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COMMITTEE	Communities, Housing and Infrastructure
DATE	8 <sup>th</sup> November 2017
REPORT TITLE	Update on the roll out of the new kerbside mixed recycling service
REPORT NUMBER	CHI/17/250
INTERIM DIRECTOR	Bernadette Marjoram
REPORT AUTHOR	Peter Lawrence

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## **1. PURPOSE OF REPORT**

The purpose of this report is to address the instruction of the Communities, housing and Infrastructure Committee on 29 August 2017 in response to a motion by Councillor J Dunbar. The report provides Elected Members with an update on the extensive changes made to recycling, refuse and food and garden waste services provided to approx. 70,000 households across the city. This resulted in the requirement to re-route all rounds which affected all properties in the city.

## **2. RECOMMENDATION**

That the Committee notes the report.

## **3. BACKGROUND/MAIN ISSUES**

### **3.1 Background**

Aberdeen City Council's Waste Strategy 2014-2025 lays out a number of aims and objectives in order to meet the targets set within the Aberdeen City Council waste strategy, whilst also striving towards those contained within the Scottish Government's Zero Waste Plan.

In summary, the ACC Waste Strategy recycling targets are:

- 50% of household waste to be recycled by 2020
- 56% of household waste to be recycled by 2025

In 2016, ACC's recycling rate was reported at 39%. In that year, Aberdeen City produced 96,000 tonnes of household waste. Of this, 21,000 tonnes was recycled and 17,000 tonnes was food and garden waste (composted).

The key aim for increasing recycling was to improve and harmonise the recycling services provided to households across Aberdeen. This involved:

- Introduction of an organic collection to all households
- Change from the box and bag recycling service to a new mixed recycling service provided in wheeled bins that allows an expansion in the range of materials being collected to include plastic pots, tubs and trays and food & drink cartons in addition to the paper, card, glass bottle and jars, plastic bottles and aluminium and steel cans already collected.
- Introduction of mixed recycling service and food waste service to all properties served by communal collections

In addition to this, a new, reduced capacity, residual waste bin would be delivered to further encourage waste reduction and increase participation in recycling schemes.

This would result in all households in Aberdeen being provided with a mixed recycling and organics collection service.

**Table 1** below summarises how the new service compares to the old service.

Service	Old	New	Comments
General Waste	240 litre bin fortnightly	180 litre bin fortnightly	25% reduction in volume with new service.
Recycling	55 litre box and 35 litre bag fortnightly for: <ul style="list-style-type: none"> <li>• Cans</li> <li>• Glass</li> <li>• Plastic bottles</li> <li>• Paper &amp; card</li> </ul>	240 litre bin fortnightly for: <ul style="list-style-type: none"> <li>• Cans</li> <li>• Glass</li> <li>• Plastic Bottles</li> <li>• Plastic pots, trays &amp; tubs</li> <li>• Paper and card</li> <li>• Cartons</li> </ul>	Not previously provided in rural areas.  167% increase in volume with new service.
Kitchen & Garden Waste	240 litre bin fortnightly	240 litre bin fortnightly	All recycling and brown bin collections are now collected on the same day.

These steps woul

This project included the development of associated infrastructure for the treatment and sorting of household waste. This included the development of a new Materials Recycling Facility (MRF) which allows the Council to sort the collected materials locally into high quality and high value materials for sale into the reprocessing market. This approach maximises the benefit to the city in a two ways; firstly, by creating employment and associated supply chain activity, and secondly, by producing high quality recyclable materials that will attract the highest value and most secure markets. As part of the same development a refuse derived fuel facility (RDF)

would be developed that would prepare residual waste which, in the short term, will be shipped to an energy from waste facility in Europe to be used as a fuel.

In terms of the impact on the residents of Aberdeen, the most significant and visible change would be the roll out of the approx. 70,000 new waste bins and the change to collection of mixed recyclables in a wheeled bin. The remaining approx. 45,000 households would have access to recycling and organic waste collections alongside their on-street refuse containers.

### **3.2 Implementation of the kerbside mixed recycling project**

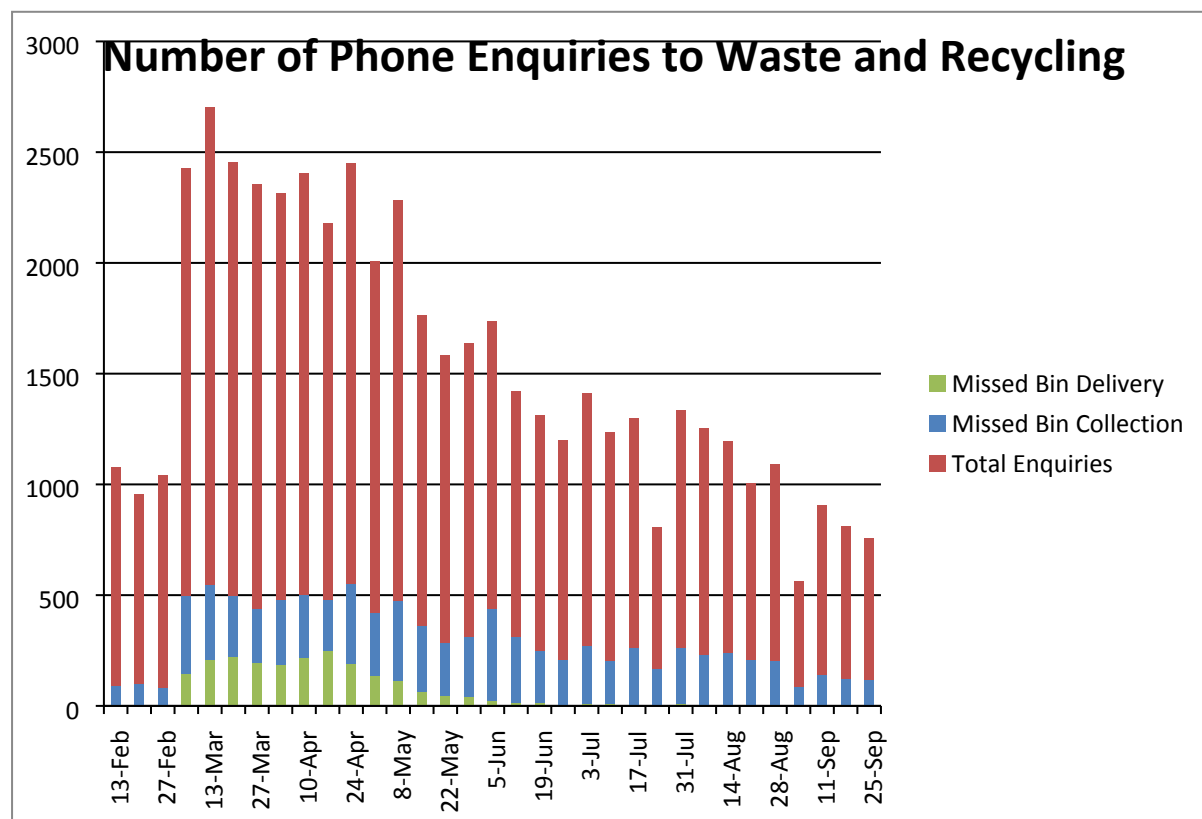
3.2.1 The kerbside mixed recycling project followed the corporate project management framework. The service gathered lessons learnt from other councils and visited the City of Edinburgh Council. The project plan (Appendix 1) and risk register (Appendix 2) were created and the main roll out scheduled to commence 6 March 2017 utilising new collection routes for all kerbside collections.

