

Transport and Environment Committee

10.00am, Thursday, 18 May 2023

Communal Bin Review Update

Executive/routine
Wards
Council Commitments

Executive
All

1. Recommendations

- 1.1 Transport and Environment Committee is asked to:
 - 1.1.1 Note the outcome of the performance monitoring for Phase 1 (Appendix 1);
 - 1.1.2 Note the progress of the Communal Bin Review project and delivery of Phases 2 and A;
 - 1.1.3 Approve the revised timeline for the delivery of the communal bin hubs roll-out (Appendix 2) and the revised framework for reviewing bin hub locations (Appendix 3);
 - 1.1.4 Note the outcome of the application to Zero Waste Scotland for additional funding to meet the increased project costs; and
 - 1.1.5 Approve the next stage of the World Heritage area trial to align non-recyclable waste capacity with the existing kerbside service and agree to receive a report within six months with final proposals for future waste collections in the area.

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Executive Director of Place

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Report

Communal Bin Review Update

2. Executive Summary

- 2.1 This report provides an update on the delivery of the Communal Bin Review project and the implementation of increased collection schedules including the performance related to Phase 1 of the project (Appendix 1).
- 2.2 It also provides an update on the timelines for implementation and seeks approval to revise the timescale of the project to allow the roll-out to continue in the areas of Phase 3 and Phase 4 (as outlined in Appendix 2).
- 2.3 The report also addresses the request by Committee to outline a mechanism to resolve outstanding local conflict on bin hub positioning to identify suitable alternatives (Appendix 3) and highlights that the request for additional funding from the Recycling Infrastructure Fund (RIF) from Zero Waste Scotland was successful.

3. Background

- 3.1 On [27 February 2020](#), Transport and Environment Committee approved the approach to implementation of the communal bin review project. This included setting out the parameters and criteria to be used to determine the locations of each bin hub and the types of bins that would be used for non-recyclable waste, mixed recycling, food waste and glass.
- 3.2 On [31 March 2022](#), Transport and Environment Committee approved the work to be undertaken in the Edinburgh World Heritage area to address concerns raised by heritage bodies and community groups.
- 3.3 On [6 October 2022](#), Transport and Environment Committee approved a revised phasing and timeline for the implementation of the project. It also requested a short report that “outlines a mechanism to resolve outstanding local conflict on bin hub positioning, including ward members in attempting to identify suitable alternatives and allowing these to be progressed.
- 3.4 Regular updates on the project have been provided to Committee and are linked within the background reading section of this report.

4. Main report

Implementation update: Phase 1

- 4.1 As of March 2022, on-street locations for Phase 1 have been implemented, the effectiveness of the changes has been monitored for the period January to March 2023 and the outcome is contained in Appendix 1.
- 4.2 In 2022/2023, for all recycling streams (mixed recycling, glass and food waste) there has been a citywide increase in materials collected (compared with period 2018/2019 and 2019/2020). In 2022/2023, the glass collected from on-street communal bins has increased from an average of 2,900 tonnes in 2019/20 to nearly 3,800 tonnes (which represents an increase of 30-35% on pre-pandemic levels).
- 4.3 Requests for service for overflowing communal bins (non-recyclable waste and mixed recycling) for the period January-March 2022/2023 have decreased, with a significant drop seen for communal mixed recycling of 85% compared to pre-pandemic levels. This demonstrates how the implementation of the project has addressed the lack of capacity for residents to recycle.
- 4.4 Dumping and fly tipping is an acknowledged issue in the city and it is recognised that this can be correlated to those areas of the high density housing that are serviced by communal bins. To tackle the fly tipping issues, enhanced collection resources, with bulk collection vehicle tracking of communal bin routes, was approved at Transport and Environment Committee on [20 April 2023](#).
- 4.5 The roll-out to off-street locations (e.g. developments where bins are stored in private car parks, and/or internal/external bin stores) was finalised in December 2022 with the delivery of over 150 food waste bins, more than 100 glass bins, and approx. 300 more recycling bins available to residents for recycling (either some of the non-recyclable waste and paper bins have been changed to mixed recycling or additional mixed recycling bins have been delivered). Residents received a letter and a guide. The letter contains a brief description of the changes and some top tips including how to book a bulky item uplift and how to order a caddy for food waste. The [guide](#) contains detailed information on how to recycle with the new service and it also helps to understand how to reduce and reuse waste.

Implementation Update: Phase 2 and Phase A

- 4.6 Approximately 100 on-street bin hub locations have been introduced in Gorgie, Shandon, Roseburn and Corstorphine (part of Phase 2) to service around 4,300 households.

- 4.7 Approximately 90 on-street bin hub locations have been introduced in Newhaven, Trinity and Portobello (part of Phase A) to service over 2,500 households.
- 4.8 Overall, as part of the implementation of the new bin hubs within Phases 2 and A, nearly 200 side loading bins, which used to collect non-recyclable waste, have been removed. All on-street non-recyclable waste, mixed recycling, packaging and paper wheeled communal bins (mainly 1,280 litre bins) were removed and sent for refurbishment.
- 4.9 Over 750 new or refurbished non-recyclable waste and mixed recycling bins have been installed, together with deployment of 190 new or refurbished glass bins and 190 new food waste housing containers.
- 4.10 For all on-street non-recyclable waste and mixed recycling bins, the new increased collection frequency (every other day) was implemented by early March 2023.
- 4.11 The introduction of more on-street mixed recycling bins and the increased frequency of collection means more bin space is available for residents to recycle. Before the project roll out, residents had, on average, 60L per week per household. This has now increased, on average, to more than 150L per week per household, with the impact of reducing the risk of overflowing bins. This has been calculated using the number of bins, frequency of collection and number of properties serviced in the specific area before and after the roll out of the project.
- 4.12 In line with the legislative requirements in Scotland, each new bin hub is provided with all recyclable and non-recyclable streams, including glass and food waste, to support easier access to recycling facilities for residents.
- 4.13 The roll-out to off-street locations is progressing and is due to be finalised in Summer 2023.

Implementation Update: Phase 3

- 4.14 Areas within Phase 3 of the project, including Hillside, Broughton, Inverleith and Marchmont, are within current Controlled Parking Zones (CPZs) S1-S4 and N1-N5. required a Traffic Regulation Order (TRO) process to amend the existing parking restrictions. TROs for these areas were advertised in Autumn 2021 and the objections have been discussed. The TROs were approved by the Transport and Environment Committee when it met on [1 September 2022](#).
- 4.15 To ensure the on-street line marking, signage and roadworks are carried out in a consistent approach, the implementation of approximately 410 new bin hub locations is planned to commence in late Summer 2023.

Implementation Update: Phase 4

- 4.16 Bin hub locations as part of Phase 4, including Stockbridge, Canonmills, Fountainbridge, Tollcross, Sciennes, Southside, St Leonard's, Newington and Prestonfield areas, require to go through the TRO process for the peripheral and central CPZ areas 3, 4, 5, 5A, 6, 7 and 8. The TRO process for Phase 4 began in April 2023.
- 4.17 It is anticipated that an enhanced process to gather residents' feedback on specific bin hub locations will be carried out during Summer 2023, prior to the statutory consultation as part of the TRO process.
- 4.18 This will allow the feedback gathered to support the finalisation of the bin hub locations. It is now anticipated that the TRO process will progress in September 2023, with implementation beginning in February 2024.
- 4.19 Depending on outcome of the TRO process, this may impact on the project timeline beyond March 2024. This will be continuously monitored and any changes will be reported to Committee in the next regular update.

Implementation Update: Phase 5

- 4.20 Phase 5 of the project was paused to allow a feasibility study of possible alternative waste collection solutions within the World Heritage Site (WHS) to be commissioned from the Association for Public Service (APSE). The outcome of this was due to be reported in December 2022. Unfortunately, due to unforeseen circumstances, APSE have had to delay the production of this report. It is anticipated that it will be available by the end of May 2023.
- 4.21 While the feasibility study was being undertaken, Council officers have been working closely with the New Town and Broughton Community Council (NTBCC) and street Residents Associations to undertake a pilot to improve the recycling rate in streets with gull proof sacks. Residents in 1,000 properties were issued with green gull proof sacks to replace their red boxes for the collection of dry mixed recycling, increasing the capacity available for recycling. All other waste collections remained the same. The pilot has been running since October 2022 and the local groups have been proactive in promoting and monitoring the impact of the trial.
- 4.22 The impact of the trial has been assessed via measurement of tonnages for both mixed recycling and non-recyclable waste, presentations rates and feedback from residents and operational staff. Residents have embraced the trial and the feedback have been very positive. Operational staff have also seen an improvement in the litter left as there is less likelihood of the waste being blown out of the gull proof sacks. The tonnage does not demonstrate a significant increase in the amount of recycling collected, despite increasing capacity from 44L to 85L. The trial has not shown a reduction in the non-recyclable waste collected.

