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Scrutiny Board (Environment, Housing and Communities)

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Agenda Item 11 – Draft Scrutiny Inquiry Report into The Kerbside Collection and Recycling of Domestic Waste.

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Leeds
CITY COUNCIL

scrutiny



Environment, Housing and Communities

Draft Report - Version 4 -

Scrutiny Inquiry into The Kerbside Collection and Recycling of Domestic Waste



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Contents

	Page
1. Desired Outcomes and Recommendation Summary	3
2. Introduction and Scope	7
3. Conclusions and Recommendations	10
4. Evidence	26
5. Appendix 1 – Request for Scrutiny	28
Appendix 2 – Collection type and frequency	29
Appendix 3 – DEFRA targets	30
Appendix 4 – Missed bins per ward per year	31



Desired Outcomes and Recommendation Summary

Desired Outcome – To support the presentation of domestic waste in highly populated areas, to reduce side waste, contamination and fly tipping.

Recommendation 1 – That the Director of Communities and Environment, before the July 2019, explores the creation of a framework contract arrangement to facilitate the expansion of metroSTOR facilities, in situations where funding can be secured.

Desired Outcome – To identify and attribute resources to support the strategic approach defined nationally and locally for waste collection and recycling

Recommendation 2 – That the Director of Communities and Environment in response to DEFRA's waste strategy

- a) identifies what funding streams will be made available and how they can be utilised in order to make a positive difference to waste management and recycling rates in Leeds.
- b) identifies how current Council resources can be better utilised to support the various relevant requirements outlined.

A progress update will be required by the Scrutiny Board in July 2019 with a more detailed overview in January 2020

Desired Outcome – The identification of a clear, coherent and robust approach to meeting the future recycling targets as defined by DEFRA.

Recommendation 3 – That the Director of Communities and Environment outline a plan to the Scrutiny Board at the July 2019 meeting which identifies the approach to meeting the 2020 recycling rate of 50%.

Desired Outcome – That the local waste management strategy is progressed in a timely manner and is subject to further independent scrutiny to support informed and ethical decision making.

Recommendation 4 – That the Director of Communities and Environment:

- a) considers the requirements of the DEFRA strategy and the areas of focus outlined in para 38 by this Scrutiny Board and ensures that the service review and development of the local waste strategy is expedited without further delay.
- b) ensures that the Scrutiny Board is fully informed of progress and reports back at key intervals to ensure the Scrutiny Board continues to support the development of the local strategy before it is agreed and adopted.



Desired Outcomes and Recommendation Summary

Desired Outcome – That the Waste Collection Service reflects on innovative approaches that will achieve the impact of improved recycling rates, in order to meet expected national targets.

Recommendation 5 – That the Director of Communities and Environment presents an analysis of waste collection systems that could be utilised in the longer term to accelerate improved recycling rates, which also considers suitability, financial viability, sustainability and expected benefits.

The analysis is to be presented to the Scrutiny Board in January 2020, or before if practicable.

Desired Outcome – That the missed bin definition reflects normative resident expectation and when bins are missed there is consistent clearly communicated advice which explains how residents should present their waste for future collection.

Recommendation 6 – That the Director of Communities and Environment, before July 2019:

- a) reviews the current missed bin definition and considers whether performance benefits could be delivered should it be aligned to customer expectation.
- b) explores the different methods of communication and proactively puts measures in place to inform Leeds residents of the current missed bin policy and what they need to do should their bin not be collected on the established collection day.

Desired Outcome – That the missed bin policy is reviewed with a view to minimising disadvantage to pedestrians who are mobility or visually impaired.

Recommendation 7 – That the Director of Communities and Environment considers if the existing missed bin policy should be adapted, working with stakeholder groups to explore

- a) the negative impact of leaving bins on pedestrian walkways for 48 hours
- b) the identification of any innovative solutions or compromise that will prevent access issues for those who are mobility or sight impaired.
- c) the cost, benefit and viability implications of any solution or compromised identified

The outcome of these considerations is to be reported back to the Scrutiny Board in January 2020



Desired Outcomes and Recommendation Summary

Desired Outcome – To ensure that the full potential for the in-cab systems are fully utilised and that performance information is accurately recorded.

Recommendation 8 – That the Director of Communities and Environment explores and resolves the technical in-cab technology issues and ensures that all waste personnel are appropriately trained to utilise the technology effectively, with clear lines of accountability and responsibility for its use.

A progress update will be required by the Scrutiny Board in July 2019 with a more detailed overview in January 2020.

Desired Outcome – That all new residential development in Leeds has adequate waste storage facilities and access for waste collection.

Recommendation 9 – That the Director of Communities and Environment works in collaboration with the Director of City Development to ensure, through national and local planning policy, that Housing Developers are meeting all requirements for the provision of waste storage and collection, at planning and development stages.

The outcome of this collaborative work to be reported to the Scrutiny Board in July 2019.

Desired Outcome – To reduce the identified issue of vehicle breakdown which currently hinders waste management collection.

Recommendation 10 – That the Director of Communities and Environment works collaboratively with the Director of Resources and Housing to advance fleet upgrade without delay. With an update to be provided to Scrutiny Board in July 2019.

Desired Outcome – To reduce the identified issue of street access which currently hinders waste management collection.

Recommendation 11 – That the Director of Communities and Environment works in collaboration with the Director of City Development to explore practical solutions, that are palatable to local residents, to resolve access problems through the implementation and enforcement of TRO's.

The outcome of this collaborative work to be reported to the Scrutiny Board in July 2019.

Desired Outcome – To provide clarity regarding the side waste policy in Leeds to all residents.

Recommendation 12 – Recommendation 12 – That the Director of Communities and Environment considers if the existing side waste policy should be adapted, including the positive and negative implications of adopting a consistent city wide approach. The outcome of this consideration is to be reported back to the Scrutiny Board in July 2019.



Desired Outcomes and Recommendation Summary

Desired Outcome – To provide accurate and informative End of Day reports which will support Elected Members in providing advice to their constituents and enable them to quickly identify service level problems in their Electoral Wards.

Recommendation 13 – That the Director of Communities and Environment

- a) updates alert procedures to ensure that Ward Members are included in Customer Access staff updates, where their ward is affected.
- b) improves the quality of information provided to Elected Members in the 'end of day reports' ensuring that they are accurate, provide an explanation of the reason for the missed collection and detail the action to be taken to resolve the issue, including longer term solutions that may be necessary.

Progress is to be reported back to the Scrutiny Board in July 2019

Desired Outcome – That technological opportunities are fully explored in order to provide web or app based information which is accessible to the public, reducing the need to access non digital customer contract services.

Recommendation 14 – That the Director of Communities and Environment fully explores and implements the provision of customer access information, either web based or app, which enables both residents and Elected Members to identify accurately reported missed bin collections, which is updated in an efficient and timely manner.

A progress update will be required by the Scrutiny Board in July 2019 with a more detailed overview in January 2020

Desired Outcome – That accurate and supportive information is provided to residents where waste collection problems are identified and that this information is provided in a consistent manner.

Recommendation 15 – That the Director of Communities and Environment reviews

- a) how information is consistently provided when problems arise
- b) that information sharing processes are being followed,

particularly information which advises residents how to present waste for collection, so that they are clear about their responsibilities. (e.g. when contamination is evident, in areas with a transient population and where side waste is an issue)

The outcome of this review will be required by the Scrutiny Board in July 2019.