A procurement exercise was carried out for the supply of seventy thousand 180 litre bins. This contract included the distribution of the bins to households and delivery of information leaflets and stickers. The contract was awarded to MGB who subcontracted Jett Distribution to carry out the distribution of the bins. With the logistical challenge that the change presented, several joint planning meetings with MGB and Jett were held in the run up to the roll out. Weekly internal meetings were held before and during the roll out where we received updates on the communication and engagement plan for residents; MGB and Jett's progress on bin deliveries; resource requirements to deliver the implementation; and any risks and issues.

The main roll out was carried out over 10 weeks; Jett had 2 crews following collection vehicles each day, delivering on average 1700 bins per day. To assist with the roll out and to help manage enquiries 4 recycling advisors and 3 Contact Centre staff were recruited on a temporary basis. Over 70,000 bins were delivered to householders in Aberdeen and over 100,000 existing bins were stickered to change them to mixed recycling containers. There was a huge increase in the demand on the waste and recycling service including:

- The service received over 2000 phone enquiries during the 2 weeks prior and the 10 week roll out (see graph below for details).
- The number of weekly enquiries almost doubled during the roll out,
- Considering the scale of the project, less than 3% of enquires related to new bins or stickers not being delivered as per the schedule.
- Over the whole period shown in the graph below a total of 38,552 phone enquiries were received with 18% relating specifically to missed bin collections. Immediately prior to the roll out, the percentage of missed bin reports was 9.7%.

**TABLE 2**



At the end of the project, two debrief sessions were held; one with the suppliers and one with internal staff. Further details of these can be found in section 3.8 and Appendix 3 of this report.

- 3.2.2 As part of the implementation of the service, an extensive communications exercise was carried out to ensure that householders and all stakeholders were fully informed about the service changes.

This campaign included delivering individual mailings to every household affected (along with a new collection calendar), press and radio adverts, website and social media campaigns, bus adverts, posters, leaflets and banners, lamp post wraps and presentations to community and residents groups.

A programme of internal briefings was also carried out which included briefing sessions for elected members; the Council's contact centre; community partnership teams; collection crews; and the Waste and Recycling Team's admin and support teams. Regular written briefings were also provided for elected members as the roll out of the new service progressed.

Social media was a particularly useful tool for communicating rapidly with residents; Appendix 4 gives a flavour of some of the comments received from householders via social media.

### **3.3 Switching some areas to communal containers**

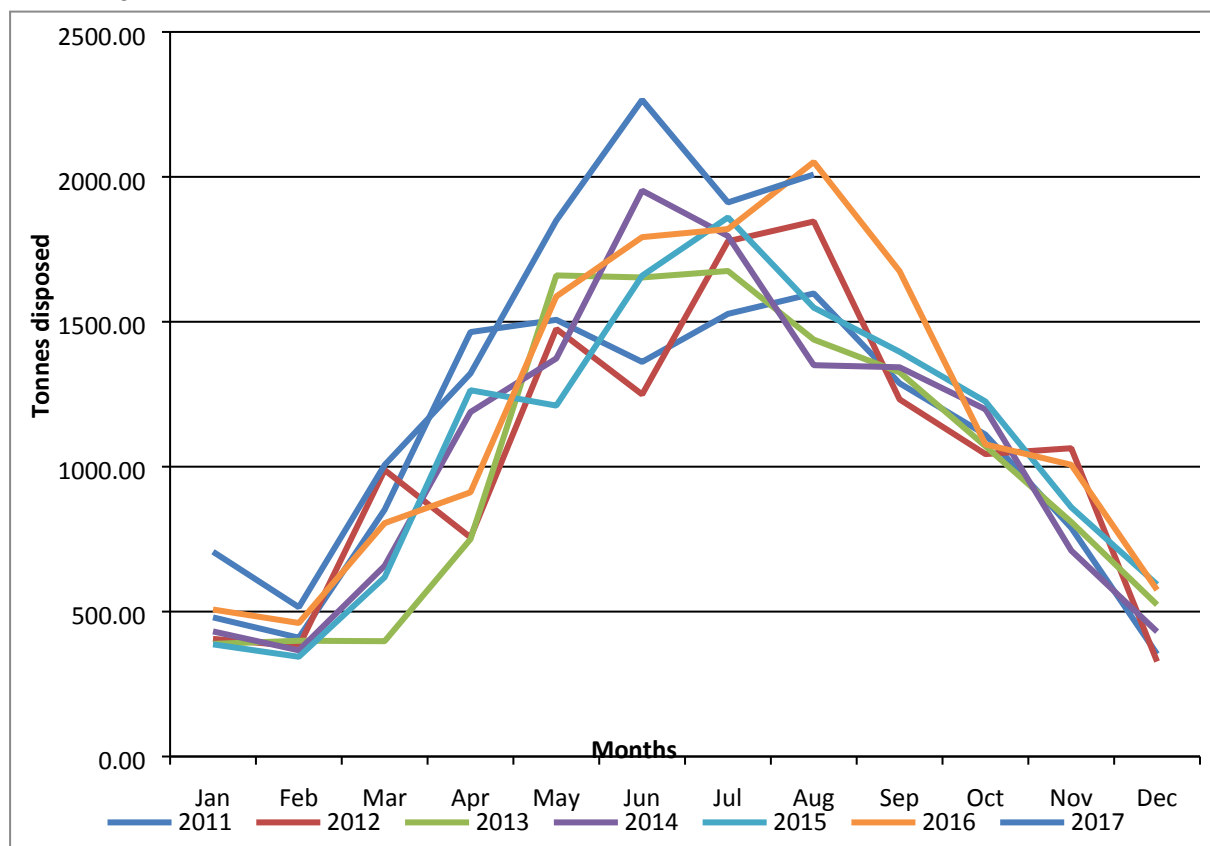
- 3.3.1 A predicted consequence of the roll out was that there would be some locations across the city that would have difficulty storing the additional bins. The locations that have been identified are currently being reviewed to assess their suitability to change from an individual wheeled bin service to communal bins. This change of service has been carried out in areas across the city previously and has resulted in cleaner streets and positive feedback from the public. A separate project has now been established to prioritise these areas for changeover and implementation of this work. This project is now underway and it is expected that all consented changes will be completed by March 2018 at the latest.

