Transport and Environment Committee

10.00am, Thursday, 28 January 2021

Waste and Cleansing Services Performance Update

Executive/routine	Executive
Wards	All wards
Council Commitments	23, 24, 25

1. Recommendations

1.1   It is recommended that Committee:

1.1.1   notes the contents of this report; including the activities, and dependencies, outlined within this report and the progress made towards these; and

1.1.2   agrees that the Cleanliness Index Monitoring System (CIMS) is replaced by the new more comprehensive Litter Monitoring System from 2021/22.

Paul Lawrence

Executive Director of Place

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Waste and Cleansing Service Performance Update

2.   Executive Summary

2.1   This report updates Committee on the Waste and Cleansing Services performance for the first two quarters of 2020/21 (April - September 2020), noting in particular the impact of COVID-19 on the service.

3.   Background

3.1   This is a routine report presented to Committee normally every second cycle providing ongoing updates on the Waste and Cleansing Services performance and the progress made towards revising the suite of performance reporting measures for the service.

3.2   This report covers the period of April to September 2020, providing data for the first two quarters following disruptions to both frontline services and routine Council business as a result of the COVID-19 pandemic.

4.   Main report

**Current Service Performance**

Impact of COVID-19

4.1   This report covers the period from April 2020 just after the lockdown which commenced on 23 March, during the "first wave" of coronavirus in the United Kingdom (UK).

4.2   This period placed exceptional pressures on frontline services across the country, as a result of high staff absence levels as a result of illness or a requirement to shield or self-isolate, or requirements from government. All Councils were affected and had to modify their services in some way. For example, all household waste recycling centres were closed in Scotland to reduce unnecessary travel.

4.3   Most Councils, including Edinburgh, prioritised their core collection services, reduced street cleaning, suspended bin deliveries and special uplifts and, to some extent reduced kerbside collection services. Some Councils were able to run only collections of general waste during some periods.

4.4   A significant change has been the need to reduce crew numbers in cabs, which has meant running separate vehicles to accompany collection crews.

4.5   In Edinburgh, special uplifts, bin deliveries, kerbside garden waste collections and blue box (glass collections) were suspended. Garden waste was suspended for approximately five weeks and glass for five weeks.

4.6   Overall the impact in Edinburgh was relatively small. The suspensions were relatively short and were well communicated. The public responded well and were overwhelmingly supportive of the temporary measures.

4.7   Services are now largely running as normal with some adjustments. In particular, there is a booking system in place to manage traffic flows and maintain physical distancing at household waste recycling centres. Physical distancing also remains in place for collection crews.

Special uplifts are operating near normally, but with some restrictions on items uplifted, and face to face customer engagement is being kept to a minimum. Engagement around the communal bin review has, however, taken place.