Introduction and Scope

Introduction

- 1 Leeds City Council has an ambition to be the best city in the UK: one that is compassionate and caring with a strong economy, which tackles poverty and reduces inequalities. It wants Leeds to be a city that is fair and sustainable, ambitious, creative and fun for all with a council that its residents can be proud of: the best council in the country. The Vision for Leeds 2011 – 2030 supports the ambition to be a sustainable city by making a commitment to find new ways to reuse and recycle and to motivate the people that live in our communities to reuse and recycle.
- 2 The Best Council Plan 2018/19 – 2020/21, states that, the Council wants everyone to live in good quality, affordable homes within clean and well cared for places. It also identifies a key performance indicator specifically relating to the percentage of waste recycled.
- 3 At our meeting on the 28 June 2018, we considered our work programme for the 2018/19 municipal year. At this meeting we received a request for Scrutiny regarding refuse collection (appendix 1) and identified that a review may be required to inform the development of a future waste management strategy. Following consideration of the Scrutiny Boards work programme we resolved to consider the scope for an inquiry, which would focus on kerbside collection and recycling of domestic waste; this would be our main scrutiny inquiry for 2018/19.

Scope of the Inquiry

- 4 Following scoping discussions on the 26 July 2018, Terms of Reference were agreed at our Board meeting on 3 October 2018, when we concluded that we would consider
 - The strategic approach to refuse collection and recycling and how the inquiry can support the development of an improved waste management strategy.
 - Service performance relating to kerbside collections and recycling.
 - The reporting of daily collection activity to Elected Members and other external interested parties
 - Barriers and issues that hinder the collection of refuse
 - The patterns and trends of collection rates and reasons behind repeat misses in certain locations.
 - What constitutes service failure and when escalations should be made by Elected Members and residents.
 - Customer focus and the provision of advice; education and enforcement to encourage residents to become involved in improving the service.

We also concluded that the purpose of the inquiry would be to make an assessment of and, where appropriate, make recommendations on the following areas:

- Establishing the quality of services provided to Leeds residents and the identification of areas where there are reoccurring challenges to service provision.
- Reassurance that the current strategy provides a framework for effective service delivery and service



Introduction and Scope

improvement. (Should any areas for improvement be identified during the inquiry these would be highlighted by the Board to inform the developing waste management strategy).

- Reassurance that feedback from local residents, waste personnel and local representatives is utilised to improve the service.
 - Establishing the levels of communication through the provision of advice and education for residents regarding waste collection and recycling, and when enforcement action can and should be taken.
- 5 The inquiry was conducted over five evidence gathering sessions which took place between August 2018 and December 2018 when we received a range of evidence both written and verbal. Of the five sessions, two were site visits, when we spoke directly to waste personnel, listened to their views and witnessed first-hand the work that they do, on the front line.
- 6 Evidence was provided by a number of experts. A full list of those who participated is detailed at the end of this report. The information provided was interesting and valuable, and we would like to thank everyone who contributed their time and expertise to support this inquiry.
- 7 Since the conclusion of our evidence-gathering DEFRA published its report 'Our Waste Our Resources: A Strategy for England' in December 2018. The aspirations set out in this strategy has been considered in the context of the evidence gathered during our inquiry and reflected in this inquiry report.

Desired Outcomes, Added Value and Anticipated Service Impact

- 8 The recommendations outlined in our report define expectations regarding a number of improvement measures. These will require greater focus on increasing recycling rates, developing the local waste strategy, improving the communication of information and advice to both residents and Elected Members, and removing the barriers that hinder collection.
- 9 It is apparent that current Government objectives are focusing on supporting the recycling of domestic waste. Locally we need to reduce the deficit between the current recycling rate for Leeds and the national targets, defined by Government, to be achieved in 2020 and 2025, as far as this is practicable and within the resources available to the Council.
- 10 In conducting the Inquiry we reflected on the role and organisational responsibilities of the Government, and Leeds City Council, as the waste management authority. The Scrutiny Board aimed to establish if robust strategies, and high impact operational practices are in place to ensure that the kerbside collection of household waste, including recycling, is well managed. The Scrutiny Board gathered intelligence and were informed through the collective knowledge and experience of all those who contributed to the inquiry. We hope that our findings



Introduction and Scope

provide a clear summary of areas that require focus and action.

- 11 Ongoing monitoring of the progress of outcomes and recommendations will be undertaken by the Scrutiny Board (Environment, Housing and Communities) or successor board with the authority to discharge the relevant scrutiny functions relating to infrastructure, development or growth.

Equality and Diversity – review and update?

- 12 The Equality Improvement Priorities 2016 – 2020 have been developed to ensure that the council meets its legal duties under the Equality Act 2010. The priorities will help the council to identify work and activities that help to reduce disadvantage, discrimination and inequalities of opportunity to achieve its ambition to be the best city in the UK.
- 13 Equality and diversity issues have been considered throughout this Scrutiny Inquiry. Where a Scrutiny Board has made recommendations and these are agreed, the individual, organisation or group responsible for implementation or delivery should give due regard to equality and diversity, and where appropriate an equality impact assessment should be carried out.



Conclusions and Recommendations

Background

- 14 At the beginning of our inquiry we felt it important to understand the current legal framework. This would enable us to better appreciate the parameters in which the service currently operates.
- 15 We aimed to establish the strategic approach to refuse collection and recycling in order to support the development of an improved local waste management strategy. Throughout the inquiry we have sought reassurance that the current strategy provides a framework for effective service delivery and service improvement.

Legislation

- 16 We were advised that Leeds has a statutory duty to undertake collections of household waste under section 45 of the Environmental Protection Act (EPA) 1990 and Household Waste Recycling Act 2003, which places a duty to collect at least two types of recyclable material from household waste. The recyclable waste can mean either dry recycling or organic waste for composting or anaerobic digestion. The EPA also covers the provision of Household Waste Recycling Centres (HWRC) for householders where they can deposit 'household waste' free of charge.
- 17 The EU Waste Framework Directive (WFD) 2008 has been transposed into UK legislation, and sets out definitions for waste and waste management and the overarching principle of the 'waste hierarchy' shown below.



- 18 The hierarchy sets out the preferred options for dealing with waste with prevention at the top as the most favourable environmental option, and with the least preferred option of disposal at the bottom. A principal target set out in the WFD is for the UK to achieve a 50% household waste recycling rate by 2020. This is reflected in the recent DEFRA waste strategy and has been passed on to local authorities (appendix 3) As of 2017/18, Leeds recycled 39.1% of household waste and the gap between what Leeds is achieving and what is required is currently a concern for us.
- 19 From 2015, amendments to legislation required local authorities to provide a separate recycling collection of paper, plastics, metal and glass. We were informed that Leeds has demonstrated itself to have met this requirement based on the quality of recycling achieved through the sorting of the co-mingled dry recyclable materials collected in the green bins and the network of around 350 bring bank sites provided for glass recycling.