4.23 It is recommended that the dry mixed recycling green gull proof sacks trial continues, however overall capacity should align with the existing policy for kerbside households (this currently serves circa 140,000 households). It is proposed to do this by maintaining a weekly collection frequency for residual waste and increasing collection frequency for mixed recycling from fortnightly to weekly. There will also be an additional focus on the recycling of food waste. The proposed weekly capacity for each material stream is set out in Table 1 below.

	Current Gull Proof Sacks capacity (Litres per household per week)	Current Kerbside capacity (Litres per household per week)	Proposed EWH trial (next stage) (Litres per household per week)
Non-recyclable	180	70	70
Dry mixed recycling	GPS trial 85	120	120
Glass	20	20	20
Food waste	23	23	23

Table 1: Comparison of capacity between kerbside properties and residents with gull proof sacks.

- 4.24 Subject to approval, and if the final stage of the trial proves successful, it is the view of Officers that this proposal could provide a sustainable waste and recycling solution for New Town area of the World Heritage Site.
- 4.25 The updated project implementation plan is detailed in Appendix 2. This will continue to be updated to take account of any changes which impact on the project until the conclusion of the final Phase of the roll-out.
- 4.26 NTBCC have been actively supporting the trial and have also commissioned their own Heritage Impact Assessment.

5. Next Steps

- 5.1 The project implementation will continue as outlined in the main report and in Appendix 2.

- 5.2 Committee will be aware that the introduction of the Scottish Government's Deposit Return Scheme has been delayed until March 2024. The implications of this commitment will be tracked throughout the lifecycle of the project. Elected Members should be aware that the DRS will remove recyclable material from the control of the Council and this will have a negative impact upon the Council's overall recycling performance. The extent of the impact will not be fully known until the DRS is fully bedded in.

6. Financial impact

- 6.1 The Council has committed over £3.2m of capital investment to upgrade communal bins.
- 6.2 In addition, the project was successful in obtaining £7.7m from Zero Waste Scotland's [Recycling Improvement Fund](#) (RIF). Funding was granted for refurbishment of bins, corralling and associated roadworks, electric refuse vehicles, in-cab devices and bin sensors. Further information regarding the funding was provided in the Business Bulletin to Transport and Environment Committee on [27 January 2022](#).
- 6.3 Costs have, however, increased as a result of the global economic challenges which are feeding through to the costs associated with equipment and fuel in particular. The cost of bins and containers have increased by approximately 25-30%.
- 6.4 To off-set these costs, an application for additional funding from Zero Waste Scotland, under the RIF was submitted and additional funding of £792,000 has been secured for the roll out of the project.

7. Stakeholder/Community Impact

- 7.1 All efforts are made to accommodate requests both from residents or Elected Members to move locations and between October 2022 and March 2023. Over 10 site meetings took place to discuss bin hub locations and alternatives. If an alternative location could be found which meets the service needs in terms of equality of access and safety, bin hubs have been moved or other amendments to the bin hubs have been made e.g. reduction of number of bins, reduction in size of bin.
- 7.2 In order to develop a mechanism to resolve outstanding local conflict on bin hub positioning, the revised process to review the bin hub locations has been proposed in Appendix 3.

- 7.3 The project team has sought feedback on this mechanism from the Access Panel in line with the Council's legal duty to account for equality, human rights and socioeconomic disadvantage implications when making decisions.
- 7.4 The Access Panel expressed concerns about asking residents with mobility disabilities to cross the road to dispose of their waste and recycling without proper accessible facilities (e.g. dropped kerbs) to do so.
- 7.5 To mitigate this impact, assisted collections could be promoted upon residents' requests and where applicable. If the revised process (Appendix 3) is approved, the project's integrated impact assessment will be revised accordingly to reflect this change.
- 7.6 For bin hub locations as part of Phase 4, the project team will engage with the public prior to the statutory TRO process. The feedback provided by members of the public on specific locations will be considered and accommodated where possible and in accordance with the project's review process (Appendix 3). This will support the determination of final bin hub locations that will undergo the statutory consultation TRO process.
- 7.7 The outline findings of an online and door knocking engagement with residents to gather feedback on the implementation Phase 1 is available as part of the performance monitoring in Appendix 1.

8. Background reading/external references

- 8.1 Enhancing Communal Bin Collections - Transport and Environment Committee, [7 December 2017](#).
- 8.2 Enhancing Communal Bin Collections- Update following trial to implement every other day collections - Transport and Environment Committee, [9 August 2018](#).
- 8.3 Communal Bin Enhancement Update - Transport and Environment Committee, [20 June 2019](#).
- 8.4 Communal Bin Enhancement Update - Transport and Environment Committee, [5 December 2019](#).
- 8.5 Communal Bin Enhancement Update - Transport and Environment Committee, [27 February 2020](#).
- 8.6 Communal Bin Enhancement Update –Transport and Environment Committee, [20 November 2020](#).
- 8.7 Contract Award – Purchase and refurbishment of Communal Bins - Finance and Resource Committee, [4 March 2021](#).
- 8.8 Communal Bin Enhancement Update – Transport and Environment Committee, [22 April 2021](#).

- 8.9 Contract Award – Supply and Installation of Corralling for Bin Hubs and Associated Road Works – Finance and Resources Committee, [7 October 2021](#).
- 8.10 Waste and Cleansing Services Update - Transport and Environment Committee, [31 March 2022](#).
- 8.11 Response to Motion by Councillor Whyte – Cleaning Up Edinburgh (Communal Bin Review Update) – Transport and Environment Committee, [6 October 2022](#).

9. Appendices

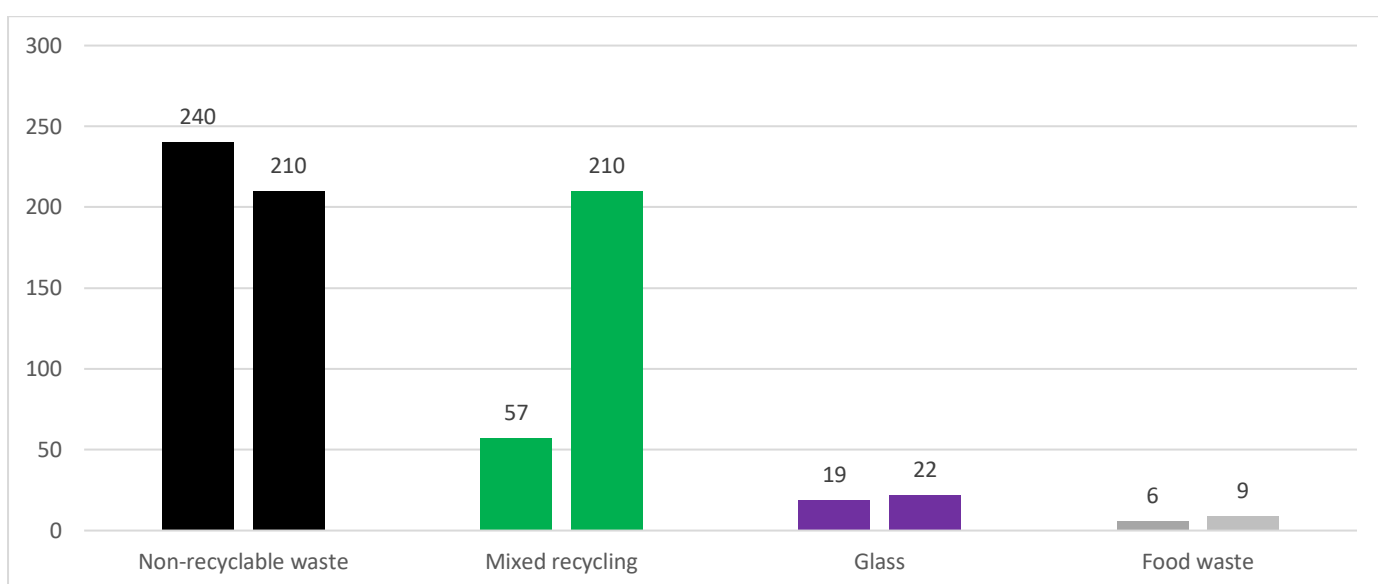
- 9.1 Appendix 1 – Performance Monitoring – Phase 1.
- 9.2 Appendix 2 – Phasing and Timeline.
- 9.3 Appendix 3 – Identification and review of bin hub locations.

Appendix 1 – Performance Indicators

KPI 1- Capacity of each waste and recycling stream provided to residents in multi-occupancy and flatted properties before and after the project implementation.