Current Service Performance

4.8   The year to date performance dashboards for Waste and Cleansing Services can be found in Appendix 1 and 2.

4.9   Key service performance factors show:

4.9.1   The following graphs show the number of missed bin complaints between April and September 2020.
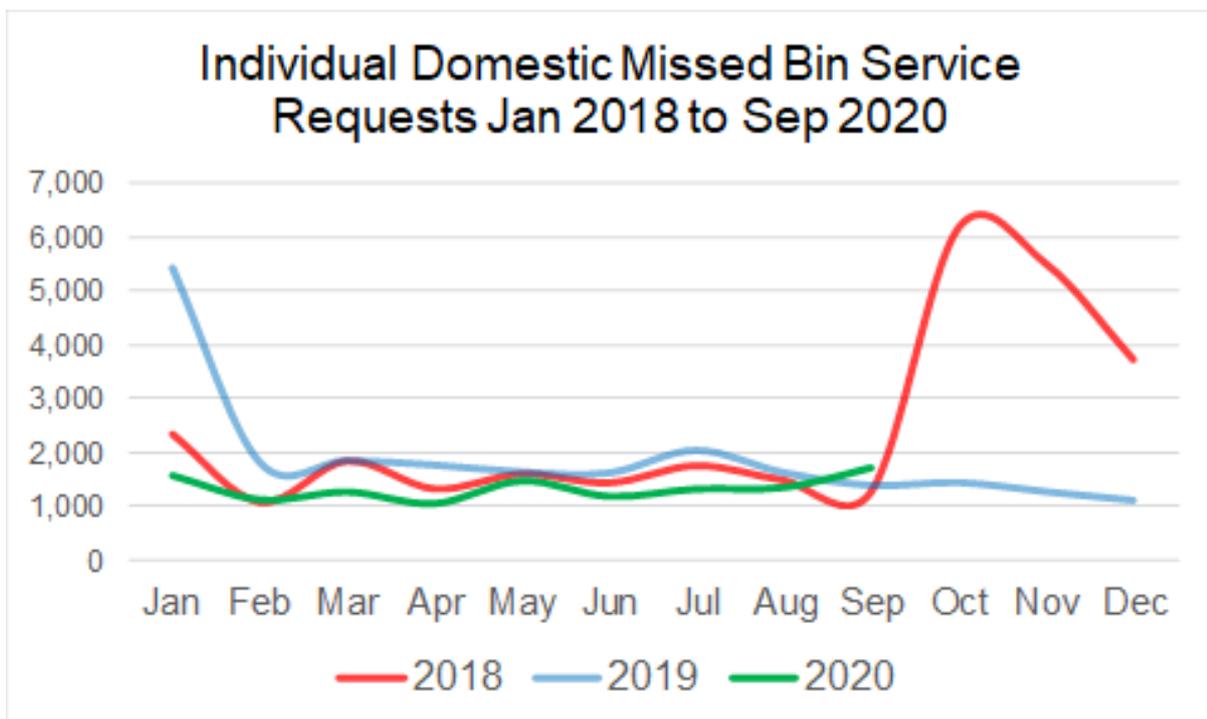
Communal Domestic Full Bin Service Requests Jan 2018 to Sep 2020
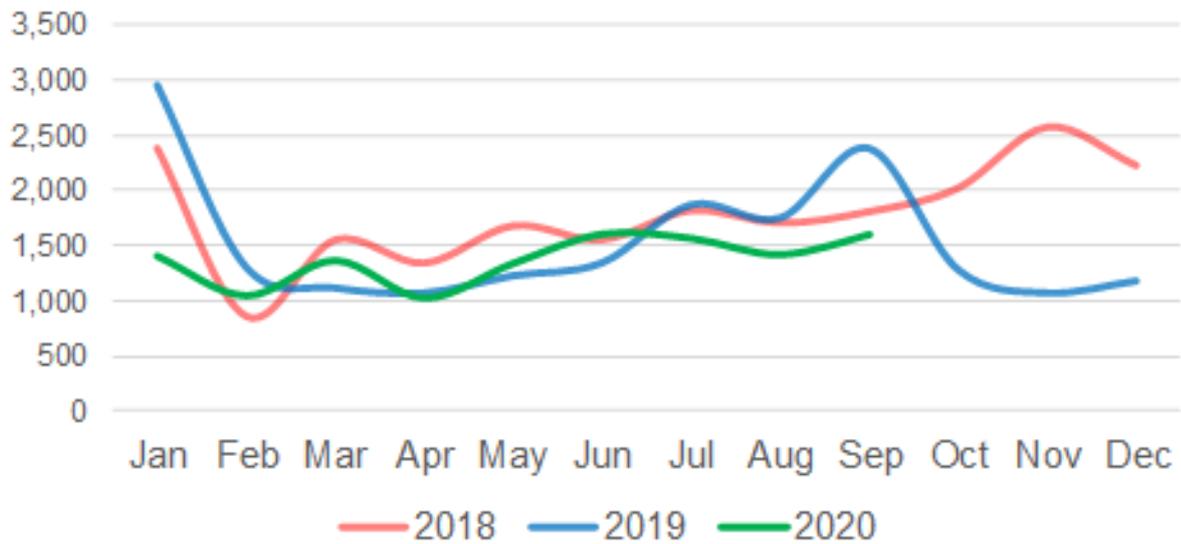
Domestic Full & Missed Bin Service Requests Jan 2018 to Sep 2020
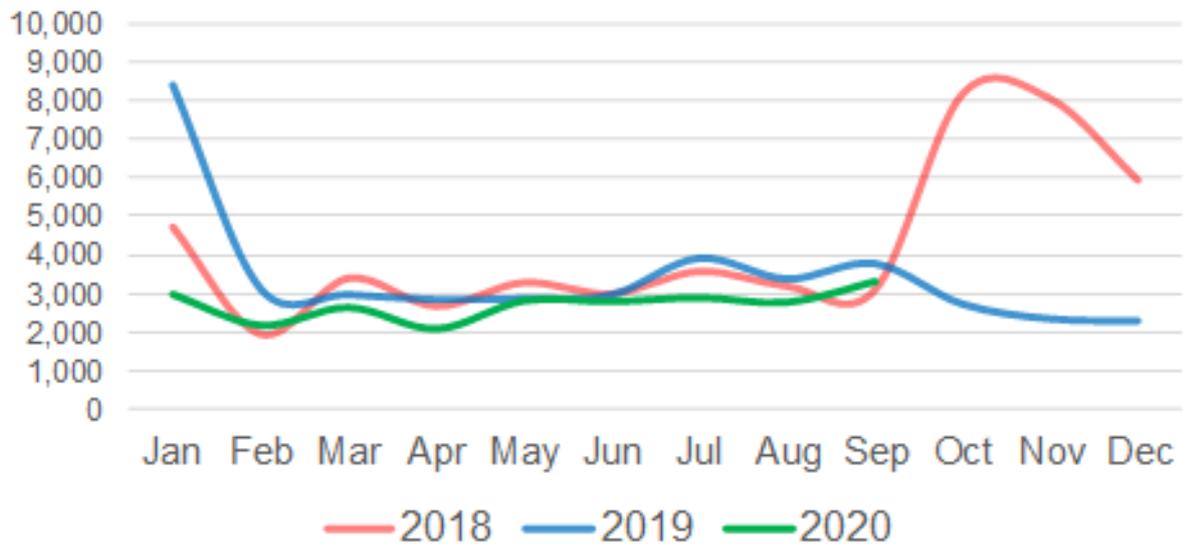
4.9.2 It should be noted that service requests for all waste services were artificially low during April and May as a result of service suspensions, when customers were not able to report or request suspended services. They gradually increase after services have been reinstated but reports of missed collections and overflowing bins remain low throughout the period compared to previous years.

4.9.3 Transport and Environment Committee has previously requested a breakdown of overflowing communal bin reports by ward. This is set out in Appendix 3.

4.9.4 Overflowing bins can occur citywide but broadly speaking numbers in individual wards reflect the prevalence of communal bin collections in each ward. The higher numbers will typically be found in areas with large numbers of tenemental properties where bins are located on street.

4.9.5 The Waste and Cleansing Service Projects Team also work with developers of new build properties to ensure that new housing is fit for purpose with regard to waste collection, while the communal bin enhancement project seeks to address these issues for existing properties across the city, by re-siting bins, reviewing capacities, and enhancing access to recycling facilities.

Special Uplifts

4.9.6 The Special Uplift service was suspended during the first wave of the coronavirus outbreak. When it resumed two additional vehicles were allocated to support the service and reduce waiting times, while additional messaging was posted on the website to encourage customers to make use of the household waste recycling centres where possible, to support the service in dealing with the return to a normal service.

4.9.7 A significant problem for this service is items not being presented on time, followed by a non-collection complaint. This is being addressed through improved communication with the Contact Centre and engagement with crews to ensure these instances are properly recorded so that customers can be informed if they then phone to complain.