National and Local Waste Strategies

Current Strategic Approach to the Collection of Domestic Waste



Conclusions and Recommendations

- 20 We were advised that Leeds City Council currently offers a kerbside collection service to over 346,500 households and a population of over 780,000 people.
- 21 The table provided during the inquiry at appendix 2 illustrated to us the varied picture of kerbside collections across the city. Current kerbside collections in Leeds comprise mixed dry recyclable waste excluding glass (green bin), garden waste (brown bin), food waste (to a limited area) and residual waste (black bin). Glass waste is collected at around 350 glass recycling bank sites across the city. The service offer varies across the city, with households in an alternate weekly collection arrangement or weekly collection arrangement dependent on the area of the city and the property type.
- 22 Areas receiving alternate weekly collections make up approximately 76% of the city where the service is alternating fortnightly collections of residual and mixed dry recyclable waste. Most households in these areas have their black and green bins emptied twice every four weeks. Defined areas of Harehills (approx 6,000 households) and Headingley (approx 2,000 households) operate an 'opt-in' green bin service as a result of high contamination rates and issues with bins on streets.
- 23 Brown bin (garden waste) collections are provided to around 63% of households. Bins are collected fortnightly between March and November. In addition, food waste is collected weekly from 12.5k households in the Rothwell area as part of a trial project. The remainder of the city is provided with a more varied service of different containers and frequencies of collection, where households have their black bin emptied four times, green bin once and brown bin twice (where provided) every four weeks.
- 24 Communal collections are provided for a range of properties, including high rise flats, with the frequency and the range of recyclables collected tailored, based on an assessment of what is physically and operationally practicable. In specific areas of the city where communal arrangements exist metroSTORs have been successfully piloted. Providing this facility however is expensive and is not sustained through core revenue funding. We consider that a framework contract could be beneficial should alternative funding arrangements be identified, particularly by Elected Members.

Recommendation 1 – That the Director of Communities and Environment, before the July 2019, explores the creation of a framework contract arrangement to facilitate the expansion of metroSTOR facilities, in situations where funding can be secured.

DEFRA - Our Waste Our Resources: A Strategy for England - December 2018

- 25 During the inquiry we were advised that in 2018 the EU Circular Economy Package was finalised. The Department of Environment, Food and Rural Affairs (DEFRA) had indicated that the UK was expected to adopt the principles and targets outlined in that package, these being recycling targets of 50% by 2020, 55% by 2025, 60% by 2030 and 65% by 2035 for all municipal waste.



Conclusions and Recommendations

26 During the inquiry we recognised that the national policy announcement due to emerge from DEFRA could significantly impact on the strategic direction for waste management in Leeds. In December 2018 DEFRA published its Strategy 'Our Waste Our Resources: A Strategy for England'¹.

27 This is the first significant statement since 2011 which sets out the Government's ambition to become a world leader in using resources efficiently and reducing the amount of waste created by society, moving away from the model of 'take, make, use and throw'. The strategy outlines that since 2013 recycling rates across the country have plateaued, a trend which is mirrored in Leeds.

28 The report states that the Government "supports comprehensive and frequent waste collections and is determined to help local authorities and waste management companies act in the most sustainable and resource-efficient way possible". One of the five principles outlined in the report is to ensure that those who place products on the market, which become waste, will take greater responsibility for the costs of disposal – the 'polluter pays' principle. It later goes on to state that "We must, and will, ensure that local authorities are resourced to meet new net costs arising from the policies in this strategy, including up front-transition costs and ongoing operational costs". This indicates to us that there will be funding streams available which could be invested into local authority waste management and recycling services.

¹
<https://www.gov.uk/government/publications/resources-and-waste-strategy-for-england>

Recommendation 2 – That the Director of Communities and Environment in response to DEFRA's waste strategy

- a) identifies what funding streams will be made available and how they can be utilised in order to make a positive difference to waste management and recycling rates in Leeds.
- b) identifies how current Council resources can be better utilised to support the various relevant requirements outlined.

A progress update will be required by the Scrutiny Board in July 2019 with a more detailed overview in January 2020

29 In the five strategic ambitions the strategy outlines the ambition to eliminate all food waste to landfill by 2030. There is an intention to introduce legislation for mandatory separate weekly food waste collections (subject to consultation) by 2023. This would potentially require the full roll out of a food collection service across the whole of Leeds.

30 The strategy also outlines recycling ambitions which reflect the requirements in the EU waste framework directive. As stated previously, the 2017/18 Leeds recycling rate was 39.1% of household waste. There is therefore a considerable gap to close in a relatively short space of time.

Recommendation 3 – That the Director of Communities and Environment outline a plan to the Scrutiny Board at the July 2019 meeting which identifies the approach to meeting the 2020 recycling rate of 50%.



Conclusions and Recommendations

31 We recognise the Government's intention to introduce legislation which will specify a core set of materials to be collected by all local authorities and waste operators, and minimum standards for recycling services. This will be subject to further consultation, but may place additional requirements on Leeds City Council to collect further specific recyclable materials.

Leeds Waste Management Strategy and Service Review

32 We were advised that the current Waste Strategy for Leeds has not been updated as an integrated document since 2006. It has, however, evolved through a number of important subsequent reports and recommendations agreed by the Executive Board over the years.

33 On the 15 November 2017 the Executive Board considered a report which set out the proposed programme for the development of an updated Leeds Waste Strategy in order to predominantly work towards the achievement of EU recycling targets of 50% by 2020. The report identified that this will not be met without investment in additional recycling services and further reductions in residual waste.

34 The development of the strategy was to include an assessment of:

- Collection models for targeting new kerbside recycling streams such as food waste and glass;
- The impact of further reducing residual waste capacity, including on the local environment, and the full costs to the Council;
- The business case for the delivery of additional recycling services;

- Consideration of the need for investment in new processing infrastructure, whether led directly by the Council or coming forward from the market as a result of the material tonnages being made available by the Council;
- The consideration of an expansion of differential recycling services across Leeds to support the Locality agenda in our most deprived communities, whilst continuing to drive up recycling rates.

35 The development of the revised strategy was due to be completed and presented to the Executive Board in the autumn of 2018. The development of the strategy has stalled which we recognise has created a financial pressure during 2018/19.

36 Concerned about the delay in the development of the local strategy, we sought clarity regarding timescales for the completion of the service review and the formulation of the strategy proposal. We were advised that progress is being made and constructive discussions are being undertaken with Unions in order to craft the principals and approach to undertaking the review. Both Officers and the Unison representative highlighted that they are keen to progress this. However, timescales still remain unconfirmed and unclear. As the recent DEFRA waste strategy reinforces the recycling targets to be met we consider that the Waste Strategy for Leeds needs to be expedited and implemented as a matter of urgency so that we have clear plan of action. All further potential delays must be avoided.

37 Throughout the inquiry we debated the context for the development of the local strategy. In developing the local strategy



Conclusions and Recommendations

the intention to focus on recycling performance and kerbside collection of recyclable materials from households was reinforced. In addition, we were advised that the service review will consider current routes with a view to addressing capacity issues and variance in workload across the routes, to make the rounds fairer in terms of equal finish times.

38 The main aspects that we consider need particular focus as part of the service review and strategy development are as follows:

- a) The Inclusive Growth Strategy for Leeds states that “As the city expands and its population grows Leeds is facing a housing shortage.” Leeds has adopted an ambitious housing growth programme and once properties are built and occupied they will require waste management services. Therefore there is a need to anticipate city wide growth and infrastructure development within the Local Waste Management Strategy to ensure that the service is adaptable and resilient over a number of years.
- b) The need to reflect on the current policies where bins are missed or when contamination occurs, and provide clear guidance to residents to support the presentation of waste in an appropriate and considerate manner.
- c) There is need for consistency in the Council’s side waste policy. Currently residents who have weekly black bin collections can present side waste and residents that have fortnightly collections cannot. We were advised that this is a historical hangover and that there is no other reason for this.

