Transport and Environment Committee

10.00am, Thursday, 9 August 2018

Waste and Cleansing Services Performance

Item number	7.10
Report number	
Executive/routine	Executive
Wards	All wards
Council Commitments	23, 25

Executive Summary

This report responds to the (adjusted) motion by Councillor Jim Campbell on Daily Waste Uplifts which was approved by Transport and Environment Committee on 17 May 2018. The report explains how daily waste uplift failures are recorded and reported to better understand the level of service performance.

In addition, this report also covers some key changes to the monitoring of performance in Waste and Cleansing Services and outlines the opportunities to evolve performance reporting as the service continues to roll out new technology and methodologies and explains what is required to deliver these changes and the stakeholders involved in implementing them.

Report

Waste and Cleansing Services Performance

1.   Recommendations

It is recommended that Committee:

1.1   Note the current arrangements for recording and reporting performance in Waste and Cleansing Services;

1.2   Note the wider review of performance monitoring and reporting with Waste and Cleansing Services;

1.3   Note the activities, and dependencies, required to implement the revised performance reporting; and

1.4   Agree that the revised suite of performance measures, as illustrated in Appendix 1, and progress against the activities required to implement the revised performance reporting, will be reported to Transport and Environment Committee every second cycle.

2.   Background

2.1   This report is in response to the (adjusted) motion by Councillor Jim Campbell (following referral from Council) on Daily Waste Uplifts which was approved by Transport and Environment Committee on 17 May 2018. The report covers how the different daily waste uplift failures data sets will be merged into a meaningful report, to include failed waste uplifts as proportion of planned uplifts and on the best use of data to inform citizens.

2.2   Waste and Cleansing Services has been through, and continues to experience, significant changes, including:

2.2.1   Structural set up – merging waste and cleansing services into one centrally managed service with Operations Managers now responsible for both waste and cleansing services;

2.2.2   Policy and procedural changes – including expansion of material streams available in wider areas of the city, the upcoming change to a chargeable garden waste service, the upcoming communal bin review, revisions to the Code of Practice on Litter and Refuse, and the potential implications of the forthcoming Deposit Return Scheme;

2.2.3   Investment in infrastructure – including the food waste treatment plant, the two operational sites (including transfer stations) under development, and the energy from waste plant under construction; and

2.2.4 Technological developments – including the introduction of Routesmart route management software, introduction of an IVR (interactive voice response) system at the Contact Centre as part of the Corporate Channel Shift project, and upcoming development of new and existing webforms.

2.3 These changes present opportunities to amend the performance reporting structure and this report includes recommendations for amendments the service is planning to make to its wider performance monitoring approach with details on the steps required to implement these.

3. Main report

3.1 Performance in Waste and Cleansing has been improving over recent years with changes being implemented as part of everyday business and through the changes proposed from projects such as the *improve it* Programme, Transformation and latterly the Waste and Cleansing Improvement Plan.

3.2 Key service performance factors show:

3.2.1 Missed bin reports reducing from 21,703 between 1 January and 24 June 2017 to 18,274 between 1 January and 24 June 2018 (16% reduction);

3.2.2 In 2016/17, 9,556 of the 107,750 waste enquiries raised became Stage 1 complaints (9%) with 19% of these escalated to Stage 2 complaints. This reduced in 2017/18 to 2,615 of the 93,431 enquiries escalated to Stage 1 complaints (3%) with 10% of these escalated to Stage 2.

3.2.3 The number of special uplifts increased from 12,445 uplifts (of 37,994 items) between July 2016 to 24 June 2017 to 17,518 uplifts (of 39,670 items) between July 2017 to 24 June 2018 (41% and 4% increase in uplifts and items respectively).

3.2.4 Street cleansing requests (including dumping and flytipping) decreasing from 20,708 in 2016/17 to 18,099 in 2017/18 (13% reduction).

