Transport and Environment Committee

10.00am, Thursday, 17 June 2021

Waste and Cleansing Service Performance Update

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

1. Recommendations

1.1 It is recommended that Committee notes the contents of this report; including the activities, dependencies, and the progress made.

Paul Lawrence

Executive Director of Place

Contact: Andy Williams, Waste and Cleansing Service Manager

E-mail: andy.williams@edinburgh.gov.uk | Tel: 0131 469 5660

Report

Waste and Cleansing Service Performance Update

2. Executive Summary

- 2.1 This report updates Committee on the Waste and Cleansing Service performance for the second two quarters of 2020/21 (October 2020-March 2021).
- 2.2 The report notes the continued impact of COVID on the service, in particular the impact on household waste arisings as people have spent significantly more time at home.

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 October 2020 March 2021, providing data which continues to cover a period of disruptions to both frontline services and routine Council business as a result of the COVID pandemic.

4. Main report

Current Service Performance

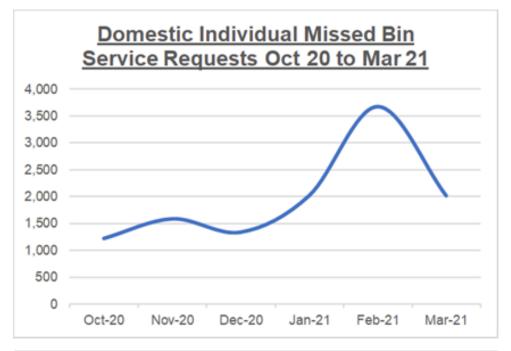
Impact of COVID

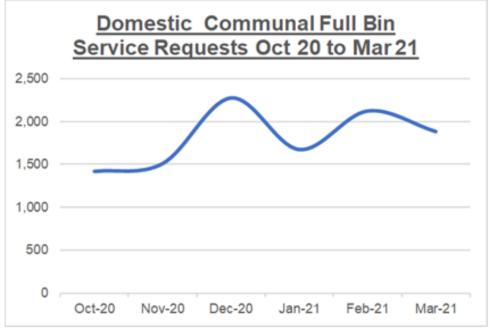
- 4.1 This report covers the period from October 2020 to March 2021, and so includes the period of the most recent "lockdown" arrangements in response to Coronavirus (COVID-19).
- 4.2 During this period, unlike Spring/Summer 2020, no service suspensions were applied.
- 4.3 There were, however, additional pressures on the service e.g. as a result of higher staff absence levels (as a result of illness or a requirement to shield or self-isolate), or guidelines from the Scottish Government.
- 4.4 The continued need to reduce crew numbers in cabs to support physical distancing during this period means the service is still running separate vehicles to accompany collection crews.

4.5 Services are continuing to operate as normal with some adjustments. Household waste recycling centres (HWRCs) have remained open with the booking system in place to manage traffic flows and maintain physical distancing on sites. 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.

Current Service Performance

- 4.6 The year to date performance dashboards for Waste and Cleansing Services can be found in Appendices 1 and 2.
- 4.7 Key service performance factors show:
 - 4.7.1 The following graphs show the number of missed individual bin complaints, and requests for communal bin servicing between October 2020 and March 2021.





- 4.7.2 It should be noted that service requests for all waste services were artificially low during the previous six months and have gradually returned to the levels seen prior to the outbreak of COVID-19.
- 4.7.3 The most notable point is the increase in reports of missed individual bins towards the end of January. This was related to the need to suspend services in whole or part during severe weather.
- 4.7.4 The increase in people working from home and the Scottish Government guidance to stay at home has resulted in the generation of additional household waste, which places additional pressure on the service, as can be seen in the gradual increase in requests for full communal bins.
- 4.7.5 To offset this, the service has added additional collection routes and temporarily been operating nightshift collections over a larger area.
- 4.7.6 Appendix 3 sets out a breakdown of communal bin service requests by ward.
- 4.7.7 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.
- 4.7.8 In April 2021, Transport and Environment Committee approved the updated programme for the communal bin enhancement project.
- 4.7.9 It is expected that this project will see overflowing communal bin reports reduce as it progresses and reviews bin locations, capacity (for both non-recyclable and recyclable waste streams) and increases collection frequency.
- 4.7.10 The projects team in Waste and Cleansing also continue to work with developers of new build properties to ensure that new housing is fit for purpose with regard to waste collection.