### **3.4 Waste Collection Implementation Issues**

- 3.4.1 Since the introduction of the new mixed recycling service, the Waste Collection service has been experiencing some operational difficulties, particularly relating to the food and garden waste collections. There are a number of factors that have combined to create the difficulties with completing the collections including:
- The service has experienced difficulties recruiting qualified and competent LGV (Heavy Goods) drivers to operate the service for a number of years now, however, this year has seen the service operating further establishment than previously and consequently there has been a continual struggle to staff the rounds each day. Currently, the service has 40 drivers employed on a permanent basis. To run the service fully the establishment is 55 drivers meaning there is a shortfall of 15. The service continues to make efforts to recruit more drivers, however, in order to temporarily fill vacancies the service relies on qualified agency staff. Recently the agencies have also been having difficulty providing qualified LGV drivers. The consequence has been that crews have been operating on unfamiliar routes with a consequent loss of efficiency.
  - The introduction of the new collection services (the biggest service change for many years) created additional demand for the food and garden waste service - mainly as a result of the reduction in the general refuse container size but also as a result of the increased promotion of recycling services. The service experienced a 252% increase in food caddy and liner orders and 160% increase in brown bin orders from March-June 2017 (the period where the new bins were being delivered) compared to the same period in 2016 (from 766 brown bin requests in 2016 to 1,988 in 2017).
  - April to September is the peak time of the year for the demand on the food and garden waste service and this year's warm weather has created particularly good growing conditions which may also have contributed to the increased demand on the service. The tonnage collected by the food and garden waste service from April to June 2017 increased by 25% compared to the same period last year. This represents an increase of 1076 tonnes collected for this period. July has seen a reduction in tonnage (often attributed to holidays), but the figure remains

higher than recent years for that month. It is worth noting that trends are more difficult to identify in garden waste due to the seasonality and variability of the service.

**TABLE 3**



- In order to make the overall waste and recycling service easier to use for the customer, a decision was taken (as per report to Zero Waste Sub-Committee in June 2016), to provide all collections on the same day, e.g. refuse collection is week 1 on Tuesdays, then recycling collection (mixed recycling and brown bin) is also Tuesday on week 2. This required a full re-route of all three services (refuse, recycling and brown bin) at the same time. As the coverage of the brown bin and mixed recycling service are not mirrored (reflecting that not all households have gardens and participation is more variable) the routes are not always aligned which has presented some logistical and operational challenges.
- As part of the waste service transformation, on 5<sup>th</sup> June the Waste and Recycling service moved to a new, purpose built depot in Altens Industrial Estate. Residual waste and mixed recycling are now processed at that same location. However, the garden and food waste continues to be tipped at Bucksburn (before onward transport to Keenans Recycling in New Deer). The travel time between Altens East and Bucksburn has been built into the new routes, however, where additional loads are required on a round due to high volumes of material being presented, this has impacts on the number of loads that can be completed in one day by a vehicle. Where the number of tips exceeds that scheduled, this gives operational and logistical challenges.

- The service has limited data about the number of brown bins that each property has. The excess waste policy, agreed by elected members in June 2016, limits households to a maximum of 2 brown bins however to date this has not been enforced for households that currently have more than 2 bins. The service does not currently have the full data regarding where the additional bins are, but it is in the process of gathering this using the in-cab technology. Anecdotal feedback from the crews is that many households in some areas across the city have more than one bin and in some cases have multiple brown bins. The impact this has, especially during the peak growing season, is to slow down the collection routes.

3.4.2 The reasons outlined above have combined to create the ‘perfect operational storm’ and has led to the operational difficulties that have been experienced since the start of the new service. The service has now put plans in place to resolve these issues over the short and long term. The short term measures include:

- Continuing to attempt to recruit more drivers through agencies and permanent recruitment and looking at alternative recruitment methods to ensure the widest possible pool of applicants
- Moving staff from less visible parts of the service in order to complete the food and garden waste routes, although it should be noted that this simply moves the problem to another part of the service
- Requesting assistance from Aberdeenshire waste collection crews who don’t work on a Friday to work in the city on overtime (Aberdeenshire crews work a 4 day week)
- Re-routing the food and garden waste rounds to make them more manageable for the peak period months in consultation with the collection crews and learning from the data derived this year.

3.4.3 The waste collection service is also planning longer term measures for the food and garden waste service that should resolve these issues going forward and will mean that we will not experience the same difficulties in 2018. These include:

- Putting in place optimal routes that are able to deal with the peak, medium and low periods of demand on the service which align with seasonality of the service (See Table 3).
- A review of the working practices of the food and garden waste crews.

### **3.5 Impacts of other services – Suspension of new orders for bulk uplift**

3.5.1 As indicated above, one of the mitigating actions taken to address the completion of the scheduled collections was to transfer staff from other activities. One of those activities was the bulky collection service where some drivers/loaders from the bulky uplifts team helped out on individual wheeled bin collections. Such flexibility is manageable for a short period, however, the diversion of these crews over a number

of weeks resulted in a significant backlog in orders and the service has not been able to meet our target of collecting bulky uplifts within 10 days.