3.2.5 The Edinburgh People Survey results showing satisfaction with street cleansing increase from 58% in 2016 to 66% in 2017; refuse collection increase from 62% to 69%; and recycling increase from 69% to 72%.

3.2.6 The percentage of waste recycled has plateaued, with 2017/18 performance standing at 42.6%. There have been marginal gains in some materials but offset by reductions in others, notably garden waste and glass.

3.2.7 The Cleanliness Index Monitoring System (CIMS) score for June 2018 was 68 with 91% of streets recorded as clean. This is the same as June 2017, whilst there is a slight drop in the percentage of streets clean from 94%. The delivery approach for the service is being further reviewed to increase service effectiveness and improve the overall cleanliness of the city.

3.2.8 The Local Environment Audit and Management System (LEAMs) score for 2017/2018 was 88.7% (street sites at an acceptable standard A, B+, B grade standards), a decrease from 92.4% in 2016/2017.

3.3 Along with the factors above, the opportunities to report Waste and Cleansing Services performance is evolving as the service continues to roll out new technology with reporting options to the public improving, and methodologies are revised both internally and nationally within the industry.

3.4 These opportunities allow the service to report increasingly meaningful performance information against a variety of indicators and addresses a number of the limitations experienced with the current set up.

3.5 This report covers the following areas included in the review of Waste and Cleansing performance: bin collection performance, LEAMs, CIMS, and a suite of performance measures. The following sections provide more detail on each of these.

Bin Collection Performance

3.6 There are currently a number of reports produced on bin collection performance including daily, weekly, and monthly reports along with management information, corporate Key Performance Indicators (KPIs) and complaints reporting. These currently focus predominately on missed bins reported by the public (with the daily reports also including missed streets and exceptions reported from the previous day's collections).

3.7 Whilst these reports provide useful information on the public's contact with the Council and can provide statistics on performance such as the time taken to resolve a request/complaint, the limitations of the system meant that it was not possible to report on overall service delivery (such as bins collected/not collected on schedule; reasons bins not collected etc) as this information was collected for streets rather than individual properties.

3.8 With the introduction of 'Routesmart' Route Management System servicing information is captured at an individual bin/property level and significantly expands the information collected and provides much more detailed information for the service. This will not only improve performance reporting but will also allow customers to be updated when issues arise (both with the service, such as delays, or their individual collection, such as access issues, contamination or the bin not presented).

3.9 Alongside this, there is also a Customer Digital Enablement Project underway which includes reviewing the webforms available for reporting a missed individual bin or a full or overflowing communal bin.

3.10 Utilising this information the following opportunities are actively being investigated/progressed:

3.10.1 Reporting the number and percentage of bins collected/not collected on the scheduled day of collection; removing the reliance to use customer contact as an assessment of overall service performance.

3.10.2 Reporting the number of servicing issues impacting collection of bins on the scheduled day (including access issues, bin not out, contaminated bin etc); allowing the cause of bins that have not been collected to be known.

3.10.3 Providing information on the Council website's delays page at a street level (this is currently provided at ward level); making this information more relevant to the public.

3.10.4 As well as making the webforms more user-friendly, they will also be amended to inform the resident reporting a missed individual bin whether there have been any service or crew-reported issues that meant the bin was not collected (such as the bin was not presented, it was contaminated, there were access issues, route or city-wide issues) and advise the resident of the next appropriate steps. This will ensure that residents receive the necessary feedback and what they should expect to happen next whilst ensuring that the reports received by operations are all justified reports.

3.10.5 The communal bin webform is different in that residents are reporting a full or overflowing bin rather than a missed collection. Due to the shared nature of these bins, it is possible for multiple reports to be raised for the same bin resulting in an increased workload and service statistics. Therefore, there is a requirement to link duplicate reports for the same overflowing bin together so that only one request is received by operations without preventing citizens from reporting bins that have already been raised by others. The new system will use different colours and information pop-outs to show bins on an area of the map that already have open reports raised for them. The system could then either prevent citizens from raising another report or allow them to raise a new report linked to an existing report.

