

Joint Scrutiny Committee Report



Listening Learning Leading



Report of Chief Executive

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To: JOINT SCRUTINY COMMITTEE

DATE: 22 MAY 2017

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Performance review of Biffa Municipal Limited - 2016

RECOMMENDATION

That scrutiny committee considers Biffa Municipal Limited's (Biffa) performance in delivering the household waste collection, street cleansing and ancillary services contract for the period 1 January 2016 to 31 December 2016 and makes any comments before a final assessment on performance is made.

PURPOSE OF REPORT

1. To ask scrutiny committee for its views on the performance of Biffa in providing the household waste collection, street cleansing and ancillary services in South Oxfordshire and the Vale of White Horse for the period 1 January 2016 to 31 December 2016.

STRATEGIC OBJECTIVES

2. The service contributes to Vale's strategic objective of running an efficient council and continue to improve our environment and South's objective of delivering services that reflect residents needs and making communities clean and safe.

BACKGROUND

3. Managing contractor performance is essential for delivering the council's objectives and targets. Since a high proportion of the council's services are outsourced, the council cannot deliver high quality services to its residents unless its contractors are performing well. Using an agreed framework and working jointly with contractors to review performance regularly is therefore essential.
4. The council's process for managing contractor performance focuses on continuous improvement and action planning. The council realises that the success of the framework depends on contractors and the council working together to set and review realistic, jointly agreed and measurable targets.
5. The overall framework is designed to be
 - a way for the council to consistently measure contractor performance, to help highlight and resolve operational issues
 - flexible enough to suit each contract, including smaller contracts which may not require all elements of the framework
 - a step towards managing risk more effectively and improving performance through action planning.

OVERVIEW OF THE REVIEW FRAMEWORK

6. Evaluating contractor performance has four elements:
 1. performance measured against key performance targets (KPT)
 2. customer satisfaction with the total service experience
 3. council satisfaction as client
 4. a summary of strengths and areas for improvement, feedback from the contractor on the overall assessment plus the contractor's suggestions of ways in which the council might improve performance.
7. The first three dimensions are assessed and the head of service makes a judgement of classification. The fourth element is a summary of strengths and areas for improvement and includes contractor feedback. Where some dimensions are not relevant, or difficult to apply fairly to certain types of contract, the framework may be adjusted or simplified at the discretion of the head of service.
8. A summary of officer's assessment for 2016 for each dimension, the overall assessment and a comparison against 2015 can be seen in the following table:

	<i>2015</i>	<i>2016</i>
Key Performance Target	Good	Fair
Customer satisfaction	Good	Good
Council satisfaction	Good	Good

Overall officer assessment	Good	Good
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9. Biffa were awarded the joint waste contract in December 2008 with a commencement date in South Oxfordshire of June 2009. The Vale of White Horse element of the contract commenced in October 2010. The council in 2013 decided, in accordance with the conditions of contract to extend the contract for a seven year period. The contract is now due to end in June 2024.
10. The current value of the contract, as a fixed annual charge is £9,680,149 per annum of which the Vale of White Horse proportion is £4,491,463 per annum and South Oxfordshire is £5,188,686 per annum.
11. The contract includes delivery of the following services:
- weekly collection of household food waste from 23 litre bins
 - fortnightly collection of household recycling from 240 litre wheeled bins or green sacks, collecting textiles from bags placed next to the recycling bin
 - fortnightly collection of household residual waste from 180 litre wheeled bins or pink sacks this is collected on the alternate week to recycling, collection of small electrical items in bags placed next to the residual bin
 - emptying bulk bins for refuse and recycling and food waste bins which service flats and communal properties
 - fortnightly collection of household garden waste to residents who have opted into this charged for service. As of January 2017, there were 47,500 garden waste bins provided to customers across the two districts
 - collection from Waste Electronic and Electrical Equipment (WEEE) bring banks
 - collection of household bulky waste items for which there is a charge
 - litter collection and cleansing of roads, streets and public areas
 - emptying of litter and dog bins
 - provide a dedicated call centre facility to residents
 - removal of fly-tipping.