- d) Our conversations with the waste crews and the Unison representative highlighted the importance of employee/crew input to the development of the revised strategy to make the most of tacit knowledge and expertise in order to innovate.
- e) Whilst we acknowledge the service budget pressures in 2018/19 it is expected that the service review will be swiftly progressed to mitigate similar pressures during 2019/20.
- f) The development of communication information and technology which supports better performance reporting mechanisms and advice to residents and Elected Members
- g) The need to fully understand and respond to the requirements outlined in the DEFRA waste strategy and to accelerate measures to increase waste recycling to meet defined EU and DEFRA targets.

Further detail outlining how these conclusions were formulated are defined in greater detail later in this report.

- 39 We considered the role of the Community Committee Environmental sub groups in the identification of local waste collection problems, and the support that could be provided at a Community Committee level to support the resolution of such issues. We consider that consultation with all Environmental sub groups regarding specific issues would help to inform the developing local waste strategy.
- 40 At the latter end of our inquiry reassurance was provided that the development of the local strategy would build in capacity for seasonal presentation of waste and for housing



Conclusions and Recommendations

growth. The intention to be more accountable to customers was stated which would be supported through the provision of better electronic records and performance information which will identify missed bin collections in an accurate and timely manner, and enable informed decisions to be made on how fleet is utilised. Policies including side waste policies will also be reviewed.

Recommendation 4 – That the Director of Communities and Environment:

- a) considers the requirements of the DEFRA strategy and the areas of focus outlined in para 38 by this Scrutiny Board and ensures that the service review and development of the local waste strategy is expedited without further delay.
- b) ensures that the Scrutiny Board is fully informed of progress and reports back at key intervals to ensure the Scrutiny Board continues to support the development of the local strategy before it is agreed and adopted.

23.5 million collections per year. This equates to 76,000 bins successfully collected per day with an average daily miss of only 58 bins.

43 We requested comparative data in order to identify how Leeds City Council performs in comparison to other core cities. Whilst there is no specific Government performance indicator for waste collection currently, the following information was presented.

Core Cities - bins collected

Core City	% bins collected	Data provided
Bristol	99.85%	Aug – Sep 2018
Liverpool	99.97%	Jan – Sept 2018
Manchester	99.95%	Oct 2017 – Sept 2018
Sheffield	95.50%	Oct 2017 – Sept 2018
Nottingham	99.80%	Oct 2017 – Sept 2018
Newcastle	95.50%	Oct 2017 – Sept 2018
Birmingham	Not available	N/A
Leeds	99.92%	Oct 2017 – Sept 2018

44 It was explained that in the worst four week period of w/c 26th February 2018 when there was disruption due to snow, the service still managed to empty approximately 99.8% of the residual waste bins expected in that month.

45 Whilst we recognise that missed bin collections can be frustrating for Leeds residents, we consider the successful collection rate to be favourable when compared to other core cities and an achievement that should be recognised positively, and in particularly the efforts made by the crews, which we witnessed during our visits.

Service Performance

41 When considering the existing strategic approach to waste management we sought to establish current service performance relating to kerbside collections and recycling and identify areas where performance could be improved.

Collection Performance

42 Leeds City Council collects domestic waste from approximately 346,500 properties in Leeds, with approximately

Recycling Performance

46 We were presented with data which illustrated the historical household



Conclusions and Recommendations

recycling rate performance for Leeds from 2008/9 to 2017/18, showing a year-on-year increase up until 2013/14 when a high of 43.7% was reached. Household waste recycling performance since that time plateaued reflecting the national trend.

47 We requested comparative data relating to the recycling rates for other core Cities for 2017/18 which is detailed below. This identifies that both Bristol and Newcastle are performing better. It was also clarified that Manchester and Liverpool are waste collection authorities only, so do not include elements such as their household waste site recycling in their figures. For this reason, if calculated on the same basis as Leeds, their recycling rate would be expected to be higher.

Core City	2017/18 Recycling Rate
Bristol	46.1%
Newcastle	42.1%
Leeds	39.1%
Manchester*	38.6%
Liverpool*	34.9%
Sheffield	31.9%
Nottingham	29.8%
Birmingham	22.7%

48 Whilst considering this information we raised our concern regarding our recycling rate of 39.1% and asked what strategy exists to move us rapidly towards the 50% target rate for 2020. We were advised that with investment it could be possible to lift recycling to 50% but there would need to be an appetite for the recycling of more domestic waste.

49 During debate regarding alternative recycling models we were advised that the vast majority of local authorities now provide kerbside glass collections, and a

substantial proportion provide sustained food waste collections. Certainly authorities with high recycling rates include glass and food recycling. A recent survey of 115 local authorities by APSE in 2018 showed that:

- 90% have a glass collection
- 63% have a food waste collection
- 63% of those intending to change collections are considering 3 weekly residual collections
- 6% of those intending to change collections are considering 4 weekly residual collections

50 We asked if any profit can be gained by increasing recycling. We were advised that this is not usually the case and increased collection would be at cost to the local authority. We also established that no recent analysis of black bin waste had been undertaken to identify the amounts of recyclables being sent to land fill. If this was better understood then it would provide focus for recycling related communication and education.

51 We were provided with a number of alternative examples of waste sorting and collection including trolley systems, where waste separation is more defined, resulting in less contamination. We recognise that any radical innovation would require investment not only in infrastructure and facilities but in the resources required to collect the waste itself. We consider that more needs to be done, in terms of understanding what steps are required to meet DEFRA and EU recycling targets, what can be done within the existing system and what alternative models may be viable. In addition we consider that it would not be appropriate to adopt a one-size fits all model for a city as diverse as Leeds,



Conclusions and Recommendations

however the approach should be one that positively provides residents with options to access the full recycling offer.

Recommendation 5 – That the Director of Communities and Environment presents an analysis of waste collection systems that could be utilised in the longer term to accelerate improved recycling rates, which also considers suitability, financial viability, sustainability and expected benefits.

The analysis is to be presented to the Scrutiny Board in January 2020, or before if practicable.

Missed Bins

52 Whilst acknowledging that bin collection rates in Leeds are comparable to other core cities and that the number of missed bin collections are low when considered in the context of the overall number of bins collected, we did focus on missed bin collections due to the concerns outlined in the original request for scrutiny (appendix 1)

53 To compliment the consideration of collection rate patterns and trends, and reasons behind missed collections, we visited and spoke to bin crews whilst they were working on their rounds to see and hear directly the issues that hinder the collection of refuse.

Missed Bin Recovery Policy

54 We recognise that not all bins are collected on a normal collection day for a range of reasons. We were presented with information at appendix 4 which shows the missed bin collections, by collection type.

55 We sought clarity about the definition of a missed bin and were informed that in January 2014 Executive Board approved a policy where bins that are not collected for a group of properties on their due date should be left out for 'recovery' collection within a further 48 hours. Those bins which are not recovered in that timeframe are classed as a formal missed bin collection. We consider that most Leeds residents would regard their bin not being collected on the established day as a 'missed bin' and would report it as such. We emphasised that this policy is not widely known or understood by residents, and consider that it may be timely to reconsider the definition of a missed bin as part of the developing local waste strategy, so that it is aligned with the expectations of residents and Elected Members.