Measure: Litres per each recycling stream (recycling, glass and food waste) per household before and after the project is delivered.

Phase 1 capacity provided (L/week per property)	Before	After	Difference
Non-recyclable waste	240	210	-30
Mixed recycling	57	210	+153
Glass	19	22	+3
Food waste	6	9	+3



As anticipated the capacity provided per property for non-recyclable waste has decreased from on average 240L to 210L per week per property, while the capacity provided for recycling has increased on average from 57 to 210L per week per property.

This is in line with the Parameters and Criteria approved by Transport and Environment Committee in February 2020: *“The proposed minimum capacity for mixed recycling and non-recyclable waste is set at 140/170L per property per week.”*

The mixed recycling capacity represents a substantial increase of more than 150L per property compared to the pre-project capacity provided in most areas. This provides more space for residents to recycle addressing customer feedback requesting additional bins and complaints about bins overflowing.

The non-recyclable waste capacity is reduced to reflect this but it is still significantly more generous than would be provided under the kerbside service (70L per week per property), taking into account the particular characteristics of flatted properties (i.e. transient population, less ownership of a particular bin, lack of storage etc).

Those two factors combined enhance the ability for residents to recycle conveniently while reducing the risk of overflow of non-recyclable waste when there is less engagement in the service. While the Council can't compel people to use the recycling service this better supports those who make the positive choice to do so, while ensuring that sufficient capacity remains in place for those who do not.

More flexibility was designed into the service for glass and food waste taking into consideration the less bulky nature of these materials as well as the impact of the Deposit Return Scheme for drink containers. However, the aim was still to provide glass and food waste containers at each bin location and a slight

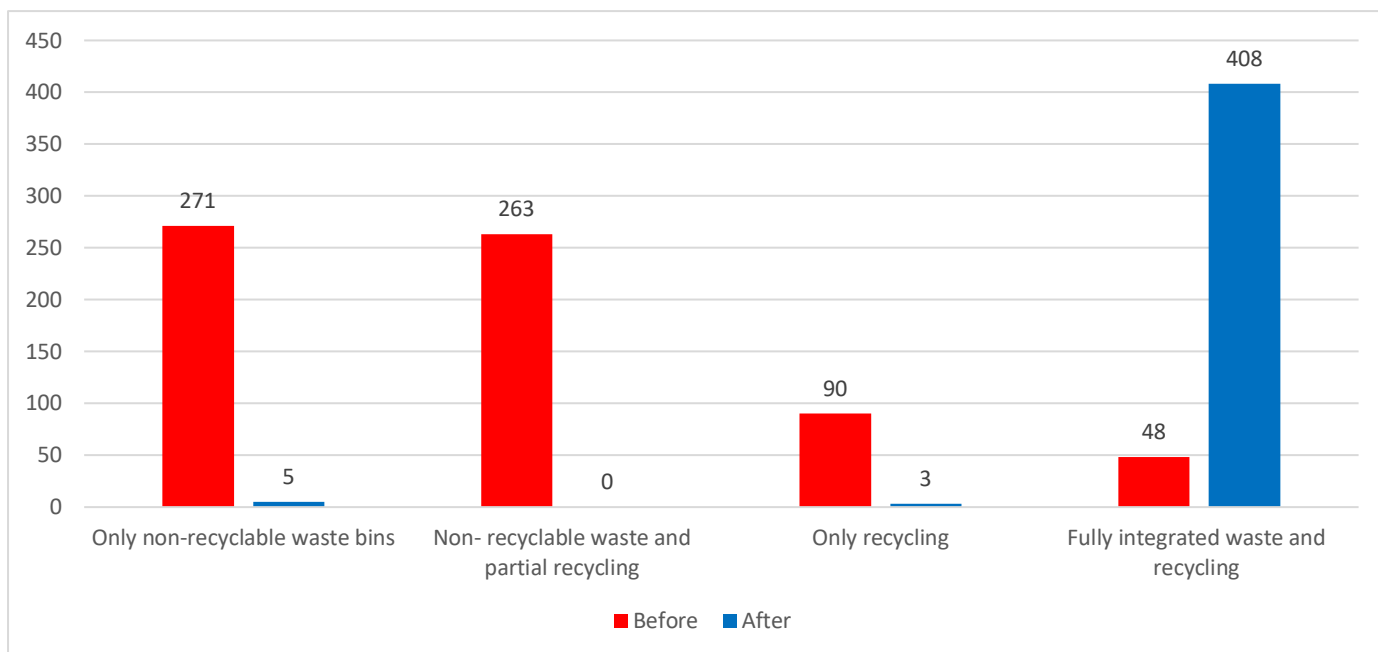
increase in capacity has been provided with on average additional 3L per week per property both for glass and food waste.

KPI 2 - Number of locations with fully integrated waste and recycling service

Measure:

- Number of locations with fully integrated waste and recycling facilities before and after the project is delivered.
- Number of locations with only non-recyclable waste bins before and after the project is delivered.

Phase 1 no. locations	Before	After	Difference
Fully integrated and recycling	48	408	+360



As expected, the number of bin locations provided with fully integrated waste and recycling services (or increased integration when fully integrated is not feasible) has increased and the number of communal bin locations with only non-recyclable waste bins has decreased. The improved co-location of recycling and non-recyclable bins has removed barriers that prevent residents from recycling.

Recycling performance on mixed recycling, food waste and glass collection from communal bins before and after the project implementation.

Measure: tonnes of recycling collected prior and after the project is delivered.

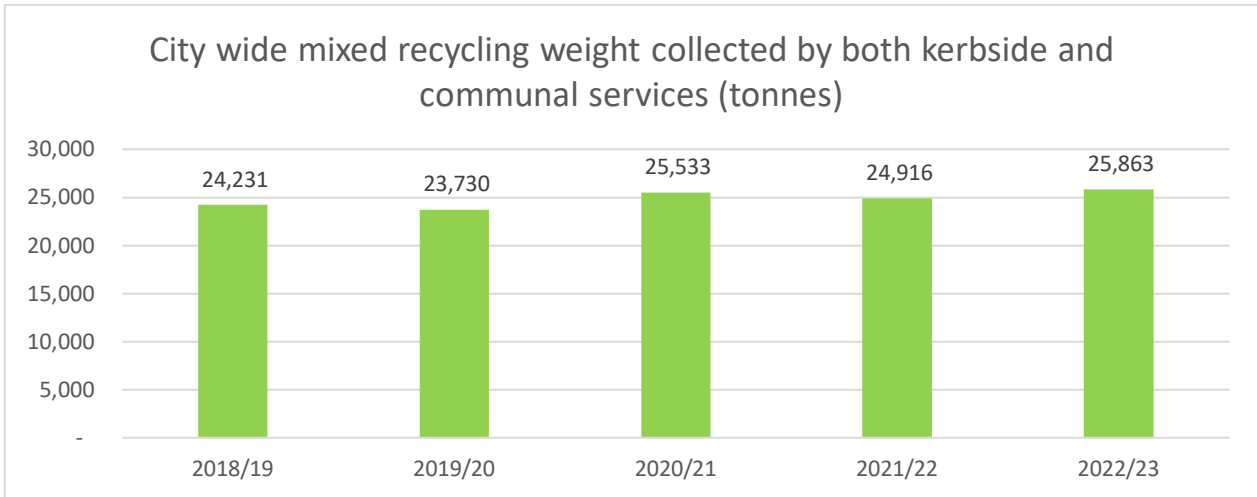
All the recycling streams, mixed recycling, glass and food waste have increased while the Covid-19 restrictions were in place, so this makes analysis of the data more challenging as these short term increases ease. It is likely however that there will be some long-term impact on tonnages as more people continue to work from home.

The tonnage performance for mixed recycling and food waste is measured at city wide level so and the communal bin review phase 1 is a relatively small part of the overall tonnage and more of an impact will be seen as the service rolls out.

Mixed recycling

Measure: tonnes of recycling collected prior to and after the project is delivered.