3.10.6 Without impacting on customers, the service area are investigating the system distinguishing reports of full or overflowing bins on the scheduled day of collection (those where the scheduled collection took place but the bin has filled again) from those that are due to a late/missed collection (i.e. the bin was due for uplift yesterday but has not yet taken place).

3.11 To implement the changes above there is a need for the following:

3.11.1 Reporting (3.10.1 and 3.10.2) – As part of the Routesmart system, there is access to an Application Programming Interface (API) which would allow the information captured from the system to be accessed by a corporate Business Intelligence (BI) Solution. The Council and their ICT partners, CGI, are setting up a BI project team to establish the requirements and solution options for the corporate systems estate. Tactical and long-term options for the Routesmart performance reporting will be considered as part of this project.

3.11.2 Web pages/forms (3.10.3 to 3.10.6) – the amendments to the web pages and web forms will be delivered by the Customer Digital Enablement Project. The delivery of these changes requires integration points to be created (or amended) between Fusion (Routesmart's back office system), Confirm, the corporate CRM, the website/forms, and supporting back office systems along with the supporting procedures to be created or amended accordingly.

3.11.3 The delivery of 3.11.2 requires involvement from the Customer Digital Enablement Project team, Waste and Cleansing Services, CGI, ISL (Routesmart provider), Connect Assist (sub-contractor of CGI), ICT and the Web team. Work has been carried out to understand the requirements from these changes and the actions required to implement these, along with the timescales and resources to carry this out, are currently being established.

LEAMS

3.12 The Code of Practice on Litter and Refuse is a statutory guidance document relating to section 89 of the Environmental Protection Act 1990. It defines cleanliness standards for areas of land owned and/or managed by Duty Bodies and Statutory Undertakers, including Local Authorities. This forms the basis of the LEAMS criteria used by authorities to assess cleanliness of relevant land. This information also informs the national Local Government Benchmarking Framework Performance Indicator for street cleanliness score.

3.13 The Code of Practice was adopted on XX and clarifies organisational responsibilities; support more effective cleanliness standards covering a range of land types, features and landscaping; and support a proactive approach to litter prevention.

3.14 Zero Waste Scotland (ZWS) and Keep Scotland Beautiful (KSB) have been working closely with COSLA, Association for Public Service Excellence (APSE), the Improvement Service and Local Authority partners to develop an updated monitoring system that will provide a more modern platform for the collection, evaluation and presentation of data on litter and other indicators of local environmental quality. A trial is currently underway with six Local Authorities and, in time, this is intended to form part of the requirements of the statutory Performance Indicator for street cleanliness in line with the upcoming new Code of Practice on Litter and Refuse.

3.15 Subject to the outcomes of the trial and resulting review, as well as discussions between ZWS, KSB and COSLA, SOLACE and the Improvement Service, it is intended to begin the implementation of any updates to the monitoring system in 2019/20.

3.16 The revised Code of Practice also requires Councils to make their street zones publicly accessible within one year of the Code of Practice becoming enacted. Within Edinburgh this will require a city-wide rezoning exercise to by carried out initially. A rezoning exercise will be required to align to the revised zoning criteria.

CIMS

3.17 CIMS is the method used by The City of Edinburgh Council to assess street cleanliness. KSB manages the CIMS scheme nationally and carries out four independent assessments each year. The City of Edinburgh Council cleanliness performance target for 2018/19 is a citywide CIMS score of 72, with a secondary target of 95% of streets surveyed as clean. Each assessment is a snapshot of the cleanliness of the streets, with a 50 metre transect surveyed from a random sample of 10% of the city's streets. Each transect is graded on the presence of litter on a scale from 'A' to 'D' as detailed in the Code of Practice on Litter and Refuse (Scotland 2006). KSB also take a count of litter types and causative factors (pedestrian, domestic or business). They also take a count of other Local Environmental Quality (LEQ) Indicators such as vandalism, gum and fly-posting.