Cleansing and street cleaning

4.9.8 While meaningful comparison with the previous year for street cleansing enquiries is problematic due to the service disruptions, Appendix 2 shows that service requests overall have reduced compared to the previous year and are lower on the majority of individual indicators.

4.9.9 Overall the service has proved resilient despite the lower staffing numbers associated with the coronavirus pandemic. Staff were redeployed where possible to support this service, with the Special Uplift and bin delivery staff providing help to deal with fly-tipping, and Parks staff helping to empty litter bins in parks.

4.9.10 The service was particularly affected by staffing reductions due to shielding, self-isolation and coronavirus, and was operating with approximately 50% staffing for a lengthy period (up to 16 weeks). During this period priority was given to maintaining central and high footfall areas.

4.9.11 The Cleanliness Index Monitoring System (CIMS) scores reflect this with a reduction in standards in suburban areas, in particular in the North East Locality. With staffing levels now at a more normal level, it's expected that standards will recover gradually leading into spring.

Garden waste

4.9.12 Garden waste registration took place over summer. The service was suspended for five weeks in early summer due to the pandemic, but the previous year's permits were extended by the same amount, so that the new service started in November (the new permits remain valid for the full 12-month period).

4.9.13 This year 76,427 permits were registered (69,055 individual customers) which is the highest to date. This includes 6,757 permits registered as exempt from payment.

Household Waste Recycling Centres

4.9.14 Household waste recycling centres reopened nationally at the start of June, in line with changes to national guidance. To support physical distancing on the sites, a booking system was introduced and site layouts were changed. Some materials were initially collected mixed for sorting post collection.

4.9.15 The following shows how many visits have been completed each month to date.
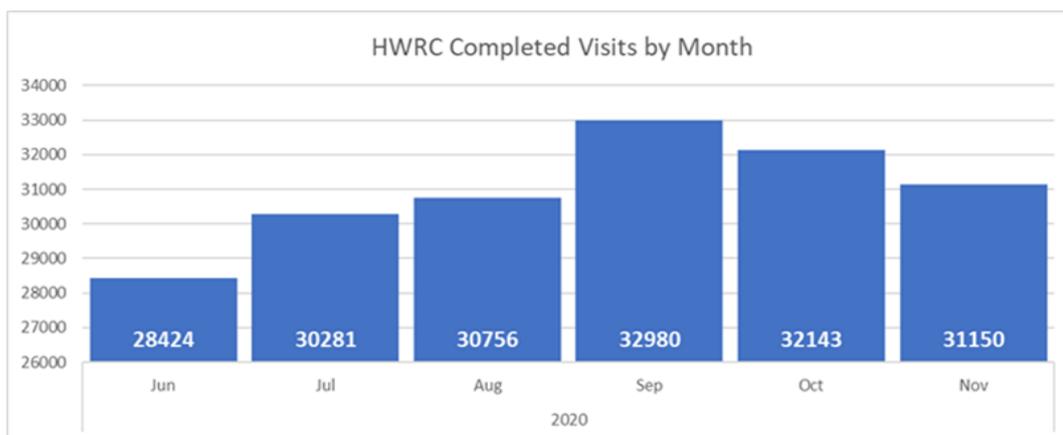
4.9.16 To date almost 227,000 visits have been booked (including approximately 38,000 where the customer cancelled or did not attend).

4.9.17 The booking system has worked well, and customer feedback has been overwhelmingly positive. Initially waiting times to obtain a visit varied across the three sites, but the service has worked hard to minimise these (e.g. by increasing the number of slots available without compromising distancing) and currently stand at up to two days (Seafield and Craigmillar) and one to two days (Sighthill).

Waste Arisings and Tonnage Performance

4.9.18 The impact of the pandemic can be clearly seen in terms of waste tonnages. In Edinburgh we only collect household waste, so the impact of people spending more time at home is not offset by a reduction in commercial waste tonnages collected in the first lockdown and subsequent restrictions.

4.9.19 In addition, some recycling services were particularly affected by service suspensions in the first quarter to support continued delivery of household waste collections, or by national restrictions.

4.9.20 Household waste recycling centres, garden waste collections and glass collections are all significant contributors to recycling performance in a normal year.

4.9.21 Communal mixed recycling also fell- this service was maintained but in many areas there are substantial student populations who were sent home. Those populations would have been replaced by short term lets in a normal summer.

4.9.22 Overall waste arisings for the first two quarters are 106,522 tonnes (down 2.6%). Residual waste tonnages are 61,571 tonnes (up 2.7%). Recycling tonnages are 42,722 tonnes (down 4,469 tonnes) as a result of some of those services being suspended. The recycling rate for the first two quarters was 39.4% (down from 43.2% last year) but increased from 36.1% in the first quarter to 42.7% in the second after services were reinstated.

4.9.23 As can be seen in Appendix 1 there is some initial evidence of increasing recycling tonnages (particularly food, glass and mixed recycling). While it is likely that the recycling rate for the year will be affected by the sharp drop in April/ May, there does appear to be some sign of an improving trend after this period.

4.9.24 The increased prevalence of mass home working going forward may result in an ongoing trend towards increased tonnages arising from households. This will be kept under review.

Review of Performance Measures

4.10 The opportunities to report performance are evolving as the service continues to roll out new technology, the reporting options for the public improve, and methodologies are revised both internally to the Council and nationally within the industry. 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 arrangements.

4.11 An updated progress report on the areas previously outlined in the report to Transport and Environment Committee in August 2018 can be found in Appendix 4. These areas include the review of: bin collection performance, LEAMs (Local Environmental Audit and Management System) and CIMS, as well as the Citizen Digital Enablement Programme and the Business Intelligence Project. As each of these areas are progressed the performance information reported in these committee reports – along with the more regularly daily, weekly, and monthly reports as well as management information, corporate key performance indicators (KPIs) and complaints reporting – will be revised to incorporate this new information.