City wide mixed recycling weight collected by kerbside and communal services (tonnes)					
Stream	Jan – Mar 2019	Jan – Mar 2020	Jan – Mar 2021	Jan – Mar 2022	Jan – Mar 2023
Mixed recycling	24,231	23,730	25,533	24,916	25,863



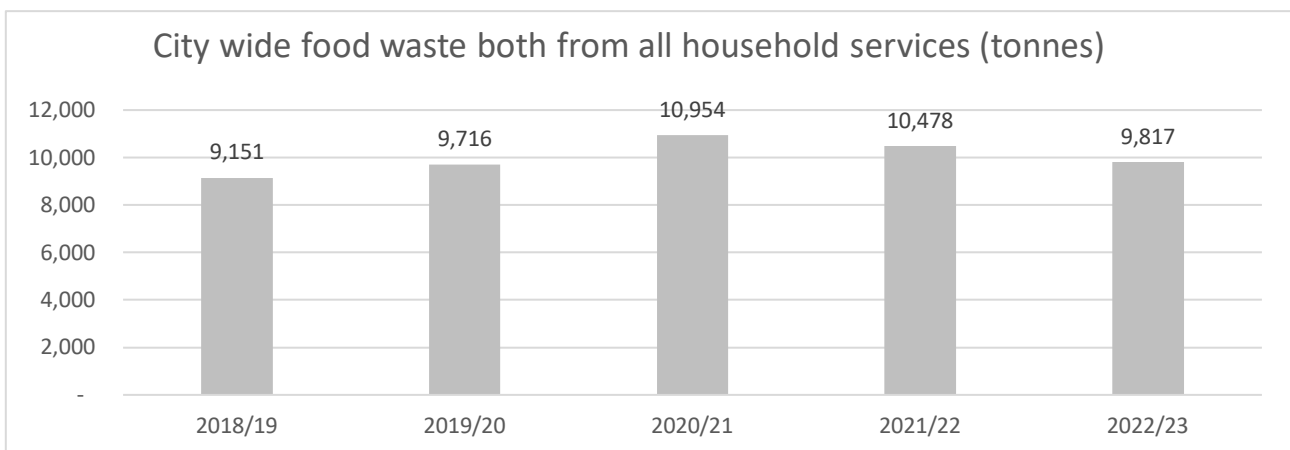
It has to be noted that the year 2021 and 2022 data has been heavily affected by the Covid-19 restrictions which has seen an increase in the use of mixed recycling services due to more people working from home, restrictions (less use of restaurants etc), and increase in home delivery.

It is likely however that there will be some long-term impact on tonnages as more people continue to work from home. It is possible to see from the table and the graphs that the tonnages for mixed recycling collected in 2022/23 have increased by between 7-10% compared to 2018/2019 and 2019/2020 and this can be attributed to long-term changes in residents' behaviour as well as the increasing accessibility of mixed recycling containers provided as part of the communal bin review project.

Food waste

Measure: tonnes of recycling collected prior to and after the project is delivered.

City wide food waste weight collected for recycling from all household services (tonnes)					
Stream	Jan – Mar 2019	Jan – Mar 2020	Jan – Mar 2021	Jan – Mar 2022	Jan – Mar 2023
Food waste	9,151	9,716	10,954	10,478	9,817



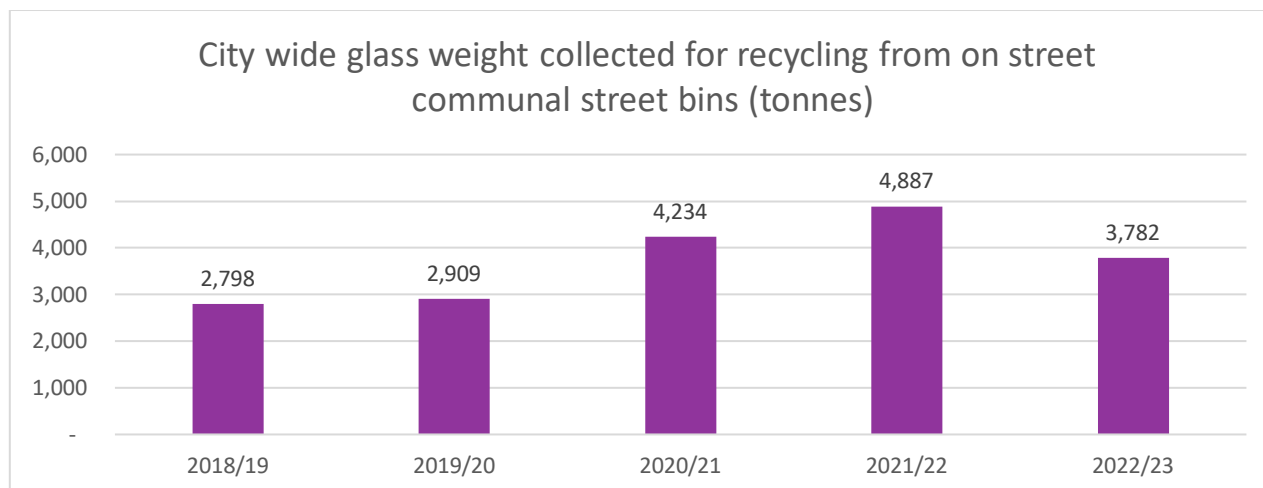
It has to be noted that the year 2021 and 2022 data has been heavily affected by the Covid-19 restrictions which has seen an increase in the use of food waste service due to more people working from home and restrictions (less use of restaurants etc). This means that more food is consumed at home rather than at the workplace etc.

More recently, there has been a focus on the cost-of-living crisis which may lead people to change their habits and potentially produce less food waste. However, nationwide it has proven more difficult to engage people in food waste prevention and recycling, when compared to other materials.

Glass

Measure: tonnes of glass collected prior to and after the project is delivered.

City wide glass weight collected for recycling from on street communal bins (tonnes)					
Stream	Jan – Mar 2019	Jan – Mar 2020	Jan – Mar 2021	Jan – Mar 2022	Jan – Mar 2023
Glass	2,798	2,909	4,234	4,887	3,782



It can be seen that that the year 2021 and 2022 data has been heavily affected by the Covid-19 restrictions which has seen an increase in the use of glass service due to restrictions in using restaurants and pubs. From the table and the graphs the tonnages of glass collected specifically from on-street communal bins in 2022/23 has increased by 30-35% compared to 2018/2019 and 2019/2020 and this can be attributed to long-term changes in residents behaviour as well as the increasing accessibility of the glass service provided as part of the communal bin review.

Overall providing an easier and more integrated waste and recycling service (mixed recycling, food waste and glass) in tenemental and flatted areas is anticipated to motivate residents to recycle more. The behavioural change towards recycling can be influenced by the service provided to residents but the magnitude of this behavioural change cannot be anticipated. It needs to be noted that the final decision to recycle or to not recycle is owned by residents.

This is also supported by the outcome of the city Waste Composition Analysis (WCA) carried out in 2022.

As part of Zero Waste Scotland's household waste composition analysis programme 2021-23, a waste compositional analysis was carried out for The City of Edinburgh Council in 2022. This was done by Alfred H Knight over a three-week period at the end of 2022. There were communal and kerbside samples taken from seven different locations.

The data from this analysis will be used mainly by Zero Waste Scotland, combined with sampling from other Council areas, to draw up a national picture which can be used to inform local authorities with evidence to evaluate and forecast their services.

Key findings of the WCA are as follows. It is expected that the Scotland wide results will follow a similar pattern, as they have previously.

Residual waste composition

- The tonnage of recyclable material in the residual waste at first appears very high at more than 70% if plastic films are included. However not all materials are accepted in household recycling collections and some paper and cardboard is not recyclable due to contamination, etc.
- When these are excluded, the main material which is being missed is food (all categories of food combine to 27%).
- Other potential recyclables are spread across the categories and none is very high in themselves.
 - recyclable paper and cardboard represent 3% each.

- recyclable textiles (excluding carpet) are 5%.
- all metals combined are 4%.
- recyclable dense plastics are 6%
- plastic films are 8%.

Although the latter are not targeted for recycling, many of these could have been recycled through the retailer takeback system. These will be added to kerbside collections as part of the new producer responsibility system when that is introduced by 2027.

Mixed Recycling composition and contamination

Contamination rates across all samples were higher than expected (from 10% to 34%) and seem generally higher than reported by Biffa in the region of 18-19%. This adds weight to the contention that the analysis should be treated as a general guide and may be slightly pessimistic for the city as a whole. Contamination was higher in the communal bin samples than in the kerbside samples, but we'd expect that as there is less ownership of a particular bin, and potentially demographic differences such as transience which would be expected to impact on performance. Overall contamination by material like food and nappies which would be problematic to remove is low.

Participation in recycling varies across the samples and people are better at recycling some materials than others. The narrative around this is often framed in terms of the local authority and what it is doing and should be doing. However, the wide performance variations within each single collection service, whether that be the mixed recycling, glass or food service underlines that the Council can provide the service but how it is used rests with the householder. This can be affected by a range of factors including lifestyle, and how this affects the types of waste produced as well as some genuine confusion. This is the case regardless of the type of service provided (kerbside or communal). Finally, because this analysis was taking place as part of a national project, and was designed to meet the needs of that, it needs to be acknowledged that this did constrain what could be delivered and the communal bin review was at an early stage and only covered one area.

