance in key areas such as missed collections and street cleanliness. With strict penalties associated with failure to meet these targets, the contractor has also set out a robust monitoring approach to ensure these standards are upheld.
- 3.5 The changes to waste collection service will be underpinned by effective contract management and a programme of education focusing on waste prevention and minimisation to help ensure Croydon reaches its ambitious target of recycling over 50% of its household waste. The new service will contribute to the wider agenda of improving environmental sustainability and promoting the 'circular economy' within Croydon.

#### **4. STRENGTHS, WEAKNESSES, OPPORTUNITIES & THREATS OF THE NEW SLWP CONTRACT**

- 4.1 The following table highlights the key areas of the SWOT for the SLWP Lot 1 contract.
- 4.2 Whilst the money saved on the contract is a major benefit, with guaranteed Incomes to the boroughs for the recycle, garden waste and commercial waste, as well as the economies of scale that could be negotiated over four boroughs, there are a number of other key strengths associated with working in a partnership. The contract itself demands higher standards of waste collection and street cleansing than were being achieved under the previous contract and by pooling communications resources, there has been a strong reach and consistent messages across the four boroughs, helping to establish the partnership brand.
- 4.3 There are of course some disadvantages to the partnership approach, for example the time it takes to reach consensus on decisions tends to be longer than if the boroughs were making these decisions alone. The individual boroughs were all collecting waste in very different ways prior to the start of the partnership, meaning they started off in distinctly different places with regard to their contractual performance. This has meant that the rollout of new services will be more challenging in some boroughs – those making the biggest changes – than others, and the impact felt more acutely. There has also been the challenge of integrating the existing ICT systems to reflect the new service as well as setting up new monitoring approaches for contract performance. Croydon and Kingston are at an advantage in this respect as Veolia were the incumbent contractors for these services prior to the partnership, however, much work has been required, and is continuing, in order to ensure the correct reporting mechanisms are in place and the contractor is held to account in the event of any service failures.
- 4.4 The rollout of the new service has ultimately provided the platform for Croydon to reconsider its bin configuration and put in a new solution which focuses heavily on reducing the size of landfill bins and increasing the capacity available to recycling. In doing so, it is hoped that it will yield a recycling rate in excess of 50% and make considerable savings in landfill costs over the next ten years. The prominence of the Partnership has helped in co-ordinating responses to Government consultations and leading on initiatives such as promoting the circular economy.
- 4.5 Operation National Sword in China, is a campaign design to cut down the illegal smuggling of waste into China. This is to address the fact that China has long been a favoured destination for the cheap disposal of waste from abroad, often with general waste being falsely labelled as 'recycling'. The outcome of this is that now China will only accept a maximum tolerance of 0.5% contamination of imported recycle. Although Veolia do not export recyclable material from the SLWP to China, the effect of Operation National Sword has had a knock-on effect with reprocessors across the world insisting on low levels of contamination for recycle, effectively creating a buyers' market, with reports of material collected for recycling having to be landfilled. The Partnership is in a better position than most to mitigate this as waste is collected 'twin stream' rather than co-mingled, meaning that the paper, which is the most valuable element, is kept separately from other materials.

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Procuring with through SLWP has led to savings of over £5M per annum in contractual costs.</li> <li>• Harmonised collections across 4 boroughs.</li> <li>• Consistency of branding/communications messages.</li> <li>• Has allowed a reconfiguration of waste containment</li> <li>• Higher standards of street cleansing, fly-tip removal and recycling missed collections.</li> </ul>	<ul style="list-style-type: none"> <li>• Decision making processes can take longer as agreement needed by 4 boroughs.</li> <li>• Localised branding could be lost.</li> <li>• Negative publicity in one borough could reflect badly on all boroughs.</li> <li>• Although all boroughs are collecting the same materials, the method of containment differs from borough to borough.</li> <li>• Contract termination would rely on agreement from all boroughs.</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>• Reducing size of landfill bin and increasing provision of larger bins for recycling will lead to higher recycling rates and c£4m in avoided landfill costs.</li> <li>• Opportunity to lead on projects promoting circular economy, waste minimisation, minimising single use plastics etc.</li> <li>• Potential for boroughs to work with Veolia to expand income from areas such as bin hire.</li> </ul>	<ul style="list-style-type: none"> <li>• The global position re lower tolerances of contamination in recyclates means only high quality recyclate is being accepted by reprocessors, may lead to rejection of recyclate.</li> </ul>