Special Uplifts

- 4.7.11 The special uplift service continues to operate normally but with some restrictions. The maximum number of items which can be booked is five (usually 10) and the service is not providing assisted special uplift collections as staff cannot enter a customer's property.
- 4.7.12 The waiting time for an uplift is currently less than two weeks. The online booking system has been improved to allow the customer to select the date at the time of booking.

Cleansing and street cleaning

- 4.7.13 Appendix 2 shows that service requests are broadly in line with the previous year but with some increase towards year end. The main areas of pressure clearly relate to dumping and fly-tipping, followed by litter bins being full.
- 4.7.14 Dumping of items seems to reflect a national pattern of illegal behaviour which has been highlighted both by Keep Scotland Beautiful and neighbouring Councils.

- 4.7.15 There is no obvious reason why this should be the case, as household waste recycling centres have remained open since June 2020, and most Councils have restarted special and bulky uplift services.
- 4.7.16 The reporting of full litter bins may reflect changed patterns of behaviour over the last year, as they are focussed on parks and greenspaces. Keep Scotland Beautiful are again reporting a national trend of less litter in city and town centres and more in residential areas, parks, and other public spaces.
- 4.7.17 It would follow that if people are spending more time in those areas than previously the litter bins will also fill more quickly and it may be necessary ultimately to review locations and servicing. However, it should be emphasised that this is uncertain and is dependent on what the lasting impacts from the pandemic will be.
- 4.7.18 Overall the cleansing service has proved resilient despite the lower staffing numbers associated at certain times over the past 12 months.
- 4.7.19 The Cleanliness Index Monitoring System (CIMS) scores are included for the final time in this report, as Committee agreed in <u>January 2021</u> that this information would no longer be used.
- 4.7.20 The street cleanliness score has, however, dropped significantly from previous years. Initial feedback from Keep Scotland Beautiful indicates that this is primarily due to the prevalence of domestic waste in high density residential areas (e.g. people are ordering more online and so have more cardboard to dispose of). A full analysis of the data is required to fully understand the reasons behind the score, but early indications are that this additional street litter is likely to be linked to overflowing communal bins (as referenced in paragraph 4.7.7.
- 4.7.21 The Keep Scotland Beautiful report will also allow comparison with the other Scottish Authorities, but they have indicated that the urban authority benchmarking family group as a whole has seen a significant drop in cleanliness score since last year with the average score, although yet to be confirmed, to be around 85%.
- 4.7.22 For the programme this year, an integrated approach will be taken whereby the new Litter Monitor System (LMS) digital platform and technology will be used alongside the current Local Environmental Audit and Management System (LEAMs) methodology. Litter counts which align with the new code will be undertaken but they won't be used for the Key Performance Indicator (KPI) this year.
- 4.7.23 This approach has been agreed after consultation with local authorities around capacity, taking into account the COVID-19 restrictions and pressures, and will provide a reliable transition between the two monitoring regimes. It also allows those Local Authorities who haven't done so already, time to complete the digitisation of their zones. (City of Edinburgh Council has already done so).

- 4.7.24 Unlike LEAMS, which is based on the assessor's perception of cleanliness of a street, the LMS system will be based on actual counts of items of litter. This is more accurate and removes subjectivity but will require more (or adapted) resources to deliver.
- 4.7.25 The LMS is expected to follow a similar reporting mechanism to LEAMS which is carried out three times per year, with outcomes provided as an annual report. Unlike CIMS there in not quarterly report.

Garden waste

- 4.7.26 The main garden waste registration took place over summer 2020, complemented by a mid-year registration in February. Total registrations now sit at 74,539 subscriptions and 82,355 permits (because people can register more than one bin). This is the highest number of registrations to date.
- 4.7.27 A report on the arrangements for registration and included in a separate report to this Committee.

Household Waste Recycling Centres

- 4.7.28 Since the start of June 2020, HWRCs have remained open using the booking system and in some cases, different site layouts to manage numbers of people on site and support physical distancing. Initially (on reopening), some materials were collected mixed to assist with physical distancing (by preventing / decreasing customers being within two metres of each other), but materials are now collected in their usual material streams. This reduces the cost compared to mixed streams and would be expected to improve the quality of collected materials which is better environmentally.
- 4.7.29 The booking system continues to work well, cutting queues and creating less busy sites for customers as well as providing numerous operational benefits for the service. The service continues to monitor booking data and adjust the numbers of cars per half hour to manage demand and minimise waiting times for an appointment.
- 4.7.30 There remains capacity at all sites now: Bankhead remains generally busier than Seafield and Craigmillar. The service is making some physical changes at Bankhead, to create more capacity to meet public demand and allow more cars per slot to be booked and managed on site.
- 4.7.31 Two emergency site closures have taken place (one at Craigmillar HWRC, and one at Seafield HWRC). These have shown the benefit of the booking system, as this allowed the service to cancel most bookings, preventing inconvenience to customers as far as possible.