DIMENSION 1 – KEY PERFORMANCE TARGETS (KPT)

12. KPT are included in the Biffa contract to provide a benchmark against which performance can be measured. The KPT cover those aspects of the service which are considered to be of most concern to our residents and are measured on an ongoing basis and reported monthly by Biffa. The KPT for this contract are:
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- KPT 1 - missed collections – number of missed collections per week per 100,000 collections. Target - no more than 40
- KPT 2 - rectification of missed collections – percentage of reported missed household collections rectified within 24 hours. Target - 100 per cent
- KPT 3 - NI 192 - percentage of household waste sent for re-use, recycling and composting. 2015/16 Target – 50.0 per cent (Vale) and 53.3 per cent (South)
- KPT 4 - NI 195 - improved street and environmental cleanliness – levels of litter and detritus. Targets - litter 4 per cent, detritus 7 per cent.

Since April 2011 national indicators for waste NI 192 and NI 195 are no longer used as national measures, however the council has continued to use these as a measure of the contractor's performance.

13. As part of the contract extension a new set of KPI's have been agreed and came into force in January 2017, these will be used for future reporting.

KPT 1 – Missed Collections

14. For the purpose of this report performance has been measured against the number of reported weekly missed collections per 100,000 collections for the period 1 January 2016 to 31 December 2016.
15. During this review period the average number of weekly missed collections across the two districts was 65 per 100,000 collections. Last year the number was 28 per 100,000. The target is no more than 40 missed collections. A combined total of 8,542 collections were logged as missed throughout the review period across the two districts, this is out of a total of 13,108,450 potential collections (each bin type is recorded as a separate collection) and equates to 0.06 per cent of bins being missed. There has been a substantial increase in the number of missed bins during the review period, mainly because of vehicle breakdown which results in different crews being used for catch up and who may not know particular rounds so well.

KPT 2 - Rectification of missed collections

16. This measure is the percentage of reported missed collections rectified within 24 hours of Biffa being informed. The target is 100 per cent, during this review period out of the 8,542 reported missed bins 77.96 per cent were recorded as rectified within the 24 hour target.
 17. This results in a “poor” rating caused mainly because of the problems with vehicle breakdowns which has led to redeployment of staff who have taken longer to attend to the missed collections.
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KPT 3 - NI 192 percentage of household waste sent for re-use, recycling and composting

18. At the commencement of the contract the council and Biffa agreed baselines for assumed recycling rates as follows:

Vale

- 2014/15 – 49. per cent
- 2015/16 – 50.0 per cent.

South

- 2014/15 – 52.9 per cent
- 2015/16 – 53.3 per cent.

19. Table one below shows that the combined performance of both councils for KPT 3 for the period to which this report relates was 63.32 per cent, for information the previous five years' figures are also shown. The individual NI192 scores for this review period are Vale 63.1 per cent and South 63.5 per cent.

20. The figures show a decrease in the amount of dry recycling collected, compared to the previous year, which is disappointing but officers believe is mainly due to contamination and the work done to address this problem. However there has been an increase in the amount of food and garden waste collected.

Table One

NI 192 Performance

	Dry recycling (tonnes)	Food waste (tonnes)	Garden waste (tonnes)	Total Recycling (tonnes)	Refuse to ERF & Landfill (tonnes)	NI192
1 January – 31 December 2011	32,116	10,913	16,526	59,555	26,876	68.90%
1 January – 31 December 2012	31,865	9,800	16,711	58,376	29,957	66.08%
1 January – 31 December 2013	31,758	9,921	14,890	56,569	31,070	64.54%
1 January – 31 December 2014	32,404	9,770	18,806	60,980	30,835	66.41%

1 January – 31 December 2015	32,265	9,455	18,637	60,357	31,056	66.03%
1 January – 31 December 2016	28,948	9,942	19,888	58,778	34,045	63.32%

KPT 4 – NI 195 Improved street and environmental cleanliness – levels of litter and detritus

21. At the commencement of the contract, the council and Biffa agreed targets for litter and detritus. These targets were as follows:

- no more than four per cent of relevant land to have unacceptable levels of litter
- no more than seven per cent of relevant land to have unacceptable levels of detritus.

22. As previously mentioned we no longer report nationally on NI 195, however officers have continued to monitor street cleanliness using the same methodology. The inspections are carried out by an independent company specialising in this type of work.

23. The combined scores achieved in this review period were, level of litter two per cent and level of detritus 11 per cent. This was a decrease in detritus levels from last year's 14 per cent, the levels of litter remained the same.