PI 4 - Complaints about communal collection services, fly-tipping reports and street cleansing.

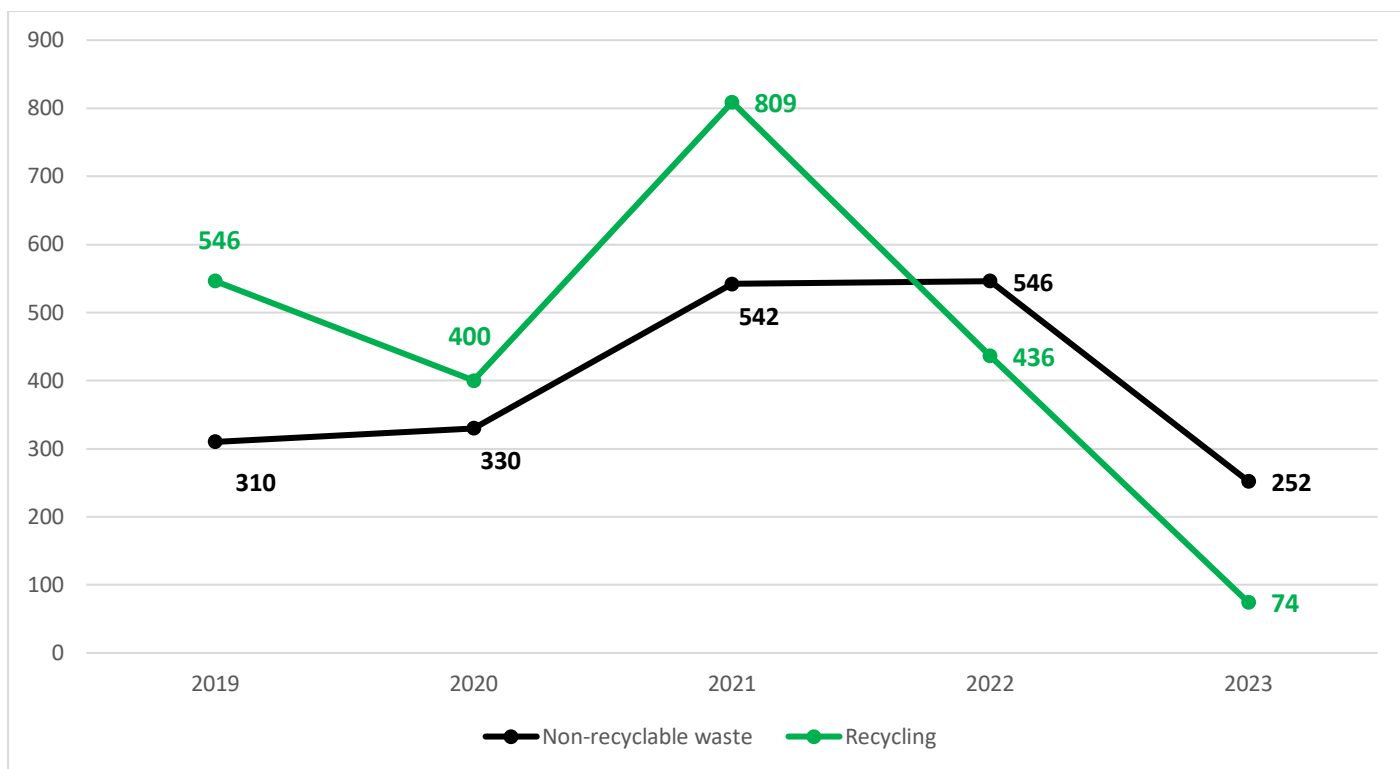
Measure: number of complaints received prior and after the project is delivered.

Requests for service for overflowing communal bins

Information has been collated in relation to requests for service for full/overflowing communal bins for locations as part of Phase 1 of the Communal Bin Review (CBR) project for the period January to March for the years 2019, 2020, 2021, 2022 and 2023.

Request of service for overflowing communal bins – Phase 1 CBR					
Stream	Jan – Mar 2019	Jan – Mar 2020	Jan – Mar 2021	Jan – Mar 2022	Jan – Mar 2023
Non-recyclable	310	330	542	546	252
Recycling	546	400	809	436	74

Non-Recyclable includes requests for service for overflowing euro bins (i.e 1100/1280/660L bins) and side loading bins (1800/2400/3200L bins). Recycling includes request of service for overflowing packaging, mixed recycling and paper bins (i.e. 1100/1280/660L bins).



It has to be noted that the year 2021 and 2022 data has been heavily affected by the Covid-19 restrictions which has seen an increase in the use of communal bins due to more residents working from home, restrictions (less use of restaurants etc), and increase in home delivery.

It can be seen in the table and graph above that the request for service of overflowing bins has seen a decrease in 2023 compared to the previous 4 years.

The non-recyclable waste request for service in 2023 has decreased by more than 50% (from circa 540 to 252 for the same period of the year) compared to 2021 and 2022 and has decreased by almost 20% compared to 2019 and 2020 (from circa 320 requests for service to 252 for the same period of the year). The recycling request for service in 2023 has decreased by 85% from an average of 460 requests in 2019, 2020 and 2022 to 74 in the same period. Compared to the service requests for recycling bins in 2021 of up to 809 in the same period the decrease is even more visible with a decrease of 92%.

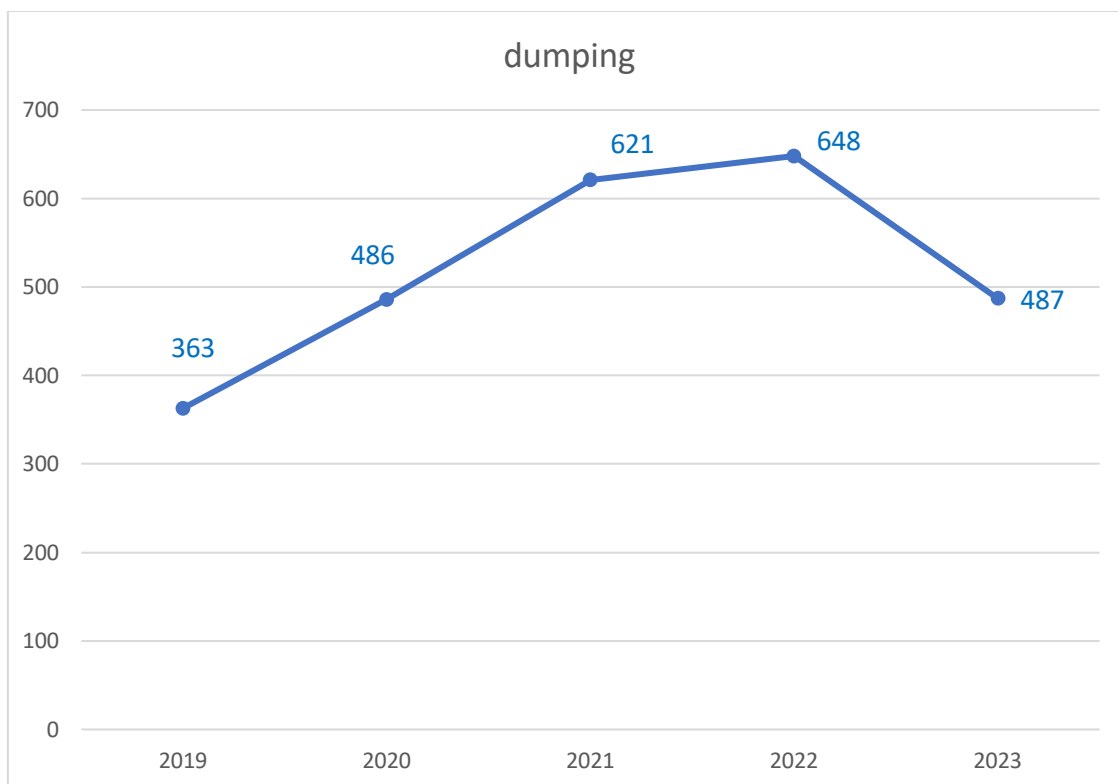
This shows how the project has addressed one of its main aims, to improve the waste and recycling service reliability. It was acknowledged there was a lack of public confidence in the communal collection system and the Council used to receive a relatively high number of service request from the public regarding full or overflowing bins.

This was also a key finding in the Changeworks Consultation undertaken in early 2018 with householders living in flats in Edinburgh who identified the overflowing bins as a barrier to recycling.

Requests for service for dumping

Information has been collated in relation to requests for service for dumping within the area covered by the Phase 1 of the Communal Bin Review (CBR) project for the period January to March for the years 2019, 2020, 2021, 2022 and 2023.