Recommendation 6 – That the Director of Communities and Environment, before July 2019:

- a) reviews the current missed bin definition and considers whether performance benefits could be delivered should it be aligned to customer expectation.
- b) explores the different methods of communication and proactively puts measures in place to inform Leeds residents of the current missed bin policy and what they need to do should their bin not be collected on the established collection day.

56 We were further advised that if more than two working days have elapsed, and the bins have not been collected this would be considered a service



Conclusions and Recommendations

failure and residents are advised to notify the Contact Centre. Checks will then be made to confirm the group of properties affected together with feedback obtained from the crew before taking the appropriate remedial action.

- 57 We explored the implications for local residents of leaving missed bins on the street for an additional 48 hours, particularly those who have mobility issues or are sight impaired, who may experience difficulty where pedestrian walkways are blocked.

Recommendation 7 – That the Director of Communities and Environment considers if the existing missed bin policy should be adapted, working with stakeholder groups to explore

- a) the negative impact of leaving bins on pedestrian walkways for 48 hours
- b) the identification of any innovative solutions or compromise that will prevent access issues for those who are mobility or sight impaired.
- c) the cost, benefit and viability implications of any solution or compromised identified

The outcome of these considerations is to be reported back to the Scrutiny Board in January 2020

- 59 We explored the current effectiveness of in cab technology, as this was introduced approximately 5 years ago as a solution to improving collection rates and reducing missed bin problems. We were advised that the technology has not been fully rolled out to all vehicles due to ‘technical glitches’. We were also advised that not all crews are using the technology even where it is installed. There is an apparent need to establish who is responsible for ensuring technology is running effectively and that it is being used by crews, with clear lines of accountability and responsibility for this. We consider that whilst the in-cab technology is not wholly operational this will hinder collection performance resulting in missed bins.

Recommendation 8 – That the Director of Communities and Environment explores and resolves the technical in-cab technology issues and ensures that all waste personnel are appropriately trained to utilise the technology effectively, with clear lines of accountability and responsibility for its use.

A progress update will be required by the Scrutiny Board in July 2019 with a more detailed overview in January 2020

In Cab Technology

- 58 We were advised that in –cab technology is utilised to record missed bin issues and the ‘Collective’ waste management database holds data on routes, types of bins and performance which is linked to the bin wagons in-cab system.

- 60 During our visits we explored the reasons why bins are not emptied. We were advised of the following likely causes :

- Refuse collection vehicles unable to get to properties due to parked cars, skips, roadworks and other obstructions.



Conclusions and Recommendations

- Vehicle breakdown
 - Insufficient crew members available to staff-up all vehicles required (pressures arise from unexpected absences due to sickness etc.)
 - Road surface issues and Roadworks
 - Bins not presented at all or done so incorrectly.
 - Contamination issues and side waste presented in alternate weekly collection areas.
 - Crew error due to lack of familiarity with an area and the exact locations of bins.
 - Backlogging of usual work when needing to recover missed collections connected to the above.
 - New housing developments (e.g. inaccessible roads when bins are delivered or inaccessible bin stores);
 - High presentation rates (e.g. excess bins, residents not recycling resulting in heavy residual rounds or where routes may require re-alignment);
 - Health and safety issues
- 61 We were further advised that infrequent factors such as adverse weather can also impact on the ability to complete rounds, such as in the four weeks from 26 February 2018 due to significant snow fall.
- 62 To minimise the impact of these issues we were informed that a team leader will meet crews on site to identify possible solutions, which may include:
- Liaising or meeting with residents to discuss parking issues
 - Writing to residents about parking and highlighting collection days
 - Setting up a collection point for bins if this is practical
 - Changing the collection day if this is feasible within the existing route
- Liaising with Ward Members/community groups/landlords
 - Meeting with Cleaner Neighbourhoods Team and enforcement staff on site in relation to fly tipping
 - Working with Civil Enforcement officers and the Police for persistent parking on yellow lines
 - Working with Highways to discuss a traffic regulation order (TROs), normally a last resort
- 63 In cases of repeat missed bin collections it was clarified that this is not formally reported as a local performance indicator however the information is collated and focused on within the service so that a solution can be identified and implemented, with the co-operation of local residents where required. We were advised that information relating to repeated missed bin collection can be made available to Ward Members should they request it.

Planning and Construction of New Build Developments

- 64 A number of our Scrutiny Board members who also serve on Plans Panels raised their ongoing frustration with new housing schemes which do not have adequate bin storage or access for bin wagons. In response we were advised that the waste collection service works closely with Highways and Planning services on new developments and follows a consultation procedure. However, feedback from the Waste Service, especially around potential accessibility problems is not always addressed with the developer at the pre-planning stage. We were informed that residents will often move into new properties, which do not have serviceable roads or street names and



Conclusions and Recommendations

have the expectation that their bins will be collected. This can lead to missed collections whilst routes and collection regimes are established by the service.

- 65 Whilst we were reassured about the co-operation between officers in the Waste Service and City Development's Planning Services we still have ongoing concerns about the planning system.
- 66 Following our debate, we gained some reassurance from DEFRA's Waste Strategy, *Our Waste, Our Resources: A strategy for England* which states that "As recycling rates in urban authorities are often lower the Government will work with local authorities to align the National Planning Policy for Waste and planning practice guidance with the waste strategy and continue to maintain building regulations guidance to support its objectives."
- 67 Whilst this 'alignment' is taking place pro-active steps at a local level should be taken to discourage planning applications for new housing schemes without proper bin store provision, particularly for the recycling of waste. We also consider that all developers should be required to provide communal waste facilities for those developments which are occupied but where vehicular access has not yet been completed.

Recommendation 9 – That the Director of Communities and Environment works in collaboration with the Director of City Development to ensure, through national and local planning policy, that Housing Developers are meeting all requirements for the provision of waste storage and collection, at planning and development stages.

The outcome of this collaborative work to be reported to the Scrutiny Board in July 2019.

- 68 The Unison representative outlined that in his view vehicle reliability and vehicle breakdown is an issue that impacts negatively on bin collections. During the inquiry we were advised that 25% of the fleet is due to be replaced over the next few months. There was debate during the visits and with the Unison representative regarding the benefits and issues of larger and smaller wagons, without definitive conclusion, however there was a consensus that the size of vehicle to be utilised should not only be dependent on the geographical areas being serviced but also support the crews to provide the best service possible based on local knowledge.
- 69 Since the gathering of our evidence concluded the Executive Board approved the fleet replacement programme for 2019/20 including the procurement for the electric retrofit of four of the refuse collection vehicles. (13 of February 2019). We now seek reassurance that the fleet replacement and retrofit is advanced efficiently to ensure vehicles are upgraded without delay.



Conclusions and Recommendations

Recommendation 10 – That the Director of Communities and Environment works collaboratively with the Director of Resources and Housing to advance fleet upgrade without delay. With an update to be provided to Scrutiny Board in July 2019.

Road Blockages

70 During our visits we witnessed first-hand the issues experienced by waste crews in accessing streets due to parked cars, skips, roadworks and other obstructions. The driving skill demonstrated by the drivers when manoeuvring around these obstructions is to be applauded. We understand that access issues are a daily occurrence with collections aborted due to not being able to manoeuvre the bin waggons down streets; particularly in areas of older housing where parking was not a consideration.