Waste Arisings and Tonnage Performance

4.7.32 The impact of the pandemic can be clearly seen in terms of waste tonnages. The Council only collects household waste, so the impact of people spending more time at home is not offset by a reduction in commercial waste tonnages collected during the lockdowns and other restrictions.

- 4.7.33 In this period, recycling services have been significantly less affected than outlined in the January 2021 report. All services have been operating, albeit with some changes in place.
- 4.7.34 Overall waste arisings for the two quarters are 103,414 tonnes (up 8.3% versus this period the previous year). Residual waste tonnages are 62,955 tonnes (up 7.0%). Recycling tonnages are 40,459 tonnes (up 11.2%).
- 4.7.35 Because of the significant disruption in the first quarter of 2020/21, the overall unaudited recycling rate for the <u>full</u> year has fallen from 41.0% to 39.6%. This appears to be in line with the national picture, as outlined in January 2021. If this quarter (Q1 2020/21) is excluded, however, the average recycling rate for the remaining nine months has increased from 39.8% to 40.2%
- 4.7.36 The average recycling rate for the six month period covered by this report was 39.0% (up from 38.2% last year) with four of the six months recording higher recycling rates than the same month the previous year demonstrating that performance in this area has recovered and in fact slightly improved.
- 4.7.37 The increased prevalence of home working going forward will result in an ongoing trend towards increased tonnages arising from households. This is an emerging national trend and could create significant financial pressures for local authorities which will need to be kept under review.
- 4.7.38 During this period a number of contracts have been let. These support the efficient and cost-effective operation of the service. In particular, new contracts have taken effect for the mixed recycling service (for sorting the materials collected) and for the haulage of the different waste streams from the waste transfer stations.

Review of Performance Measures

- 4.8 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.
- 4.9 Work is ongoing to review performance measures across the directorate. Once this work is complete, the table in Appendix 4 will be updated to align with the new approach.
- 4.10 In parallel the service recognises that the current metric for full communal bin service requests is not meaningful as it does not account for seasonality, or that each bin services multiple households. To better reflect these issues, a new set of targets has been provisionally developed around this issue as set out in the following table.

Q1 (A-J)	1,500 permonth
Q2 (J-S)	1,770 per month
Q3 (O-D)	2,280 permonth
Q4 (J-M)	1,790 permonth
Total	22,020 per annum

4.11 The new LMS described in Appendix 4, is replacing LEAMS from 2021/22 following trials by Keep Scotland Beautiful 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.

5. Next Steps

5.1 The next steps taken following this Committee report are to continue improving service performance activities and revising the performance measures.

6. Financial impact

- 6.1 The cost of delivering the Waste and Cleansing service is met from the Council's revenue budget.
- 6.2 The financial impacts of COVID-19 continue to be tracked and recorded separately by the service, working with colleagues in Finance.

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.