4.12 The new Litter Monitoring System (LMS) described in Appendix 4, will replace LEAMS from 2021/22. Keep Scotland Beautiful have undertaken trials to assess the

practicalities of the survey. It is recognised that greater amounts of information will be obtained through these surveys as they are based on counting litter rather than perception of cleanliness. It is recommended that with the introduction of this new system there will no longer be a requirement for the Council to undertake the additional CIMs surveys.

4.13 Edinburgh is the only Council which continues to use the CIMS system and by ceasing it and replacing it with the new LMS a saving of £30,000 will be achieved.

5. Next Steps

5.1 The next steps taken following this Committee report are:

   5.1.1 to continue activities towards improving service performance; and

   5.1.2 to continue activities towards revising the performance measures.

6. Financial impact

6.1 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.

7. Stakeholder/Community Impact

7.1 This report does not impact on any existing policies and no risks have been identified pertaining to health and safety, governance or compliance. There are no regulatory implications that require to be taken into account.

7.2 The Waste and Cleansing 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.

7.4 Sustainability is one of the Council's 'cross-cutting themes' and the Council has made a corporate commitment to address the social, economic and environmental effects of activities across Council services.

7.5 Continued efforts towards improvements in the quality of our Waste and Cleansing Service, and the communication with the public, will contribute towards reducing the amount of non-recyclable waste, increasing the amount of recycling and improving Edinburgh's local environmental quality.

7.6 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.

8. Background reading/external references

8.1 Waste and Cleansing Services Performance – Report to Transport and Environment Committee, 9 August 2018.

8.2 Waste and Cleansing Services Performance Update – Report to Transport and Environment Committee, 6 December 2018.

8.3 Addendum by the Conservative Group to Item 7.13 Waste and Cleansing Services Performance Update – Report to Transport and Environment Committee, 6 December 2018.

8.4 Waste and Cleansing Services Performance Update – Report to Transport and Environment Committee, 16 May 2019.

8.5 Motion by Councillor Webber – Waste Collection – The City of Edinburgh Council, 30 May 2019.

8.6 Waste and Cleansing Services Performance Update – Report to Transport and Environment Committee, 12 September 2019

8.7 Waste and Cleansing Services Performance Update – Report to Transport and Environment Committee, 5 December 2019

9. Appendices

9.1 Appendix 1 - Waste Performance Dashboard 2019/20 – (April-September 2020)

9.2 Appendix 2 - Cleansing Performance Dashboard – 2019/20 (April -September 2020)

9.3 Appendix 3 – Requests to Service Communal Bins and Recycling Points

9.4 Appendix 4- Review of Performance Measures Tracker – March 2020

Waste Performance Dashboard - 2020/21 (Apr to Sep 2020)

All Waste Service Requests and Complaints

Monthly Recycling Rate

Service Requests

Complaints Stage 1

Complaints Stage 2

Recycling tonnages

Stream Comparison - April to September
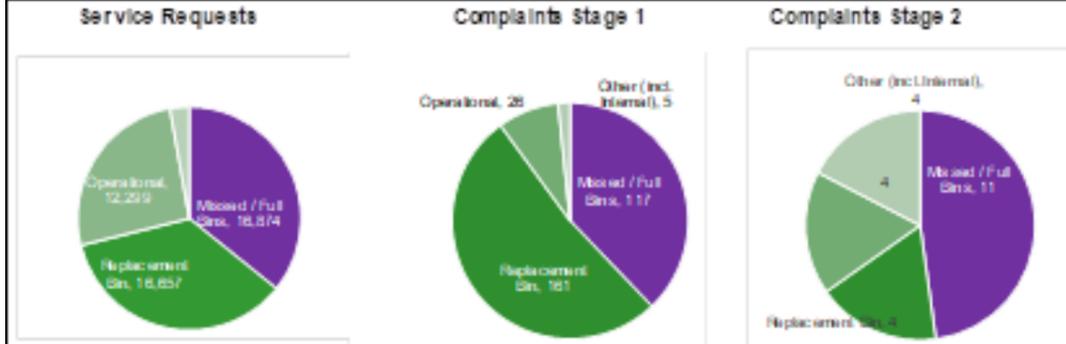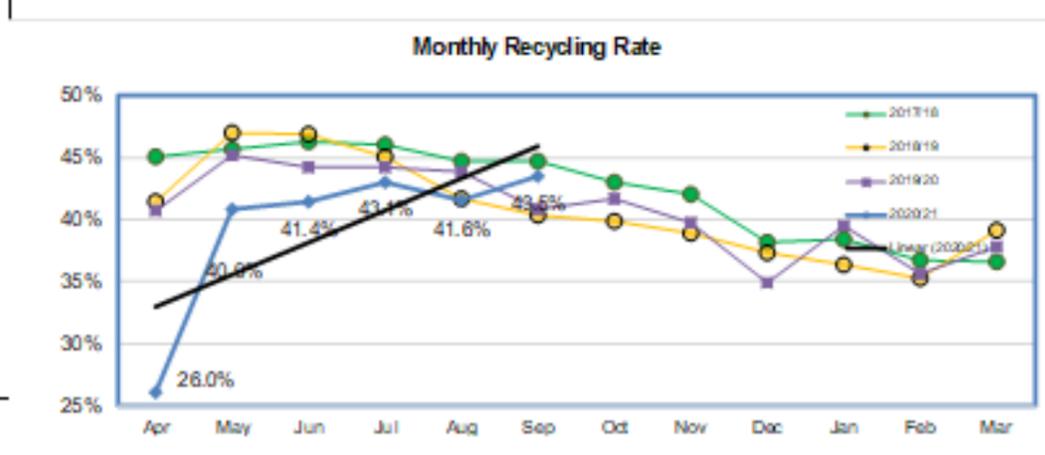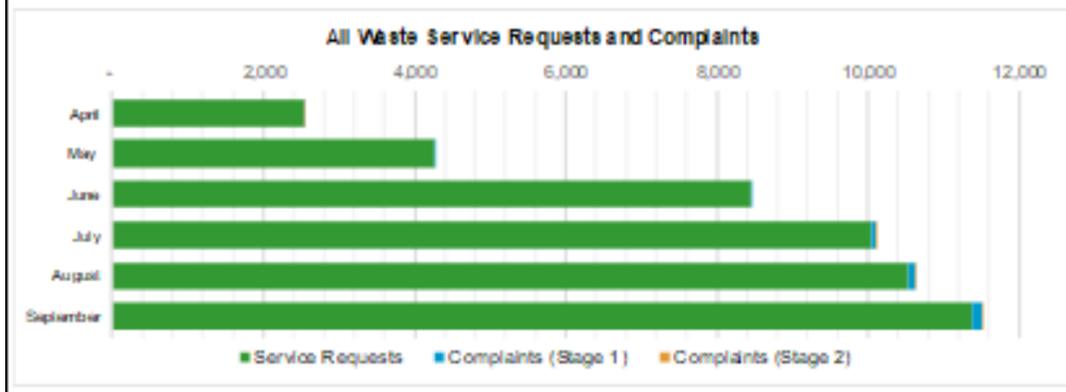
Waste Stream	2019/20	2020/21	Difference	
	Tonnes	tonnes	tonnes	%
Garden Waste - brown bin kerbside	13,640	14,000	360	3%
Community Recycling Centres	10,869	5,937	-4,933	-45%
Kerbside Recycling - green bin & blue boxes	8,275	10,757	2,482	30%
Food Waste	4,771	5,373	602	13%
Recycling Banks (glass,paper,textiles ,books)	2,539	2,665	126	5%
Packaging bins - on street communal	2,343	1,831	-512	-22%
Other streams	2,102	1,016	-1,086	-52%
Mechanised street sweepings	1,617	1,153	-464	-29%
Paper - wheeled bins	344		-344	-100%
Manual Street sweeping	712		-712	-100%
Total Recycling	**47,213**	**42,732**	**-4,481**	**-9%**

