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Report of the Head of Democratic Services

Report to Scrutiny Board (Strategy and Resources)

Date: 3 December 2019

Subject: Scrutiny Inquiry into Waste Management Services

Are specific electoral wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If yes, name(s) of ward(s):		
Has consultation been carried out?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Will the decision be open for call-in?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, access to information procedure rule number:		
Appendix number:		

1. Purpose of this report

- 1.1 This report sets out the progress made in responding to the recommendations arising from the Scrutiny Board's earlier inquiry into Waste Management Services.

2. Background information

- 2.1 The Scrutiny inquiry into waste management services in 2018 considered the performance of kerbside collections of domestic waste, service standards and engagement with customers and the recycling of household waste in Leeds.
- 2.2 In July 2019 the Board received a formal response of the Director of Communities and Environment, Director of City Development and Director Housing and Resources to the recommendations of the Scrutiny Inquiry. All the recommendations made were accepted.

- 2.3 This report provides an update on those recommendations. It should be noted that the report includes recommendations where a progress report was requested and received in July 2019.
- 2.4 On 1 October a referral to scrutiny was received from Cllr Wadsworth, supported by 27 member signatories. The referral was discussed by the Environments, Housing and Communities Scrutiny Board on 17 October.
- 2.5 The Board determined that the successful implementation of the recommendations of the 2018 scrutiny board inquiry would address many of the issues raised in the referral to scrutiny. Given that context the Board requested that officers bring forward the recommendation tracking report scheduled for January 2020 to December 2019. Consideration of this report in December will therefore replace the planned discussion in January, and members noted that the report will include information from a reduced monitoring period as a result of it being submitted to the Board earlier than originally anticipated.

3. Main issues

- 3.1 Scrutiny Boards are encouraged to clearly identify desired outcomes linked to their recommendations to show the added value Scrutiny brings. As such, it is important for the Scrutiny Board to also consider whether its recommendations are still relevant in terms of achieving the associated desired outcomes.
- 3.2 The Scrutiny recommendation tracking system allows the Scrutiny Board to consider the position status of its recommendations in terms of their on-going relevance and the progress made in implementing the recommendations based on a standard set of criteria. The Board will then be able to take further action as appropriate.
- 3.3 This standard set of criteria is presented in the form of a flow chart at Appendix 1. The questions in the flow chart should help to decide whether a recommendation has been completed, and if not whether further action is required. Details of progress against each recommendation are set out within the table at Appendix 2.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 Where internal or external consultation processes have been undertaken with regard to responding to the Scrutiny Board's recommendations, details of any such consultation will be referenced against the relevant recommendation within the table at Appendix 2.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 Where consideration has been given to the impact on equality areas, as defined in the Council's Equality and Diversity Scheme, this will be referenced against the relevant recommendation within the table at Appendix 2.

4.3 Council policies and the Best Council Plan

- 4.2.1 The activities considered in the original inquiry report contribute to our Best Council Plan ambitions in reducing consumption and increasing recycling in the city. The city's waste strategy, which was a feature of the Scrutiny Inquiry, has significant potential to promoting a less wasteful, more resource efficient, low carbon economy.

Climate Emergency

- 4.3.2 The recent declaration of a Climate Change Emergency in Leeds and our commitment to achieve 'net zero carbon' by 2030 has set out starkly the need for radical action at every level, from international to individual, to avoid irreparable damage to the world's eco systems. The earth's resources are precious and finite, and our current rate of consumption and our throwaway culture cannot be sustained. The city's waste strategy shows we are committed as a city to doing our part and leading the way in redressing the balance in favour of the natural world so that it is safeguarded and left it in a healthier state for future generations.

4.4 Resources, procurement and value for money

- 4.4.1 Details of any significant resource and financial implications linked to the Scrutiny recommendations will be referenced against the relevant recommendation within the table at Appendix 2.

4.5 Legal implications, access to information, and call-in

- 4.5.1 This report does not contain any exempt or confidential information.

4.6 Risk management

- 4.6.1 Any specific risk management implications will be referenced against the relevant recommendation within the table at Appendix 2.

5 Conclusions

- 5.1 The progress made in responding to the recommendations arising from the Scrutiny Board's earlier inquiry around the Council's waste management services is set out within Appendix 2 of this report for the Board's consideration.