## **5. CHANGES TO STREET SERVICES AND PERFORMANCE UPDATE (operational since March 2018)**

- 5.1 Fly tips must now be cleared twice as quickly as they were under the previous contract. The new service standard is to clear fly-tipped material within 24 hours of notification, compared to the previous 48 hours. For month of May 2018 97% of reported flytips have been cleared by Veolia within 24hrs
- 5.2 Street cleansing has moved from being a frequency based service, to being an output based service. Streets are required to be serviced to a grade A standard as detailed in National Indicator 195 (NI195) at the time of sweep and maintained to such a level that they never fall below a grade B.
- 5.3 It is a contractual obligation for street cleansing sacks to be removed on the same day of production.
- 5.4 In many parts of the borough performance has improved as a result of the new service. In particular the number of fly tips removed within 24 hours is beyond

90% which has been a considerable upgrade, Random sampling of streets show that around 85% of streets around the borough are being maintained to the contractual standards, however, in a borough of Croydon's size, that still represents a lot of streets falling below the standard, and there is work to do, particularly in the known hotspot areas to ensure standards are maintained. With this in mind, instead of all sampling being random, officers will now undertake 50% of their joint inspections in litter hotspot areas, with a view to carry on returning with Veolia to those areas until a sustained improvement has been seen.

## **6.0 CHANGES TO WASTE COLLECTION SERVICES AND PERFORMANCE UPDATE (operational since September 2018)**

- 6.1 Croydon currently recycles 38% of its household waste. Although this is well above the London average, there is scope for further improvement, especially considering that over 70% of household waste in Croydon could be recycled using its current set up.
- 6.2 One of the explanations for Croydon's recycling rate not being as high as it could be is that the wheeled bin for landfill currently makes up 60% of the total fortnightly capacity. This means the size of the landfill bins is far larger than most households should need if they are recycling correctly. At the same time, dry recycling capacity is limited to two 55L boxes. Although some residents have ordered additional boxes and some present excess recycling in plastic bags, the reality for many is that when the recycling boxes become full, any excess recycling simply goes into the landfill bin.
- 6.3 The disparity between the number of litres offered for landfill waste and recycling each fortnight is driving the wrong behaviours, limiting the amount of recycling being collected and in some cases, leading to some people to not recycle at all. In order to help realise the goal of Croydon being one of London's cleanest, greenest boroughs, a change is needed.
- 6.4 The rollout of the new collection services under the SLWP represented an opportunity to think more holistically about the way in which we collect waste and to reduce the impact of sending waste to landfill. Landfilling waste is not only harmful to the environment, it is also a far more expensive option than recycling it. By reducing the size of the landfill bins and increasing the capacity for recycling it is anticipated that Croydon's recycling rate will increase to over 50%, making it one of London's top performers in this respect. In summary:
- 240L landfill bin – replaced by a 180L bin
  - 55L paper and card recycling box – replaced by a 240L bin
  - 55L dry mixed recycling box – replaced by a 240L bin (this will be the existing landfill bin which will be restickered for its new use following the final collection)
  - Food bins/caddies – remain the same.