24. Based on Biffa's performance an overall "average" KPT performance rating score of 3.0 has been achieved. An analysis of performance against the KPT can be found in Annex A.

25. For reasons of consistency with previous assessments, and for fairness between contractors, the following is a guide to the assessment of Biffa against all KPT:

Score	1 – 1.4999	1.5 – 2.499	2.5 – 3.499	3.5 – 4.499	4.5 – 5.0
Classification	Poor	Weak	Fair	Good	Excellent

26. The head of service has made a judgement on KPT performance as follows:

KPT judgement

Previous KPT judgement for comparison

DIMENSION 2 – CUSTOMER SATISFACTION

27. Customer satisfaction for this report has been measured by the results of the most recent residents survey carried out in December 2015. M-E-L Research was

commissioned to undertake a door stepping survey. In total 1109 responses were received in Vale and 1107 responses in South.

28. The main areas of questioning regarding satisfaction with the waste service were:

- satisfaction with the waste and recycling collection service
- satisfaction with street cleaning and keeping the area clean and litter free.

29. In terms of satisfaction with the waste and recycling collection service 87 per cent of both Vale and South residents are either satisfied or very satisfied. A decrease of two per cent in Vale and one per cent in South since the previous survey in 2013.

30. In terms of satisfaction with street cleansing 70 per cent of Vale residents are either satisfied or very satisfied with the cleanliness of the streets and pavements in their local area. This is a decrease of 10 per cent from the 2013 survey. In South 79 per cent said they were either satisfied or very satisfied, an increase of four per cent.

31. Based on Biffa's performance a combined overall customer satisfaction rating score of 3.88 has been achieved, the previous satisfaction rating score was 3.90. An analysis of customer satisfaction can be found in Annex B.

32. For reasons of consistency with previous assessments, and for fairness between contractors, the following is a guide to the assessment of Biffa on overall customer satisfaction:

Score	<3.0	3.0 – 3.399	3.4 – 3.899	3.9 – 4.299	4.3 – 5.0
Classification	Poor	Weak	Fair	Good	Excellent

33. Taking into account that 87 per cent of residents are satisfied or very satisfied with the waste collection service, the relatively small number of complaints received and that the combined overall satisfaction rating score is only 0.01point away from a good rating the head of service has made a judgement on customer satisfaction as follows:

Overall assessment

Previous customer satisfaction judgement for comparison

DIMENSION 3 – COUNCIL SATISFACTION

34. As part of the performance review officers with direct knowledge and who frequently interact with the contractor were asked to complete a short questionnaire, this included the head of service, waste manager, team leader, technical monitoring officer and business support team. In total six questionnaires were sent out and returned.

35. Based on Biffa's performance an overall council satisfaction rating score of 4.19 has been achieved. Last years overall rating score was 4.17. An analysis of council satisfaction can be found in Annex C.

36. For reasons of consistency with previous assessments, and for fairness between contractors, the following is a guide to the assessment of Biffa on council satisfaction:

Score	<3.0	3.0 – 3.399	3.4 – 3.899	3.9 – 4.299	4.3 – 5.0
Classification	Poor	Weak	Fair	Good	Excellent

37. The head of service has made a judgement on council satisfaction as follows:

Council satisfaction judgement

Previous council satisfaction judgement for comparison

OVERALL ASSESSMENT

38. Other areas of note within this review period are:

- South confirmed by DEFRA as the highest recycling authority for 2015/16 with a rate of 66.6 per cent
- Vale confirmed by DEFRA as the fourth highest recycling authority for 2015/16 with a rate of 64.8 per cent
- the success of the deep cleanse scheme in both districts
- a very successful campaign to reduce contamination took place and has resulted in the level of contamination falling from 12 per cent down to six per cent.

39. Taking into account the performance of the contractor against KPT, customer satisfaction, council satisfaction and the other areas of note above the head of service has made an overall judgement as follows:

Overall assessment

Previous overall assessment for comparison

STRENGTHS AND AREAS FOR IMPROVEMENT

40. Annex C also records strengths and areas for improvement relating to the performance of the contractor in this review period.

41. Areas for improvement identified in last year's reviews were:

- *Reporting of information such as late collections*

There have been significant improvements on this with regular updates being received from the operations team throughout the day.

