

Date	-	6 April 2018
Report of the	-	Lead Director, Dr Anthony Leonard
Subject	-	Service Performance Update

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**Recommendation:** It be **RESOLVED:** That the performance and progress made since the last meeting be noted.

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## **Introduction**

1. This report concerns performance across the Joint Waste Contract.

## **Completion of Scheduled Work (missed collections)**

2. The ability to resource and manage the collections work scheduled each day is fundamental to customer expectations. In simple terms, residents and the councils expect bins to be collected on the day they are due. Failure to complete the work scheduled each day requires extra management effort and resource to recover that work within agreed timescales. Failures are expected to be occasional and a consistent pattern of daily failure to complete scheduled work indicates fundamental problems with how that work is planned and resourced. In terms of an acceptable level of service failure, the Councils use a baseline measure of 60 missed collections in every 100,000 scheduled.
3. At the Joint Waste Committee (JWC) on 10 November 2017, Kier advised of the measures they were taking to operate a safe and sustainable business, and that their key aim was to focus on a high quality service to all partners. Members were advised that supervision and monitoring would be on-going to ensure service performance is maintained and improved.

## **Management and Staffing Matters**

4. At the last meeting, concern was expressed with regard to the number of changes Kier had made to management personnel and Sean Trotter, Business Manager and Darrell Vaz, General Manager advised they were both supporting the less experienced Operations Managers responsible for the delivery of services to each Council. Darrell Vaz explained that his role is to oversee management of the contract and that several management initiatives were being implemented.
5. Sean Trotter then left Kier in December and both the Rother and Hastings Operation Managers (Mr Dovey and Scott Coughlan) have also left. In January 2018, Kier appointed Kane Benham in the role of Business Unit Manager and Kevin Houston started in February 2018 as a new Operations Manager for the Hastings and Rother areas.

6. Kier are required to maintain a full complement of key personnel throughout the exit period to ensure adequate supervision and management of the Contract. Kier has assured the councils that while action is being taken to manage productivity and day-to-day efficiency across the contract, the key roles will all be fulfilled as required.

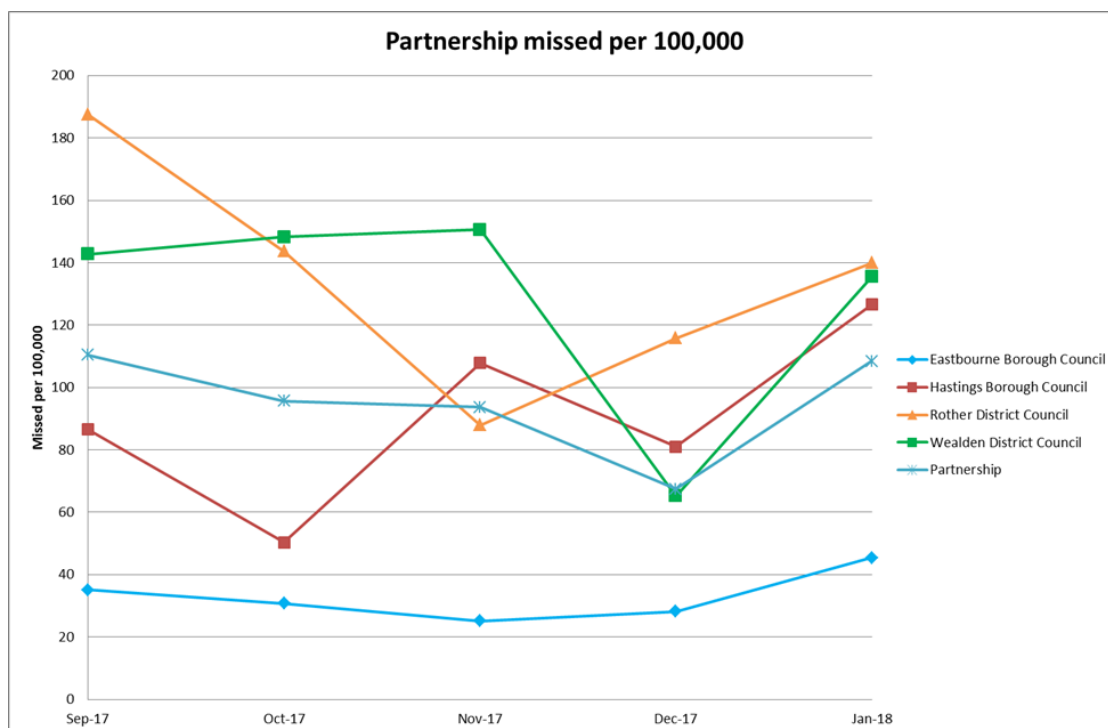
### General Workflow and Performance across the Contract