6 Recommendations

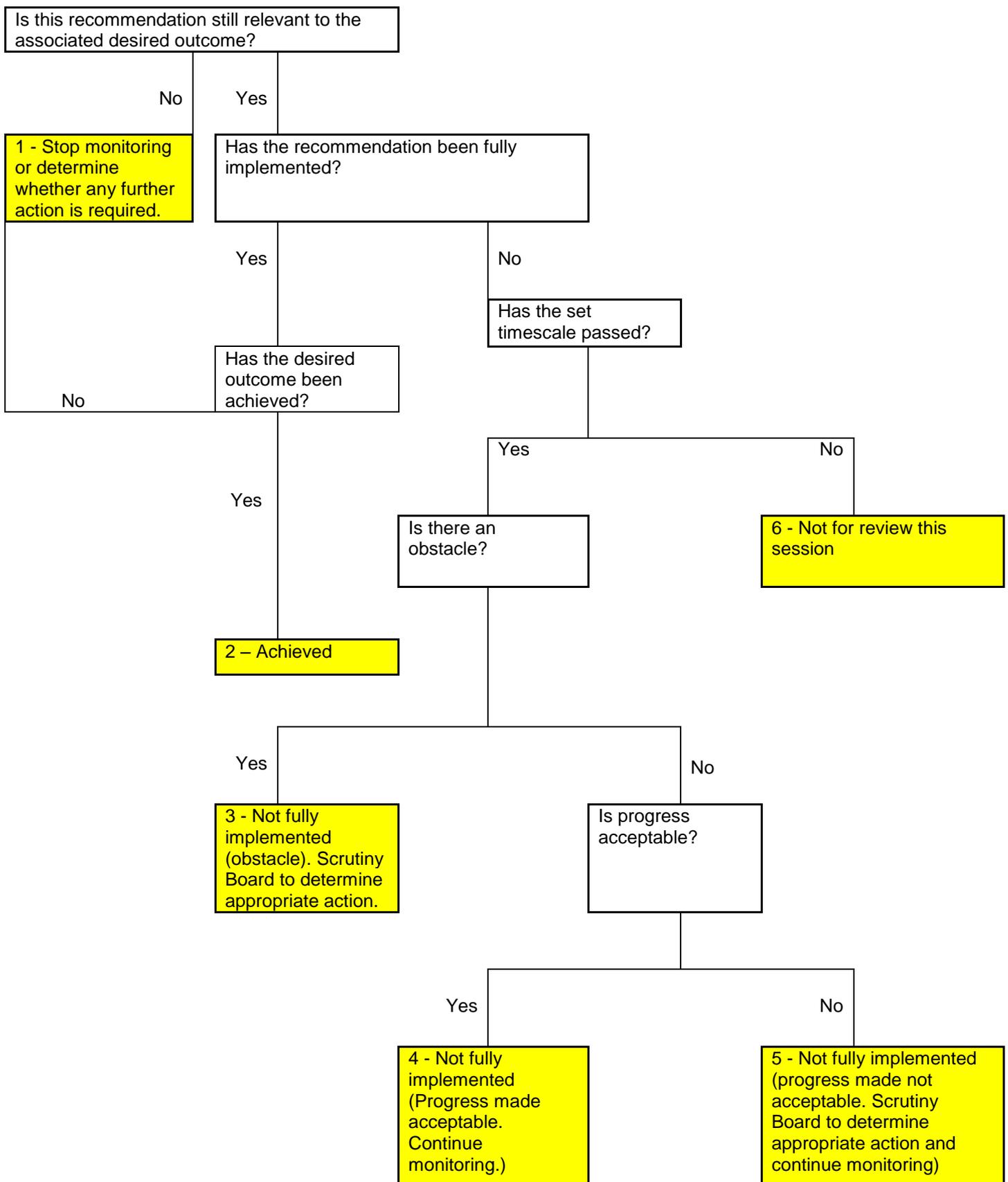
- 6.1 The Board is requested to:
- Agree those recommendations which no longer require monitoring;
 - Identify any recommendations where progress is unsatisfactory and determine the action the Board wishes to take as a result.

7 Background documents¹

7.1 None

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Recommendation tracking flowchart and classifications:
Questions to be considered by Scrutiny Boards



Appendix 2

Position Status Categories

- 1 - Stop monitoring or determine whether any further action is required
- 2 - Achieved
- 3 - Not fully implemented (Obstacle)
- 4 - Not fully implemented (Progress made acceptable. Continue monitoring)
- 5 - Not fully implemented (Progress made not acceptable. Continue monitoring)
- 6 - Not for review this session

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 meeting, explores the creation of a framework contract arrangement to facilitate the expansion of metroSTOR facilities, in situations where funding can be secured.

Formal response (July 2019):

This recommendation is accepted.

The service will look to explore the availability and suitability of other bin storage solutions similar to the MetroStor (brand name) product which has already been trialed.

There are other commercial providers of this type of bin containment system and we would use learning obtained through the MetroStor product trial to develop a specification for a product which will be fit for purpose and meet the needs of all relevant stakeholders, and to identify the appropriate route for its procurement.

However, the trial, as well as other use of other “communal bin” options show that such solutions are dependent on ongoing engagement with local residents/tenants and still often result in additional side-waste/fly-tipping. This work will help provide options for localised solutions, but is not in itself the answer to reducing waste and fly-tipping. It is more likely to help with increasing recycling/reducing contamination.

Current position:

In relation to the broader desired outcome of this recommendation, the refuse service review is developing bespoke solutions for the city centre, high-rise flats and the largest areas of highest density population (eg Headingley/Hyde Park, Harehills). Proposals are being worked up for dedicated teams for these areas, with services tailored to meet the unique demands presented. These solutions will include closer operational working with the Cleaner Neighbourhoods Team.

Following completion of the technical work, options for delivery models will be worked up in collaboration and consultation with local stakeholders/Members over the next couple of months. Providing new solutions can be agreed and are affordable, the intention is to implement in Spring 2020.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

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 identifies:

- a) 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 full overview in January 2020.

Formal response (July 2019):

This recommendation is accepted.

- a) The outcome of specific DEFRA consultations on elements of the Resources and Waste Strategy for England will have a critical bearing on the availability of funding for changes to or expansion of recycling services. Consultation responses were submitted by Leeds to DEFRA in May 2019. Further consultations are now anticipated with more detailed information on funding streams and timescales later this year. There is no further detail as yet about when funding streams will be made available other than the indication in the Strategy that it will be 2023.
- b) The Waste Strategy for Leeds will set out aims for maximising the contribution to reuse and recycling by existing services and infrastructure through service improvement and behaviour change. This will inform and be informed by:
 - the current Refuse Service Review, due to be completed summer 2019, and desired outcomes in it around improving the efficiency and effectiveness of the currently configured service to move it into a better position to absorb future city growth and to take opportunities/meet requirements that may come from the national and local waste strategies.
 - The City Conversation on waste has begun with the people of Leeds to gauge their appetite for making changes to the way we all manage waste.
 - The Climate Change agenda, and in particular a move towards carbon based measures of performance, away from weight based recycling targets. So, not simply how much we recycle by weight, but what we recycle and reducing the amount of waste produced in the first place.