- *Delivery times for bins can be slow which creates a back log*

Biffa have implemented planned stock deliveries for peak times and have arranged with suppliers to hold additional stock. Deliveries are sometimes delayed due to peak demand and there have been some occasions when a bin gets missed off the system but overall deliveries have improved.

- *Quicker feedback/response to emails would be appreciated*

Biffa have improved their response times but due to issues with vehicle breakdowns it has meant that on occasions supervisors have been unable to respond as quickly due to other work commitments.

- *Review current performance measures and consider making them more robust*

A new set of Key Performance Targets have been agreed. Future performance reviews will include these new KPT.

- *Implementation of projects can be slow*

Yes, this is still the case in certain circumstance because of the large scale and public facing nature of the service. However, the most recent project to reduce contamination has been hugely successful and was implemented quickly once the problem had been identified.

- *Quality of written documentation*

This is improving as we continue to work with Biffa to ensure the accuracy of the information they provide.

- *Offers suggestions beyond the scope of work*

Officers work closely with Biffa to resolve day to day problems and listen to any suggestions on how issues can be resolved in a mutually beneficial way.

- *Degree of innovation*

The new vehicle fleet that is on order will be fitted with 360 degree cameras and technology to enable route planning and reporting of issues in real time.

42. During last year's review the committee requested the following:

- *That the leaflet for new residents should be circulated to all residents, Parish and Town Councils, libraries and to all councillors*

Because of the contamination issue last year and the implementation of the clear sack policy it was considered an appropriate time to amend the leaflet. This has been done and has now been distributed to Parishes, Town councils and libraries. It will be sent to residents in June/July as part of a campaign to encourage more food waste recycling.

COMMENTS AND COMPLAINTS

43. The council received 21 official stage one complaints during this review period compared to nine last years. Of these, nine were due to missed collections, six because a resident was unhappy that their recycling bin was left because of contamination, two were reports of damage to property, two for bin placement issues, one was for poor street cleansing and one was because a residents own garden waste sack went missing after collections.

44. During this review period Biffa and the council received eight compliments from residents relating to the waste service such as:

- *I have just returned from a holiday in Cornwall and I wanted to say how great SODC are with regard to waste and recycling in comparison with Cornwall. It was a minefield trying to work out what to put in each different coloured bag so in the end we just gave up which is what a lot of holidaymakers do. You have made the whole process so simple and easy to use and I wanted to say that I only wish other counties could follow your excellent lead. Keep up the good work!*
- *Excellent Waste service provided by Biffa in Henley for Olympian parade event*
- *Chairman of Stanford in the Vale Parish Council, Ref: Big Clean, I would like to pass on our sincere thanks to yourself for making all the necessary arrangements as well as the team that came to carry out the work.*

CONTRACTORS FEEDBACK

45. A key feature of the process for reviewing the performance of contractors is that the council provides them with an opportunity to give their feedback on the assessment, including suggestions for improvements to council processes. This is included in Annex D.

FINANCIAL IMPLICATIONS

46. There are no financial implications arising from this report.

LEGAL IMPLICATIONS

47. There are no legal implications arising from this report.

CONCLUSION

48. It was a very busy year and at times very difficult because of the significant operational problems with the aging fleet. This resulted in a lot of incomplete rounds and additional pressure on Biffa's management at Culham and the drivers and crews. Consequently, there was a lot more officer time spent dealing with residents. Biffa implemented an action plan and brought in additional vehicles to resolve the main problems and this has generally worked well, although they do still experience some disruption. The new fleet has been ordered and will start arriving in June/July.

Introducing the clear sack policy had a positive impact on the contamination rate and whilst the quality of the recyclate we now collect is much improved the amount of recycling collected during the review period has dropped.

The Deep cleanse has continued in South and its introduction in Vale has seen some real improvements to some areas. The Council has now agreed to make the scheme permanent.

49. The head of service has assessed Biffa's performance as "good" for its delivery of the household waste collection, street cleansing and ancillary services contract for 2016. The committee is asked to make any comments to the Cabinet Member with responsibility for waste to enable them to make a final assessment on performance by way of an Individual Cabinet Member decision.
50. If the committee does not agree with the head of services assessment, then this report will be referred to Cabinet for further discussion and a final assessment of Biffa's performance.