7. Analysis of performance data for the October 2017 to January 2018 period records a total of 29,516 worksheets raised across the Partnership area. This is work sent to Kier in addition to the routine scheduled work each day. The breakdown by Council and cancelled, completed, completed late or open status is tabled below:

**Table 1 : Total Workflow (Oct 17 – Jan 18)**

Sum of Unique	Column Labels				
Row Labels	Eastbourne Borough Council	Hastings Borough Council	Wealden District Council	Rother District Council	Grand Total
October/2017	809	1148	1352	1373	4682
Cancelled	118	130	161	342	751
Completed	399	671	344	655	2069
Completed Late	268	340	649	356	1613
Open	24	7	198	20	249
November/2017	1377	2309	2447	2674	8807
Cancelled	239	374	290	319	1222
Completed	845	1293	827	1096	4061
Completed Late	289	642	1296	1256	3483
Open	4		34	3	41
December/2017	1219	1766	1594	1556	6135
Cancelled	255	430	235	143	1063
Completed	620	933	559	848	2960
Completed Late	342	403	763	561	2069
Open	2		37	4	43
January/2018	1809	2566	3078	2439	9892
Cancelled	276	309	438	214	1237
Completed	872	1614	675	1424	4585
Completed Late	552	583	1629	723	3487
Open	109	60	336	78	583
<b>Grand Total</b>	<b>5214</b>	<b>7789</b>	<b>8471</b>	<b>8042</b>	<b>29516</b>

8. During the Autumn-Winter period (October to January) the highest volumes of work were necessitated by requests for container deliveries, missed collections and clinical waste service requests.
9. During the previous reporting period (summer 2017) concern was expressed that insufficient resource and/or poor organisation of the resources available had resulted in high volumes of missed collections for customers. Average performance across the Partnership for collection services in May 2017 was c60 misses per 100,000 collections due, rising to just over 100 misses per 100,000 collections by end August 2017. Collection performance then improved from September through to December 2017 but subsequently returned to over 100 misses per 100,000 collections by end of January 2018. Graph 1 below displays Missed Collections over the September to January period.