Current position:

There have been no further specific details from DEFRA in relation to the funding streams that the Government's Resources and Waste Strategy states will be made available from 2023.

The initial consultation phase concluded in May 2019. DEFRA provided an update in late July which indicated no changes to the principle set out in the Strategy that any required changes to how Councils manage waste will be fully funded. The update stated the elements of the strategy that look to introduce greater producer responsibility for ensuring recyclability of packaging and a Deposit Return Scheme remain key. In July, DEFRA reported that it intends to bring forward fresh consultations on firm plans in early 2020.

In the meantime, the Government announced the Environment Bill 2019/20. This bill was due for its second reading towards the end of October 2019, but the dissolution of Parliament

prevented that happening. The Bill makes reference to the Office for Environmental Protection's "25 Year Environmental Plan". This plan has a section "Minimising Waste" which includes statements such as: "We will minimise waste, reuse materials as much as we can and manage materials at the end of their life to minimise the impact on the environment. We will do this by: working towards our ambition of zero avoidable waste by 2050, working to a target of eliminating avoidable plastic waste by end of 2042, meeting all existing waste targets – including those on landfill, reuse and recycling – and developing ambitious new future targets and milestones"

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

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: outlines a plan to the Scrutiny Board at the July 2019 meeting which identifies the approach to meeting the 2020 recycling rate of 50%; **or** provides a revised recycling programme proposal to the Executive Board for agreement during 2019 if it is anticipated that the targets as referenced in paragraph 25 and 33 will not be met, explaining the reasons for this.

Formal response (July 2019):

Recommendation accepted.

The current performance in Leeds has been maintained over recent years in the face of progressive Government funding reductions. Although Leeds is unlikely to meet the 50% target in 2020, this is reflective of the national picture in relation to recycling performance and the position in which the majority of local authorities therefore find themselves.

The Government's Resources and Waste Strategy 2018 and outcome of the current consultations/availability of funding will inevitably shape future service changes. The consultations cover separate weekly collections of food waste, garden waste, deposit return schemes and producer responsibility and plastic tax. The Strategy talks about a 2023 implementation timescale. It states that net costs will be met by Government for new recycling services provided by a Council as a result of requirements that emerge. Any changes will need to be phased in line with this.

It is important to note that the national waste strategy and other related discussions around climate change talk increasingly about a move away from weight-based recycling targets to measuring the impact of changes/performance through a carbon based methodology. In the meantime, the Refuse Service review is looking at how more can be gained from the existing infrastructure in Leeds. This may mean doing things differently in our more challenging locations, as well as working with residents to make better use of the green bin and local recycling sites/facilities/banks.

Current position:

The Council is in positive discussions with DEFRA in relation to the future recycling target for Leeds. There is recognition that the current position is reflective of a national trend, particularly in comparison to other core/large cities. Although it is not anticipated that the measure of success will change in the short term, there is an expectation that new/revised legislation that comes from the National Strategy will reflect both the tonnage based measures of amounts of waste recycled and a measure that recognises the carbon impact of actions taken. That is not yet stated however, and we await further guidance and detail from DEFRA in 2020. It is therefore difficult for the Council to be clear at this moment on what "the future recycling targets as defined by DEFRA" may be.

The Leeds Strategy and work being undertaken as part of the refuse service review, is however looking at ensuring we anticipate as much as possible what may be required, and ensure we move forward/improve on existing measures regardless.

In the meantime we continue to innovate and introduce new ways for residents to reduce, re-use and recycle, with a focus on supporting people to change habits/behaviours. Recent examples include:

- From mid-November, the addition of new materials/items accepted in the green bin for the first time in Leeds (pots, trays, tubs and cartons). Resulting in the vast majority of household plastics now being accepted in Leeds green bins for recycling.
- The innovative partnership with the charity Hubbub for the “recycling on the go” initiative in the city centre– with 60 new dedicated bins on the streets and 80 new bins inside places such as shopping centres. In the 8 months of the trial over 65,000 cans, 55,000 bottles and almost 600,000 coffee cups were collected for recycling. To help “mainstream” this initiative, we have now committed to continue to empty and take the bins for recycling as part of our city centre street cleansing offer.
- Education/social media campaign to get back to basics with what goes in the green bin; for example clear, pictorial “what goes in your green bin” information on the leaflet that is being sent to all households to inform them of the Christmas collection arrangements/dates this year and the production of a social media friendly animation explaining what happens to green bin contents.
- Expansion of bottle and textile banks in Leeds; there are currently 665 LCC bottle banks across the city, capturing around 9,500 tonnes of glass a year for recycling. Ward Councillors are being encouraged to help identify local sites where a new bank would be successful or where existing banks could be more effective. Longer term, the impact of national Deposit Return Scheme proposed in the National Resources and Waste Strategy on the amount of glass that residents would switch to taking to reverse vending or alternative “reimbursement” facilities is of course a consideration; and an example of the difficulty we have currently in predicting, planning for, prioritising and investing in recycling improvements for individual waste streams.
- Development of better recycling service offers in areas of traditionally poor recycling; the refuse service review has identified areas such as Harehills, Headingley, Hyde Park, Woodhouse, City Centre and high rise flats as places where recycling rates are low and where a different approach would help residents recycle more.
- Improvements at Household Recycling and Waste Sites to encourage more recycling and re-use; for example, production of a social media friendly animation showing what can be taken to sites and promoting the re-use of items by charities, improved signage and layouts at sites and work with re-use charity partners to trial the use of volunteers at sites to advise customers/residents.
- We have begun trials at one of our Household Waste and Recycling sites, Kirkstall, to collect and dispose of polystyrene, crisp packets and coffee cups. If it’s viable in terms of markets and cost we will be rolling out to other sites;
- Two successful bids have been made to the national Distributor Takeback Scheme, amounting to over £124,000 for Leeds. This will enable us to undertake activities and improve facilities to increase the amount of Waste Electric and Electronic Equipment (WEEE) we recycle by 130 tonnes and the amount that is re-used by 40 tonnes. We will be working on “amnesty” in schools, employing more staff at recycling sites, providing funding to our re-use partner charities to help with staffing and PAT testing and increase and improve our WEEE bring banks across the city;
- Closer working with Community Committees to better support local initiatives/opportunities; the Refuse Service review is looking at how the service can be better designed/structured, both operationally and accountability wise, so as to better link with Community Committees and local opportunities. The current route redesigns are being based on achieving as much coterminosity as possible with Community Committee boundaries. This of course is subject

to affordability but is a priority of the review to try and achieve. The service is engaging with Community Committees between November and January, with views being sought on what local opportunities there are to better support those in the community who champion reduce, re-use and recycle.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

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 paragraph 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.

Formal response (July 2019):

This recommendation is accepted.

The Waste Strategy for Leeds is to be presented to the Executive Board on 24th July 2019, and will cover issues raised by Scrutiny through the inquiry, and will take account of the DEFRA Resources and Waste Strategy for England. The wording of the strategy is provided at appendix 1 for consideration and comment by Scrutiny at the meeting on 11th July. These comments will be fed back verbally at the meeting when the local strategy will be considered by Executive Board, on 24th July 2019. Production of the local strategy had been delayed to the summer to allow for initiation of a city conversation on waste and progress on the Refuse Service Review. The conversation is already telling us that there is an appetite for change in the way that we all manage waste and that the city as a whole is keen to play its part. The Waste Strategy Advisory Board has been kept updated on the development of the strategy.

Current position:

The Waste Strategy for Leeds was approved at the July Executive Board. Appended to this report is the “plan on a page” summarising the agreed strategic approach.

Examples of the impact of the timetable for the National Resources and Waste Strategy (NRWS) has been explained/provided in recommendation 3.

However, it's worth summarising the key issues that until about which we receive further clarity from DEFRA makes it very difficult for us to make local decisions, at least until further clarity is provided by DEFRA, the next update is expected in 2020;

- Glass – a key part of the NRWS is to introduce a continental style Deposit Return Scheme (DRS) that would include glass bottles and possibly jars. The reason being to incentivise the public to take their glass back to facilities in shops/supermarkets that would accept the items

and refund the customer in the form of a store credit or possibly money. This may take the form a “reverse vending machine” for example. An obvious consequence of a successful introduction of this requirement would be the amount of glass to collect from the kerbside would be far less. Indeed when launching the strategy for consultation, DEFRA said “Similar schemes already operate successfully in other countries – for example, total return rates of drinks containers in Denmark, Finland, Germany, Norway, the Netherlands and Sweden are at 90%, 92%, 98%, 92% and 85% respectively”. Yet the NRWS still also talks about glass being on the list of proposed waste streams that Councils may be required to separately collect at the kerbside from 2023 - under the “consistent recycling collections” part of the strategy.

- Food – another key part of the NRWS is to require Councils to offer the kerbside collection of food waste to all residents. The rationale stated by DEFRA is to reduce the amount of food being landfilled and therefore contributing to greenhouse gas effect caused by the methane emissions. In Leeds, of course, any food placed correctly in the black bin goes to the RERF and is burnt to produce power and heating; so no food goes to landfill. In the NRWS it was initially clear that future food collections should be collected and processed separate from any other waste stream. However, following the consultation period in 2019, DEFRA now indicates that the method of collection of food would be subject to what is “technically, environmentally or economically practicable” (known as the “TEEP” test). This is welcomed as it suggests that we can develop a solution that works the best for Leeds.
- Funding – as part of the NWRS consultation DEFRA stated “*the government will ensure that local authorities are resourced to meet new costs arising from this policy*”. The extension of a national producer responsibility system which could, for example, include the “world leading new tax” of any packaging that has less than 30% recycled content is a key part of the strategy. The Government states; “*the management of packaging waste costs local authorities in the region of £820m per year. The proposals in this consultation mean that the funding to meet these costs will transfer from central government and local taxpayers to businesses*”. Much of the cost to Councils will of course be up-front, infrastructural costs (for example plant, machinery, vehicles). The Government. It is not clear when the clock starts ticking in this respect and DEFRA is yet to provide clarity on that issue. One interpretation is that means anything introduced by Councils after the strategy was approved in December 2018, another is that means once the appropriate legislation is approved, and some interpret as it as from 2023 when the strategy says the bulk of the requirements in the legislation will take effect from. Again, we look forward to further clarity on this in 2020.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

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.

Formal response (July 2019):

This recommendation is accepted.

