

Report of Chief Officer, Waste Management Services

Report to Scrutiny Board (Environment, Housing & Communities)

Date: 3rd October 2018

Subject: Scrutiny Inquiry into Kerbside Collection and Recycling of Domestic Waste

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input checked="" type="checkbox"/> No

Summary of main issues

At the meeting of 26th July 2018, Scrutiny Board requested an inquiry into waste management services with the first Scrutiny meeting focusing on the performance of kerbside collections of domestic waste including:

- The legislative context;
- Range of collection services compared to other core cities and neighbouring local authorities;
- Collection performance showing missed bins across city wards over the last 5 years;
- Data quality of recording and reporting collection performance;
- Reasons for missed bins and how collections can be improved upon.

This report provides further information on the collection service in relation to the points above.

Recommendations

It is recommended that Scrutiny Board consider the information provided and discuss suggested performance improvement options.

1. Purpose of this report

1.1 At the meeting of 26th July, Scrutiny Board requested an inquiry into waste management services with a focus on missed collections, in particular:

- The legislative context;
- Range of collection services compared to other core cities and neighbouring local authorities;
- Collection performance showing missed bins across city wards over the last 5 years;
- Data quality of recording and reporting collection performance;
- Reasons for missed bins and how collections can be improved upon.

2. Background information

2.1 Current kerbside legislation and policy:

2.1.1 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.

2.1.2 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.



2.1.3 The hierarchy sets out the preferred options of 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, and this has

been passed on to local authorities. As of 2017/18, Leeds recycled 39.1% of household waste.

2.1.4 From 2015, amendments to legislation required local authorities to provide a separate recycling collection of paper, plastics, metal and glass. 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 (paper, card, metal and plastic) and the network of around 350 bring bank sites provided for glass recycling.

2.1.5 Section 46 of the EPA covers enforcement powers for local authorities. This enables councils to instruct householders on how to present waste and recycling for collection (e.g. no side waste, no bins left on street and waste contained correctly) and, where these are not followed, fixed penalty notices (FPNs) can be issued as a criminal offence. However, the **Deregulation Act 2015** downgraded misuse of bins to a civil offence meaning a lower monetary level FPN can be issued, but there must be a clear process of evidence showing the Council has taken steps to educate the householder before these powers can be used.

2.2 Future legislation

2.2.1 In 2018 the EU Circular Economy Package was adopted. In spite of Brexit, DEFRA (Department of Environment, Food and Rural Affairs) has indicated that the UK is expected to adopt the principles and targets. Some specific targets and potential requirements expected to affect local authorities are as follows:

- Recycling targets of 55% by 2025, 60% by 2030 and 65% by 2035 for all municipal waste.
- Potential requirements for collections of organic wastes (e.g. food), textiles, hazardous wastes, etc.
- A greater focus on economic instruments including producer responsibility and potential deposit return schemes to ensure that producers/retailers meet the costs of waste collection, treatment and disposal associated with their products and packaging.

2.3 Current strategy in Leeds.

2.3.1 Leeds City Council currently offers a kerbside collection service to over 346,500 households and a population of over 780,000 people.

2.3.2 Alternate weekly collections (AWC) of black bins (residual waste) and green bins (mixed dry recyclables) were implemented over 4 phases between April 2013 and May 2015 covering approximately 76% of households in Leeds.

2.3.3 The remainder of the city predominantly have their black bins collected weekly and their green bins four weekly.

2.3.4 Brown bin (garden waste) collections are provided to around 63% of households. Bins are collected fortnightly between March and November.

- 2.3.5 Food waste is collected weekly from around 12,500 properties in the Rothwell area.
- 2.3.6 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.
- 2.3.7 A medical waste collection service is provided for Leeds residents who meet the necessary requirements.

2.4 Kerbside collection services in other local authorities:

- 2.4.1 There is a diverse range of kerbside collection services across local authorities, with a range of collection systems, frequencies and recycled materials offered. Whilst all authorities will offer some level of kerbside collection of dry recyclables, the materials may differ, and collection frequencies will vary between weekly and four weekly.
- 2.4.2 The vast majority of local authorities now provide kerbside glass collections, and a substantial proportion provide food waste collections. A recent survey by APSE showed that of the 115 authorities surveyed, 90% have a kerbside glass collection, and 63% collect food waste.
- 2.4.3 Although still a minority, an increasing number have also reduced the frequency of black bin (residual waste) collections to three weekly, or in some cases have reduced the size of the black bin to 140 or 180 litres from 240 litres.
- 2.4.4 Most authorities provide kerbside garden waste collections, with a significant number now charging for this service.