Request of service for dumping – Phase 1 CBR					
	Jan – Mar 2019	Jan – Mar 2020	Jan – Mar 2021	Jan – Mar 2022	Jan – Mar 2023
Dumping	363	486	621	648	487



It can be seen from the map there is a decrease of nearly 25% for service requests for dumping comparing the data for 2023 with the previous 2 years, 2021 and 2022 (from circa 621 and 648 respectively from 2021 and 2022 to 487 in 2023 in the same period). However, there is an increment of ca. 13% of service requests if we compare the data from 2023 with 2019.

Dumping and fly tipping is an acknowledged issue in the city but is also a problem across the UK with an estimated £1m per week spent tackling this problem across the UK. In Edinburgh, it is not a citywide problem as per information provided within the Cleaning Up Edinburgh – Motion by Councillor Whyte report presented at Transport and Environment Committee in October 2022. It is recognised that the problems associated with dumping and fly-tipping can be closely correlated to those areas of the high density housing that are serviced by communal bins, but not necessarily related to the communal bin service itself.

To tackle the fly tipping issues, an enhanced dumping and fly-tipping collection resource, with bulk collection vehicle tracking communal bin routes was approved at Transport and Environment Committee on 20 April 2023 as part of the [Street Cleansing Performance Report](#). *“Four additional vehicles will be deployed and focus on high density areas served by communal bins where fly tipping is demonstrated to be more problematic than traditional kerbside areas. This will allow for a target Service Level Agreement of uplift within 48 hours of report to be achieved. £0.290m has been allocated for this and increases resources by 16 new roles.”*

Resident’s feedback –phase 1

Changeworks undertook a survey on behalf of the Council to gain feedback from residents living in the Phase 1 area.

Feedback was gathered by a combination of an on-line survey (5 November to 18 December 2022) and door-knocking by Changework staff (March 2023). The on-line survey was promoted on posters placed in flat stairwells and at bin hubs in the area.

Changeworks highlighted that, from past experiences of conducting consultations, if residents were unhappy with the changes, they would have been more likely to share their opinions. If residents are not unhappy with the changes they may or may not be willing to take the time and effort of responding to a consultation.

It needs to be noted, as per previous experiences, that residents are likely to be more engaged during the implementation of the project and consequently this could lead to an increase in reporting issues more

frequently. This could lead to an increase of complaints/enquiries that would represent a positive outcome of the project with residents more engaged and keen to report and provide feedback.

Changeworks residents' engagement key findings are:

- Generally, residents agree that the bins are now kept more tidily in the street and access to recycling services has improved.
- Fewer people agreed that the number of overflowing bins has decreased or the streets were cleaner. However, the data shows that reports of overflowing bins have reduced considerably especially for mixed recycling (as per PI 4 - requests for service for overflowing communal bins). Cleanliness of streets is impacted by a number of factors of which the communal bin service is only one and fly tipping is a separate issue. The communal bin service is not designed for the disposal of bulky items. The design of local cleansing services has been reviewed and changes are being made to these which will make that service more responsive to local demands and also tackle fly-tipping more quickly.
- Only 4% of the respondents did not know how to dispose of bulky waste and a further 2% said they would leave it beside the bin. This appears low compared to previous engagements and could suggest that communal bin review communications have helped to raise awareness of this. This is also supported by an increase in requests for special uplifts city wide by 60% since 2019.
- Residents report recycling more materials especially glass and food waste. This was a key objective of the project. More access to recycle these materials was a key finding in the Changeworks Consultation undertaken in early 2018 with householders living in flats in Edinburgh who requested *“more recycling bins to be installed in their area. The ratio of landfill bins to recycling bins were felt to be imbalanced. The installation of more bins would encourage positive recycling behaviours. (more glass and food bins were particularly called for)”*.
- No single method of communication predominated in terms of preference between for example letters/guides through the letter box, posters in the stairwell etc. It was noted that residents report no communication was provided and to ensure the letter/guide are delivered the project team add their own address to cross reference.
- The new food waste housing was reported as a particular improvement compared to the old style 500L food waste bins which *“was seen as unhygienic and unpleasant to use”* (Changeworks Consultation 2018). Food waste recycling was previously the least recycled material out of all materials surveyed. This was largely due to the design and access of food waste bins and a lack of awareness on why food waste recycling is beneficial.

Appendix 2 – Communal Bin Review Project Implementation: Phasing and Timeline

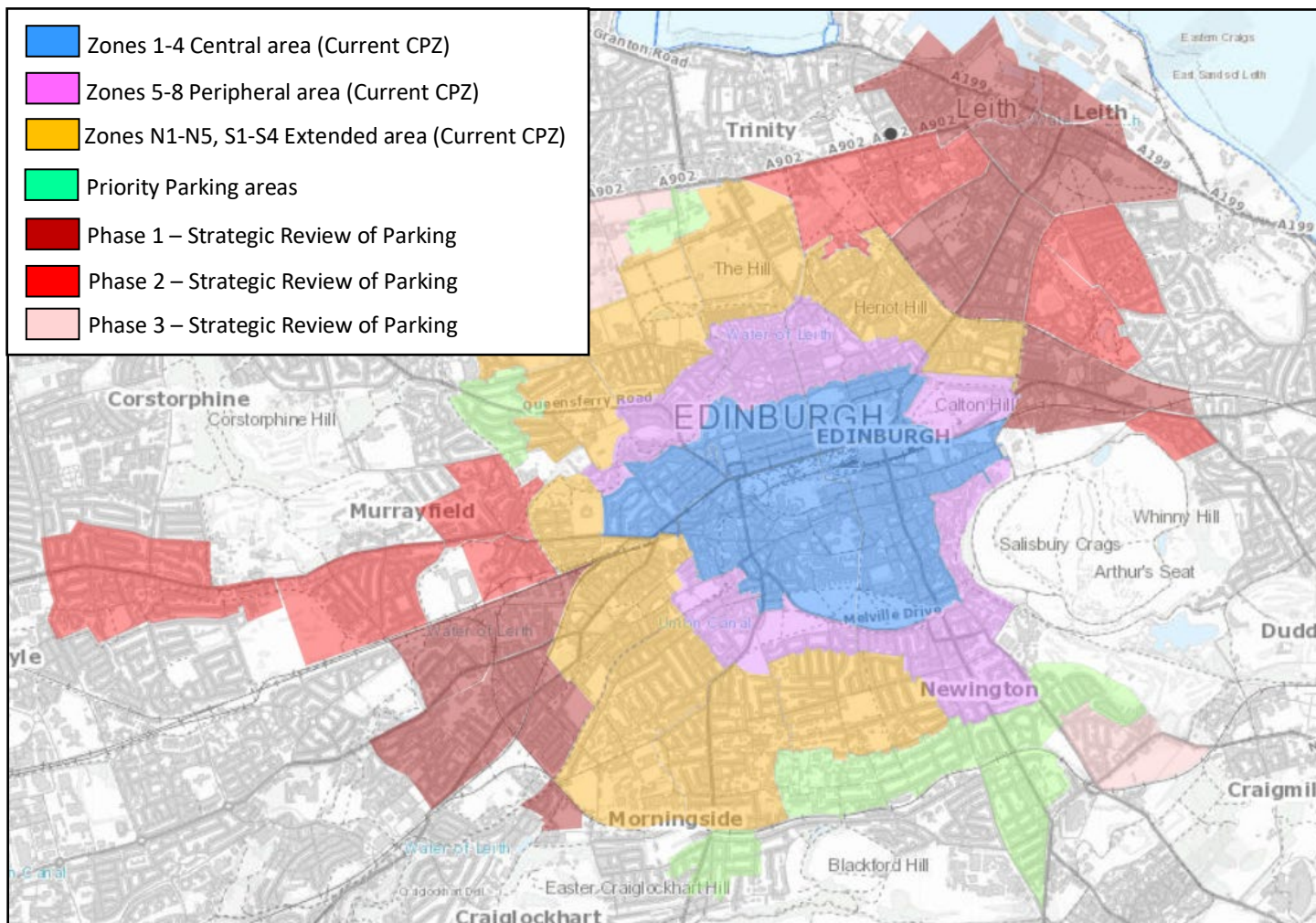
The phasing and the timeline for the project is under continuous assessment to ensure dependencies from other projects (e.g. Strategic Review of Parking) are included. The identification of the order for each phase to be rolled out depends on the need to secure Traffic Regulation Orders (TROs) in many of the areas where on-street waste and recycling bins are sited and are prevalent i.e. current Controlled Parking Zones (CPZs).