- 3.5.2 The consequence of not being able to meet the 10 day collection target is that householders were leaving bulky waste out for collection for longer periods of time, sometimes 4 weeks or more, with the associated amenity and fire issues that this introduces. Following a review of resources available over the summer holiday season it was apparent that the service was unable to make in-roads into the backlog in existing orders.
- 3.5.3 An operational decision was taken to suspend new orders for bulky collection while the service focussed on clearing the backlog and getting back to a situation where the service meets its commitment of collection within 10 days. The timing of the suspension of new orders was influenced by the fact that there tends to be a reduction in the number of requests during the peak holiday season and so the impact on householders would be minimised. Furthermore, the service continued to respond to reports of fly-tipping and dealt with safety-related issues as a matter of priority.
- 3.5.4 The service recognises that communication of this operational decision was not to the standard that it would expect. Members should have been advised in advance of the public notice. The service will ensure that in future member communication is carried out timeously should a similar situation arise which affects service delivery.

### **3.6 Increased Missed Collections**

- 3.6.1 Since the introduction of the new collection services, the Waste and Recycling team has seen a significant increase in missed bin reports from customers. This is partly due to the operational difficulties experienced by the food and garden waste service but there were also other factors to take into account. All of the collection crews had new routes to learn at the beginning of the roll out and this has taken some time for them to become familiar with. In addition, some discrepancies with the data held by the service have come to light during the roll out and have been rectified as they arose. The Waste and Recycling team has been working hard to rectify these issues and is now starting to see a drop in the reports of missed bins. The graph in Table 2 shows the total number of enquiries received by the service each week since before the roll out commenced including the number of missed bins reported. This shows that the missed bins are now starting to reduce.
- 3.6.2 Overall, with the new service (3 bins per household), the service collects in excess of 350,000 wheeled bins per month from individual households (4.2 million bins per annum). This does not include the communal collection service or trade waste service.
- 3.6.3 For the period from March-August 2017, there were 6,952 missed bin reports received by the Council. This equates to 0.33% of collections being reported as missed. By way of comparison, for the 6 months prior to March, the percentage was 0.16%.

### **3.7 Increased participation and tonnages**



- 3.7.1 Latest data (April-September 2017) shows an overall recycling rate of 49%. The new service was rolled out from March 2017 and was fully complete by mid May 2017. This compares with an annual recycling rate for 2016 of 39%.
- 3.7.2 This rate includes all wastes collected for recycling from the mixed recycling kerbside and communal collections, Household Waste Recycling Centres, recycling points and is also inclusive of food and garden waste collection. Assuming this rate is sustained until the end of 2017, this currently gives a projected annual recycling rate of around 45% for 2017 (annual recycling rates are calculated on calendar year). This is on track for meeting the Council's target of 50% by 2020.
- 3.7.3 As mentioned earlier, in terms of the brown bin collection service, we have seen a 25% increase in tonnage for the period April-June 2017 compared with the same period in 2016 with June 2017 seeing the highest monthly tonnage recorded since the brown bin collections began in 2011. The communal food waste collection service has also seen a significant increase in tonnages collected rising from 229 tonnes collected from April to June 2016 to 277 tonnes collected from April to June 2017.
- 3.7.4 In terms of householder participation in the new recycling service, monitoring has been carried out in a sample of locations across the city to ascertain the average percentage of households who are using the new mixed recycling service. The results of this to date indicate an average participation rate of 80% (for the wheeled bin mixed recycling service only). In addition to participation monitoring, a follow-up survey is planned to be carried out by the end of 2017 to gain more feedback from householders.
- 3.7.5 Feedback from Suez, our waste management contractor, is that the overall quality of the material being supplied from the mixed recycling services in Aberdeen is very good. This is particularly encouraging considering the high number of communal collections that are involved in this service (approx. 45,000 properties served by communal collection).

### **3.8 Lessons learned**

- 3.8.1 The roll out of the new containers and the start of the new mixed recycling service, on the whole, went very well. At the end of such a large scale project it is always good practice to conduct a debrief session for the staff involved in order to gather the lessons learned for future projects. The full debrief report, with both the things that went well and also areas for improvement can be found at Appendix 3. Additional lessons learned that have materialised since this debrief session have also been added to this appendix.
- 3.8.2 The Waste and Recycling service intends to use these lessons in any future projects that it undertakes and will share both the best practice and areas for improvement across the organisation.
- 3.8.3 The Service is now working closely with the digital platform project team to integrate the new in cab technology system called Collective with Firmstep, the digital platform

system. It is expected that a huge amount of benefits impacting on staff, customers and resources will be realised as a result of this implementation.

#### **4. FINANCIAL IMPLICATIONS**

There are no direct financial implications arising from this update report.

#### **5. LEGAL IMPLICATIONS**

The Council has a legal duty to provide recycling and food waste collections for all households under the Waste (Scotland) Regulations 2012. This project has helped the Council meet its legal obligations to householders.

#### **6. MANAGEMENT OF RISK**

**6.1** No new risks have been identified arising from this update report.

- Financial  
No significant risks
- Employee  
No significant risks
- Customer / citizen  
No significant risks
- Environmental  
No significant risks
- Technological  
No significant risks
- Legal  
No significant risks
- Reputational  
No significant risks

#### **7. IMPACT SECTION**

##### **Economy**

The implementation of the new services provides positive impact on the local economy in terms of the provision of employment through the Altens East facility. In addition, the move to harmonised collection services allows for more efficient and flexible collection services and better use of resources.

## **People**

There are no new impacts arising from this report. An EHRIA was submitted previously prior to the service change being agreed. Generally, the new services are more convenient and easier for residents to use. Consideration has been taken for those who may be unable to use the services and assistance is available in those cases.

## **Place**

The introduction of significantly enhanced recycling services for all households in Aberdeen and the associated sorting and separation of these materials in the city significantly improves the environmental impact of the city and encourages a more responsible approach to our amenity. The interim RDF solution for non-recyclable waste to landfill will significantly reduce greenhouse gas emissions from the disposal of waste.

## **Technology**

The new services also included the use of in-cab communication technology which has significantly improved the information being recorded and how that is linked to the customer contact centre and back office. Work continues to further integrate this with other systems and services which will enable householders to get more information, more quickly, about the services being provided to them.

The Altens East facility utilises the best available techniques for the management of recyclable waste. It has been described as the highest quality and most advanced MRF in the UK.