Domestic Missed & Full Bin Service Requests

Unrecycled Waste Cumulative Tonnage

Missed & Full Bin Service Requests - by Bin Type in Apr to Sep 2020

Individual Bin Service

Communal Bin Service
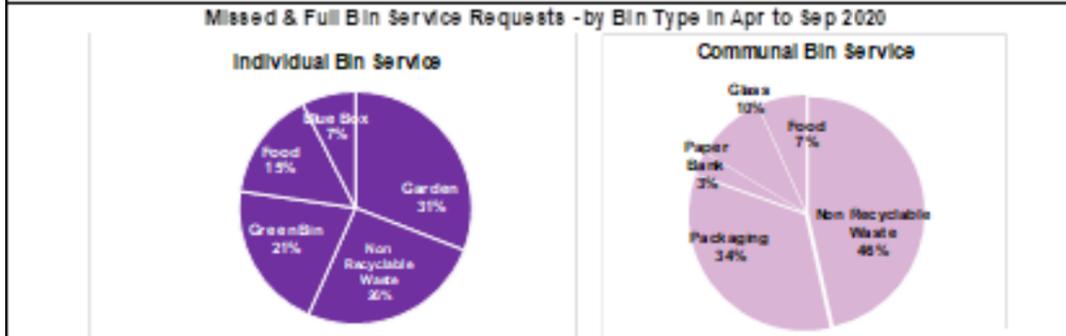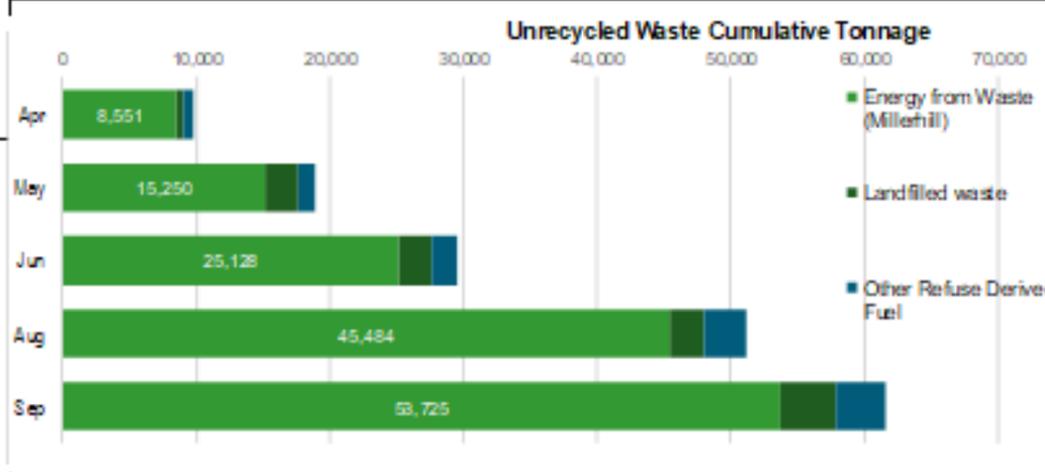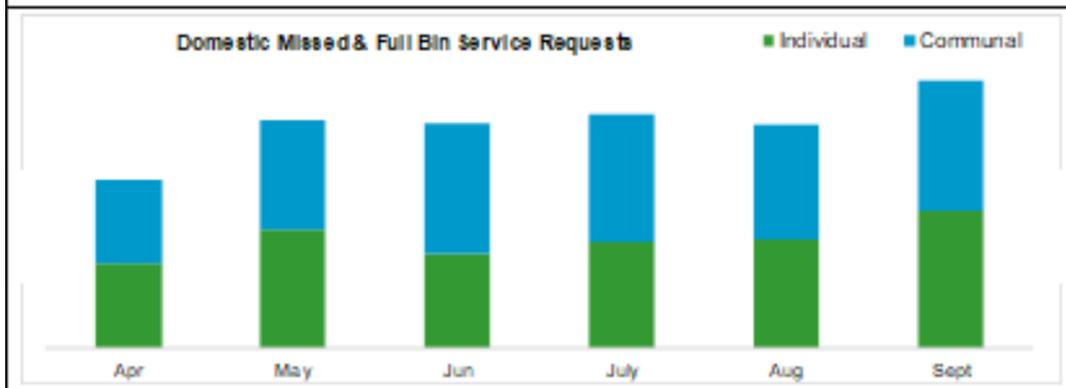
Appendix 2 - Cleansing Performance Dashboard – April- September 2020