The Council's standard approach to siting communal bins at on-street locations in controlled parking areas has been to use Traffic Regulation Orders (TRO). This process is used to amend parking places to accommodate and correctly reflect bin locations. This approach ensures that each bin location can be subject to yellow line restrictions, allowing them to be correctly enforced. It also improves transparency, as the legal process for a TRO includes a formal consultation process where the Council is legally required to consider any relevant objections received in relation to traffic management and road safety issues.

The project will change and rationalise bin locations, resulting in fewer bin locations. Following the TRO process will allow any potential loss of parking to be minimised through allowing the return of some existing bin locations to be used as parking places and to make sure that parking places in the new locations are adjusted accordingly. The TRO process also ensures that the allocation of space, or the split in parking, is appropriate and usable.

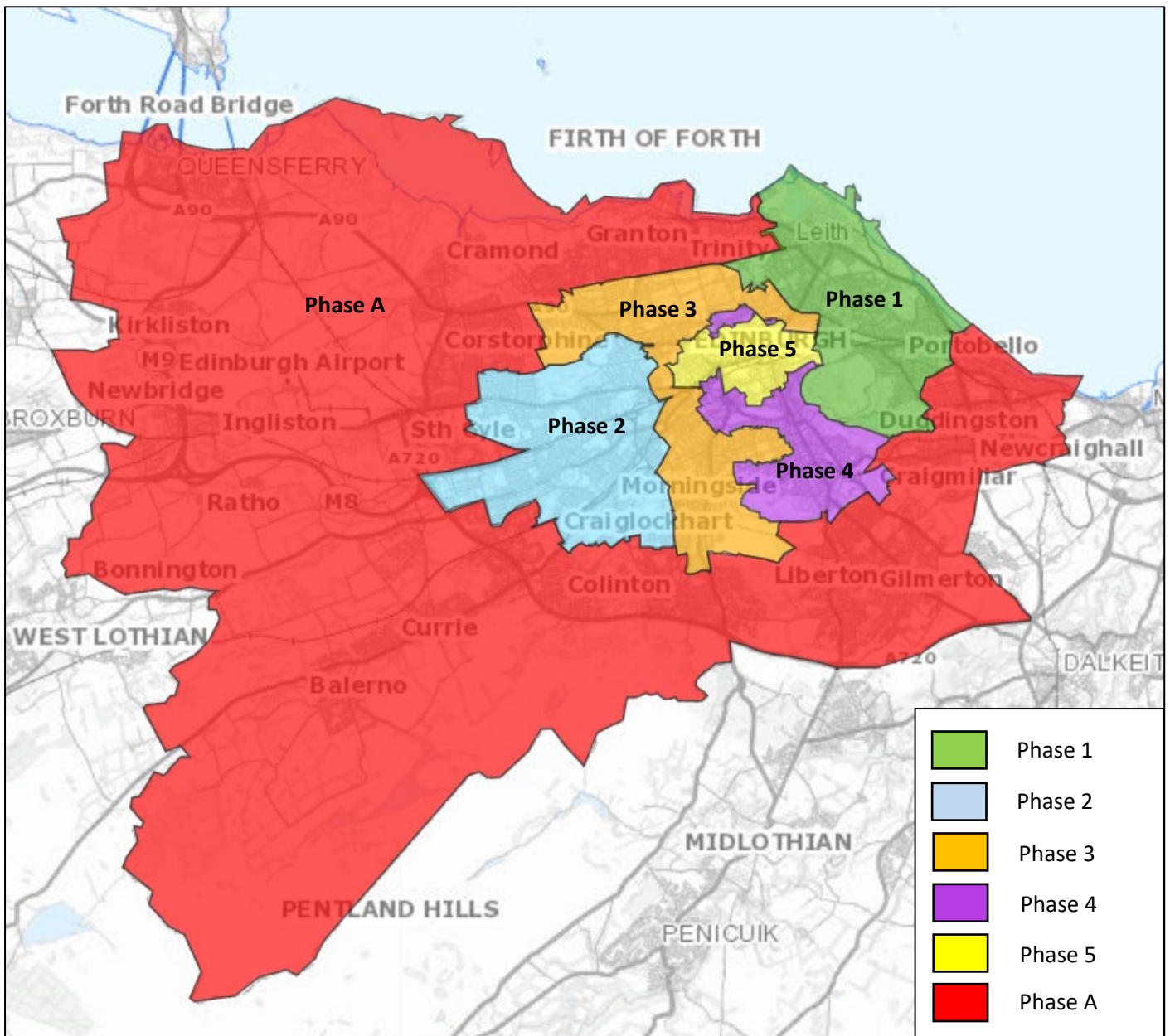
TROs are a process designed to encourage transparency, accountability and to ensure that affected stakeholders can become actively engaged in a process that legally requires Councils to consider their comments.

TROs are needed in the controlled parking zones (CPZ), 1-8, N1-N5, S1-S4 which include Southside, Marchmont, Bruntsfield, Merchiston, Fountainbridge, Dalry, West End, Comely Bank, Stockbridge, Canonmills, Broughton, Hillside and the City Centre.



The TRO process, which is required to change the road layout within existing controlled parking zones, takes a minimum of 6-12 months and up to 18 months to determine and implement changes. Considering the length

of the TRO process, which we anticipate being on average 9 months long the following maps and tables show the phases.



Map 2. CBR project phasing

Phase 1 – Leith, Leith Walk and Craightenny area

The implementation of on street locations for phase 1 of the project was completed by August 2022. The outstanding off-street locations (i.e. developments where bins are stored in private car parks, and internal or external bin stores) have been implemented.

CBR Phase	Timescale	CPZ area (colour coded as per map 1)	Section	No. properties (approx.)	Ward affected
1	December 2022	Phase 1 – CPZ review	Pilrig Leith Walk Leith North Leith Abbeyhill	18,400	12 - Leith Walk 13 - Leith 14 - Craigentinny/Duddingston
		Phase 2 – CPZ review	Bonnington Easter Road West Leith Willowbrae North	6,100	5 - Inverleith 12 - Leith Walk 13 - Leith 14 - Craigentinny/Duddingston
		Outwith Current and future CPZ	Craigentinny Leith	4,500	13 - Leith 14 - Craigentinny/Duddingston
			Total	29,000	

Table 1. Phase 1 number of properties

Phase 2 – Gorgie, Roseburn and Corstorphine

The implementation of phase 2 on street locations was completed by April 2023. The off-street locations (i.e. developments where bins are stored in private car parks, and internal or external bin stores) are due to be implemented during Spring/Summer 2023.

CBR Phase	Timescale	CPZ area (colour coded as per map 1)	Section	No. properties (approx.)	Ward affected
2	December 2022 – June 2023	Phase 1 – CPZ review	Gorgie Gorgie North Shandon	6,600	7- Sighthill/Gorgie 9 – Fountainbridge/Craiglockhart
		Phase 2 – CPZ review	Roseburn Corstorphine B9	1,500	6 – Corstorphine/Fairmilehead 6 – Corstorphine/Fairmilehead 6 – Corstorphine/Fairmilehead
		Outwith Current and future CPZ	Corstorphine Gorgie/Sighthill (except CPZ S4) Fountainbridge (except CPZ S4, 8)	3,300	6 – Corstorphine/Fairmilehead 7- Sighthill/Gorgie
			Total	11,400	

Table 2. Phase 2 number of properties

Phase 3 – Broughton, Hillside, Inverleith and Marchmont

Areas within Phase 3 of the project are within current CPZs S1-S4 and N1-N5. These required a TRO process to amend the parking restrictions. TROs for these areas were advertised in Autumn 2021 and the objections have been discussed. The TROs were approved by the [Transport and Environment Committee on 1 September 2022](#).

The implementation of the new bin hub locations within CPZs S1-S4 and N1-N5 is anticipated to start September 2023. Off street locations are due to be implemented starting in July 2023.

CBR Phase	Timescale	CPZ area (colour coded as per map 1)	Section	No. properties (approx.)	Ward affected
3	July 2023 – January 2024	Current CPZ – Extended area	S1 (Marchmont) S2 (Churchill) S3 (Merchiston) S4 (Dalry)	13,300	7- Sighthill/Gorgie 6 – Corstorphine/Fairmilehead 10 – Morningside 11- City Centre 15 – Southside
			N1 (Hillside and Broughton) N2 (Inverleith) N3 (Inverleith)	12,000	5 - Inverleith 11 – City Centre 12 – Leith Walk 14 – Craigentiny/Duddington
		Outwith Current and future CPZ	Remaining Morningside (except CPZ 8) Inverleith (except CPZ 5-5a)	2,600	5 - Inverleith 10 – Morningside
			Total	27,900	

Table 3. Phase 3 number of properties

Phase 4 – Southside, Newington, Prestonfield and some parts of Stockbridge and Canonmills

Areas within Phase 4 of the project which are within current CPZs 3, 4, 5, 6, 7 and 8 require a TRO process to amend the parking restriction. The TROs process for these areas started in April 2023 and is expected to be finalised Autumn 2023.