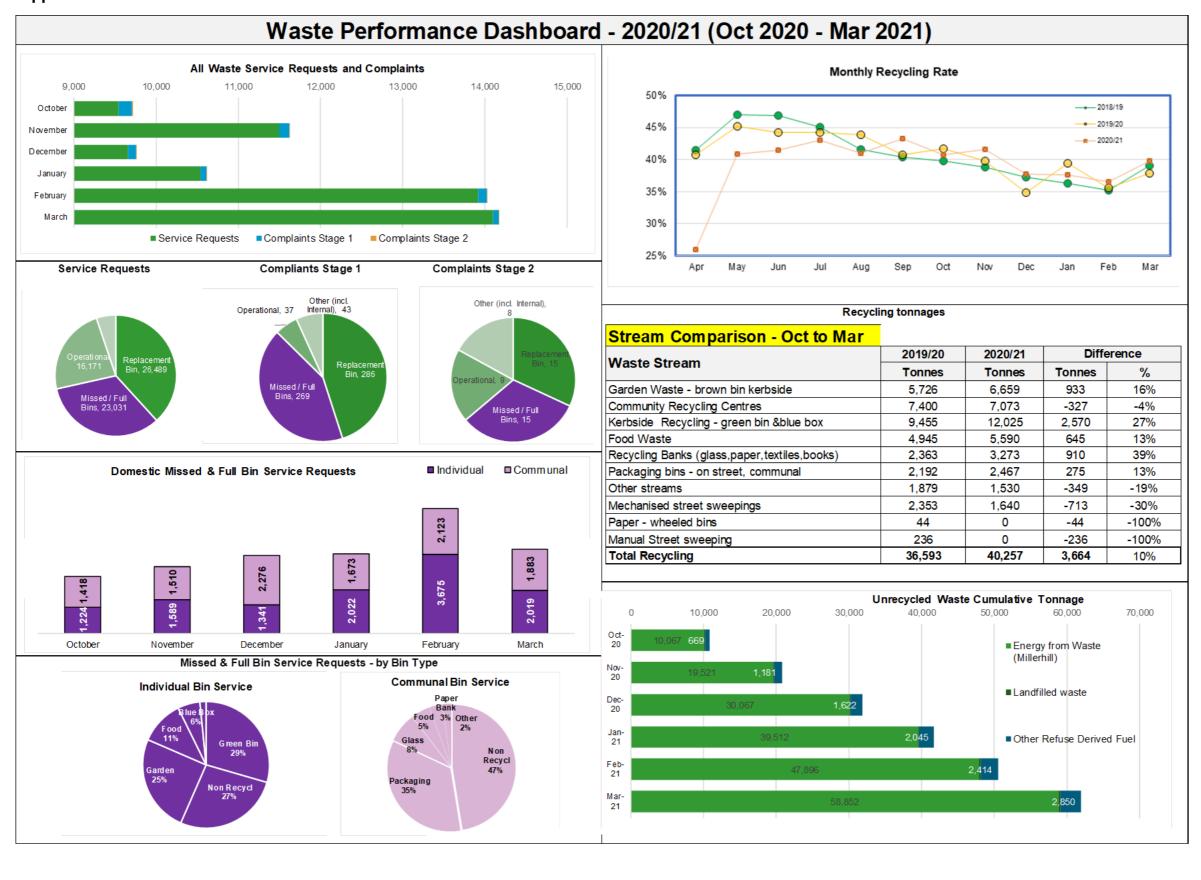
8. Background reading/external references

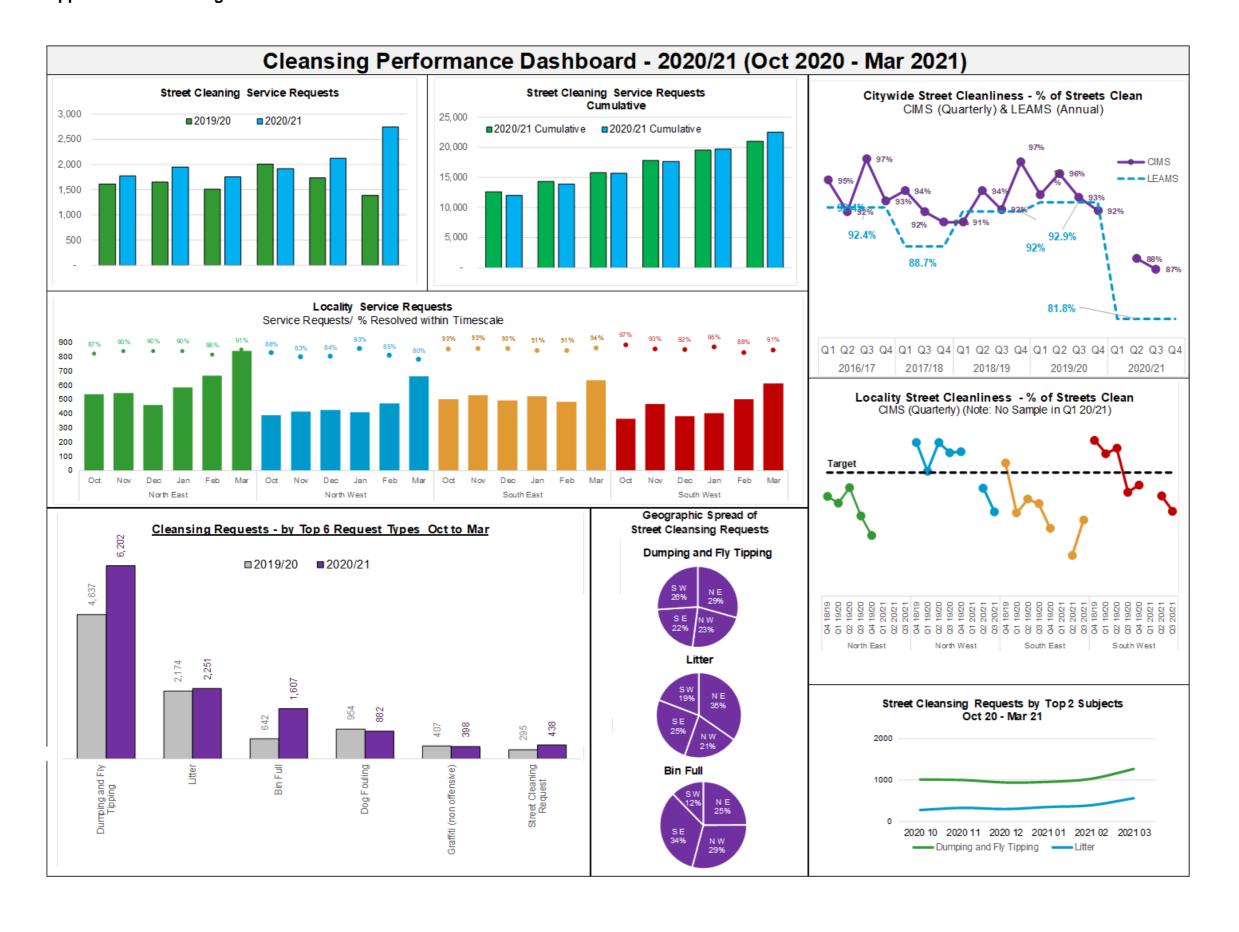
8.1 None.