Cleansing Performance Dashboard - 2019/20 (Apr - Sep 2020)
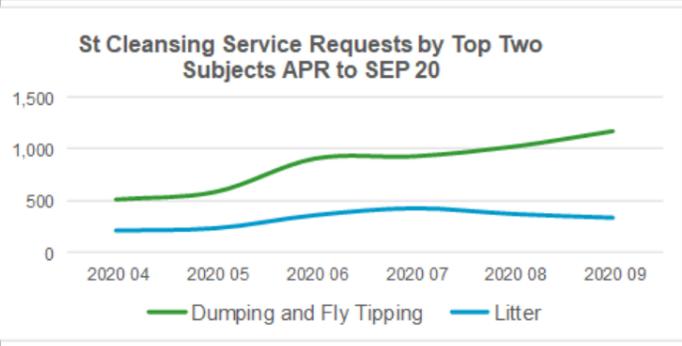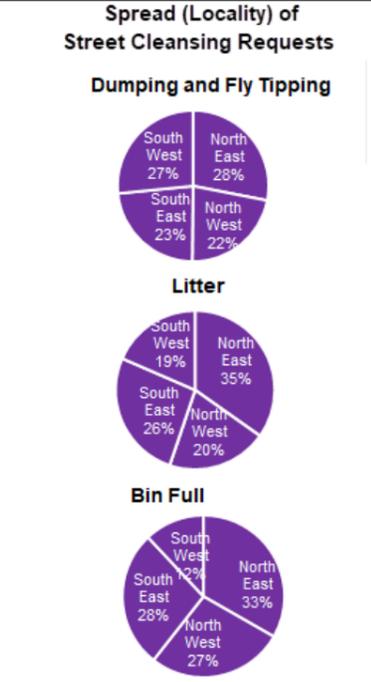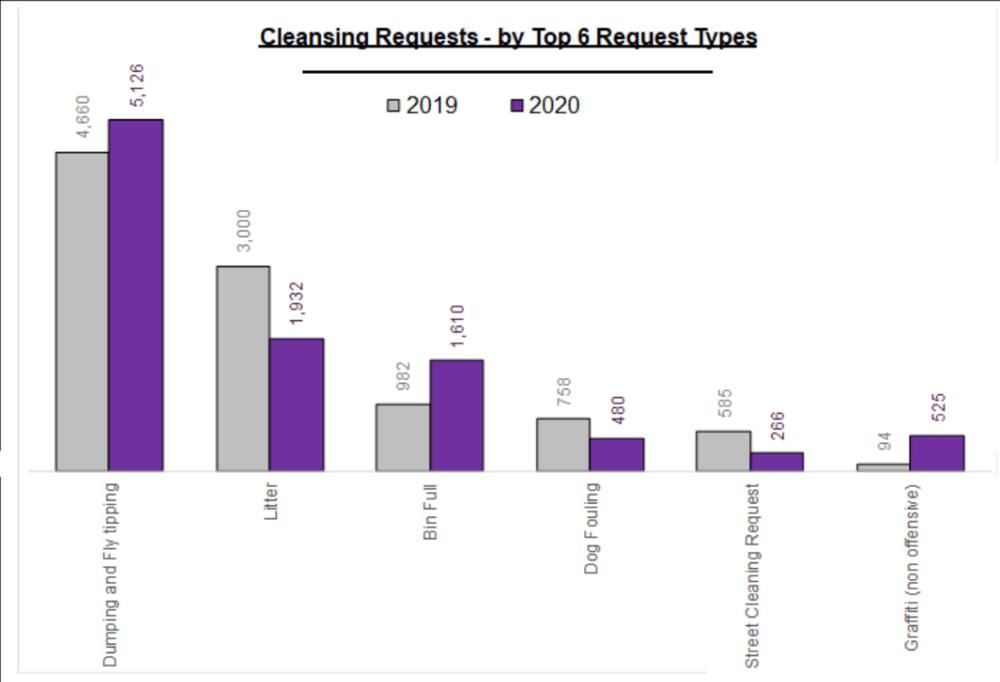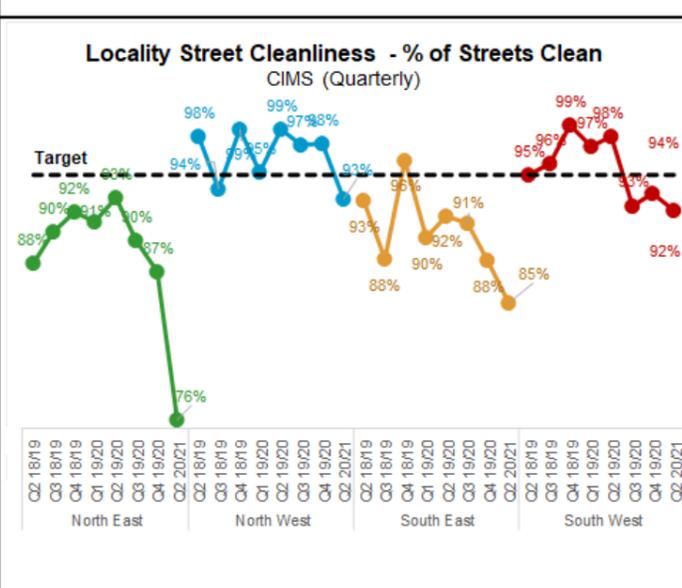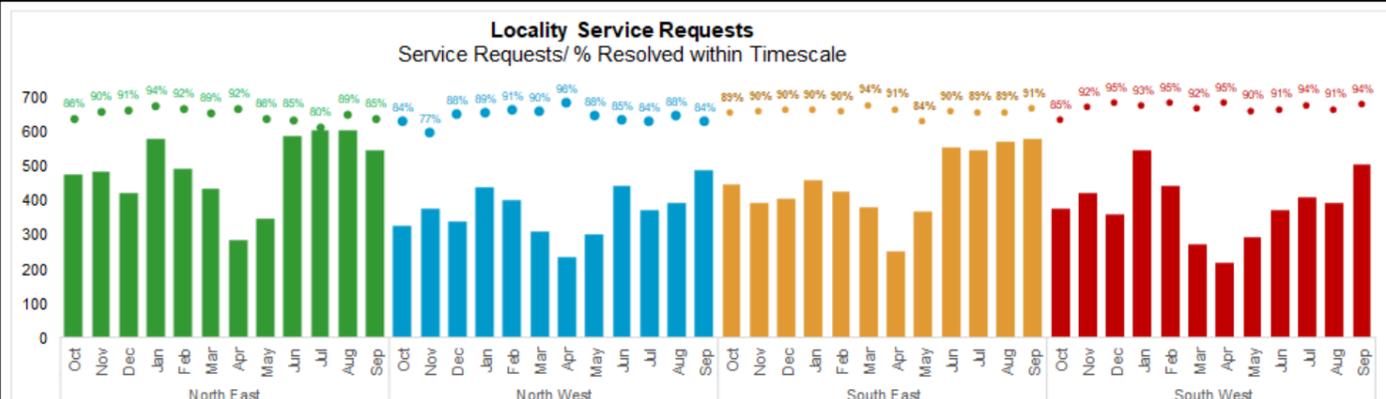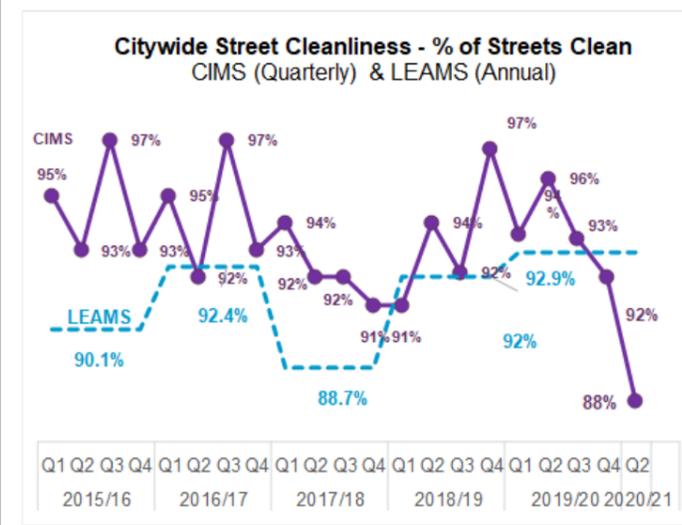
Appendix 3: Requests to Service Communal Bins and Recycling Points