Scrutiny Board has received information in early 2019 on alternative kerbside recycling collection systems operated by other high performing authorities.

Waste management from a producer, retailer and consumer perspective is at a pivotal point and our view is it would be unwise to propose changes to collections systems/ regimes until the outcome of the Governments consultations on weekly collections of food waste, garden waste, deposit return schemes and producer responsibility and plastic tax is released.

Further updates will be provided to the Board, including how more can be gained from the existing infrastructure in Leeds, and the anticipated move away from weight based recycling measure to reducing waste in the first place and judging recycling success through carbon based measures.

Current position:

When consultation on the Government's new NRWS started in early 2019, DEFRA's headlines were:

"Packaging producers set to pay the full cost of dealing with their waste, more consistent household recycling, and a Deposit Return Scheme for cans and bottles, subject to consultation". Further context/information is provided in the response to Recommendation 4, particularly in relation to what may be required for the management of different waste streams.

In terms of expected national targets, DEFRA has yet to provide any firm detail on that. The initial launch of the NRWS and the Government's 25 Year Environmental Plan talk about possible targets like:

- sending no food waste to landfill by 2030;
- a 65% recycling rate by 2035;
- achieving "zero avoidable waste" by 2050;
- eliminating avoidable plastic waste by end of 2042;
- a focus on reducing the carbon footprint/greenhouse emissions.

The Council is therefore currently looking at what can be done to get more out of the existing waste collection infrastructure and resources available; so in terms of recycling that is mainly the green and brown bins, household waste and recycling centres, glass/textile/WEEE bring banks and facilities, "on the go" initiatives and other opportunities provided through support and collaboration with the third sector (e.g. re-use).

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

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,

- 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.

An update on progress is to be reported back to the Scrutiny Board in July 2019

Formal response (July 2019):

This recommendation is accepted.

Work is taking place between the Refuse Service and Customer Access to introduce a live update page on the council's website that would allow residents to view that day's bin collection issues – for example to see if there was a particular issue affecting their street that day and what the advice is to do in the meantime. Further work will then take place to make better use of social media and potentially phone apps etc to improve communications. This work is dependent on improvements to how the service records missed bin incidents and in particular the effective use of in-cab technologies. The introduction of a new Crew Chargehand post for every refuse vehicle is seen to be key to this. Proposals for this new role/post have been developed and agreed with unions and the post will be recruited to in due course.

A further update will be provided in January 2020, by when the above actions will be in place.

Current position:

The introduction of a "live" update page for the public to access remains an aspiration for the service to deliver in conjunction with colleagues in the Customer Access service. The presentation to the July Scrutiny Board meeting on feasibility/exploratory work undertaken in conjunction with North Lincolnshire Council was well received, and gave an insight on what may be possible in the future. Development work is scheduled to continue on that in early 2020.

As also covered elsewhere in this report we are making changes that will improve the format and reliability of the End of Day report that is sent to the relevant ward members. We acknowledge that we need to reach a position where we can all rely on that EOD report being accurate, so it can be used by Members and other stakeholders to help manage the message to customers, for example through proactive or reactive posts in social media.

As previously reported, a key objective of the ongoing Refuse Service Review is to reduce the amount of missed scheduled collections. The related actions and progress on these are covered in other recommendations in this report. But in summary these include a citywide Traffic Regulation Order to reduce the amount of parked cars/vehicles that prevent streets being fully accessed by refuse wagons, a complete redesign of routes citywide to include better use of smaller wagons on narrow streets etc. and renewal of the refuse fleet with 45 new replacement wagons due for delivery by the end of 2019.

However, ultimately the service is not proposing to change the commitment that has been in place for many years; i.e. that it will do all it can within the resources available and circumstances presented to collect/empty the bins correctly presented on the scheduled day of collection, and where that is not possible it will make every effort possible to do so within a further 48 hours.

This has to be the case as there will always be occasions where issues such as weather, vehicle/mechanical breakdown, staff illness, traffic accidents and road blockages result in a route not being completed and street(s) missed.

It is our view that the majority of customers understand this and know to leave their bins out for a day or so if they can see their street has not been collected that day. The information provided on the Council website and relayed by customer service staff has been reviewed and is consistent with the commitment made. The information provided to customer is;

Missed collections

Your bin won't be emptied if:

- it isn't at the kerbside before 7am on your collection day – the bin crew make a record of this, and will not be able to return to collect it before your next collection day
- it contains something that shouldn't be inside it – please see our advice on what goes in

which bin, and remove any contaminating items so we can empty it on your next collection day

- it's too heavy to be lifted safely by the wagon – if your bin contains especially heavy items, for example rubble or compacted grass and soil, please do your best to remove it from the bin so that we can empty it on your next collection day

Warning If any of the above apply, the bin crew will have made a record, and will not return before your next scheduled collection day. Please return your bin to your property until then.

If none of the above apply, we have missed your collection for another reason, such as a vehicle breakdown, blocked roads, or severe weather.

In these cases, we will try to come back before 5pm on the same day, or in the two following working days (our bin crew work Monday to Saturday).

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

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 the:

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

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

Formal response (July 2019):

This recommendation is accepted.

A work stream has been established to address this and will include conversations with other Councils on their approaches and consultation with stakeholders (including representatives of those most affected). The initial thoughts of the service are that any fundamental changes to a service designed and resourced on the requirement for residents to present and take back their bins from the kerbside will not be possible.