## **8. BACKGROUND PAPERS**

None

## **9. APPENDICES**

1. Project Plan
2. Risk register
3. Kerbside mixed recycling project – lessons learned debrief report
4. Sample of social media feedback

## **10. REPORT AUTHOR DETAILS**

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## Investment in Waste Collection Plan

Investment in Waste Collection Plan					Start 31/10/16																																							
					wk commencing:																																							
Ref	Activity	Start	Finish	Status	31/10	07/11	14/11	21/11	28/11	05/12	12/12	19/12	26/12	02/01	09/01	16/01	23/01	30/01	06/02	13/02	20/02	27/02	06/03	13/03	20/03	27/03	03/04	10/04	17/04	24/04	01/05	08/05	15/05	22/05	29/05	05/06	12/06	19/06	26/06	26/06				
5	Kerbside Mixed Recycling																																											
5.1	Procurement																																											
5.1.1	Identify requirements	1/3/16	1/5/16																																									
5.1.2	Draft specification	1/3/16	1/3/16																																									
5.1.3	Mini-competition published																																											
5.1.4	Evaluate responses																																											
5.1.5	Presentations																																											
5.1.6	Award contract																																											
5.3	Communication and Engagement																																											
5.3.1	Appoint Comms contractor	1/10/16	11/11/16																																									
5.3.2	Draft comms plan	1/12/16	12/12/16																																									
5.3.3	Routes to Nicki Souter	6/12/16	9/12/16																																									
5.3.4	Book postal slot for letter mailings	6/12/16	16/12/16																																									
5.3.5	Draft comms materials - leaflets, letters, booklet/calendar, bin stickers, media adverts	1/12/16	31/12/16																																									
5.3.6	Design comms materials - stickers, advertisements, etc.	4/1/17	13/1/17																																									
5.3.7	Printing comms materials (letters and calendars)	16/1/17	27/1/17																																									
5.3.8	Post letters and calendars	30/1/17	3/2/17																																									
5.3.9	Book media slots	12/12/16	11/1/17																																									
5.3.10	Print stickers and leafets/booklets (inc. FW leaflets)	30/1/17	10/2/17																																									
5.3.11	Sticker and leaflet/booklet delivery to Potterton	13/2/17	17/2/17																																									
5.4	Bin Delivery																																											
5.4.1	Kick-off Meeting with Jett/MGB	2/11/16	2/11/16																																									
5.4.2	Agree bin storage location	29/9/16	2/11/16																																									
5.4.3	Develop bin proof	29/9/16	7/10/16																																									
5.4.4	Agree bin proof	2/11/16	9/12/16																																									
5.4.5	Bin production commences	1/12/16	1/12/16																																									
5.4.6	Bin Delivery	8/12/16	28/4/17																																									
5.4.7	Routes to Jett	6/12/16	13/12/16																																									
5.4.8	Initial list of authorised additional bins to Jett	6/12/16	16/12/16																																									
5.4.9	Initial list of 750 rural properties to Jett	6/12/16	16/12/16																																									
5.4.10	Draft bin delivery schedule	11/1/17	11/1/17																																									
5.4.11	Finalise bin delivery schedule	30/1/17	31/1/17																																									
5.4.12	Recycling Advisers in post	1/12/16	20/2/17																																									
5.4.13	Recycling Adviser training	20/2/17	24/2/17																																									
5.4.14	Deliver bins and food caddies to 250 rural properties by Recycling Advisors/ Delivery Team	27/2/17	3/3/17																																									
5.4.15	Baseline current kerbside recycling rates	27/2/17	3/3/17																																									
5.4.16	Start bin deliveries	6/3/17	6/3/17																																									
5.4.17	New routes start	6/3/17	6/3/17																																									
5.4.18	180L bin deliveries	6/3/17	12/5/17																																									
5.4.19	Brown bin deliveries	6/3/17	12/5/17																																									
5.4.20	Snagging	15/5/17	26/5/17																																									
5.4.21	Monitoring of service uptake	20/3/17	31/12/17																																									
5.4.22	Review/Lessons learned	5/6/17	30/6/17																																									