71 During our inquiry we explored whether a potential solution to alleviate road blockages, due to parking, could be the increased use of Traffic Regulation Orders (TRO's). We concluded that this should be explored further.

Recommendation 11 – That the Director of Communities and Environment works in collaboration with the Director of City Development to explore practical solutions, that are palatable to local residents, to resolve access problems through the implementation and enforcement of TRO's.

The outcome of this collaborative work to be reported to the Scrutiny Board in July 2019.

72 During our visits, waste personnel explained that they will 'go the extra mile' to gather bins from streets when the waggons cannot gain access. We sought clarity regarding the expectation placed on waste personnel to collect and gather bins in inaccessible areas. In response we were advised that crews conduct a 'dynamic risk assessment' where they assess health and safety risk for bin collection. It was acknowledged that sometimes the assessment of waste personnel was right and correct and sometimes it was not. We were reassured that the service will reinforce the message that waste personnel should pull bins to the vehicle, within reasonable distance and where safe to do so, in order to improve customer satisfaction, prevent complaints and minimise the need for a return visit.

Side Waste

73 The presentation of side waste in bin bags presents problems in terms of increasing waste volume and also associated issues with street cleanliness. When exploring this matter further we identified that there is an inconsistent approach to the treatment of side waste. Currently residents who have weekly black bin collections can present side waste and residents that have fortnightly collections cannot. It was recognised that there is a need for greater consistency. We were advised that the difference is a historical hangover and that there is no other specific reason for this difference.



Conclusions and Recommendations

Recommendation 12 – That the Director of Communities and Environment considers if the existing side waste policy should be adapted, including the positive and negative implications of adopting a consistent city wide approach. The outcome of this consideration is to be reported back to the Scrutiny Board in July 2019.

Communication of Service Failure

74 During our inquiry we wanted to identify what constitutes service failure and when escalations should be made by either Elected Members or residents. As previously stated, where missed bins have not been collected and more than two working days have elapsed, this would be considered a service failure. Where this occurs we wanted to ensure that daily collection activity is clearly and accurately communicated to Elected Members and other external interested parties, in a way that can be easily accessed.

75 In August 2017 the Local Government and Social Care Ombudsman published its report 'Lifting the Lid on Bin Complaints: Learning to improve waste and recycling services. In this report it states that "Missed collections happen. But councils should make it easy for people to report missed collections and have clear information about how and when the missed collection will be dealt with." The report also outlines the need to "ensure local councillors are fully briefed so they know how to help when people report problems."

76 We were advised that currently crews record missed collection information either through the in-cab units or manually on task sheets. The information captured is collated into an 'end of day' report, which is then used to inform Elected Members. The 'end of day' report details are distributed to Elected Members via email detailing any relevant performance issues across routes, including proposed action as to how problems will be resolved. Where streets have not had a collection, the broad reason will be given (e.g. access issues, fly-tipping, route failure or roadworks).

77 It was identified that in-cab technology is not always fully utilised. In addition the completion of the task sheets is sometimes questionable therefore the 'end of day' report is not 100% reliable.

78 Customer Services are informed when a bin crew has missed part of a route, and a message is posted to notify all Customer Access staff in case of customer contact. In circumstances where there is wholesale service disruption, a message is recorded to advise residents who telephone the contact centre, in addition to updating the Council's website and social media feed. In the knowledge that the end of day report is not always wholly accurate we consider that it would be useful if Ward Members are also included in the alert when routes are missed.



Conclusions and Recommendations

Recommendation 13 – That the Director of Communities and Environment

- a) updates alert procedures to ensure that Ward Members are included in Customer Access staff updates, where their ward is affected.
- b) improves the quality of information provided to Elected Members in the 'end of day reports' ensuring that they are accurate, provide an explanation of the reason for the missed collection and detail the action to be taken to resolve the issue, including longer term solutions that may be necessary.

Progress is to be reported back to the Scrutiny Board in July 2019

79 As previously outlined in this inquiry report we consider it essential that issues with in-cab technology are resolved not only to improve collection but to improve the accuracy of 'end of day' reporting.

80 Currently missed collections can be reported by the public either via the Contact Centre or online. It is recommended that Elected Members report missed collections (i.e. not collected 48 hours after collection day) to the internal Member Refuse Enquiries email address to enable the service to allocate, monitor and respond as efficiently as possible.

81 We explored how residents and Elected Members could be supported to check for missed collections themselves. In response we were advised that once the

in-cab technology is fully utilised and embedded, a live feed of the data recorded by crews could be uploaded to a customer portal. This would enable members of the public to access information on their bin collections. We were further advised that some level of potentially resource-intensive reformatting of this information would be required to render this user-friendly for customers, however we consider this option worthy of further exploration.

82 We also considered the option of sharing the 'end of day' report on the Council website or on social media so that residents could have direct access to the information, although this would need to be accurate. Again we were advised that some level of reformatting of this information would be required to render this user-friendly for residents. We acknowledged that this would help to manage customer expectations and avoid unnecessary contact as residents would not need to report their missed bin if it is included in the 'end of day' report.

Recommendation 14 – That the Director of Communities and Environment fully explores and implements the provision of customer access information, either web based or app, which enables both residents and Elected Members to identify accurately reported missed bin collections, which is updated in an efficient and timely manner.

A progress update will be required by the Scrutiny Board in July 2019 with a more detailed overview in January 2020



Conclusions and Recommendations

Advice, Education and Enforcement

83 We wanted to identify the levels of customer focus provided by the Waste Collection Service through the provision of advice and education, and where this has been ineffective, enforcement. This is to encourage residents to present their waste correctly and promote recycling.

84 With regard to enforcement action we were advised that the options available are as follows:

- a) Environmental Protection Act 1990: Section of 46. This enables councils to instruct householders on how to present waste and recycling for collection. Where this is not followed, fixed penalty notices (FPNs) can be issued. However, the Deregulation Act 2015 downgraded misuse of bins to a civil offence meaning a lower monetary level FPN can be issued. There must be a clear process of evidence showing the Council has taken steps to educate the householder before these powers can be used meaning the process requires significant resource.
- b) Anti-Social Behaviour: Crime and Policing Act 2014 – This enables the Council to serve community protection notices for persistent and unreasonable behaviour which has a detrimental effect on those in the locality. These are used mainly for waste in gardens or yards. Once waste is presented on the street it becomes more difficult to determine who is responsible. There must be certainty which household is

responsible for the anti-social behaviour.

- c) Public Space Protection Orders 2017 – This enables the Local Authority to deal with particular nuisances in defined public areas which have a negative impact on the public's quality of life. We were advised that PSPOs have been trialled in Armley and Harehills and have been successful in terms of a significant reduction in bins left on streets after waste collection. However, this approach has been resource intensive, and can only realistically be deployed on a targeted basis.

85 We were informed that different forms of enforcement are taken dependent on individual circumstances. The service adopts an approach of offering advice, support and guidance in the first instance in advance of any formal enforcement action and in the majority of cases, residents take heed of the advice and change their behaviour.

86 We were further advised that the main focus of communication and engagement with residents has been to help residents understand what to do with different types of waste and how to present their domestic waste for collection. Interactive digital content is provided via the Leeds Bins app and 'What Goes Where', alongside the 'Check Your Bin Day' facility on the Council website.