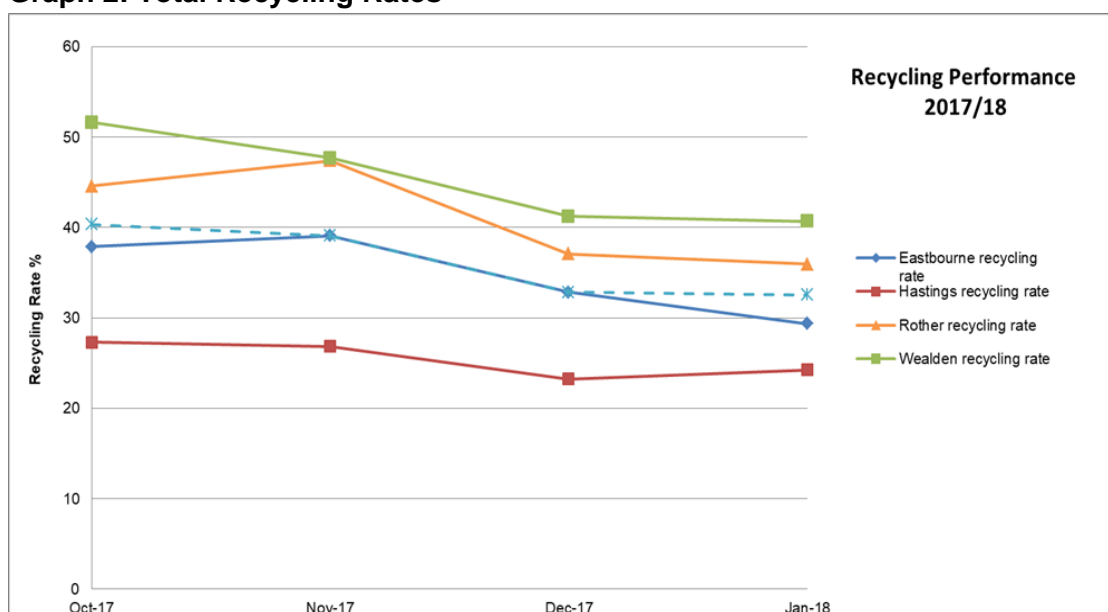


10. The Councils will continue to monitor missed collections as a key performance indicator and seek to positively manage Kier performance on all collection services. Officers continue to work with Kier to ensure the impact of bad weather is mitigated and work can be recovered within acceptable timescales.

### Recycling Performance

11. Graph 2 below displays the monthly total recycling rates for each authority over the Autumn-Winter 2017 period. The total recycling rate is expressed as a percentage of total waste (including garden waste). This data is the latest available from the kerbside collection service so remains subject to adjustment following final verification of total household waste and recycling by East Sussex County Council (ESCC).

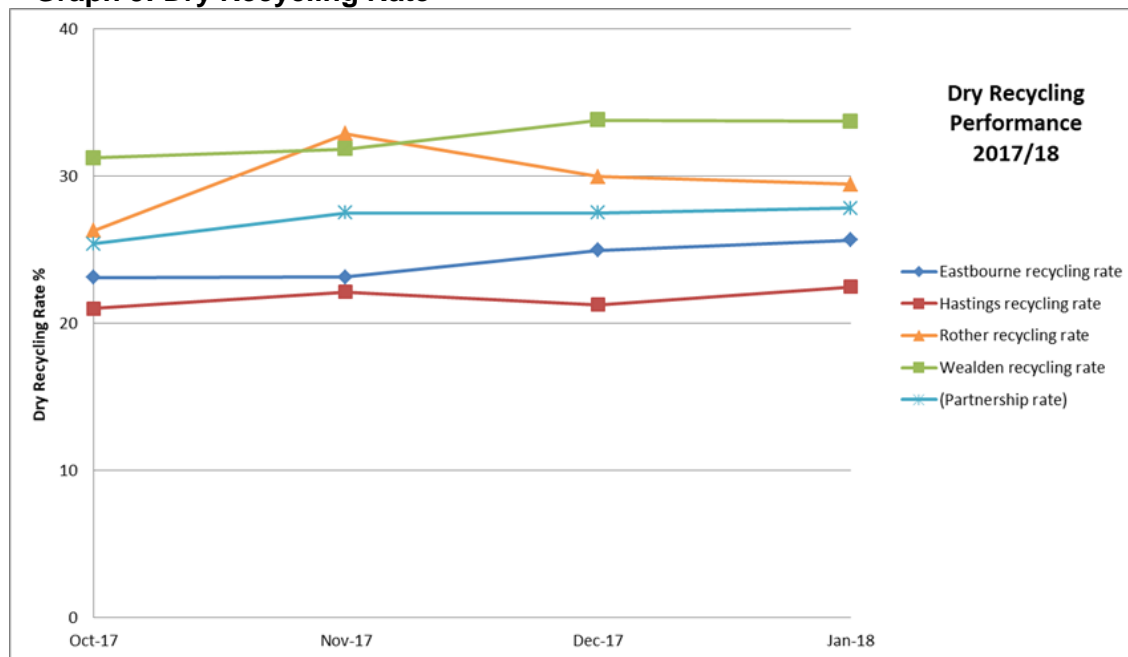
**Graph 2: Total Recycling Rates**



12. Graph 3 below displays the monthly dry recycling rates for each Council over the Autumn-Winter 2017 period. This dry recycling rate is expressed as a

percentage of total waste less garden waste, so that the seasonal impact of garden waste is excluded.

**Graph 3: Dry Recycling Rate**



## Local Council Performance

### Eastbourne Borough Council

13. Performance in Eastbourne has remained consistently high over the past few months for both street cleansing and collection services. Particular commendation is due to waste services for their efforts to keep on top of outstanding work during the inclement weather experienced in late February / early March. Local issues continue to be dealt with expediently with the support of contract supervisors and improvement sought where possible.
14. During this period, Eastbourne Borough Council (EBC) has been working to introduce a charge for garden waste collections which has involved considerable operational input from Kier. Over the next few weeks, EBC along with the Partnership office will be working closely with Kier management to bring about this change to ensure a continuous service for Eastbourne customers.