RISK REGISTER																
Project Name:			Investment in Waste Colletion - Kerbside Mixed Recycling													
Project Manager:			Heather Martin													
ID	Description	Type	Date Identified	Original Risk			Proximity	Mitigation (Counter Measures)	Residual Risk (after Mitigation)			Owner	Updates	Date Last Updated	Status	Close Reason
				Impact	Likelihood	Score			Impact	Likelihood	Score					
5	Negative customer perception due to lack of engagement re. 180L bins.	Customer	05-Jan-2015	3	5	15	Ongoing	Communication plan, on schedule	3	2	6	Pamela Walker	Work ongoing with Comms Team around Communications Plan, information being distributed, receiving very few complaints	26-May-2017	Closed	Project closed, business as usual
6	Maintaining timetable for delivery of individual wheeled bin changes by July 2017	Resource	05-Jan-2015	3	5	15	Ongoing	Project planning and identify resources available. Learn lessons from other local authority implementations.	3	1	3	Rox Baxter	Bin delivery is going welln and on track, minor issues been resolved	26-May-2017	Closed	Project closed, business as usual
7	Managing logistics for new bin deliveries for individual wheeled bin changes	Resource	20-Apr-15	2	4	8	Ongoing	Options for delivery of bins to be identified and explored. Delivery of this element by experienced contractor to be sought.	3	1	3	Rox Baxter	Contract awarded for supply of bins and associated delivery, currently on schedule to deliver bins by required date	26-May-2017	Closed	Project closed, business as usual
10	Fly-tipping due to lack of customer engagement and impact of Additional Bin Campaign.	Health & Safety	06-Apr-15	2	4	8	Oct-16	Communication plan, Street sweeping teams	2	2	4	Pamela Walker	Work ongoing with Comms team around Communications Plan. Also	26-May-2017	Closed	Project closed, business as usual
11	Legislative changes/statutory requirements e.g. glass EU legislation	Compliance/Legal	06-Apr-15	2	4	8	Ongoing	Anticipated legislative changes to be kept under review	2	2	4	Rox Baxter/ Pamela Walker	MRF has been designed to accept glass - changes are not anticipated to be required	26-May-2017	Closed	Project closed, business as usual
12	Reputational damage if negative perception from citizens/customers/press	Reputational	06-Apr-15	2	4	8	Aug-16	Communication plan	2	3	6	Pamela Walker	Work ongoing with Comms team around Communications Plan. Also	26-May-2017	Closed	Project closed, business as usual
13	Missed targets/not complying with EU/Scottish recycling targets	Compliance/Legal	06-Apr-15	3	4	12	2017	Promotional materials to be developed to encourage uptake of new service.	3	2	6	Rox Baxter/ Pamela Walker	Work ongoing with Comms team around Communications Plan, started	26-May-2017	Closed	Project closed, business as usual
14	MRF not ready and operational in time for implementation of mixed recycling for properties with individual wheeled bins	Resource	12-Jun-15	3	4	12	Jan-17	Strong contractual obligations to deliver to programme with associated penalties for SUEZ if timelines not met.	2	2	4	Pete Lawrence	MRF is on schedule to be available by required date.	26-May-2017	Closed	Project closed, business as usual
15	There may be a significant volume of unauthorised second bins and associated policy may limit ability to reduce volume of general waste collected.	Customer, Resource	30-Nov-15	3	5	15	Aug-16	Crews to log unauthorised second bins in Collective. Additional Bin Campaign to be run to raise awareness with customers and collection of unauthorised second bins to be carried out during the second half of 2016.	2	3	6	Pamela Walker	One Household, One Bin Campaign complete, but onlt small member removed. Bins will become mixed recycling bins during roll out anyway.	26-May-2017	Closed	Project closed, business as usual
16	Bin quality does not form part of bid evaluation for kerbside bins. Required to weight heavily towards price - risk that bins procured are not of necessary quality and/or do not future requirements.	Quality, Resource	11-May-16	3	3	9	Jan-17	Quality covered under Scotland Excel framework and suppliers required to meet national standards to be part of this f/w.	3	2	6	Rox Baxter	Copies of suppliers' bin warranties requested were requested prior to award of contract. Quality to be kept under review. Factory site visit and seen quality control testing.	26-May-2017	Closed	Project closed, business as usual
19	Bins requiring re-labelling may be missed due to not being presented for collection or being taken in immediately after collection	Quality	14-Jun-16	2	4	8	Mar-17	The re-labelling of bins will be procured from an experienced contractor - advice on their approach to this to be sought. Lessons learnt from Edinburgh to inform this as well.	2	3	6	Rox Baxter	Confirm 300 code is being used, recycling advisors posting out and have a supply in their vans. Crews also have a supply in cabs.	26-May-2017	Closed	Project closed, business as usual
20	Unauthorised second bins may continue to be presented for collection	Customer, Resource	14-Jun-16	3	4	12	Oct-16	Residents to be provided with an agreed number of warnings. Should the bin continue to be presented after these, bin will be removed.	2	3	6	Pamela Walker	One Household, One Bin Campaign complete. Crew to log on Collective any bins presented incorrectly. Bin hangers in use	26-May-2017	Closed	Project closed, business as usual
23	Sufficient volume of bins may not be delivered to maintain rollout schedule due to manufacturing failure at supplier's.	Resource	21-Jul-16	3	3	9	Jan-17	Risk to be borne by supplier - suppliers' approaches to the management of this risk forms part of bid evaluation.	2	2	4	Rox Baxter	Bin deliveries from supplier have been managed effectively so far, no reason for that to not continue.	26-May-2017	Closed	Project closed, business as usual
24	Collective not being used as intended - information not being recorded accurately both in-cab and in the back office.	Quality	08-Nov-16	3	4	12	Ongoing	Crews to be trained prior to in-cab implementation on both how to use the units and related policies.	3	3	9	Rox Baxter	Collective has been used for the One Household, One Bin Campaign and has largely been a success. Crews getting more used to system. Concern over back office use and follow up.	26-May-2017	Closed	Project closed, business as usual
26	Project rollout is delayed due to inclement weather		19-Jan-17	3	4	12	Ongoing	Jett have additional crews and vehicles available if distribution falls behind.	2	4	6	Sallie Antill	Ensure Comms updated, over half way through roll out and no problem so far.	26-May-2017	Closed	Project closed, business as usual
27	Incorrect information given to residents e.g. calendars	Customer, Resource	19-Jan-17	3	3	9	Feb-17	Ensure information sent to printers/mailers is correct, communicate significance	3	2	6	Pam Walker	Supply of info packs in the office being sent out, relatively few enquiries	26-May-2017	Closed	Project closed, business as usual
28	Properties not found, bins not delivered due to no local knowledge	Resource	19-Jan-17	1	4	4	From Mar 17	Appropriate pilots for route, use of Recycling Advisors	1	3	3	Sallie Antill	So far bins are being successfully delivered, use of pilots, recycling advisors and printed maps	26-May-2017	Closed	Project closed, business as usual
30	Large volumes of enquiries	Resource, Customer	02-Feb-17	3	4	12	From Feb 17	Contact Centre have extra staff, Recycling Advisors in place	3	3	9	Pam Walker	About double the usual number, team are coping well, number are starting to drop off now we are halfway through.	26-May-2017	Closed	Project closed, business as usual
31	Unable to deliver additional bins due to lack of space	Resource, Customer	02-Feb-17	3	3	9	From Feb 17	Parts of city have/are being changed over from individual to communal bins. Locations queried will be checked.	3	3	9	Sallie Antill	Spreadsheet to review sites that struggle with additional bins and plan created to install communal in areas	26-May-2017	Closed	Project closed, business as usual