The focus will therefore be on reducing the occasions when bins are not collected on the scheduled day, particularly where the implications are greater with regards to the issues raised in this recommendation, and how residents and refuse staff can do more to ensure bins are more considerately “parked” on the kerbside.

The service review currently being undertaken includes objectives related to this as well as scope to change council-led behaviour change and enforcement provision. Good progress is being made in service redesigns that will help improve collections on scheduled days. The outcome will be reported to Scrutiny Board in January 2020.

Current position:

Leaving bins on pathways for 48 hours – as covered in other updates in this report, the service is putting in place improvements that will reduce the number of occasions that scheduled collections

will be missed. This in turn will reduce the instances of bins being left out and causing “negative impact”.

With regards to ensuring bins are returned to a safe position after being emptied, we have added that objective to all refuse loaders in their appraisals for 2019/20. In addition the Job description for the new Crew Chargehand post has the following requirement:

- to lead on understanding and following the collection route/tasks assigned for each day’s work and ensure completion to level of quality required – for example that assisted collections/wheel-outs are completed, access problems are safely overcome where possible and empty bins are returned in a safe and neat position.

Also, following successful outcomes experienced with the Public Space Protection Order in Harehills, a new Order has recently been consulted upon and approved for the Headingley and Hyde Park area which includes measures to tackle bins and associated “side waste” left on streets. This is a very resource intensive way of helping tackle the issue, and is to complement/add value to more fundamental ASB related issues being experienced in the area and the improvements the Refuse Service Review hopes to bring (see Recommendation 3) . The “enforcement” of the bins part of the PSPO will need to be proportionate and reasonable. It should not be viewed as something can simply be lifted and applied to any part of the city experiencing problems with bins left out on the street.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

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

a) ensures that all waste personnel are appropriately trained to utilise the technology effectively, with clear lines of accountability and responsibility for its use.

b) prepares an action plan which clearly outlines existing problems with the technology, how these will be overcome and target dates for resolving the problem areas outlined.

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

Formal response (July 2019):

This recommendation is accepted.

Although the review is not due to be completed in full until August 2019, sufficient progress has been made on a number of key issues which has allowed proposals to introduce a new role/post of Crew Chargehand to be brought forward in June. As part of this work and discussion with staff and unions, work has begun by relevant crew staff to help identify where there are problems and to get the technology working, with the new Crew Chargehands suitably trained. A more detailed report/update will be provided in January 2020. The issues raised in this recommendation are being covered as part of the Refuse Service Review.

Current position:

Working collaboratively with Trade Unions, the Service has successfully delivered the recruitment

process for the new Crew Chargehand post. 99 out of the 103 Drivers applied for the post and were successful. The Job Description for the new role includes:

- You will be responsible for ensuring the main in-cab recording system (currently Bartec) is operational at all times and where it is not that is reported immediately;
- You will be responsible for ensuring accurate input/recording of all necessary information on the in-cab system is being done; for example crew check-ins, missed collections and the reasons for the non-collection, damaged bins etc.

A comprehensive training programme is in place to support the staff in the new role, including ensuring the effective use of in-cab technology.

A post has been identified to ensure on a daily basis that the technology is working, being used and any issues promptly deal with. Our experience has been that because the technology is now being widely used it has prompted a number of technical issues (software and hardware) that have needed resolving. These are being successfully dealt with though and the number of units being successfully used is higher than it has ever been.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

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.

Formal response (July 2019):

This recommendation is accepted.

It has now been agreed that Communities and Environment will produce a technical specification for Housing Developers to use to ensure that provision of waste storage and collection of waste/recycling from properties is fully considered at the planning and development stages. This will be facilitated initially via a technical specification guidance document which will be published on the Councils website as 'Supplementary Planning Guidance' within the Planning and Waste areas of the website. Officers from Planning and Waste will also direct developers to the guidance and provide advice and further information as required. The technical specification will be a living document capable of being updated and amended to ensure it remains valid and relevant.

Officers from Planning and Waste will work together to explore the most appropriate mechanism for the inclusion of the guidance in the planning process. This will include exploring whether the guidance can be adopted as a Supplementary Planning Document (SPD) in accord with policy EN6 of the existing Core Strategy. The wording of Policy EN6 may need some minor modification to ensure that it forms a suitable parent policy for the SPD and this modification would need to be carried out through the Local Plan Review.

Current position:

Waste Management have commenced work on a technical specification for developers and designers to ensure effective segregation, storage and collection of waste materials following development. This will be used by planning officers in assessing planning applications to ensure

that waste management needs are adequately addressed. We aim to have this technical specification completed and in use early 2020. To help better inform the specification and subsequent assessments, Planning colleagues will accompany Refuse staff on a collection round in some of the more challenging streets, where safe access is a particular issue due to parked cars and street design/layout.

The use of the technical specification will be monitored to provide data to support any policy changes that are required in the Local Plan, thereby ensuring they are underpinned by a robust evidence base. Local Plan colleagues are at a very early stage of the Local Plan Review and any policy changes will need to go through the rigorous plan preparation process set out in the LDF Regulations including public consultation and sustainability appraisal. A realistic timescale for a revised Local Plan being in place is late 2021.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

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.

Formal response (July 2019):

This recommendation is accepted.

The fleet upgrade for Waste Collection Services has been given priority and as such will now see the replacement of 52% of the fleet (45 vehicles) by mid December 2019.

An analysis has been undertaken of the specific requirements of the service, identifying priority vehicles to be procured, furthermore a training programme is established to ensure drivers are pre-trained in the use of the vehicles before they arrive causing minimum disruption to the service. Four vehicles which are suitable for a trial electric retro fit have now been identified meaning 49 of the 86 will be operating as new. The new vehicles are ordered and are on a delivery program which starts in June 2019 for completion in mid-December 2019.