- 6.5 Giving residents larger wheeled bins for recycling, whilst at the same time reducing the size of the landfill bins will encourage recycling and give residents an incentive to reduce the amount of landfill waste they create as side waste. Landfill waste that is not contained within the wheeled bin will not be taken.
- 6.6 There will be certain circumstances where residents can apply for a larger bin. For example, households with five or more people or where medical conditions dictate that there is a large volume of waste will be able to acquire a 240L wheeled bin for their waste.
- 6.7 An added advantage of putting the dry recycling items into wheeled bins is that it will greatly reduce the amount of spillage and windblown litter from the recycling boxes. Many of these boxes are currently presented for collection without lids, meaning that on windy days, recyclable items are blown out of the boxes and onto the street, causing problems for the street sweepers. During the collection operation the contents of the boxes are then decanted into larger wheeled 'transfer bins' which in turn, creates further spillages.
- 6.8 Although the footprint of the new containers is extremely similar to the existing boxes, there will be some properties that are not suitable for the new receptacles. Survey work has been carried out to identify these properties and alternative arrangements will be made, dependent on property type. A collection service has also been arranged for any unwanted recycling boxes, should residents wish not to reuse them around the home.
- 6.9 In addition to the changes in waste containers, for the majority of households there will also be a change to their collection day. 78% of residents' collection day will be changed as the rounds are reorganised in order to make them more efficient and ensure there is a saturation of resource in the same area on any given day which will minimise the effect of vehicle breakdowns.
- 6.10 The change in waste containerisation is a bold decision by the Council and is one which goes beyond the original plan for the rollout of waste services under the SLWP Lot 1 contract. These changes are necessary in order to help achieve the ambition for Croydon to become one of the top recycling boroughs in London and to reduce the financial burden of sending waste to landfill. It is forecast that these changes will result in the avoidance of over two million pounds in landfill costs for the council over a ten year period.
- 6.11 A change of this magnitude which requires the delivery of over 250,000 new waste receptacles, the rescheduling of rounds and a change of collection day for the majority of households in the borough is far from a simple task. The reality is that there will be disruption to the services as a result. Officers have worked with our contractor, Veolia to ensure that the extent of this disruption has been minimised and that there was a robust communication plan to engage with residents about the service changes before they are rolled out and that alternative arrangements were available for non-suitable properties. The communication plan, includes extensive details on the councils website, FAQs, letters and leaflets to all residents, frequent messaging via "Your Croydon", along with a series of Roadshows around the borough during July, along with a dedicated contact number and email address which were widely communicated for residents and elected members to use
- 6.12 Flats above shops have been provided with different coloured bags for waste

and recycling. As commercial waste customers will also be using coloured bags, it will be easy to identify those who are presenting waste illegally –e.g. in black sacks- and Veolia’s staff will be trained in evidence gathering which will assist the council’s enforcement team in identifying and bringing to justice the perpetrators.

- 6.13 In order to ensure that the performance of our contractor can be managed effectively, it is important that service issues are reported through the correct channels. Veolia have very specific timeframes with which to respond to issues such as missed collections, streets below grade and the removal of flytips. If reported correctly the contractor’s performance against these timeframes can be monitored by officers and they can be held to account over service failures, with financial penalties applied where necessary. It also means that the data can be used to build up an accurate picture of hotspot areas and manage the contract proactively. To this effect, the Council has been actively encouraging residents to use the Don’t Mess With Croydon App and My Account, to report street cleansing and waste collection issues respectively.
- 6.14 Currently many residents circumvent these reporting channels by either going directly to officers or via councillors. By the time the officers pick these requests up, the response times have often elapsed, and in most cases they are not logged, only passed through to Veolia as an instruction which is then carried out, meaning penalties cannot be applied.
- 6.15 For a borough-wide service change in a local authority the size of Croydon, the amount of contact that will be generated means that the established channels are the only way of effectively dealing with and managing the contractor’s performance as individual officers won’t have the capacity to deal with the volume of issues.
- 6.16 Built into the cost savings in the new contract is the employment of six officers who will be based within the Environment and Leisure service area. These officers will work closely with Veolia to assist residents who have questions about the new service and will give support to residents on how to do the right thing with the new service.
- 6.17 At the time of writing this report, the service has yet to commence so it is not possible to give an update on performance. Much work has been done by officers in advance of the new service in order to ensure that it gets off to the best possible start, however, as with any major service change on this scale, particularly one which involves a day change for over 75% of properties, it is anticipated that there will be a considerable period of disruption at service commencement. Communications to residents have reflected this, with the emphasis on the long term benefits the new service will bring. Additional staff have been employed to help deal with the extra demand and officers will work intensively with Veolia to ensure operational difficulties are minimised and that the service standards are met as quickly as possible.

## **7.0 SERVICE STANDARDS UNDER THE NEW CONTRACT**

- 7.1 The delivery of bins and other waste containers will be carried out within 5 working days, as opposed to the current 5-20 working days, meaning residents will receive replacement bins/boxes far more quickly than they presently do.