32	Vehicle availability, teething problems due to insufficient testing of new vehicles, Collective wiring	Resource	02-Feb-2017	4	3	12	Ongoing		3	2	6	Ros Baxter	Vehicles in use, minor issues being dealt with	26-May-2017	Closed	vehicles in use
25	Project rollout is delayed due to political implications	Political	08-Nov-16	3	4	12	Ongoing	Ongoing liaison with elected members with regards to upcoming phases of the project.	3	2	6	Pete Lawrence	Engagement ongoing with elected members and the Zero Waste Management Sub-committee	26-May-2017	Closed	Project has started and is going ahead
29	Mailout slot not achievable, delay in residents receiving letters	Resource, Customer	19-Jan-17	3	4	12	Current	Liaison with Comms. Book slot ASAP, check with other providers if Royal Mail not achievable	3	3	9	Pam Walker		02-Feb-2017	Closed	Mail out slot booked.
2	Resources - pressure on revenue budget	Financial	01-Dec-2014	4	6	24	Current	Monitor and report revenue situation	4	6	24	Pete Lawrence	Budget planning is ongoing and Pete is managing the budget pressures	15-May-2015	Closed	Now an issue (resolved - additional capital budget has been allocated.)
17	Excess waste policy not be approved limiting options for enforcing additional bin strategy.	Political	30-May-16	3	4	12	Oct-16	Report to be drafted providing supporting evidence and presented to Committee together with policy. Active engagement with members.	2	3	6	Pamela Walker		05-Jul-2016	Closed	Excess Waste Policy approved by Committee.
8	Opportunity to maximise value by procuring required 70,000 180L bins through a mini-competition.	Resource	20-Apr-15	2	5	10	Oct-16	Mini-competition to be held to establish whether value could be maximised.	2	5	10	Ros Baxter	Evaluation of bids to supply bins and associated delivery in progress.	21-Jul-2016	Closed	Procurement completed.
18	May be unable to locate appropriate area for storage of bins prior to their delivery to properties.	Resource	14-Jun-16	3	3	9	Jan-17	Discussions to be held with Roads to establish whether they have any areas available.	2	3	6	Ros Baxter	Appropriate storage area identified.	06-Sep-2016	Closed	Appropriate storage area identified.
22	Ineffective public engagement due to lack of dedicated comms support due to current staff member successfully securing another post.	Customer, Resource	25-Jun-16	3	5	15	Current	Discussions to be held with Comms and Marketing Team to agree how best to address this and agree future comms support.	3	3	9	Pamela Walker	Dedicated contacts within Comms Team identified and they are now attending workstream meetings and actively supporting the programme.	06-Sep-2016	Closed	Dedicated contacts within Comms Team identified and they are now attending workstream meetings and actively supporting the programme.
9	Committee reporting deadlines missed	Resource	16-Mar-15	2	4	8	Ongoing	Deadlines to be identified and reflected in project plan	2	3	6	Ros Baxter/Heather Martin	Reporting deadlines met to date.	19-Jan-2017	Closed	All Committee deadlines met.
21	Wrong bins may be collected as part of additional bin campaign	Customer	14-Jun-16	2	4	8	Oct-16	Bins requiring pulling in to be clearly identified by crews who have strong knowledge of the relevant rounds and the associated properties.	2	4	8	Ros Baxter	Strategy for responding and managing customer queries relating to this has been developed.	19-Jan-2017	Closed	One Household, One Bin campaign ended.
1	Insufficient capital finance	Financial	01-Dec-2014	3	3	9	Oct-16	Capital allocated to waste management system and kerbside collections. Estimates to be produced for the latter to ascertain whether there are any budgetary pressures	2	3	6	Pete Lawrence/Ros Baxter	Following submission of bids for bin provision, project is expected to be within budget.	19-Jan-2017	Closed	Capital in place.
3	Required vehicles not available due to delay in ordering necessary new ones; O' licence restrictions etc.	Resource	01-Dec-2014	4	3	12	Ongoing	Liaison with Fleet re. ordering of new vehicles. Possible contingency options identified.	3	2	6	Ros Baxter	Waste vehicles ordered.	19-Jan-2017	Closed	Vehicles arrived
4	Delay in project being delivered due to resource conflicts in other services e.g. Procurement	Resource	01-Dec-2014	3	4	12	Ongoing	CMT commitment to project. Going through project resourcing approval process, integration of other teams into project management process, constant communication with relevant parties.	3	2	6	Heather Martin	Ongoing engagement with Procurement, Customer Services and Fleet.	19-Jan-2017	Open	Project going ahead.

## **Kerbside mixed recycling project – lessons learned debrief**

### **1. What would you do differently in the future? Which areas could be improved in the future and how?**

#### Communications and engagement

- Closer links with the contact centre
- Information from project team meetings needs to trickle down to everyone involved
- Communication between planners/ ops/ recycling team more streamlined
- Additional mail out closer to 6<sup>th</sup> March
- Include all departments in the service in briefings eg. Admin
- Consider an internal comms forum/ FB page/ ideas hub
- Ensure support systems and services are in place in advance eg. ICT support for online calendars
- Social Sign In licence for a month before
- More and earlier social media activities eg. facebook Q&A
- Repeat messages and information repeatedly to Elected Members

#### Logistics/ roll out

- Consider more delivery crews from the contractor (JETT) to ensure all deliveries made on the same day as the waste collection
- H&S monitoring schedule in place to monitor contractor
- Stock control system in place to monitor bin/ consumables stock levels
- Extensive contingency planning
- Clarifying role of the pilots

#### Routing

- Earlier route preparation and more extensive consultation
- Extensive data cleansing and double checking

#### Operations

- More involvement of the crews well before implementation
- Brief crews in depth with regards to new routes.
- Wheelie bin and mixed recycling crews working together to share their knowledge
- Full bin delivery schedule with times included of deliveries to Potterton
- Provide the Ops team with additional temporary resources to assist

#### Project management and planning

- Need full attendance at project team meetings or substitutes to ensure that the information is filtered down
- Start planning earlier



- Earlier involvement of the admin team during planning stages
- Project of this scale should have been delivered on its own (not with other major projects on the go)
- Consider delivery of all new bins before switching routes – this does have pros and cons

### IT System

- Work with one IT system not multiple (eg. collective, confirm, databases, spreadsheets etc)
- Ensure all key staff are familiar with new ICT systems

### Managing enquiries

- Simplify the processes eg. enquiry process
- Put an enquiries manager in place for the roll out to prioritise and allocate responses to enquiries and check to see that they have been actioned
- Clarify the roles and responsibilities of teams and individuals and communicate this across the teams

### Resources

- Additional resources in place prior to project roll out starting for Ops team
- More technical resource in place to assist with the Routing work

### Contact centre

- We are currently looking at splitting the environmental services phone line into 3. Waste and Recycling, Roads/Streetlighting / Grounds, and Environmental Health. We would then be in a position to train temp staff on all aspects of waste and recycling, leaving out roads, env health etc

## **2. What aspects of the roll out from your own role/ function went well and should be highlighted as good practice for future projects?**

### Communications and engagement

- The new service has generally been very well received by the public, the number of negative comments has been very low
- Facebook Q&A went very well
- The pre-roll out additional bin campaign went well and highlighted the number of unauthorised additional bins that were out on the streets. It also gave households pre-warning about the new bins and that they would need to get their additional container authorised if they needed the additional capacity
- Multiple communication channels meant that the message reached a wide audience
- We anticipated the householders' concerns
- No negative EE/ P&J headlines
- Radio adverts were good
- Early comms plan in place and stuck to
- Lamp post wraps – a good new idea
- Effective joint working with the corporate Comms team