Fleet Services have a number of measures in place to support the Waste Collection Service in their daily operations and a Transport Logistics Officer has been established who works directly with the service. This is to continually provide vehicle support to the current operation, identify future needs and make sure the service has the fleet in place which it needs to deliver the required service each day.

The remaining 37 refuse vehicles are scheduled to be replaced over the next three years 17 of which are planned for 2020/21, 16 in 2021/22 and the remaining 4 in 2023/24 as part of a scheduled fleet replacement programme based on a number of factors including reliability, age and intelligence from regular monitoring of the vehicles performance.

In addition to the work already completed fleet are working in collaboration with waste operations to provide advice and guidance around future fleet configuration and vehicle management issues to support any service changes arising from the Refuse Service review and as implications/opportunities from the national waste strategy become clearer.

Current position:

Fleet Service confirm the fleet upgrade for Waste Collection Services continues to be given priority and the current status for the replacement of 52% of the fleet (45 Refuse Collection vehicles) are on track to be in place by the end of December 2019 with 7 already in place.

The previously mentioned training programme has commenced to ensure drivers, loaders and vehicle technicians are pre-trained in the use and maintenance of the vehicles.

A procurement exercise has been completed for the repowering of four refuse vehicles (effectively converting to electric power), no compliant tenders were received, the reasons behind this are being explored and a decision will need to be made as to whether it is worth retendering or to relook at the affordability of buying new electric RCV's as the market is changing so quickly.

Fleet Services continue to have a number of measures in place, to support the Waste Collection Service in their daily operations and the role of Transport Logistics Officer is working well and continues to provide vehicle support to the current operation.

The remaining 37 refuse vehicles are scheduled to be replaced over the next three years, 21 of which are planned for 2020/21, 12 in 2021/22 and the remaining 4 in 2023/24, as part of the scheduled fleet replacement programme. This replacement program will be carried out using knowledge gained from the current purchasing year and also to be informed by changes in the ever evolving market with regard to future technology and best available options.

Any additional/changes in requirements as a result of the Refuse Service review will be factored into the replacement programme.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

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 Traffic Regulation Orders.

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

Formal response (July 2019):

This recommendation is accepted.

Consultation and discussions have taken place with all ward members over March/April 2019 on those locations where it is known or felt that access issues regularly cause delays to bin collections. A ward analysis of reported “misses” was provided as part of that consultation. The information gathered has now been collated, together with views from crews (aided by work of union stewards as part of the Refuse Service review). Highways staff are now in the process of working through the many locations identified citywide. Once this work is completed, an Emergency TRO will be submitted, with approval likely to be required through Executive Board in due course.

Current position:

The relevant Traffic Regulation Order is now ready to present to Executive Board for approval. However, due to the cancellation of the December meeting due to the General Election, this will now

be presented in January 2020. The intention is for the approval to allow additional locations to be added to the Order without further reference to Executive Board, subject to any necessary local consultation etc.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

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

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.

Formal response (July 2019):

This recommendation is accepted.

The outcome of this consideration is linked to the refuse service review currently taking place and due to be completed late summer 2019. The service view is that there cannot be a one size fits all approach to this issue and there needs to be bespoke solutions in those areas where this issue actually causes a problem (either by implementing the policy, or not implementing it).

Currently, the policy is that there should be no side waste in streets where alternate week collection takes place, but it is allowed in streets where monthly green bin/weekly black still takes place (the “excluded” AWC areas). Examples of how this does not work locally though are Headingley and Harehills – where allowing side waste has a detrimental effect on the environment of the streets, often contributing towards litter and fly-tipping problems.

Environmental Services is looking at how this issue is looked at in the round in the way the whole environment (service) is managed/delivered in areas such as this. Proposals will be brought forward as part of the refuse service review and reported to Scrutiny Board.

Current position:

There is little more to add to the above update.

The current basic policy of the Council remains, anyone in receipt of Alternate Weekly Collection is prohibited from putting any additional/side waste with their black bins, those who are still on a weekly residual collection can still put bagged, side waste next to their black bin. Anyone can put additional clear, bagged recycling waste next to their green bins.

This is being reviewed as part of the Refuse Service Review with the objective being to achieve greater consistency, reduce litter and encourage. There is a recognition that any changes need to be done in conjunction with being clear about how many bins households are entitled to, changes to service provision in our more environmentally challenging areas and encouraging people to use their residual bin less and recycle more.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

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.

A progress update is to be reported to the Scrutiny Board in July 2019.

Formal response (July 2019):

This recommendation is accepted.

The updates provided for Recommendations 6, 7 and 8 to a large degree cover this recommendation. The information available to Customer Access staff is that which is also made available to Ward Members. Customer Access and Waste Management Services are now looking at how the end of day reports can be improved to be more meaningful to Members, Customer Service Officers and customers.

Current position:

The update is partly covered in updates to Recommendation 6 and 8; particularly in relation to work that has been done to improve the reliability of the End of Day reports (i.e. that the in-cab technology is working and being used and therefore streets that have been missed are reported/included).

Appended to the report is the proposed new End of Day (EOD) report template for comment. This includes a draft "glossary" that would be attached to the EOD report email to help explain terminology used.