- 7.2 The contractor will work toward a target of thirty missed collections per one hundred thousand properties, whereas under the current contract it is 90/100,000 properties.
- 7.3 Garden waste will be an all-year round service instead of stopping in the winter as it has previously. This means that instead of receiving approximately 13 collections each year, residents will now get 26 collections per year for just £1.50 extra to last year's annual charge.
- 7.4 Every year, for a two week period at the beginning of January, Veolia will arrange for the free collection of Christmas trees from kerbside residents, for composting.

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**CONTACT OFFICER:** Tom Lawrence, Service Manager, Environment and Leisure, Place Department  
Telephone: 020 8726 6000 x 52520  
[tom.lawrence@croydon.gov.uk](mailto:tom.lawrence@croydon.gov.uk)

**BACKGROUND DOCUMENTS:** None

**APPENDICES:** Appendix A Definitions of Litter Grades  
Appendix B Map of New Collection Days

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**Appendix A- Definitions of Litter Grades**

**GRADE A - no litter or refuse**



**GRADE B - predominantly free of litter and refuse except for some small items**



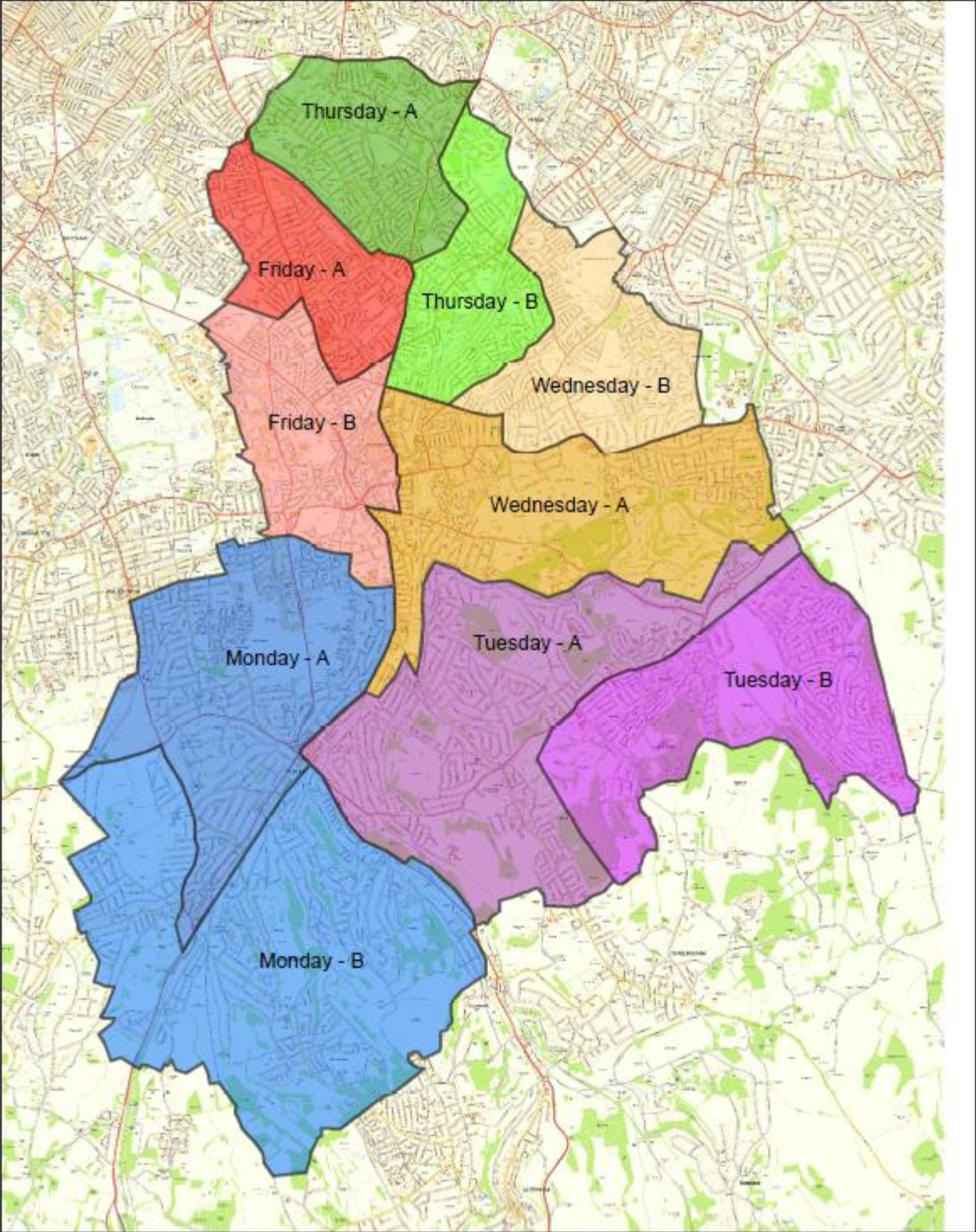
**GRADE C - widespread distribution of litter and refuse, with minor accumulations**