- Multiple face to face internal briefings (contact centre, environment team, crews, admin etc)
- Maintained cross part Members support throughout the roll out
- Good comms within the waste and recycling service

#### Logistics/ roll out

- JETT/ MGB/ ACC worked together as a team throughout the roll out to ensure that it went as smoothly as possible.
- Good working relationship with MGB and JETT
- Maps for JETT were a good standard with enough information
- Good daily communication with JETT
- Really useful site visit to MGB factory before the roll out

#### Operations

- Good crew training on new vehicles and equipment
- Crews involved in the briefings – created a good team atmosphere
- Crew participation – passing information from one crew to another
- Huge reduction in additional bins as a result of changing the general waste containers
- Easier rounds for the wheelie bin crews
- The roll out highlighted the stronger members of the operations team who weren't as visible before
- Crews worked and are still working very hard to resolve the issues
- All of the staff on the bin deliveries team went above and beyond when required

#### Project management and planning

- Procurement process went well.
- Good quality bins and good contractor
- Good project management to oversee the project from the start to the finish.
- Great support from the Project Management Office.
- Dedicated Project Manager recruited to deliver the project.
- Good risk management and issue identification process
- Project Board established for decision making and problem resolving
- Lessons learned from previous projects delivered elsewhere eg. Bolton, Aberdeenshire, Edinburgh

#### Bins

- The bins look good – the black colour and gold logo, very distinctive
- The smaller capacity of the new bins (180 vs 240) is hard to see
- Very few complaints about the smaller size of the bin
- Large numbers of requests to collect the old unauthorised additional 240 bins (around 1000 have already been collected)

#### IT System

- Having a dedicated confirm queue (300) for the roll out queries

#### Resources

- 4 x Recycling Advisors were recruited on temporary contracts who proved to be a very useful and flexible resource who were used for a variety of tasks – eg. stickers on bins, monitoring contractor, putting lamp post wraps up, responding to enquiries
- Additional street cleaning crews were put in place for a temporary period to help clean the streets in the areas that the bins were being rolled out to
- The waste and recycling team worked well together and solved problems as they arose
- The Pilots were a really useful resource for JETT and ensured that the bin delivery was as smooth as possible

#### Contact Centre

- Communication and briefings from Pam and Martina was very helpful and appreciated by team.

#### **Additional lessons learned highlighted since the end of the project implementation**

Since the end of the roll out of the new containers some operational difficulties have been experienced and further lessons have been learnt as a result of this including:

- Allow plenty of time for a large scale re-routing exercise prior to implementation and expect delays to the timetable. Ensure there is plenty of time for proper consultation with the crews in order to make any changes necessary.
- Do not underestimate the increase in the volume of enquiries received and ensure that there is proper resource in place to manage this increase in all parts of the service
- Try to simplify the message that we are trying to get across to the public
- Try not to implement too many projects at once – at the same time as the roll out of the new bins the service was also introducing a new IT system. In addition a month after the roll out finished the service also moved depots which has had a significant impact on the routes and changed the working location for the crews.
- Consider the time of the year when major changes are introduced – consider implementing them during periods of low demand on the service

## APPENDIX 4

### Sample of comments received

- *I can see clearly this is a good change for recycling. I have experienced that the more material is now able to go into recycle and lesser is going into general waste bin. Well done ACC.*
- *I hated the old black bins with the nets, the new wheelie bin system is so much better. It seems a massive improvement. It's a little thing but this makes me so much happier. Well done ACC!*
- *All the packaging can be recycled! That seems like good news!*
- *I predict a 80% increase in recycling. Regular feedback from the processors would help clear up common problems / items. Oh, and nice design for the new general waste. Black & gold 😊credit due*
- *I perfectly understand you must be under heavy stress managing all these changes at the same time, hence a tiny mistake can happen, I am very happy of the changes and congratulate you and your team for this very good initiative. (he had an authorised additional waste bin but there was a delay in delivery, came through email)*
- *Can I just ask why we are having to use our old dirty disgusting bins for recycling? I mean my bin was here when I moved in and I've been here 11 years. Wouldn't it of been easier and cleaner to just supply us with recycling bins, and let us keep the general waste bins?*
- *Would it not have been better to deliver all the bins then start the new scheme ?*
- *4 weeks I've been waiting for my bin. Surely it doesn't take that long too provide bins for the whole city ! Or is the council not too savvy in the planning depth ?!!*
- *The new recycling bin is much better than the old containers. When will we get waste bins in Dyce? Have cat litter to throw out*
- *Got it delivered yesterday, so thanks for your help. Needed it because of various disabilities and the smaller black bin. Once again thanks for your help*
- *my flatmate isn't keen joining the recycling club. can you help me? do you have a bin-police? Hopefully get my new bin soon, I recycle but as above alot of people don't on my street. I'm happy that a whole lot more are finally recycable here in Aberdeen*
- *I know that round my way these new bins will be a success. Most people here in this part of the BoD recycle but it's quite windy here and our current recycling tubs are prone to being blown over or sent down the street.*
- *The new clean Materials Recycling Facility in Altens should improve performance on this.*
- *Hats off to the ACC on this initiative. I can't wait for mine to come. My present recycling bin is always overflowing come "recycling day". I just hope that our recycling will be sorted correctly and not sent to landfill as it currently does sometimes*
- *We do our recycling currently but most don't in our bit of the street - I don't even think some of them know when bin collection day is - and why should they when the bin fairies*

*automagically put the bins out on the street for emptying? You think they'll read your leaflets? I foresee a bunch of recycling bins with non-recyclables in there because any bin'll do, and in the absence of any information in the FAQ about this fairly obvious scenario my guess is we'll get punished with non-collection.*

- *got letter about new bins / recycling. Exciting!! Will new ones take yogurt pots and butter containers?*
- *know people tend to slate the Council, but a week ago my recycling bin and bags were missed. So much positive assistance, a supervisor phoned then the next day the man that drives the bin on that route, and all sorted. Thank you guys, as I said to supervisor and the driver, my poor recycling bin was getting lonely sitting on the street all by itself while its relatives were safely tucked up cozy in their owners garages for the next two weeks. Glad those involved appreciated my sense of humour. Thanks again for the prompt help. PS, my wee black bin is happy now nice and cozy again indoors :)*