BACKGROUND PAPERS

51. None
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Annex A – Key performance targets

KPT ref	Description of KPT	Target	Performance	Individual KPT rating (excellent, good, fair, weak or poor)	KPT rating score (excellent = 5, good = 4, fair = 3, weak = 2, poor = 1)
KPT 1	missed collections	No more than 40 missed collection per 100,000 collections	65 per 100,000 collections	weak	2
KPT 2	rectification of missed collections	100 per cent rectified within 24 hours of contractor being informed	77.96%	poor	1
KPT 3	percentage of household waste sent for re-use, recycling and composting	V – 50.0% S – 53.3%	Combined 63.32% Vale 63.1% South 63.5%	excellent	5
KPT 4	improved street and environmental cleanliness – levels of litter and detritus	4% litter 7% detritus	2% 11%	good	4
Overall “average” KPT performance rating score (arithmetic average) refers to point 23 in the report					3.0

Annex B – Customer satisfaction

In total 2216 residents across both councils responded to questions about the waste contract. Not every respondent answer all the questions.

Q. How satisfied are you, with the waste and recycling collection service?

Rating	Number of responses	Score weighting	Total
Very satisfied	632	X 5	3160
Fairly satisfied	1295	X 4	5180
Neither satisfied or dissatisfied	98	X3	294
Not very satisfied	131	X 2	262
Not at all satisfied	53	X 1	53
Total	2209		8949

Waste and recycling collection service - resident satisfaction calculation: $8949 \div 2209 = 4.05$

The following is a guide to the assessment of Biffa on customer satisfaction for the waste collection service:

Score	<3.0	3.0 – 3.399	3.4 – 3.899	3.9 – 4.299	4.3 – 5.0
Classification	Poor	Weak	Fair	Good	Excellent

Q. How satisfied are you with the standard of cleanliness of the streets and pavements in the village or town where you live?

Rating	Number of responses	Score weighting	Total
Very satisfied	292	X 5	1460
Fairly satisfied	1357	X 4	5428
Neither satisfied or dissatisfied	241	X 3	723
Not very satisfied	268	X 2	536
Not at all satisfied	46	X 1	46
Total	2204		8193

Standard of cleanliness - resident satisfaction calculation: $8193 \div 2204 = 3.72$

The following is a guide to the assessment of Biffa on customer satisfaction for the standard of cleanliness of the streets and pavements:

Score	<3.0	3.0 – 3.399	3.4 – 3.899	3.9 – 4.299	4.3 – 5.0
Classification	Poor	Weak	Fair	Good	Excellent

The combined overall customer satisfaction rating for the waste and recycling collection service and standard of cleanliness is calculated as follows:

Residents total scores ÷ number of residents

$$\frac{(8949 + 8193)}{17142} \div \frac{(2209 + 2204)}{4413} = 3.88 \text{ (refers to point 30 in the report)}$$



Annex C - Council satisfaction

This assessment allows the council (as a client) to record its own satisfaction with aspects of a contractor's performance which lie outside Key Performance Targets and customer satisfaction. Each officer with direct knowledge and who frequently interacts with the contractor should complete this form. Some questions can be left blank if the officer does not have direct knowledge of that particular question.

The numbers indicated in the following table are the total number of responses received for each question

Contractor	Biffa Municipal Limited			
From (date)	1 January 2016	To	31 December 2016	

SERVICE DELIVERY

Attribute	(5) Very satisfied	(4) Satisfied	(3) Neither	(2) Dis-satisfied	(1) Very dissatisfied
1 Understanding of the client's needs	2	5			
2 Response time	2	4	1		
3 Delivers to time	2	3	2		
4 Delivers to budget	2	1			
5 Efficiency of invoicing	2				
6 Approach to health & safety		6			

COMMUNICATIONS AND RELATIONS

Attribute	(5) Very satisfied	(4) Satisfied	(3) Neither	(2) Dis-satisfied	(1) Very dissatisfied
9 Easy to deal with	3	4			
10 Communications / keeping the client informed	2	2	3		
11 Quality of written documentation	1	3	1		
12 Compliance with council's corporate identity	2	2	1		
13 Listening	3	4			
14 Quality of relationship	3	4			