### Hastings Borough Council

15. Collections of alternate weekly and weekly have been consistently good over the last year with continued improvements during January 2018. Collections of missed bins have also been improving. Blocks of flats and OSCORS (communal containers located on streets) are where Hastings have always experienced consistent performance failures, which have become more apparent in recent weeks due to Kiers reduction in resources at weekends. Concern is that Kier will carry these reductions of resources into the working week which will undoubtedly lead to further customer dissatisfaction. It is felt that the defaulting mechanism available to the Council, as currently interpreted, is not sufficient to prevent this from happening.

16. The poor weather during week commencing 26 February did cause disruption to collections as well as street cleansing. Information provided was lacking detail i.e. a percentage figure for uncollected roads was provided instead of a list, despite numerous requests from the client team. This led to confusion and an inability to update customers. Hastings Borough Council instructed the suspension of the garden waste collection so that the resource could be utilised for recovery. This enabled Kier to recover the bulk of these affected collections quite quickly with only a few remaining for the week that followed.
17. As with the reduction of collection resources noted above, the same has happened to the servicing of litter bins over the weekend for the last few weeks. This has also led to an increase in complaints and general litter in the affected areas. Again, the defaulting mechanism available is not sufficient and is therefore likely that further resource cuts could be applied during the working week.
18. Performance for fly-tip clearance, bulky and clinical waste collections remained consistently good although numbers of fly-tips have increased now that a definition has been agreed between Kier and the Partnership.
19. Collections from bring sites have been erratic in some locations due to a restructuring of how these are serviced. This has resulted in reports of overflowing containers on multiple occasions.

#### Rother District Council

20. The household refuse and recycling collection services went well through the December 2017 period and the first week of January 2018, with performance generally meeting required standards. Collections throughout the Christmas period were consistent with missed bin reporting numbers remaining low. This level of performance was particularly good considering the amount of collection re-scheduling required for the Christmas holidays.
21. Kier missed the post-Christmas restart of the garden waste service on Monday 8 January 2018 resulting in Rother's garden waste service running a day behind schedule week commencing 8 January 2018 and the need to complete collections on Saturday 13 January to catch up. This caused confusion with residents and thereby created additional work for officers in the Customer Contact Centre answering missed bin enquiries and complaints. Week commencing 8 January also saw an increase in the number of recycling missed bins due to the increase in Christmas recycling waste volumes and lack of spare capacity on the collection vehicles. The waste collection performance improved and became more consistent through the rest of January 2018.
22. In February 2018, Rother experienced more varying levels of performance with operations impacted by vehicle breakdowns, late starts to round schedules, ability to dispose of waste and access to disposal sites. Most rounds affected were the recycling collections and the emptying of bring sites. In the last week of February 2018, the snow and icy weather caused significant delays to most waste collections across Rother. By Monday 5 March approximately 1,700 bins remained outstanding from the previous week. In order to support Kier in recovering the missed refuse and recycling collections it was agreed to suspend garden waste collections until 12 March. Customers were kept informed of the impact to waste collections and the

suspension of garden waste using MyAlerts, website updates, Twitter and Facebook. Despite requesting them to do so, it was unfortunate that Kier felt it was not appropriate to arrange additional waste collections on Saturday 3 March as much of the snow and ice had gone by the weekend. By Thursday 8 March much of the missed bins had been collected and by Friday 9 March all rounds were to schedule.