3.18 The percentage of streets clean figure shows the percentage of streets meeting Grade B or above and can therefore be viewed as a more accurate indicator of cleanliness of the streets throughout the city. The CIMS scores is determined by a weighting added to each grade a street receives. The score can be influenced by the inclusion of a relatively small number of Grade C or D streets and therefore the overall cleanliness of streets can be harder to convey using this score.

3.19 The Council is working with KSB to review how the CIMS surveys they undertake could be broadened to encompass other issues which are relevant to the street scene and the impact it has on pedestrians including the presence of A boards, illegal parking, discarded traffic management items (e.g. sand bags). They carried out a pilot survey in Ward 11 during the June 2018 CIMS survey to assess how these issues could be surveyed and how this data, along with the LEQs and litter types, could be presented in a meaningful manner.

3.20 The service will now assess the data presented by KSB and determine whether it meets the Council's requirements. Next steps will then be to approve how the new methodology could be introduced and any agree any financial implications from implementing the change.

Suite of Performance Measures

3.21 Waste and Cleansing Services performance was previously reported to Transport and Environment Committee through the Landfill and Recycling Report and the Cleanliness in the City Report; and more latterly the Waste and Cleansing Improvement Plan Update Report.

3.22 Following Transformation where Waste and Cleansing Services were brought together the service has considered the amalgamation of performance reporting from the two services into a succinct, easy to understand format.

3.23 The format of the revised reporting can be found in Appendix 1 of this report and it is recommended this is reported to Transport and Environment Committee every second cycle.

3.24   In addition to reporting this suite of performance measures, the report will also provide an update on progress made against the actions to implement the revised performance reporting.

4.   Measures of success

4.1   Amendments to the performance information captured and reported will be essential to demonstrate overall service delivery performance and provide a more in-depth understanding of the reasons when this is not achieved allowing issues to be resolved and further areas for improvement to be identified.

5.   Financial impact

5.1   Any expenditure associated with the actions required in order to revise the Waste and Cleansing performance reporting is anticipated to be contained within existing resources or funded as part of wider change projects.

6.   Risk, policy, compliance and governance impact

6.1   The information contained within this report is a review of the current reporting structure of performance within Waste and Cleansing Services. This report does not impact on any existing policies and no risks have been identified pertaining to health and safety, governance or compliance.

7.   Equalities impact

7.1   There are no identified equalities impacts resulting from this report.

7.2   The Waste and Cleaning service meets the public sector duty to advance equal opportunity by taking account of protected characteristics in designing services, and by seeking to make services more accessible to all citizens.

7.3   The achievement of high cleanliness standards throughout the city fosters good relationships between the Council and residents through the provision of high quality services. It can also lead to safer routes free from potential obstructions and trip hazards for all pedestrians, particularly those with visual impairments.

8.   Sustainability impact

8.1   Revising the performance monitoring will provide a more in-depth understanding of the reasons things have not gone as planned allowing issues to be resolved and further areas for improvement to be identified. Improvements in the quality of our Waste and Cleansing Service, and the communication with the public, will contribute towards reducing the amount of waste to landfill, increasing the amount of recycling and improving Edinburgh's local environmental quality.

9. Consultation and engagement

9.1 Consultation and engagement is carried out as new services and initiatives are rolled out and this work continues to respond to customer enquiries around service changes, to both support and encourage residents to maximise the use of services.