9. Appendices

- 9.1 Appendix 1 Waste Performance Dashboard, October 2020 March 2021
- 9.2 Appendix 2 Cleansing Performance Dashboard, October 2020 March 2021
- 9.3 Appendix 3 Requests to Service Communal Bins and Recycling Points
- 9.4 Appendix 4 Review of Performance Measures Tracker

Appendix 1 - Waste Performance Dashboard - October 2020 - March 2021





Appendix 3: Requests to Service Communal Bins and Recycling Points (October 2020-March 2021)

Waste Full Communal Bin & Bank Service Requests by Ward Oct 20 to Mar 21								
Ward	Oct-20	Nov-20	Dec-20	Jan-21	Feb-21	Mar-21	Total	% of Total
01-Almond	17	23	40	54	48	31	213	2%
02-Pentland Hills	40	26	61	42	43	39	251	2%
03-Drum Brae/Gyle	19	23	14	37	36	25	154	1%
04-Forth	103	106	168	109	169	132	787	7%
05-Inverleith	132	147	275	142	186	138	1,020	9%
06-Corstorphine/Murrayfield	18	23	35	44	28	37	185	2%
07-Sighthill/Gorgie	55	105	99	77	105	112	553	5%
08-Colinton/Fairmilehead	17	24	23	26	33	15	138	1%
09-Fountainbridge/Craiglockhar	66	62	94	78	105	83	488	4%
10-Meadows/Morningside	122	140	193	165	185	201	1,006	9%
11-City Centre	178	166	273	148	182	188	1,135	10%
12-Leith Walk	188	249	376	192	364	313	1,682	15%
13-Leith	139	137	225	179	194	229	1,103	10%
14-Craigentinny/Duddingston	106	119	165	163	147	176	876	8%
15-Southside/Newington	64	42	74	38	98	74	390	4%
16-Liberton/Gilmerton	32	25	42	67	64	23	253	2%
17-Portobello/Craigmillar	77	81	114	111	128	63	574	5%
No code allocated	45	12	5	1	8	4	75	1%
Grand Total	1,418	1,510	2,276	1,673	2,123	1,883	10,883	100%

Communal Bins / Banks by Ward at MAY 2021					
Ward	Comm Total	% of Total			
01-Almond	901	4%			
02-Pentland Hills	1,321	6%			
03-Drum Brae/Gyle	623	3%			
04-Forth	1,691	7%			
05-Inverleith	1,123	5%			
06-Corstorphine/Murrayfield	452	2%			
07-Sighthill/Gorgie	1,533	6%			
08-Colinton/Fairmilehead	542	2%			
09-Fountainbridge/Craiglockha	1,588	7%			
10-Meadows/Morningside	1,296	5%			
11-City Centre	1,704	7%			
12-Leith Walk	2,814	12%			
13-Leith	2,321	10%			
14-Craigentinny/Duddingston	1,638	7%			
15-Southside/Newington	1,815	8%			
16-Liberton/Gilmerton	973	4%			
17-Portobello/Craigmillar	1,642	7%			
Grand Total	23,977	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 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	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	In progress
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	reporting. 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 subcontractor, 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 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 	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.	
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	In progress

				LAs will be trained on the new monitoring system with both LEAMS and LMS surveys being undertaken during 2021/22 to 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