3. Collection Rate performance

- 3.1 Missed bin data is extracted from the 'Collective' waste management database that holds data on routes, types of bins and performance. It produces each route's bin collection schedule, is linked to the vehicle in-cab system and is used to note route issues such as complaints and missed collections.
- 3.2 'Missed bins' are defined as a bin that has not been collected within 48 hours of its scheduled collection day. This is in line with the range of waste collection service policies adopted by Executive Board in 2014. Appendix B shows missed bin data between 1st June 2015 and 31st August 2018 and is based on customer contact advising that a bin has been missed. The data runs from the 1st June 2015, because this was the first full month after the final alternate weekly collection phase was implemented allowing a consistent comparison from this date onwards.
- 3.3 Some caveats to the data should be noted. It will include multiple contacts about the same missed bin per household, and also bins missed that were still within 48 hours of the due date when reported online.
- 3.4 Appendix B, Table 3 shows the wards that resulted in the majority of customer contact over missed bins from 2015 to the present.

3.5 Appendix B, Table 4 shows the missed bin collections, by collection type. The table shows that almost half of all missed bins reported tend to be black bins. Just over a quarter all of missed bins are green bins, and just under a quarter of reports are for brown garden waste bins.

4. Reasons and processes for missed collections:

4.1 Scrutiny Board Members were invited to join crews on 30th August to see examples of access issues. Members will be invited to report back at the meeting, supplemented with video footage for viewing by all Scrutiny Board Members.

4.2 The majority of missed collections are due to the following reasons:

- Access issues (e.g. parked vehicles, skips, other obstructions);
- Roadworks;
- Vehicle breakdowns;
- New 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 (e.g. overhanging trees, unsafe bins, uneven surface);
- Unfamiliarity (i.e. regular crew members not on a route).

4.3 As per the Waste Collection Services Policies approved by Executive Board in January 2014, bins that are not collected on their due date should be left out for 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. On the occasions where a whole street has been missed due to access issues this is recorded directly in Collective or via the in-cab system. Where a whole route has been missed due to sickness or vehicle breakdown, this is not currently input into Collective as in these cases, a vehicle will be sent to cover these collections within 48 hours.

4.4 The main formal performance reports and reporting mechanisms out-with the service are as follows:

- Missed bins per 100,000 properties (sent monthly to operations managers, corporate performance team and team managers);
- Quarterly environmental sub-board meetings;
- As required for ward members meetings.

5. Dealing with persistent, longer-term practical collection issues

5.1 Access and parking issues are a regular occurrence that the service deal with on a daily basis. The crew deal with the majority of these themselves whilst out making collections and do not require the intervention of a team leader or other manager from the service.

- 5.2 If an access issue becomes more persistent, leading to regular missed bins, then the service would try and deal with this in a variety of ways. Outlined below is a number of steps that would be followed. However, this is not an exhaustive list as all streets and issues are different.
- 5.3 A Team Leader will meet the crew on site on the next scheduled collection day to identify the issue and 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.
- 5.4 Even after all of the above options have been explored, there are still some areas of the city encountering a level of missed bins, in particular including parts of Harehills, Headingley and Beeston. Also, it is not always the same locations/streets within these areas as the location of cars, skips and other obstructions vary, so the following week it may be another street.
- 5.5 The service works closely with Highways and Planning on new developments and have a robust consultation procedure that we follow. Comments from the service, especially around potential accessibility problems are not always addressed with the developer at the pre-planning stage. Residents will often move into new properties, which do not have serviceable roads or street names and the bins are delivered with an expectation that the crew will be able to collect them. This can often lead to missed collections whilst the service establish a route and collection regime that is within the safe working practices of the service.