As outlined above the TRO process, which is required to change the road layout within existing controlled parking zones, takes a minimum of 6-12 months and up to 18 months to determine and implement changes. It is anticipated the average length for the TROs to be finalised will be 9 months. Consequently, the implementation stage for communal bin locations cannot start earlier than late Winter 2024.

Off street locations are due to be implemented at the same time of the off-street bin hub locations.

CBR Phase	Timescale	CPZ area (colour coded as per map 1)	Section	No. properties (approx.)	Ward affected
4	January – June 2024	Current CPZ – Central Area	3 (Old Town and Southside) 4 (Fountainbridge)	5,100	9 – Fountainbridge/Craiglockhart 11- City Centre 15 – Southside
		Current CPZ – Peripheral Area	5 (Dean) 6 (Stockbridge and Canonmills) 7 (Dumbiedykes-Sciennes) 8 (Bruntsfield)	10,300	5- Inverleith 11 – City Centre 15 - Southside
		Outwith Current and future CPZ	Southside	2,000	15 - Southside
			Total	17,400	

Table 4. Phase 4 number of properties

Phase 5 – World Heritage Site (WHS) – City Centre

Phase 5 includes on-street locations within the WHS and CPZs 1-6. The TRO process for this phase is currently paused while the Council undertakes a feasibility study of alternative solutions.

CBR Phase	Timescale	CPZ area (colour coded as per map 1)	Section	No. properties (approx.)	Ward affected
5	On hold	Current CPZ – Central Area	1 (Westend) 1a (New Town) 2 (New Town) 3 (Old Town and Southside) 4 (Fountainbridge)	10,600	9 – Fountainbridge/Craiglockhart 11- City Centre 15 – Southside
		Current CPZ – Peripheral Area	5 (Dean) 6 (Stockbridge and Canonmills)	5,300	5- Inverleith 11 – City Centre 15 - Southside
		Total	15,900		

Table 5. Phase 5 number of properties

Phase A

The majority of the areas included in phase A have a prevalence of off-street locations (i.e. private developments). Those locations can be assessed at any time and waste and recycling changes will be implemented on an on-going basis through the project implementation period.

Due to operational efficiencies, on street locations within Portobello, Newhaven and Trinity areas as part of Phase A were implemented by December 2022.

CBR Phase	Timescale	CPZ area (colour coded as per map 1)	Section	No. properties (approx.)	Ward affected
A	On-going during the project	Outwith Current and future CPZ	Forth Portobello/Craigmillar Liberton/Gilmerton Colinton/Fairmilehead Pentland Hills Drumbrae/Gyle Almond	25,500	1 – Almond 2 – Pentland Hills 3 – Drumbrae/Gyle 4 - Forth 8 – Colinton-Fairmilehead 16- Liberton/Gilmerton 17 – Portobello/Craigmillar
			Total	25,500	

Table 6. Phase A number of properties

Appendix 3– Determination and review of a bin hub location process

Step 1 - Identification of properties currently provided with communal bin service.



Step 2 – Determination of bin hub locations

The criteria and parameters are used by an external company to determine the new bin hub locations along the street and create a proposal map for all the bin hubs in the area.

Criteria and parameters, as approved by Transport and Environment Committee February 2020, summary:

- **Capacity** to be provided to each property for waste and recycling
 - Non-recyclable waste = 140/170L per week per property
 - Mixed recycling = 140/170L per week per property
 - Glass = 5/20L per week per property
 - Food waste = 5-20L per week per property
- **Walking distance** – as far as possible bins will be sited within 50m of the property
- **Road safety requirements and streetscape**
 - Placing bins in locations where driver or pedestrian visibility is not affected – 10m away from any junctions and pedestrian crossings
 - Bins to be located on the carriageway and not the footway
 - Bin users should not be required to cross a road to dispose of their waste and recycling. Every effort should be made to provide bins on the same side of the road as the users' properties.
 - Bins should be located in such a way that the user is not required to stand in the flow of traffic in order to access the bin aperture
- Bins located in **parking** areas, as far as possible would need to be placed in a way to minimise



Step 3 - Each proposed bin hub location is reviewed by the project team and operational colleagues to ensure parameters and criteria are met.

The draft bin hub locations are also shared internally with other teams (i.e. Disabled Person's Parking Place (DPPP), Electric Vehicle (EV) charging point, on-street bike hangers and road operations) to ensure there are no interactions or clashes with other projects.



Step 4 - Public engagement - Each bin hub location is subject to either:

- Traffic Regulation Order (TRO) (if located within Controlled Parking Zone).
- Local engagement (if located outwith Controlled Parking Zones).



Step 5 - Review of bin hub locations

Objections and comments provided by residents and groups during the TRO or the engagement process are collated and fully assessed against the review framework as per below.

Review Framework

For bin hub locations to be reviewed and alternative locations progressed, either through a new TRO or local engagement, all the conditions below would need to be met for the bin hub location to be in the scope of the review.

- **Alternative** bin hub location proposed by minimum 1 member of the public
- **Capacity** to be provided to each property for waste and recycling
 - Non-recyclable waste = 140/170L per week per property
 - Mixed recycling = 140/170L per week per property
 - Glass = 5/20L per week per property
 - Food waste = 5-20 per week per property
- **Walking distance** – as far as possible bins will be sited within 50m of the property – relaxed up to 100m from the property furthest away from the bin hub service. The relaxation of the walking distance parameter cannot be used in conjunction with the relaxation on the crossing the road parameter.
- **Road safety requirements and streetscape**
 - Placing bins in locations where driver or pedestrian visibility is not affected – 10m away from any junctions and pedestrian crossings
 - Bins to be located on the carriageway and not the footway
 - Bin users should not be required to cross a road to dispose of their waste and recycling. Every effort should be made to provide bins on the same side of the road as the users' properties. Bin hub can be placed on the opposite side of the pavement as long as:
 - It is a 20mph road
 - Width of street to be maximum of 10.5m based on maximum unprotected walking crossing distance from kerb to kerb as per Edinburgh Street Design Guidance.
 - There is a clear line of sight of 25m based on the derived stopping sight distances (SSD) and visibility splays on a 20mph road.
 - No accident history involving vehicles with pedestrians or vehicles with other vehicles over a 25m radius from the proposed location.
 - Safe space to use bins – pavement wider than 1.5m (Absolute minimum width as per Edinburgh Street Design Guidance).

The relaxation of the crossing the road parameter cannot be used in conjunction with the relaxation of the walking distance parameter.

 - Bins should be located in such a way that the user is not required to stand in the flow of traffic in order to access the bin aperture
- The perceived impact is not transferred to another property (i.e. the proposed bin hub location is not in front of other properties)
- Bins located in **parking** areas, as far as possible, would need to be placed in a way to minimise any loss of parking spaces allowing for multiple sections of 5.5 metres of parking



Step 6a: when alternative specific bin hub location

- **cannot** be identified or
- it **does not** fit within the review framework
- **or** the alternative bin hub location affects other properties/residents

the original proposed bin hub is retained.

Step 6b: when an alternative specific bin hub

- **can** be identified and
- **fits** with the review framework and
- **does not** affect other properties/residents

the alternative bin hub location is progressed with relevant process either through a new TRO or local engagement.

Phase 1, 2 and A

For locations as part of phase 1, 2, and A, the installation of bins and bull bars has been already carried out and the review of these bin hub locations is anticipated to be carried out in Autumn 2023.

Phase 3

For locations as part of phase 3, the Traffic Regulation Orders were already approved in September 2021 and the road works and installation of bull bars, are planned to commence late Summer 2023. For locations which meet review framework the road works will be paused for the review to take place.

Phase 4

For bin hub locations as part of phase 4, the project team will engage with residents before the statutory consultation as part of the Traffic Regulation Order (TRO) process to allow members of the public to provide feedback on the new bin hub locations proposals. The engagement process, anticipated to take place in Summer 2023, will include letters sent to all the properties that use the communal bin service or are in the proximity of the proposed bin hubs and as well as engagement events in the area to provide information on how to provide feedback and general information about the aims of the project. The feedback received will support the determination of the final bin hub locations in accordance with review framework as per the process above that then will be progressed as part of the TRO process.

After review for all bin hubs of phase 1 to 4 and A is completed, if road safety or accessibility concerns are raised post implementation or post approval of the TRO, the location will be revised accordingly. This mostly relates to changes on the road or pavement such as parking restrictions, road layouts or unaccounted risks or user behaviour.