10. Background reading/external references

10.1 None.

Paul Lawrence
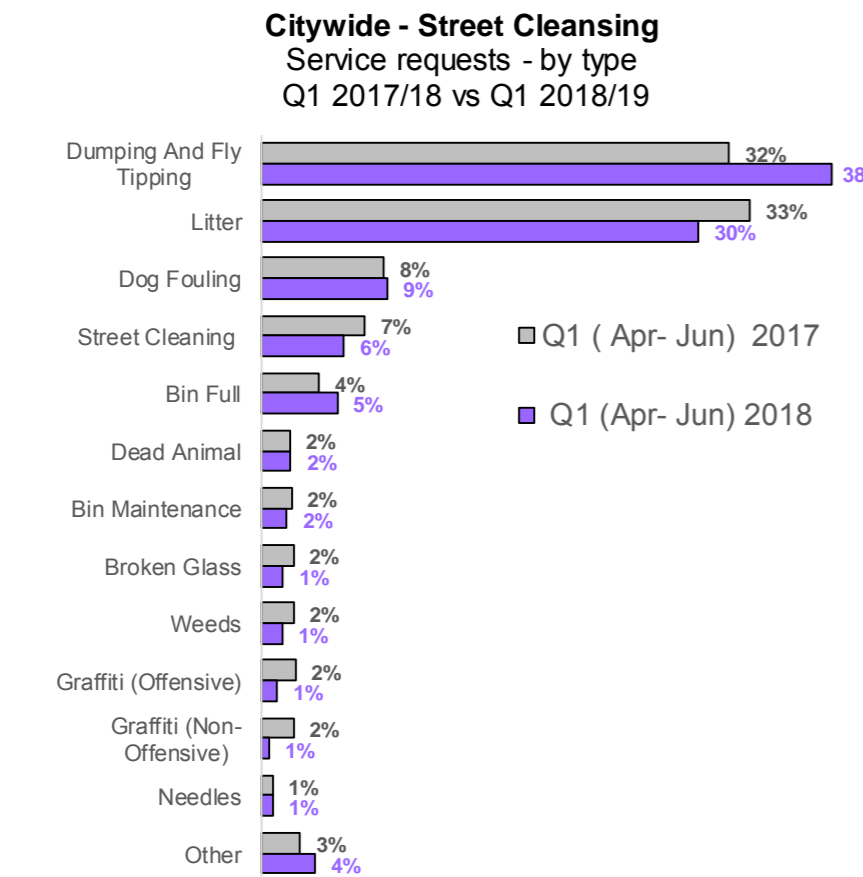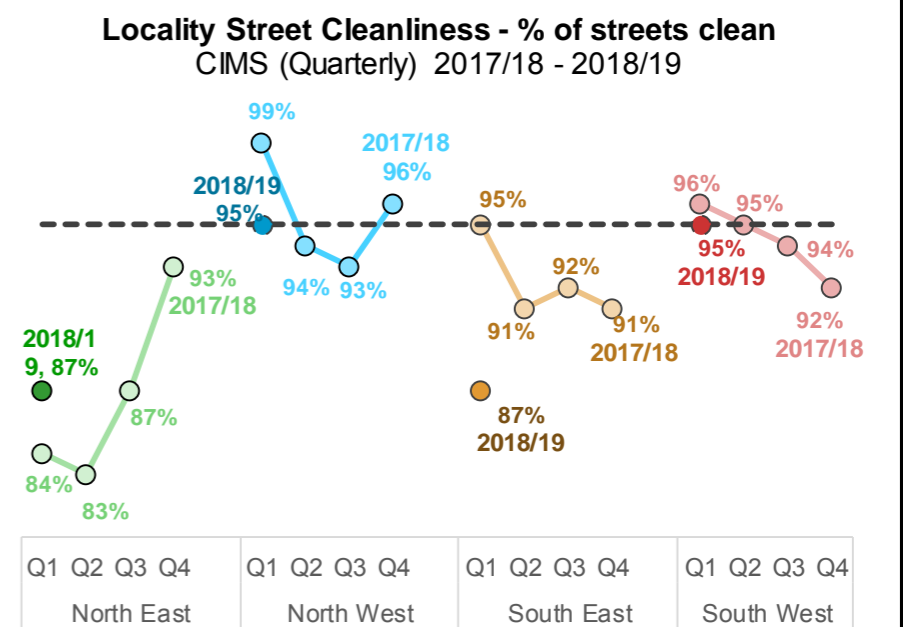