87 The Council employs a small team of Waste and Recycling Advisors who, as well as delivering on the wider waste and recycling education and engagement programme, are targeting areas where there is evidence of problems to support collection crews in



Conclusions and Recommendations

tackling these issues. We were informed that their interventions involve door-knocking to notify residents of failures to engage properly with collection services, education regarding waste containment and recycling, and ensuring that residents have the appropriate containers. Education programmes are also delivered in schools, these include 'Young Waste and Recycling Advisor' packs for schools with an offer for assemblies, class workshops and site visits, including the Recycling and Energy Recovery Facility, Materials Recycling Facility and the re-use shops at Kirkstall and Seacroft recycling sites. Community, faith and youth groups are engaged with presentations, workshops and the offer of site visits.

88 It was acknowledged that there are some areas of the City where there is a very low level of engagement with collection policies and recycling and where a more robust targeted approach is required in order to promote behaviour change.

89 When collection crews identify a contaminated or excessively heavy bin, a sticker or tag should be left to explain why the bin was not emptied and request that the householder remove and make arrangements for the safe and appropriate disposal of any contaminated material prior to the next scheduled collection. We did however identify inconsistencies in the distribution of this information.

90 We also considered the extent of regular communication with the residents of houses in multiple occupation, particularly where tenant turnover is rapid, as new tenants may not be aware of waste collection requirements. We

also discussed the need to regularly check the number of bins required as the provision of insufficient bins generally leads to the presentation of side waste on the street.

Recommendation 15 – That the Director of Communities and Environment reviews

- a) how information is consistently provided when problems arise
- b) that information sharing processes are being followed,

particularly information which advises residents how to present waste for collection, so that they are clear about their responsibilities. (e.g. when contamination is evident, in areas with a transient population and where side waste is an issue)

The outcome of this review will be required by the Scrutiny Board in July 2019.



Evidence

Monitoring arrangements

Standard arrangements for monitoring the outcome of the Board's recommendations will apply.

The decision-makers to whom the recommendations are addressed will be asked to submit a formal response to the recommendations, including an action plan and timetable, normally within two months.

Following this the Scrutiny Board will determine any further detailed monitoring, over and above the standard quarterly monitoring of all scrutiny recommendations.

Reports and Publications Submitted/Considered

- Report of the Head of Governance and Scrutiny Support, Sources of Work, Appendix 4, Request for Scrutiny 14 June 2018
- Report of the Head of Governance and Scrutiny Support, Waste Management and Kerbside Collection – Scoping Discussion , 26 July 2018
- Report of the Chief Officer, Waste Management Services, Kerbside collections of domestic waste, 26th July 2018
- Data showing missed bin collections 2012-2018 and by ward 2015-2018, 3 October 2018
- Report of the Chief Officer, Waste Management Services, Scrutiny Inquiry into Kerbside Collection and Recycling of Domestic Waste – Session 1, 3 October 2018
- Report of the Chief Officer, Waste Management Services, Scrutiny Inquiry into Kerbside Collection and Recycling of Domestic Waste - Session 2, 28 November 2018
- Report of the Chief Officer, Waste Management Services, Scrutiny Inquiry into Kerbside Collection and Recycling of Domestic Waste - Session 3, 14 December 2018
- DEFRA - Our Waste Our Resources: A Strategy for England - December 2018
- Local Government and Social Care Ombudsman, 'Lifting the Lid on Bin Complaints: Learning to improve waste and recycling services, August 2017



Evidence

Witnesses Heard

- Waste Management Operatives supporting the visits on the 30/09/18 and 16/11/18
- Steve Procter – UNISON representative and Waste Management Operative
- Paul Lyons, Team Manager, Waste Management
- David McGuirl, Team Leader, Waste Management
- James Rogers - Director of Communities and Environment
- Helen Freeman – Chief Officer, Environmental Action
- Susan Hardy – Service Manager, Waste Management
- Andrew Lingham – Head of Service (Waste Strategy)
- John Woolmer, Deputy Chief Officer, Waste Management
- Matthew Birkett – Service Manager, Communities and Environment
- Adam Quesne – Head of Customer Contact
- Councillor Mohammed Rafique, Executive Member for Environment and Active Lifestyles
- Councillor D Ragan – Support Executive Member for Environment & Active Lifestyles
- Councillor Matthew Robinson
- Councillor Paul Wadsworth
- Councillor Mark Dobson

Dates of Scrutiny

28 June 2018 – Scrutiny Board - Request for Scrutiny
26 July 2018 – Scrutiny Board - Scoping of Inquiry

Evidence Gathering

30 August 2018 - Visit
3 October 2018 – Scrutiny Board
16 November 2018 – Visit
28 November 2018 – Scrutiny Board
14 December 2018 - Working Group of the Scrutiny Board



Appendix 1



Leeds
CITY COUNCIL

Cllr Barry Anderson
Scrutiny Chair
By e-mail

Councillor Matthew Robinson
Councillor Paul Wadsworth
2nd Floor East
Civic Hall
Leeds LS1 1UR
Tel: 0113 37 88791
Fax: 0113 33 67008

Councillor Mark Dobson
3rd Floor East
Civic Hall
Leeds
LS1 1UR
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14 June 2018

Dear Cllr Anderson,

We would like to request a scrutiny inquiry into the Council's Refuse Service as a point of focus for the coming municipal year.

Given the recent increase in missed bin collections in wards throughout the city and the change in management of the service, we would like to request a scrutiny inquiry that focuses on the effectiveness of the Refuse Service in general but also specifically on the suitability of the fleet and analysis of the number of breakdowns, a review of existing policies on issues such as side waste, areas for improvement within the service and analysis of the impact of route rationalisation and scope for future route changes.

We hope that you are happy for this to proceed and we would be happy to attend to outline our concerns at one of your upcoming meetings.