Waste Full Communal Bin and Bank Service Requests by Ward JAN to SEP 2020

Ward	Jan-20	Feb-20	Mar-20	Apr-20	May-20	Jun-20	Jul-20	Aug-20	Sep-20	9 M Total	% of Total
01-Almond	68	21	23	24	28	30	29	29	32	284	2%
02-Pentland Hills	43	42	37	40	24	34	32	37	26	315	3%
03-Drum Brae/Gyle	28	11	30	34	22	32	27	23	21	228	2%
04-Forth	128	68	118	98	142	142	122	107	106	1,031	8%
05-Inverleith	126	129	108	114	130	169	138	110	129	1,153	9%
06-Corstorphine/Murrayfield	42	20	28	32	38	28	21	28	22	259	2%
07-Sighthill/Gorgie	40	68	60	46	49	72	68	69	53	525	4%
08-Colinton/Fairmilehead	29	14	24	23	16	22	23	13	20	184	1%
09-Fountainbridge/Craiglockhar	81	54	103	35	42	67	75	82	93	632	5%
10-Meadows/Morningside	92	47	113	72	84	100	116	79	194	897	7%
11-City Centre	108	79	130	59	117	127	147	186	228	1,181	9%
12-Leith Walk	185	153	213	129	226	162	255	205	226	1,754	14%
13-Leith	138	97	113	109	158	226	209	181	133	1,364	11%
14-Craigentinny/Duddingston	79	102	87	67	86	123	79	81	103	807	6%
15-Southside/Newington	74	51	78	43	47	96	81	66	87	623	5%
16-Liberton/Gilmerton	62	24	28	34	48	52	44	45	37	374	3%
17-Portobello/Craigmillar	81	60	55	64	75	104	87	62	65	653	5%
No code allocated	10	15	25	11	16	26	20	23	33	179	1%
Grand Total	**1,414**	**1,055**	**1,373**	**1,034**	**1,348**	**1,612**	**1,573**	**1,426**	**1,608**	**12,443**	**100%**