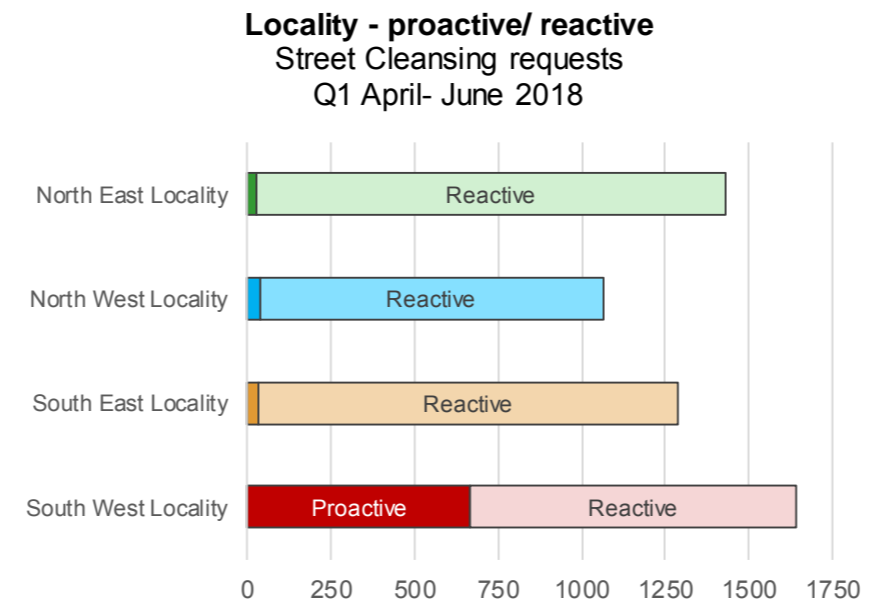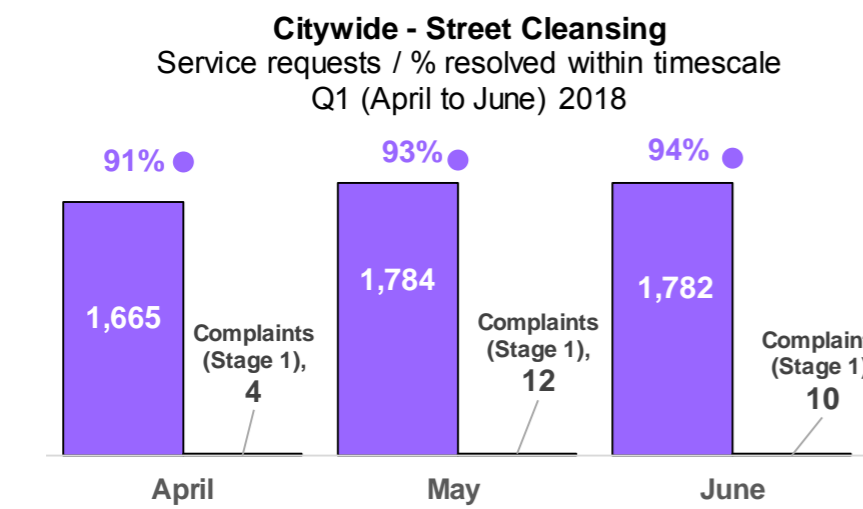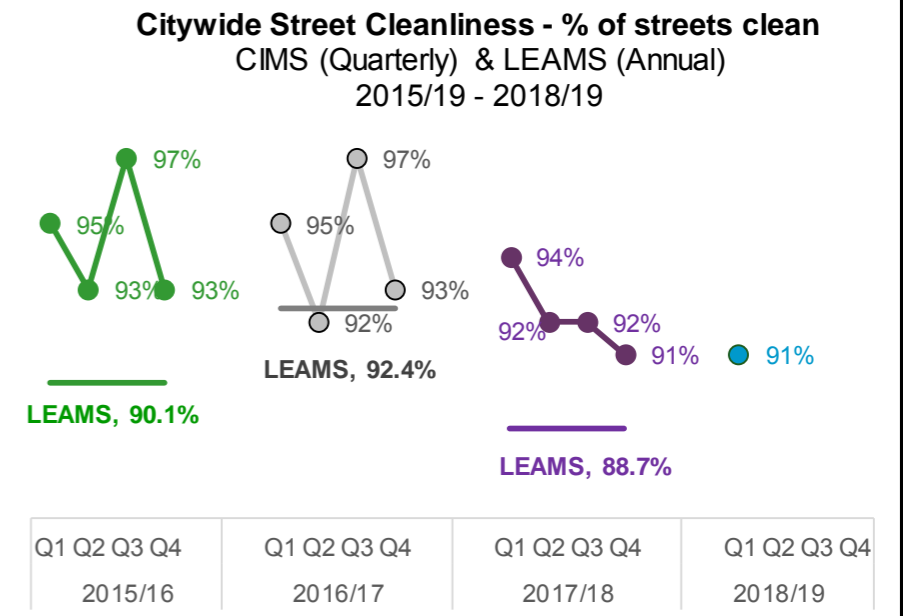