Appendix A: Collection service offer across Core Cities and neighbouring LAs

Table 1: Collection offer in English Core Cities

Core Cities	Materials collected at kerbside				
Authority	Residual waste	Dry recyclables	Glass	Food waste	Garden waste
Leeds	Fortnightly (mostly)	Fortnightly (mostly)	No	Limited to 12,500 properties (weekly)	Fortnightly
Birmingham	Weekly	Fortnightly	Fortnightly	No	Fortnightly
Bristol	Fortnightly	Weekly	Weekly	Weekly	Fortnightly
Liverpool	Fortnightly	Fortnightly	Fortnightly	No	Fortnightly
Manchester	Fortnightly	Weekly	Fortnightly	Weekly	Weekly
Newcastle	Fortnightly	Fortnightly	Fortnightly	No	Fortnightly
Nottingham	Fortnightly	Fortnightly	Fortnightly	No	Fortnightly
Sheffield	Fortnightly	Fortnightly	Four weekly	No	Fortnightly

Table 2: Collection offer in neighbouring West Yorkshire local authorities

Neighbouring Authority	Materials collected at kerbside				
	Residual waste	Dry recyclables	Glass	Food waste	Garden waste
Bradford	Fortnightly	Fortnightly	Fortnightly	No	Four weekly
Calderdale	Fortnightly	Weekly	Weekly	Weekly	Fortnightly
Kirklees	Fortnightly	Fortnightly	No	No	On request
Wakefield	Fortnightly	Fortnightly	Fortnightly	No	Fortnightly

Appendix B: Missed bin data

Table 3: Total missed bins per year (note 2015 shows 6 months from June and 2018 shows to August)

Ward	2015	2016	2017	2018
Adel and Wharfedale	188	221	229	246
Alwoodley	342	467	323	259
Ardley and Robin Hood	220	447	435	382
Armley	644	569	402	415
Beeston and Holbeck	363	436	371	307
Bramley and Stanningley	305	284	265	324
Burmantofts and Richmond Hill	424	655	400	336
Calverley and Farsley	260	414	248	321
Chapel Allerton	742	865	781	658
Cross Gates and Whinmoor	314	492	314	373
Farnley and Wortley	616	883	1047	908
Garforth and Swillington	191	303	341	259
Gipton and Harehills	492	800	521	536
Guiseley and Rawdon	164	208	167	174
Harewood	392	490	367	419
Headingley and Hyde Park	446	674	646	451
Horsforth	246	324	248	291
Hunslet and Riverside	413	440	299	255
Killingbeck and Seacroft	486	696	728	572
Kippax and Methley	185	521	485	412
Kirkstall	449	457	586	503
Little London and Woodhouse **	235	383	268	234
Middleton Park	345	668	531	615
Moortown	418	549	420	404
Morley North	518	986	1102	1324
Morley South	364	1021	761	938
Otley and Yeadon	183	199	139	243
Pudsey	271	409	350	314
Rothwell	159	370	400	427
Roundhay	544	728	705	675
Temple Newsam	350	547	410	360
Weetwood	308	364	312	266
Wetherby	316	412	421	480
* 2015 data from June 2015, 2018 data up to the 31 st August 2018				

Table 4: missed bins by type June 2015-August 2018*

	Residual Misses	SORT Misses	Garden Misses	Food Misses
Adel and Wharfedale	495	161	227	
Alwoodley	474	310	605	
Ardsley and Robin Hood	471	265	708	
Armley	903	805	318	
Beeston and Holbeck	689	525	260	
Bramley and Stanningley	743	277	158	
Burmantofts and Richmond Hill	856	638	317	
Calverley and Farsley	622	326	293	
Chapel Allerton	1720	727	591	
Cross Gates and Whinmoor	646	347	496	
Farnley and Wortley	2078	795	574	
Garforth and Swillington	386	195	494	
Gipton and Harehills	1324	727	293	
Guiseley and Rawdon	318	167	226	
Harewood	761	408	493	
Headingley and Hyde Park	347	805	62	
Horsforth	562	223	320	
Hunslet and Riverside	834	459	112	
Killingbeck and Seacroft	1289	662	530	
Kippax and Methley	627	279	665	
Kirkstall	1115	755	121	
Little London and Woodhouse **	637	460	19	
Middleton Park	899	402	857	
Moortown	977	432	378	
Morley North	2039	821	1068	
Morley South	1373	897	803	
Otley and Yeadon	333	169	260	
Pudsey	733	295	314	
Rothwell	449	242	391	359
Roundhay	1263	589	791	
Temple Newsam	564	322	776	
Weetwood	668	389	190	
Wetherby	770	461	397	

* 2015 data from June 2015, 2018 data up to the 31st August 2018

**Due to density of high rise blocks i.e. bin stores, the system counts the block, not the flats inside the block