Communal Bins / Banks by Ward at SEP 20

Ward	Comm Total	% of Total
01-Almond	910	4%
02-Pentland Hills	1,304	6%
03-Drum Brae/Gyle	601	3%
04-Forth	1,697	7%
05-Inverleith	1,103	5%
06-Corstorphine/Murrayfield	426	2%
07-Sighthill/Gorgie	1,488	6%
08-Colinton/Fairmilehead	519	2%
09-Fountainbridge/Craiglockhar	1,531	7%
10-Meadows/Morningside	1,251	5%
11-City Centre	1,695	7%
12-Leith Walk	2,795	12%
13-Leith	2,198	9%
14-Craigentinny/Duddingston	1,687	7%
15-Southside/Newington	1,835	8%
16-Liberton/Gilmerton	977	4%
17-Portobello/Craigmillar	1,431	6%
Grand Total	**23,448**	**100%**

Appendix 4 - Review of Performance Measures Tracker – March 2020

Ref	Outcomes Being Sought	Actions Required	Dependencies	Progress	Status
1.1	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	Link the Application Programming Interface (API) in place for Routesmart to the Council's corporate Business Intelligence (BI) solution to allow performance reporting from Routesmart to commence.	• Strategy and Communications (S&C) • ICT • CGI	The Council and CGI have set up a BI project team to replace the legacy BI System within the corporate systems estate with the latest software version; and expand the range of systems across the Council that integrate with this. The new system, and supporting data warehouse, are in place and the project team are working with the service to establish requirements for data infrastructure, dashboard and reports. Alongside this the service have also commenced on auditing, and improving, the data quality of Waste and Cleansing systems and supporting processes ahead of the changes to performance reporting.	In progress
1.2	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				
2	Providing information on the Council website's delays page at a street level making this information more relevant to the public (this is currently provided at ward level) As well as more user-friendly webforms for reporting missed individual bins, it will also inform residents 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 provide residents with the necessary feedback and what they should expect to happen next whilst ensuring that the reports received by operations are justified reports 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, the revised form will 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 system could then either prevent citizens from needing to raise another report or allow them to raise a linked report	The amendments to the web pages and web forms to achieve these outcomes will be delivered by the Customer Digital Enablement Programme with involvement from the service area. 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.	• Customer Digital Enablement Programme team • CGI • ISL (Routesmart provider) • Verint (sub-contractor of CGI) *changed from Connect Assist* • ICT	Previous work has been carried out to understand requirements and the actions required to implement these. These elements were previously put on hold whilst resources were prioritised to the forms and systems set up required for the implementation of the chargeable garden waste service. Due to changes in sub-contractor, and the wider Digital Strategy, there was a need to review this. Following the implementation of phase one of the CDE programme in October; which saw the Council successfully transfer to the new CRM system and webforms; the CDE programme is currently identifying requirements, and related costs, for phase two. For Waste and Cleansing this covers the integration of Fusion to the website/forms, as well as the integration of systems required to manage the chargeable garden waste registrations and subscriptions and investigate direct debit options. These costs will be considered by the Board for sign off and at this point the detail of the changes and the timescales to do this will be better known. In the meantime, the delays page is now updated to area level rather than ward as an interim improvement and system changes to integrate appropriate elements of Confirm to the new Verint CRM has been completed and customers, who request it, are now receiving notifications of progress on the webforms they submit.	In progress
3	Without impacting on customers, the system will distinguish reports of full or overflowing bins collected on the scheduled day (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). Statistics from this will be used to identify the root cause/areas of further investigation into the cause of the overflowing bin (for example, not being serviced as scheduled; trader abuse or incorrect capacity provided) and allow corrective action to be taken	Investigate the potential to set the systems up that would allow a report of a full or overflowing communal bin to be assessed against the collection information captured on Routesmart. The report will continue to be processed so that the bin gets emptied however this breakdown would allow the service to carry out further analysis of the cause of the full bin and allow corrective action to be taken in areas with consistent issues.	• CGI • Verint (sub-contractor of CGI) *changed from Connect Assist* • ISL (Routesmart provider) • ICT • Pitney Bowes (Confirm provider) *potentially*		
4	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. The revised Code of Practice 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. The updated monitoring system provides a more modern platform to support the revised Code of Practice. Subject to the outcomes of the trial and resulting review, as well as discussions between Zero Waste Scotland (ZWS), Keep Scotland Beautiful (KSB) and COSLA, SOLACE and the Improvement Service, it is intended to begin the implementation of any updates to the monitoring system in 2021/2022.	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.	• Scottish Government • Zero Waste Scotland • Keep Scotland Beautiful • COSLA • SOLACE • The Improvement Service	The re-zoning work for streets, parks and open spaces has now been completed and submitted to Zero Waste Scotland for input into the new Litter Monitoring System. Initial training has been undertaken for the Cleansing Managers and the zoning data is now available on the Council's website. Zero Waste Scotland has developed a new Litter Monitoring System which will replace LEAMS in 2021/22. Keep Scotland Beautiful have been trialling the new system during Autumn/winter 2020. There is an indication that the new system will provide a greater range of information than the current LEAMS system but will also require additional resource to undertake. There will be a consultation to allow Local Authorities to input into the development of new system early in the new year. It is intended that during 2020/21 LAs will be trained on the new monitoring system with both LEAMS and LMS surveys being undertaken during 2021/22 to	In progress

				provide a consistent hand-over. KSB and ZWS are currently in discussions to assess how this will be resourced.	
5	CIMS is an additional method used by The City of Edinburgh Council to assess street cleanliness and is the only Local Authority to undertake this additional audit. Keep Scotland Beautiful (KSB) manages the CIMS scheme and carries out four independent assessments each year. 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 and 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). 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. Broadening the survey to include other issues such as the presence of A boards would identify the overall impact the street scene has on pedestrians	Work 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).	• Keep Scotland Beautiful	The trial was undertaken in 2019/2020 to assess the possibility to expand the CIMs survey to encompass other issues. Whilst some additional data was captured, KSB reported it extended the time to complete the CIMS surveys and collectively it was agreed that the data obtained didn't add value to the survey. The expansion of CIMS will not be taken forward. The new LMS will provide a greater amount of information and can be used to replace CIMS when it is introduced.	Complete