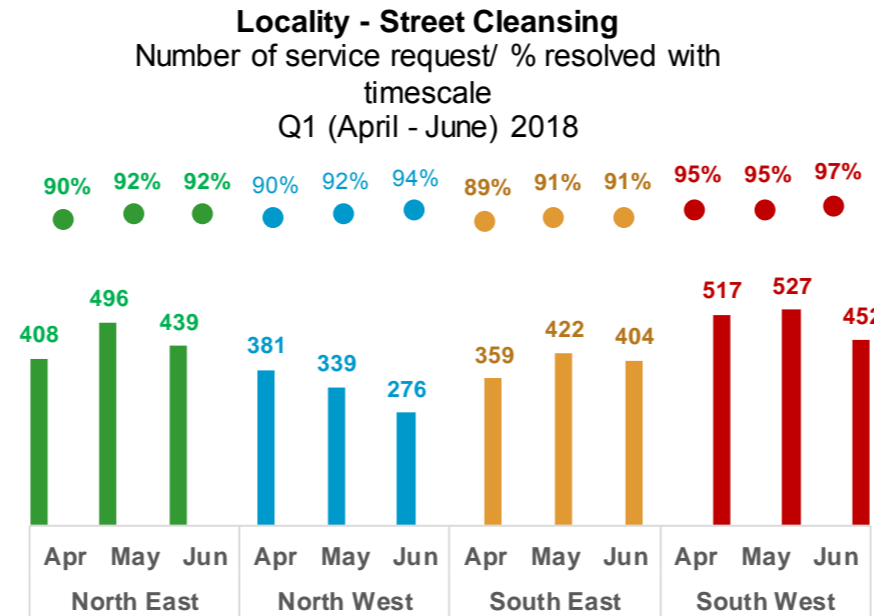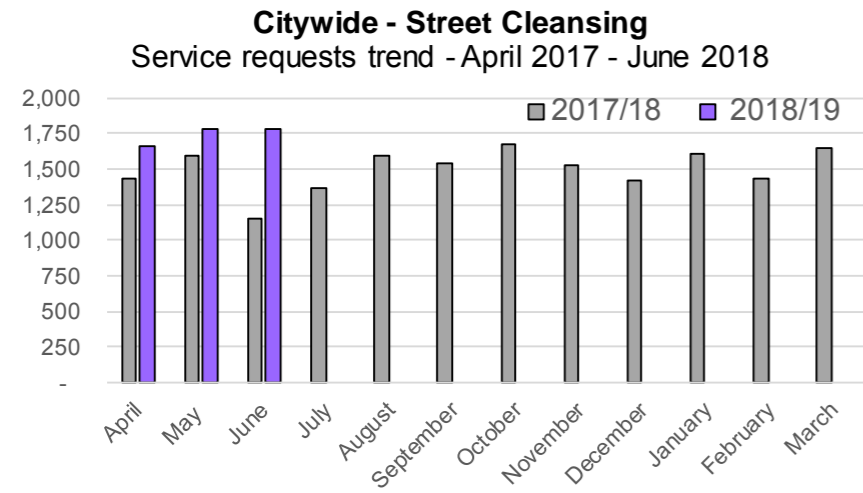
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11. Appendices