23. Complaint volumes have reduced overall but assisted collections and repeated missed bin collections remain a focal point of discussion in weekly operations meetings in working with Kier to find permanent solutions to repeated complaints.
24. Damage to property complaints coming through to Contract Services have increased and mostly concern historic complaints where the customer states they have not had communication from Kier as to the progress of their claim. This has been raised with Kier operations as an area for improvement.
25. Work has been ongoing, and will continue, in improving Bring Sites by replacing old, poor quality containers with new containers with lockable lids.
26. Street cleansing through this reporting period has been good in town centre areas with the required standards being maintained in most areas. Interpretation of safe working and Chapter 8 has hindering cleansing activities in certain rural areas and some high speed 'A' roads. Rother and Kier are now party to highway maintenance schedules and it is anticipated these will allow joint working and access to cleanse the main roads safely during closures. The main concern highlighted in the NI195 inspection carried out at the end of January 2018 was the below standard result for detritus at 10% (2% over target).
27. Generally the rest of the services in Rother such as bulky and clinical collection have been good. Container deliveries have been delivered to timescales except for glass kerbside boxes where Kier currently await further stock.
28. Preparations for the Waste Collections calendar mail-out, which was started in good time in early September, was made difficult by the provision of confusing data from Kierway database that required considerable time to interrogate to obtain accurate customer addresses and round data information. Despite this, the Rother waste and recycling calendars were posted out in early December and the distribution on the whole was very positive with minimal returns received.
29. Lastly, Kier has been supportive to many community spring clean events that have taken place recently in Rother by providing litter sacks to volunteers and collecting when full from agreed collection points.

#### Wealden District Council

30. Long term overall missed bin levels have been decreasing. Although they remain above the agreed target, this is a much welcomed development. However, within this there are periods where, due to staff shortages or vehicle reliability and availability issues, missed bin levels increase temporarily to a high level and occasions where collection rounds have not been able to operate altogether. There is significant concern with

regards to the ability to empty missed bins within the agreed target of two working days resulting in customer dissatisfaction and a corresponding increase in contractual defaults.

31. Levels of resourcing for crews, supervisors and vehicles appear to be more restricted than has previously been the case leading to reduced resilience and increased workload pressures.
32. The impact of poor weather conditions with snow and ice over four days at the end of February and into early March caused significant disruption to collections. Initial information obtained regarding the locations missed was good and enabled customers to be kept informed. Despite having suspended garden waste collections to assist the situation, recovery of the work was not executed as efficiently or swiftly as could have been achieved; it appears there was difficulty in achieving a proper coordination of information within the depots. This resulted in some customers waiting up to a week or more to have their bins emptied. In many instances missed recycling collections were subsequently collected alongside refuse so the recyclable material was not able to be reprocessed. The shortcomings in the recovery may be due to the limited resources, together with changes made to supervisor roles immediately prior to the adverse weather, with supervisors having to manage unfamiliar duties whilst under extra pressure to recover outstanding collection work.
33. Continuing high levels of detritus, along with roadside litter on major routes, remain a concern. New street cleansing schedules have been implemented and monitoring of their effectiveness will continue. Reliability of the mechanical cleansing fleet of vehicles is limiting time available to complete the necessary work. Despite assurances received previously, complaints from customers concerning collection crews mixing glass with the main recycling continue to be received on a daily basis.
34. Performance for fly-tip clearance, bulky and clinical waste collections remained consistently good.
35. Collections from recycling bring sites have been erratic in some locations due to a restructuring of how these are serviced and the ending of a dedicated collection round. This has resulted in reports of overflowing containers on multiple occasions, particularly in the north of the District. Officers are in discussion with Kier to evaluate the restructure.

### **Kier Position**

36. Kiers' position on key matters arising within the Contract is provided in a separate agenda item (Kier presentation).

### **Street Cleansing (NI195 surveys)**

37. The waste contract specification requires measurement throughout the year in accordance with NI195 to measure the Contractor's street cleaning performance. 300 transects in each authority (total 1,200) are surveyed every four months, across 10 standard land uses. NI195 surveys assess each of the four components (litter, detritus, graffiti, fly-posting) in relation to the seven grades defined in the NI195 Guidance Manual, which range from grade A (clean) to grade D (heavily affected), to provide an overall percentage

measure of surveyed sites that fall below grade B. Interpretation of the standards required is therefore a key consideration and following previous NI195 related disputes, WYG were appointed in 2016 as independent experts paid for jointly by Kier and the Councils to carry out the NI195 inspections for a three year programme.