IMPROVEMENT AND INNOVATION

Attribute	(5) Very satisfied	(4) Satisfied	(3) Neither	(2) Dissatisfied	(1) Very dissatisfied
15 Offers suggestions beyond the scope of work	1	5	1		
16 Degree of innovation		5	2		
17 Goes the extra mile	2	5			
18 Supports the council's sustainability objectives	2	2	1		
19 Supports the council's equality objectives	2	2			
20 Degree of partnership working	2	4			

The following table is a summary of council satisfaction based on the completed questionnaires

Rating	Votes	Score equivalent	Total
very satisfied	33	X 5	165
satisfied	61	X 4	244
neither satisfied or dissatisfied	12	X 3	36
dissatisfied	0	X 2	0
very dissatisfied	0	X 1	0
Total	106		445

The overall council satisfaction is calculated as follows: $445 \div 106 = 4.19$ (refers to point 34 in the report)

STRENGTHS AND AREAS FOR IMPROVEMENT

Strengths

Biffa are always on hand to help and are always responsive to requests that are above and beyond normal duty. For example-transporting promotional information to events for me, delivering 100's of sets of litter picks for the Great British Spring Clean weekend and storing stock for us.
Good relationships with operational staff
Focused on service delivery
Work in partnership to resolve problems, for example with the contamination issue
Very responsive when an urgent issue is raised
Good working relationship with senior manager/supervisors
Undertake a large number of collections each day with only a very small number of missed collections

I feel that I have a very good working relationship with Biffa and that they value my opinion and work with me for the benefit of customers and residents

Responsiveness of some members of staff

Areas for improvement

Communication needs to be improved. Often it is the residents telling us about a problem before Biffa have told us.

Vehicle maintenance/reliability

Systems/IT – very paper based and locational info poor and not fit for purpose for street cleansing side of contract

Response times for fly-tipping, street cleaning and bin deliveries

Call centre need to review information more in particular looking at historical information to make better informed decisions

Not always receiving responses to emails or acknowledgement that the email has been received

Staff retention

Adequate supervision

Compliance with council's corporate identity

Supports the council's sustainability objectives

Degree of innovation

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Annex D - Contractor 360° feedback

CONTRACTOR'S REACTION / FEEDBACK ON COUNCIL'S ASSESSMENT

Whilst disappointing Biffa accept the assessment of GOOD. We would like to have improved quicker over the 12 months in question but have been hampered by the maintenance issues regarding the aging fleet.

The new fleet is due this summer and that will allow for a much more reliable service performance. Currently the plan is to replace the street cleansing vehicles first with the collections fleet coming in straight afterwards, this is mainly due to the manufacturing process for the larger vehicles taking longer, however all the fleet will have been replaced by the end of September.

Following the reliability issues we have had over the last year the service provider for maintenance was removed from the contract at the end of December 2016. This means that all the staff in the workshop work directly for Biffa meaning that the maintenance and operational teams are able to work together much better to ensure that the vehicles are getting back on the road when we need them and also prioritising the repair of vehicles that have the higher operational impact. With the new fleet there will also be a full roll-out of the Whitespace reporting system which will allow for the real time reporting of exceptions such as bins not out and contamination. This should assist in addressing some of the comments below and will move away from the 'paper' system. Also, as mentioned previously all of the collections fleet will have 360 degree CCTV fitted and will all also have trackers which will report in real time and can also be downloaded retrospectively when there is an incident. At the last scrutiny meeting there were some comments about the desirability of bin washing. Biffa have taken these on board and over the next few weeks we will be introducing a bin washing service (Biffa Wheelie Clean) to both districts, which will involve a dedicated crew and vehicle washing bins on a pre-agreed frequency to subscription paying customers. The success or failure of this service does not constitute any risk at all to the council.

Finally, as stated before, we are confident that with the new fleet, new routes and higher staff morale that both of these will bring we will improve the services to residents, and their satisfaction, over the coming years.

ANY AREAS WHERE CONTRACTOR DISAGREES WITH ASSESSMENT

No

WHAT COULD / SHOULD THE COUNCIL DO DIFFERENTLY TO ENABLE THE CONTRACTOR TO DELIVER THE SERVICE MORE EFFICIENTLY / EFFECTIVELY / ECONOMICALLY?

None

Feedback provided by

Date