The new format will be used as soon as possible following feedback from Scrutiny. Work is being undertaken with IT Services to make the necessary changes to the in-cab unit and the Council's reporting/analytical software to change the options/list for the reasons for a missed street. This is unlikely to be completed before early 2020 and so in the interim the EOD report will be in the new, consistent format, but with the existing reasons for misses.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

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.

Formal response (July 2019):

This recommendation is accepted.

As with the previous recommendation, the updates provided for recommendations 6, 7 and 8 to a large degree cover this recommendation. In line with the recommendation a more detailed update/overview will be provided in January 2020.

Current position:

There is nothing to add to this than has been covered in updates for Recommendations 6,7, 8 and 13.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

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)

A progress update is to be reported to the Scrutiny Board in July 2019.

Formal response (July 2019):

This recommendation is accepted.

As with the previous recommendation, the updates provided for recommendations 6, 7 and 8 to a large degree cover this recommendation. In addition, the update provided in recommendation 12 provides information on work being done as part of the wider Refuse Service Review to focus on the most significant areas of the city where a transient population presents a particular challenge to how household waste is presented and collected/managed.

Current position:

Already covered in updates provided in a number of Recommendations.

The Refuse Service Review identifies a number of large areas where there is a significantly sized population living in streets where the level of recycling is low, “contamination” of bins is high, transiency of population is high and the consequences of side waste is greatest. These include Headingley, Hyde Park, Woodhouse and Harehills. Working closely with the Cleaner Neighbourhood Team, a joined up approach is being developed for those areas which redesigns the refuse collections service to complement engagement and educational work with residents, and localised enforcement where appropriate (e.g. through PSPOs).

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

Appendix 3: Proposed End of Day Report Template and Glossary

REFUSE SERVICE END OF DAY REPORT

The following is the end of day report for refuse collections scheduled to be made today.

The report serves both to assist staff managing operational deployment and for Ward Councillors' awareness to help manage any contact they get from concerned residents.

The service commitment to residents is for every attempt possible to be made to complete the collections on the scheduled day. However, where that it not possible we will return to empty bins in missed streets within a further 48 hours (excluding Sundays). This does not apply to individual unemptied bins where normally we would not return to empty these bins unless we are sure the fault was ours.

So, unless stated otherwise **please assume we will be making plans for the missed streets/routes identified below to be revisited tomorrow** (or Monday if today is a Saturday); if that's not possible it will be the subsequent day.

SUMMARY OF TODAY'S COLLECTIONS:

We are currently scheduled to empty about **XX,XXX** bins a day. **XX** refuse wagons were crewed up today.

However, today we were unable to collect waste from the following streets for the reasons indicated:

WARD	STREET	BIN/WASTE TYPE	REASON	ANY ADDITIONAL COMMENTS	ROUTE DETAILS FOR TEAM LEADER

In addition to the above streets, we were unable to complete all or a considerable amount of the following routes affecting the broad area described, for the reasons provided:

WARD	ESTATE(S)/AREA	BIN/WASTE TYPE	REASON	ANY ADDITIONAL COMMENTS	ROUTE DETAILS

C/F OF ISSUES FROM YESTERDAY'S REPORT - with regards to any streets reported as uncollected yesterday, all these have been recovered today with the exception of:

WARD	STREET	BIN/WASTE TYPE	REASON	ANY ADDITIONAL COMMENTS	ROUTE DETAILS FOR TEAM LEADER

ISSUES THAT MAY EFFECT TOMORROW'S SERVICE AND/OR RECOVERY PLANS:

Here we will list any known STAFFING ISSUES, FLEET ISSUES, FORECAST WEATHER EVENTS etc we think may effect our ability to recover the streets listed above, so expectation can be managed.

End of Day – Glossary of Terms for reasons for missed collections

Description	Meaning	Link to Previous description
DAILY LOADER LIMIT REACHED	Side waste, heavy bins, too much presented in the area for the crew to cope with	ROUTE FAILURE
NO DRIVERS/CHARGEHAND AVAILABLE	Staff absences and lack of available cover meaning an inability to fully staff-up all crews on the day, standing routes etc	ROUTE FAILURE
NO LOADERS AVAILABLE	Staff absences and lack of available cover meaning an inability to fully staff-up all crews on the day, standing routes etc	ROUTE FAILURE
VEHICLE BREAKDOWN ON ROUTE	Breakdowns & faults	ROUTE FAILURE
NO VEHICLE AVAILABLE	Planned servicing etc meaning fewer than the full compliment of vehicles required for the full days work.	ROUTE FAILURE
DELAY IN VEHICLE AVAILABILITY	Vehicle not available first thing in the morning so crew delayed out to site	ROUTE FAILURE
STREET COMPLETED		STREET COMPLETED
STREET OBSTRUCTION-VEHICLES	(Resident related) e.g parked cars	ACCESS ISSUES
STREET OBSTRUCTION-SKIPS/BUILDING WORK	(Resident related) eg skips/building works	ACCESS ISSUES
OVERHANGING TREES	Vehicle obstruction from trees - the point at which its considered impractical or unsafe to access areas.	OVERHANGING TREES
ROADWORKS	Highways related eg road works, commercial development	ROADWORKS
HIGHWAY ISSUE	Potholes, street furniture, significantly uneven surface,	HIGHWAY ISSUE
WEATHER CAUSING DELAY	Snow/ice/flooding causing a delay in getting vehicle out	DELAY WEATHER
INCIDENT CAUSING DELAY	EG RTA, a significant show or event.	DELAY INCIDENT
FLYTIPPING OBSTRUCTION	(Resident related) e.g waste	FLYTIPPING OBSTRUCTION