Yours sincerely

Councillor Matthew Robinson

Councillor Paul Wadsworth

Councillor Mark Dobson



Appendix 2

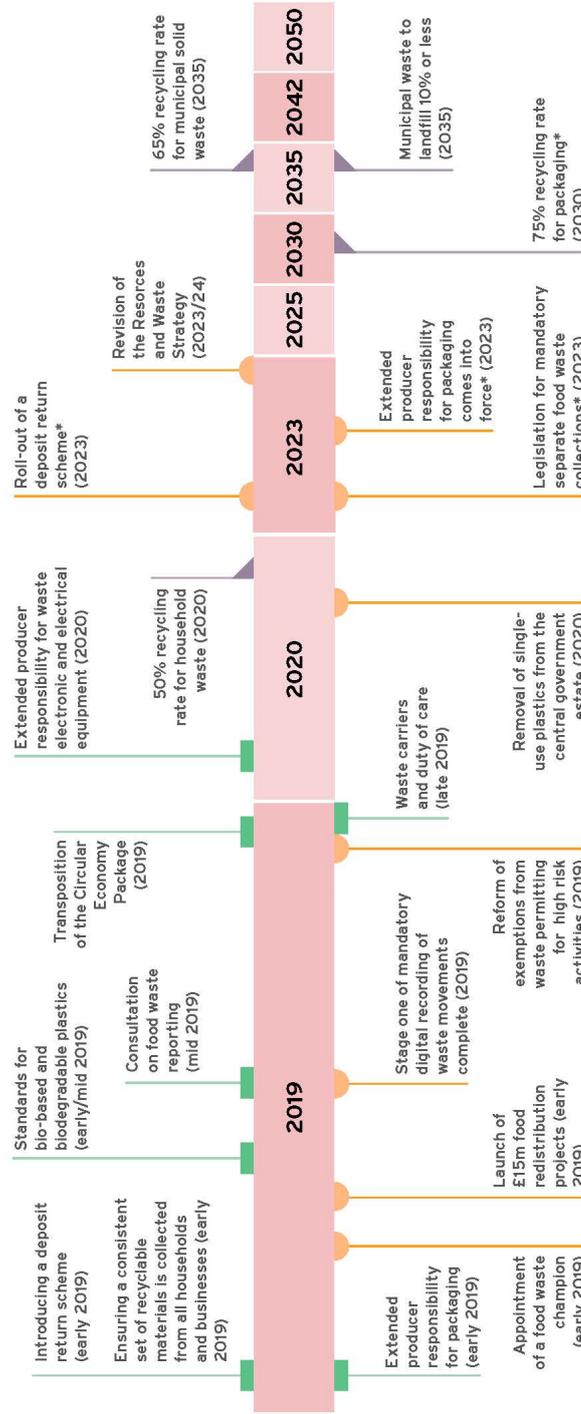
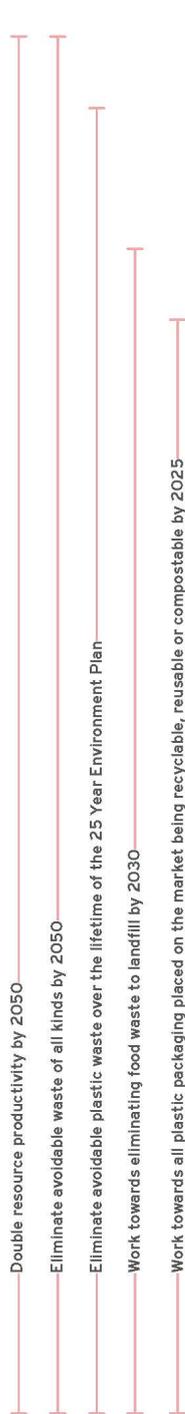
	Alternate Weekly Collection Area	Non Alternate Weekly Collection Area
Mixed dry recyclables	 Every 2 weeks 240l bin (or bags)	 Every 4 weeks 240l bin (or bags)
Garden waste	 Every 2 weeks 240l bin	 Every 2 weeks 240l bin
Food waste	 Weekly 23l bin (12,334 properties)	
Residual waste	 Every 2 weeks 240l bin (or bags)	 Weekly 240l bin (or bags)



Appendix 3

Source: Our Waste Our Resources: A Strategy for England (DEFRA)
<https://www.gov.uk/government/publications/resources-and-waste-strategy-for-england>

KEY MILESTONES



STRATEGIC AMBITIONS ▲ CONSULTATIONS ■ TARGETS ▼ KEY MILESTONES ●

*subject to consultation



Appendix 4

Missed Bins Per Ward Per Year %s

Ward	Bin Collections				Total Collections Per Year	Missed Bins %				
	Annual Residual collections	Annual Recycling collections	Annual Garden collections	Annual Food collections		% Missed 2015	% Missed 2016	% Missed 2017	% Missed 2018	% Average per year
Adel and Wharfedale	265616	265473	172692	0	703781	0.05%	0.03%	0.03%	0.05%	0.04%
Alwoodley	230828	225771	191854	0	648453	0.08%	0.07%	0.05%	0.06%	0.06%
Ardley and Robin Hood	256334	256334	196872	0	709540	0.05%	0.06%	0.06%	0.08%	0.07%
Armley	334282	204217	106340	0	644839	0.16%	0.08%	0.06%	0.09%	0.10%
Beeston and Holbeck	377884	193102	99060	0	670046	0.09%	0.06%	0.05%	0.07%	0.07%
Bramley and Stanningley	274560	260481	157664	0	692705	0.07%	0.04%	0.04%	0.07%	0.06%
Burmantofts and Richmond Hill	374348	151359	88244	0	613951	0.10%	0.09%	0.06%	0.07%	0.08%
Calverley and Farsley	252044	251784	213642	0	717470	0.06%	0.06%	0.04%	0.07%	0.06%
Chapel Allerton	346398	232817	128830	0	708045	0.18%	0.12%	0.11%	0.14%	0.14%
Cross Gates and Whinmoor	269256	266318	185666	0	721240	0.08%	0.07%	0.04%	0.08%	0.07%
Farnley and Wortley	288340	259610	182338	0	730288	0.15%	0.13%	0.15%	0.19%	0.15%
Garforth and Swillington	231140	231140	184834	0	647114	0.05%	0.04%	0.05%	0.06%	0.05%
Guiseley and Harehills	419614	142402	98306	0	660322	0.12%	0.11%	0.07%	0.11%	0.11%
Guiseley and Rawdon	248092	248092	184704	0	680888	0.04%	0.03%	0.02%	0.04%	0.03%
Harewood	212238	211107	159536	0	582881	0.10%	0.07%	0.05%	0.09%	0.08%
Headingley and Hyde Park	413452	173862	10166	0	597480	0.11%	0.10%	0.09%	0.10%	0.10%
Horsforth	238134	237588	191906	0	667628	0.08%	0.05%	0.04%	0.06%	0.05%
Hunslet and Riverside	313846	119184	30706	0	463736	0.10%	0.06%	0.04%	0.05%	0.06%
Killingbeck and Seacroft	264810	241852	193414	0	700076	0.12%	0.10%	0.10%	0.12%	0.11%
Kippax and Methley	240656	240656	182104	0	663416	0.05%	0.07%	0.07%	0.09%	0.07%
Kirkstall	293384	192660	117130	0	603174	0.11%	0.06%	0.08%	0.11%	0.09%
Little London and Woodhouse	199316	67587	26	0	266929	0.06%	0.03%	0.04%	0.05%	0.05%
Middleton Park	317018	302484	236106	0	855608	0.08%	0.09%	0.08%	0.13%	0.10%
Moortown	230126	224484	184236	0	638846	0.10%	0.08%	0.06%	0.09%	0.08%
Morley North	262158	262158	221520	0	745836	0.13%	0.14%	0.16%	0.28%	0.18%
Morley South	256100	256100	170872	0	683072	0.09%	0.15%	0.11%	0.20%	0.14%
Otley and Yeadon	256022	255762	156494	0	668278	0.04%	0.03%	0.02%	0.05%	0.04%
Pudsey	278200	273598	220792	0	772590	0.07%	0.06%	0.05%	0.07%	0.06%
Rothwell	230126	230126	179426	514592	1154270	0.04%	0.05%	0.06%	0.09%	0.06%
Roundhay	220246	213915	174382	0	608543	0.13%	0.10%	0.10%	0.14%	0.12%
Temple Newsam	250510	246532	203788	0	700830	0.09%	0.08%	0.06%	0.08%	0.07%
Westwood	234676	200915	157924	0	593515	0.08%	0.05%	0.04%	0.06%	0.06%
Wetherby	225550	221572	164892	0	612014	0.08%	0.06%	0.06%	0.10%	0.07%
Average						0.09%	0.07%	0.06%	0.09%	0.08%



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