38. The 2017/18 tranche 1 survey was conducted between April and July 2017 (reported to JWC in November 2017). The survey outcome was that levels of litter and detritus were above the target standards, and a deduction was made from Kier's contract payment. However, Kier disputed the validity of the survey results and the dispute resolution procedure in Part 47 of the Conditions of Contract was followed. The dispute was subsequently resolved.
39. The dispute confirmed the need for local personnel from both Kier and the Councils to scrutinise the survey outcomes. The WYG inspections accurately identify and record actual levels of litter, detritus, graffiti and fly-posting but do not identify and take into account when there are contributory root causes that are outside of Kier's control. Kier and the partner Councils are therefore carefully considering and verifying the tranche 2 surveys results (for the August to November 2017 period) before Part 13A of the Contract is applied.
40. The tranche 3 surveys (December 17 to March 18) are due to be completed this month. It is noted that the presence of salt and other debris associated with snow and ice will be taken into account. It is also noted that verge cutting can have a negative influence on the presence of visible litter when overgrown locations are cut back to suddenly reveal large volumes of litter that was previously unseen.

### **Household Waste Recycling Site Service Review**

41. ESCC are currently reviewing the provision of Household Waste Recycling Sites (HWRS) across the county, and a public consultation exercise has been launched, which runs for 12 weeks from 21 February to 15 May 2018. Proposals include charging for certain types of non-household waste e.g. soil, rubble, plasterboard, tyres and bonded asbestos. At present there are 12 sites, and ESCC's review shows that the network could be reduced by three sites, Forest Row, Seaford and Wadhurst (all part-time), but that the remaining sites would still provide a sufficient network to cope with waste and recycling volumes.
42. However, subsequent work with Veolia has identified that to adequately accommodate displaced waste from a closure of Seaford HWRS, additional resources would be required at the Newhaven HWRS, and so would incur extra costs for ESCC. Therefore ESCC is only consulting on the potential closure of Forest Row and Wadhurst, both of which are located in the Wealden area. These sites operate three days per week and annually take 1,200 and 1,800 of tonnes of material per year respectively.
43. ESCC is also reviewing opening days and times to better suit demand for the service and make savings.
44. An increase in fly-tipping is clearly a concern for the Partnership. ESCC state there is no clear evidence to link policies, such as charging for non-household waste at HWRSs, with increased fly-tipping. In a NAWDO (National Association of Waste Disposal Officers) survey of local authorities in June



2017, of those respondents which had introduced HWRS charges for non-household waste, regarding the impact on fly-tipping:

- 12 authorities said they have seen no impact, or a minimal one.
  - 4 authorities said they have seen an increase, but only in line with national trends.
45. Following the consultation, ESCC officers will present a report to Cabinet for a decision on whether any changes will be made to the HWRS service.
46. If any changes are made, ESCC will monitor fly-tip data and work with district and borough councils and other agencies to help prevent and deal with fly-tipping.
47. The link to the consultation hub is [here](https://consultation.eastsussex.gov.uk/economy-transport-environment/household-waste-recycling-sites-have-your-say-1/).  
<https://consultation.eastsussex.gov.uk/economy-transport-environment/household-waste-recycling-sites-have-your-say-1/>
48. The consultation FAQs can be found [here](https://www.eastsussex.gov.uk/environment/rubbishandrecycling/proposals-for-the-household-waste-recycling-sites-frequently-asked-questions/).  
<https://www.eastsussex.gov.uk/environment/rubbishandrecycling/proposals-for-the-household-waste-recycling-sites-frequently-asked-questions/>

### **Joint Waste Risks and Actions**

49. The Joint Waste Partnership Risk Register is maintained as a current document by the Partnership Manager and is available upon request.
50. The 2018 annual collection calendars were delivered to residents from 8 December 2017, later than originally planned but customers did receive their 2018 calendar before their 2017 calendar ended. A meeting will be held with Kier to discuss how the production and delivery of calendars can be improved for the 2019 calendars.
51. Further changes in Kier management personnel can be expected to incur short-medium term service disruption. The Councils continue to use the performance management provisions in the Contract and support Kier management endeavours to achieve consistently acceptable levels of performance on both collections and cleansing work.

Dr Anthony Leonard  
Lead Director

### **Risk Assessment Statement**

Service performance incurs reputation risks for Kier and the Councils. Performance has a direct impact on customer service capacity as well as Kier administrative and management capacity.

Action has been taken to mitigate the impact of risks previously reported to the Joint Waste Committee and no further risks arise from this report.