**GRADE D - heavily littered, with significant accumulations**



# Croydon Day/Week Rounds



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# Agenda Item 7

<b>REPORT TO:</b>	<b>STREETS ENVIRONMENT AND HOMES SCRUTINY SUB- COMMITTEE 9 OCTOBER 2018</b>
<b>SUBJECT:</b>	<b>WORK PROGRAMME 2018-19</b>
<b>LEAD OFFICER:</b>	<b>Simon Trevaskis, Senior Democratic Service and Governance Officer- Scrutiny</b>
<b>CABINET MEMBER:</b>	<b>Not applicable</b>

<b>ORIGIN OF ITEM:</b>	The Work Programme is scheduled for consideration at every ordinary meeting of the Streets Environment and Homes Scrutiny Sub - Committee.
<b>BRIEF FOR THE COMMITTEE:</b>	To consider any additions, amendments or changes to the agreed work programme for the Committee in 2018/19.

## 1. EXECUTIVE SUMMARY

- 1.1 This agenda item details the Committee's work programme for the 2018/19 municipal year.
- 1.2 The Sub-Committee has the opportunity to discuss any amendments or additions that it wishes to make to the work programme.

## 2. WORK PROGRAMME

### 2.1 The work programme

The proposed work programme is attached at **Appendix 1**.

Members are asked to note that the lines of enquiry for some items have yet to be confirmed and that there are opportunities to add further items to the work programme.

### 2.2 Additional Scrutiny Topics

Members of the Sub-Committee are invited to suggest any other items that they consider appropriate for the Work Programme. However, due to the time limitations at Committee meetings, it is suggested that no proposed agenda contain more than two items of substantive business in order to allow effective scrutiny of items already listed.

### 2.3 **Participation in Scrutiny**

Members of the Sub-Committee are also requested to give consideration to any persons that it wishes to attend future meetings to assist in the consideration of agenda items. This may include Cabinet Members, Council or other public agency officers or representatives of relevant communities.

## **3 RECOMMENDATIONS**

- 3.1 The Sub-Committee is recommended to agree the Scrutiny Work Programme 2018/19 with any agreed amendments.
- 3.2 The Sub-Committee is recommended to agree that topic reports be produced for relevant substantive agenda items in the future.

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### **CONTACT OFFICER:**

Stephanie Davis  
Democratic Services and Governance  
Officer- Scrutiny  
020 8726 6000 x 84384

### **BACKGROUND DOCUMENTS:**

None

### **APPENDIX 1**

Work Programme 2018/19 for the Streets Environment and Homes Scrutiny Sub-Committee.

## Streets, Environment and Homes Sub-Committee

Meeting Date	Item
<b>26 June 18</b>	- Network Rail – New Timetable
<b>9 October 18</b>	- Cabinet Member Q&A, Clean Green Croydon - South London Waste Partnership
<b>6 November 18</b>	- Cabinet Member Q&A Environment Transport & Regeneration - Croydon Social Housing
<b>22 January 19</b>	- Cabinet Member Q&A, Homes & Gateway Services - Brick by Brick- Update - HRA Budget 2019/2020
<b>19 February</b>	- Trams Update - Utilities Update
<b>19 March 19</b>	- Private Housing Sector Review

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