Appendix 1 – Revised Performance Measures

Cleansing Peformance Dashboard - Quarter One 2018/19 (April to June)

Citywide - Street Cleansing
Service requests trend - April 2017 - June 2018

Legend: 2017/18, 2018/19

(Bar chart showing monthly service requests from April through March, comparing 2017/18 and 2018/19)

Citywide - Street Cleansing
Service requests / % resolved within timescale
Q1 (April to June) 2018

- April: 91% — 1,665 — Complaints (Stage 1), 4
- May: 93% — 1,784 — Complaints (Stage 1), 12
- June: 94% — 1,782 — Complaints (Stage 1), 10

Citywide - Street Cleansing
Service requests - by type
Q1 2017/18 vs Q1 2018/19

Legend: Q1 (Apr- Jun) 2017, Q1 (Apr- Jun) 2018

Type	Q1 2017	Q1 2018
Dumping And Fly Tipping	32%	38%
Litter	33%	30%
Dog Fouling	8%	9%
Street Cleaning	7%	6%
Bin Full	4%	5%
Dead Animal	2%	2%
Bin Maintenance	2%	2%
Broken Glass	2%	1%
Weeds	2%	1%
Graffiti (Offensive)	2%	1%
Graffiti (Non-Offensive)	2%	1%
Needles	1%	1%
Other	3%	4%

Locality - Street Cleansing
Number of service request/ % resolved with timescale
Q1 (April - June) 2018

North East: Apr 408 (90%), May 496 (92%), Jun 439 (92%)
North West: Apr 381 (90%), May 339 (92%), Jun 276 (94%)
South East: Apr 359 (89%), May 422 (91%), Jun 404 (91%)
South West: Apr 517 (95%), May 527 (95%), Jun 452 (97%)

Locality - proactive/ reactive
Street Cleansing requests
Q1 April- June 2018

- North East Locality: Reactive
- North West Locality: Reactive
- South East Locality: Reactive
- South West Locality: Proactive / Reactive

(Scale 0 to 1750)

Citywide Street Cleanliness - % of streets clean
CIMS (Quarterly) & LEAMS (Annual)
2015/19 - 2018/19

- 2015/16: 95%, 97%, 93%, 93% — LEAMS, 90.1%
- 2016/17: 95%, 97%, 92%, 93% — LEAMS, 92.4%
- 2017/18: 94%, 92%, 92%, 91% — LEAMS, 88.7%
- 2018/19: 91%

Q1 Q2 Q3 Q4	Q1 Q2 Q3 Q4	Q1 Q2 Q3 Q4	Q1 Q2 Q3 Q4
2015/16	2016/17	2017/18	2018/19

Locality Street Cleanliness - % of streets clean
CIMS (Quarterly) 2017/18 - 2018/19

- **North East:** 2018/19 87%, 84%, 83%, 87% / 2017/18 93%
- **North West:** 99%, 2018/19 95%, 94%, 93%, 2017/18 96%
- **South East:** 95%, 91%, 92%, 87% 2018/19, 91% 2017/18
- **South West:** 96%, 95% 2018/19, 95%, 94%, 92% 2017/18

Q1 Q2 Q3 Q4	Q1 Q2 Q3 Q4	Q1 Q2 Q3 Q4	Q1 Q2 Q3 Q4
North East	North West	South East	South West

Service Comments: