

Transport and Environment Committee

10.00am, Thursday, 5 December 2019

Waste and Cleansing Services Performance Update

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

1. Recommendations

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

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Executive Director of Place

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Waste and Cleansing Services Performance Update

2. Executive Summary

- 2.1 This report updates Committee on the Waste and Cleansing Services performance for the quarter two (July to September) of financial year 2019/20, along with an update on the progress made towards the activities to revise the suite of performance reporting measures for the service and the next steps involved.
- 2.2 This report also updates the previous response to an amended motion by Councillor Webber at [Council](#) on 30 May 2019 regarding waste collection services and the impact of bin placement.

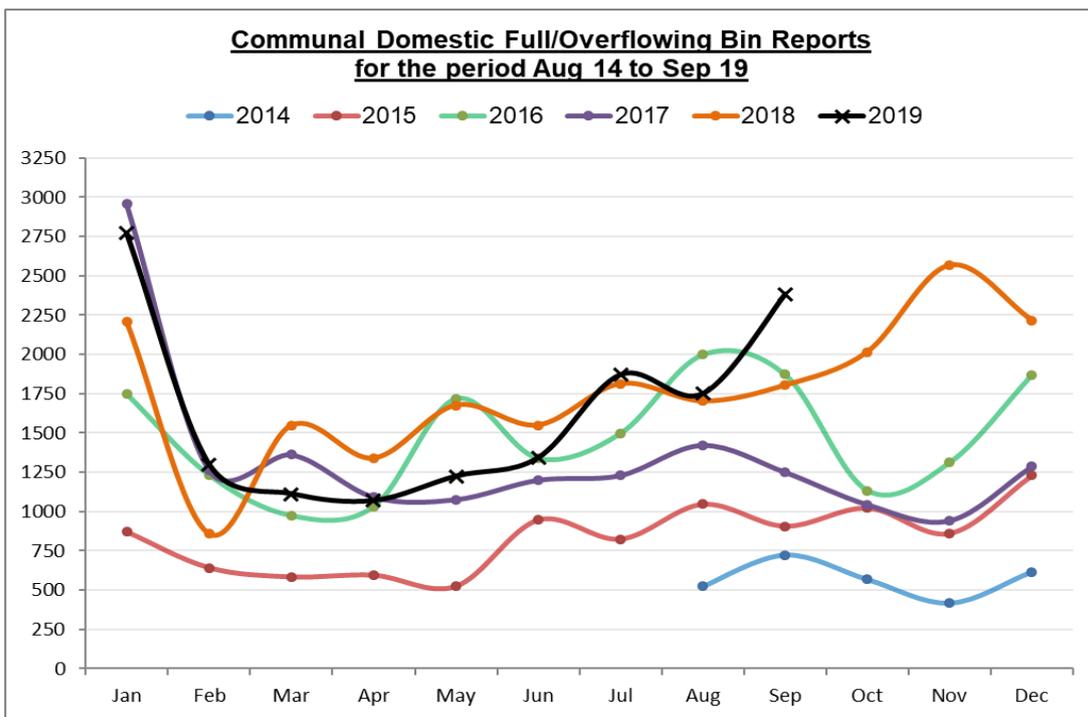
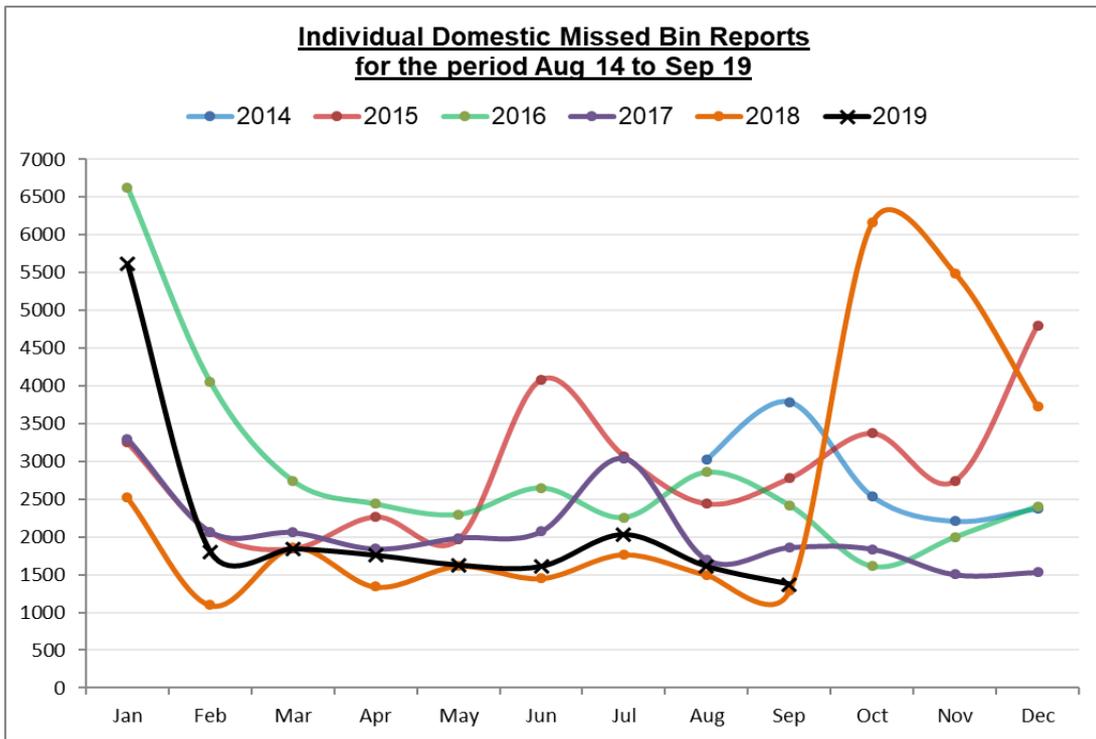
3. Background

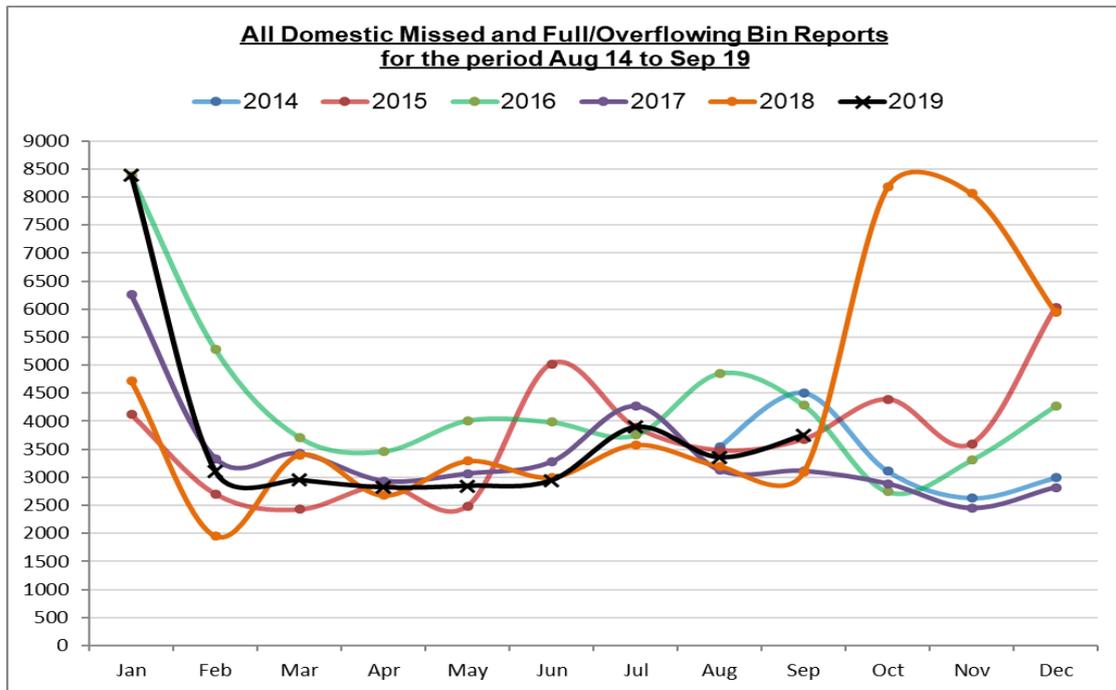
- 3.1 This is a routine report presented to Committee every second cycle providing ongoing updates on the Waste and Cleansing Services performance and the progress made towards revising the suite of performance reporting measures for the service. This report covers the period of July 2019 to September 2019 (quarter two of 2019/20).

4. Main report

Current Service Performance

- 4.1 The quarter two performance dashboards for Waste and Cleansing Services can be found in Appendix 1 and 2.
- 4.2 Key service performance factors show:
 - 4.2.1 The following graphs show the number of missed bin complaints between August 2014 and September 2019:





- 4.2.2 For individual bins, the service experienced the second lowest level quarter two, and calendar year to date, missed bin reports compared to the previous four years. Quarter two 2019/20 received 5,008 reports, this is 450 (or 10%) higher than the same period in 2018/19; 1,595 (or 24%) lower than 2017/18; 2,526 (or 34%) lower than 2016/17; and 3,278 (or 40%) lower than 2015/16.
- 4.2.3 After the well documented service problems in January this year, this represents a sustained and consistent level of performance, and indicates that the new four-day week collection service continues to yield the anticipated benefits.
- 4.2.4 For communal bins, quarter two 2019/20 received 6,006 full or overflowing bin reports, this is 688 (or 13%) higher than the same period in 2018/19; 2,104 (or 54%) higher than 2017/18; 636 (or 12%) higher than 2016/17; and 3,230 (or 116%) higher than 2015/16.
- 4.2.5 This is likely to reflect the population increase in the summer months particularly with the increase in short term lets and use of communal bins creating additional pressures on this service in those circumstances. The Council has been engaging with the Scottish Government with regards to a licensing system for such properties while collection frequencies in parts of south and central Edinburgh have increased to three times per week (previously twice weekly).
- 4.2.6 A further factor has been an increase in complaints associated with the Changeworks paper bank service, following staffing and vehicle shortages in that organisation. As the contract with Changeworks ends this service will end in October the service will be brought in house from November and will be integrated with the communal dry mixed recycling collections as part of the service reroute and Routesmart roll out currently underway.

- 4.2.7 Levels of vehicle availability are improving and this should further lead to a recent reduction in complaints associated with the communal bin collection service in quarter three.
- 4.2.8 Collectively, quarter two saw 11,014 missed or overflowing residential bin reports, this is 1,138 (or 12%) higher than the same period in 2018/19; 509 (or 5%) higher than 2017/18; 1,890 (or 15%) lower than 2016/17; and 48 (or 0.4%) lower than 2015/16.
- 4.2.9 In quarter two of 2019/20 there were 27,833 waste service requests. Of these 694 (2.5%) escalated to a Stage 1 complaint and 49 (0.2%) escalated further to Stage 2.
- 4.2.10 The number of special uplifts decreased from 5,614 uplifts (of 11,698 items) during quarter two in 2018/19 to 4,336 uplifts (of 8,713 items) during quarter two in 2019/20 (23% reduction in uplifts and 26% reduction in the number of items uplifted).
- 4.2.11 One of the factors in this reduction is the waiting time for an uplift. To address this, and further increase participation in the special uplift service experienced since the revised £5 per item charging model was introduced, collection crew resources have been increased to reflect the increased number of uplift slots available daily to 90. The service is also working closely with Customer Services to ensure that all available slots are being scheduled each day to maximise resources and manage gaps caused by cancellations. The current waiting time (as of 24 October) is two weeks.
- 4.2.12 The service level agreement for special uplift waiting time will be included in the Waste and Cleansing policy review, reporting to Transport and Environment Committee in May 2020.
- 4.2.13 There has been an increase in dumping and fly-tipping reports in quarter two. This is the largest single type of cleansing complaint or enquiry.
- 4.2.14 Litter reports have remained relatively static (1627 versus 1603 in the previous year).
- 4.2.15 The Cleanliness Index Monitoring System (CIMS) score in quarter two was 75 with 95.6% of streets recorded as clean, this is an improvement to the same quarter in 2018/19 which received a score of 68 and 93.6% of streets recorded as clean.
- 4.2.16 The chargeable garden waste service saw over 56,000 households register in the first sign up window meeting the target levels set out in the Business Case. A further two sign up windows took place in 2018/19 which saw the number of registered households rise to 68,841 with over 74,879 registered bins.
- 4.2.17 This was exceeded in year two's summer registration which saw 68,705 subscriptions for 75,370 bins. A further sign up window will take place in January for collections operating mid-March to October 2020.

4.2.18 Non-recyclable waste is now mainly processed at either the Millerhill Energy from Waste plant or at other processors. As a result of Millerhill opening, between July until September 2019 59,828 tonnes of non-recyclable waste were disposed of in this way compared with 3,601 tonnes in the same period last year. In this period more than 96% of the non-recyclable waste was used to generate energy.

Non-recyclable Waste: Disposal method and tonnage and % waste arisings			
Disposal Method	Tonnes April - September 2018	Tonnes April – September 2019	% by weight of waste arisings April-September 2019
Landfill	58,660	2,267	3.7%
Energy from Waste (M'hill)	n/a	53,870	86.8%
Refuse Derived Fuel (RDF)	3,601	5,958	9.6%
Total	62,261	62,095	

4.2.19 The citywide recycling rate so far in 2019/20 was 43.1%, a 0.8% decrease on the 43.9% recycled in the same period of 2018. A breakdown of recycling tonnages by collection scheme is provided in Appendix One however some of the key areas are highlighted below.

4.2.20 Recycling services nationally continue to face pressures associated with the weak markets for lower grade materials such as low value plastics and mixed papers. Moreover, behavioural changes such as the reduction in newspaper consumption means fewer high value materials in the recycling streams.

4.2.21 This has been offset in Edinburgh by an increase in the levels of garden waste being recycling versus the same period last year.

4.2.22 Garden waste tonnages are extremely vulnerable to climatic conditions, however the introduction of the garden waste charge has been accompanied by a move to a fortnightly collection cycle which is likely to mean that this tonnage increase can be attributed at least in part to the additional collections taking place in the peak growing season.

4.2.23 The first six months of this year have seen an overall drop in waste arisings from 111,061 tonnes in 2018 to 109,160 tonnes (8.2%). Against a backdrop of a growing city, this is further evidence of the behavioural change referenced above.

Review of Performance Measures

4.3 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.

4.4 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.

- 4.5 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 3. These areas include the review of: bin collection performance, LEAMs (Local Environmental Audit and Management System) and CIMS (Cleanliness Index Monitoring System).
- 4.6 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.

Waste Collections and the Impact of Bin Placement

- 4.7 At Full Council on 30 May 2019, an amended Motion by Councillor Webber was approved requesting an update on the issues caused by incorrect bin placement on collection days.
- 4.8 The motion highlighted concerns around bins being placed on the kerbside incorrectly on collection day by residents and operatives and the impacts this has on passers-by, in particular, those with sight loss or mobility impairments.
- 4.9 The changes to the kerbside collection model in October last year reduced the amount of time in which bins are presented on streets with scheduled collections changing from a Monday-Friday 6am until 10.30pm service to Tuesday-Friday 6am until 4.45pm. This allows three days per week free of scheduled kerbside collections along with a reduction of almost six hours per day where bins must be presented for collection.
- 4.10 Operatives are briefed on the importance of returning bins to their original point of collection by way of Tool Box Talks and where customer feedback has been received. The existing Performance Management Policy and Framework are utilised, where required, to enforce this.
- 4.11 The Waste and Cleansing service has been developing an updated staff training package for frontline staff with a view to ensuring that staff understand the importance of bins being returned correctly and the wider impact of not doing this. This included engagement with Health and Social Care to align to the implementation of the wider Scottish Government See Hear Strategy; Guide Dogs for the Blind Association and RNIB (Royal National Institute of Blind People).
- 4.12 Updated training packages have now been completed and briefings have now commenced with all collection employees. The focus of the briefings is on the importance of returning bins to their point of collection that does not cause obstruction for pedestrians and particularly for those with sight or mobility impairments.
- 4.13 A training video is also being developed in conjunction with the RNIB and Guide Dogs for Scotland. This is at the procurement stage of development.

- 4.14 Our web page has also been updated requesting residents to show consideration for other pavement users when placing bins for collection, particularly blind or partially sighted people, and wheelchair and pushchair users.
- 4.15 It is possible that further communications messages may be developed to support these, for example in a similar way to which social media has been used to deliver messages on the importance of not parking in front of communal bins, and these will be considered.

5. Next Steps

- 5.1 The next steps taken following this Committee report are:
- 5.1.1 To continue activities towards improving service performance.
- 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.
- 6.2 Non-recyclable waste costs are:

Disposal Costs	Quarter 2 July- September 2018	Quarter 2 July – September 2019
Road Haulage	£217,792.88	£411,486.06
Landfill	£3,685,161.50	£-4,786.09
Fresh Air Payment	£0.00	£0.00
Energy from Waste	£0.00	£2,193,033.82
Refuse Derived Fuel	£0.00	£276,722.00
Total	£3,902,954.38	£2,876,455.79

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. Further, 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.

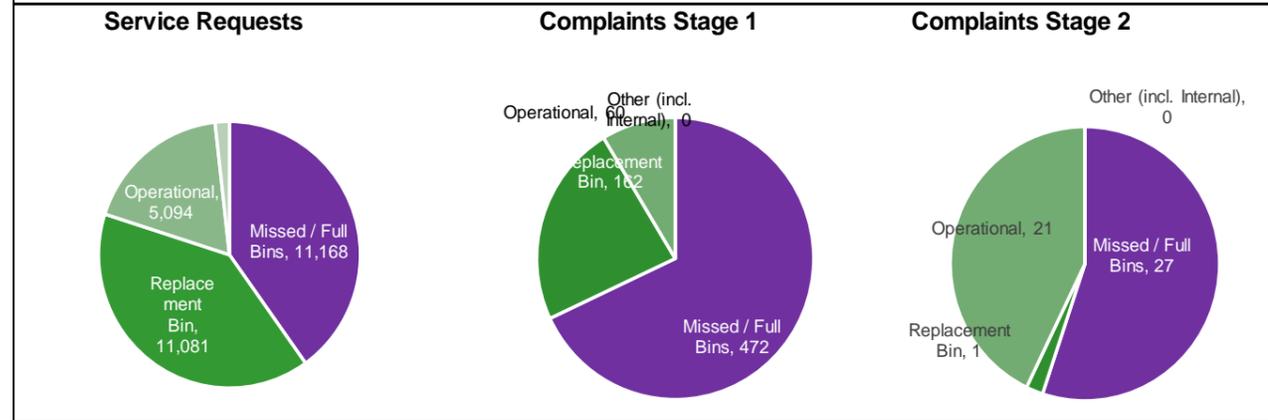
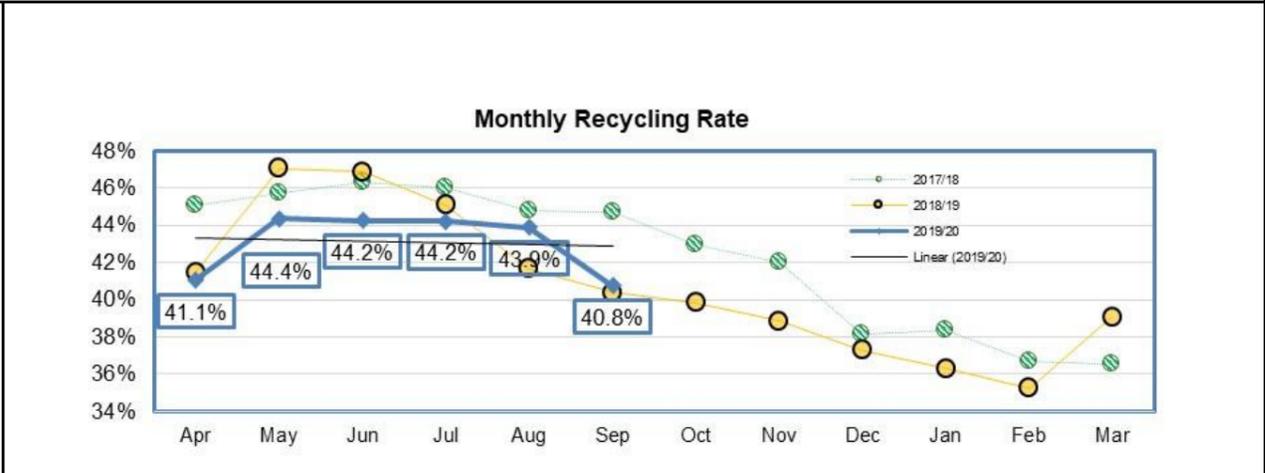
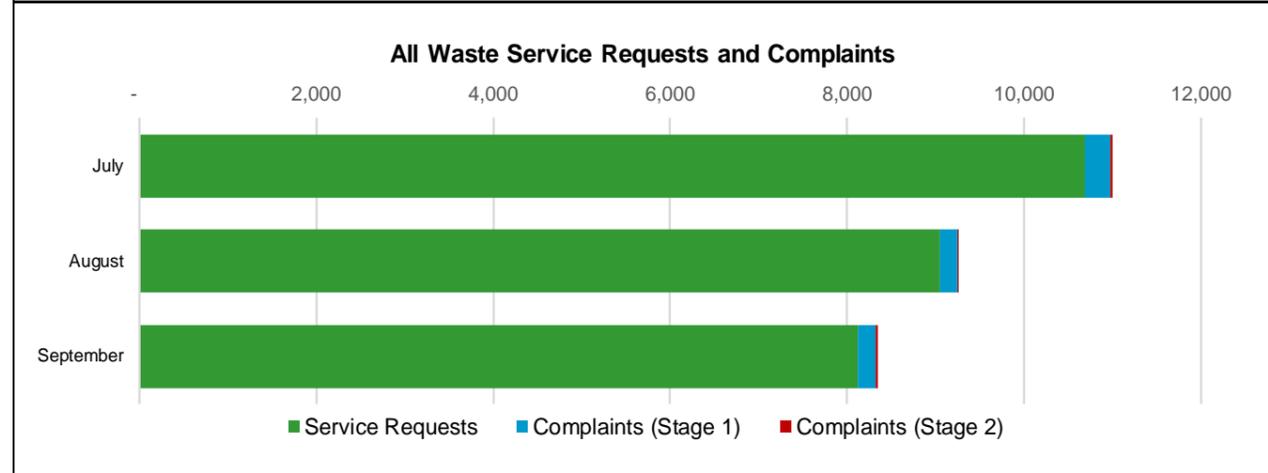
8. Background reading/external references

- 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

9. Appendices

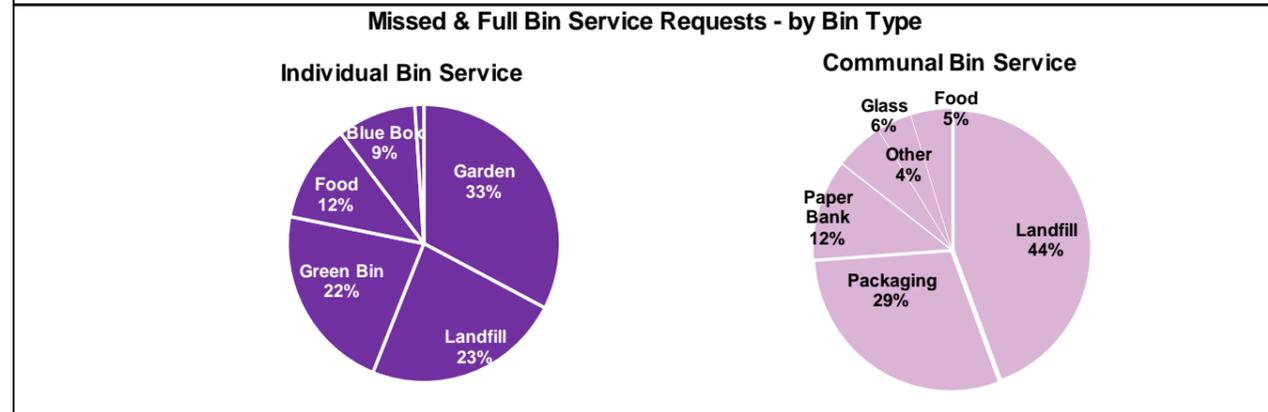
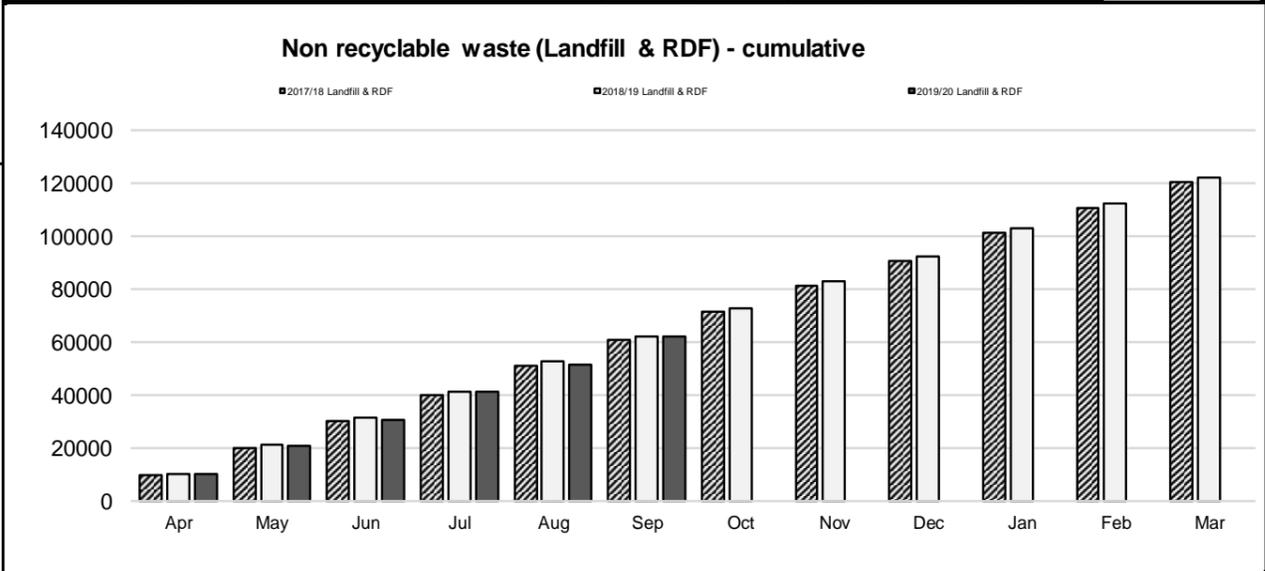
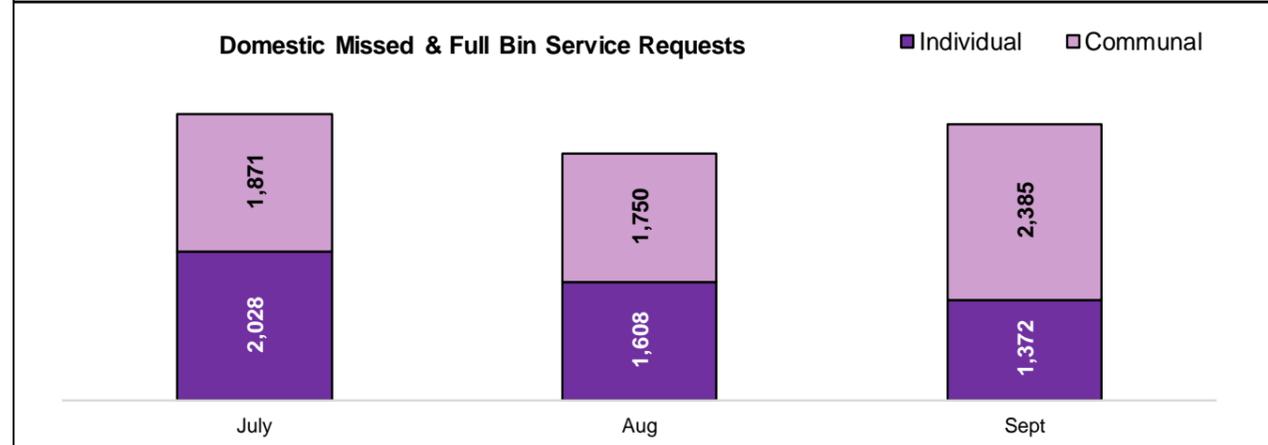
- 9.1 Appendix 1 - Waste Performance Dashboard – 2019/20 – (July-September 2019)
- 9.2 Appendix 2 - Cleansing Performance Dashboard – 2019/20 – (July- September 2019)
- 9.3 Appendix 3 - Review of Performance Measures Tracker – October 2019

Waste Performance Dashboard - 2019/20 (Jul 2019 - Sep 2019)

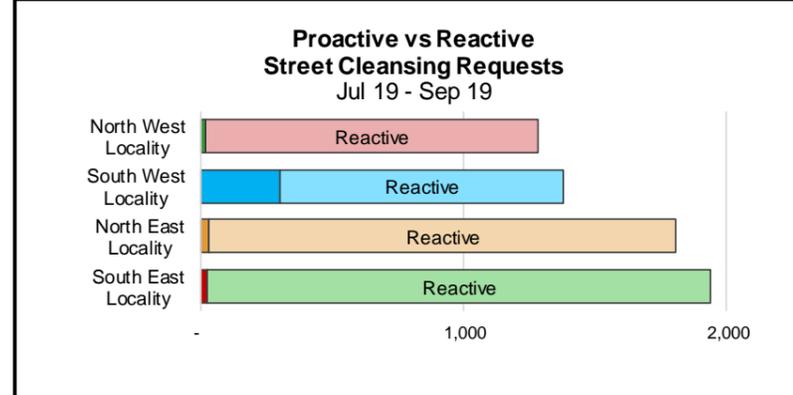
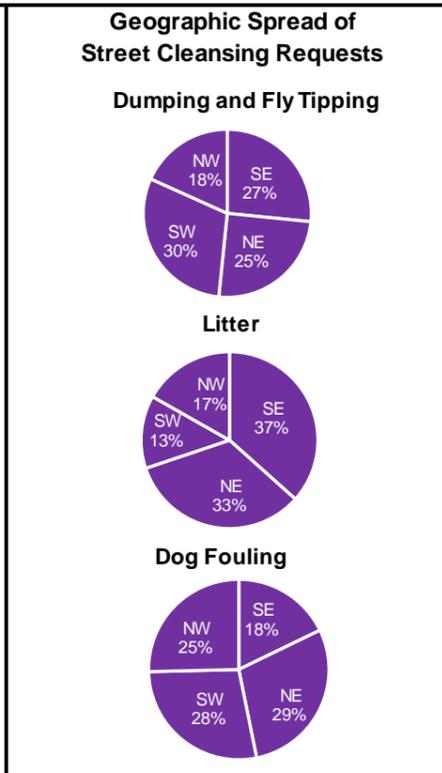
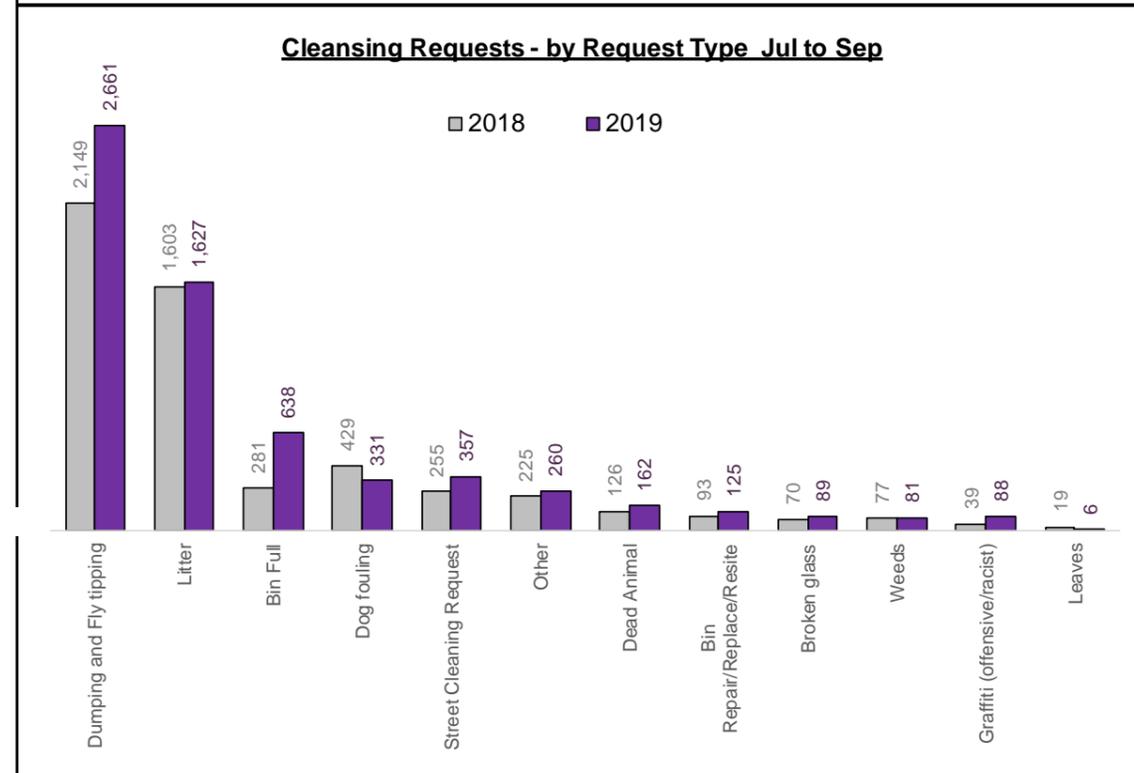
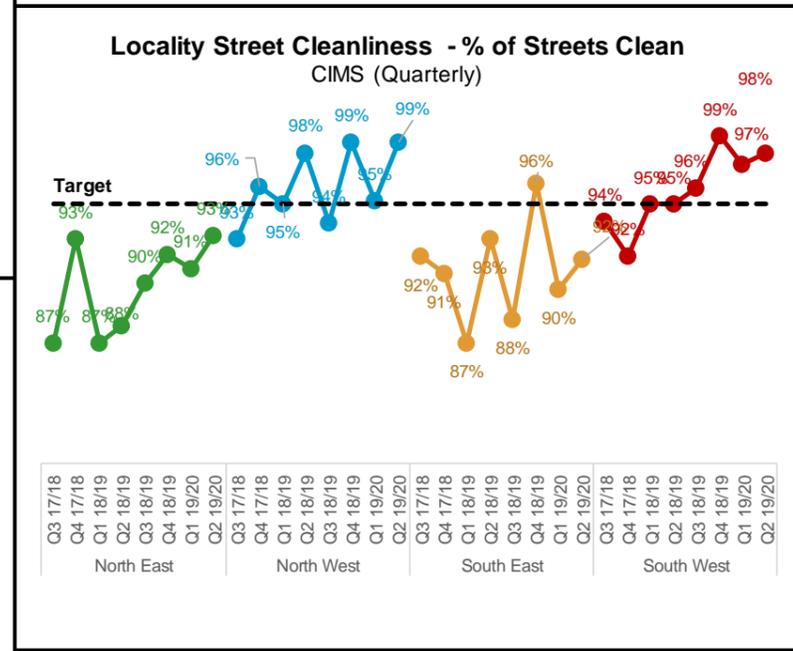
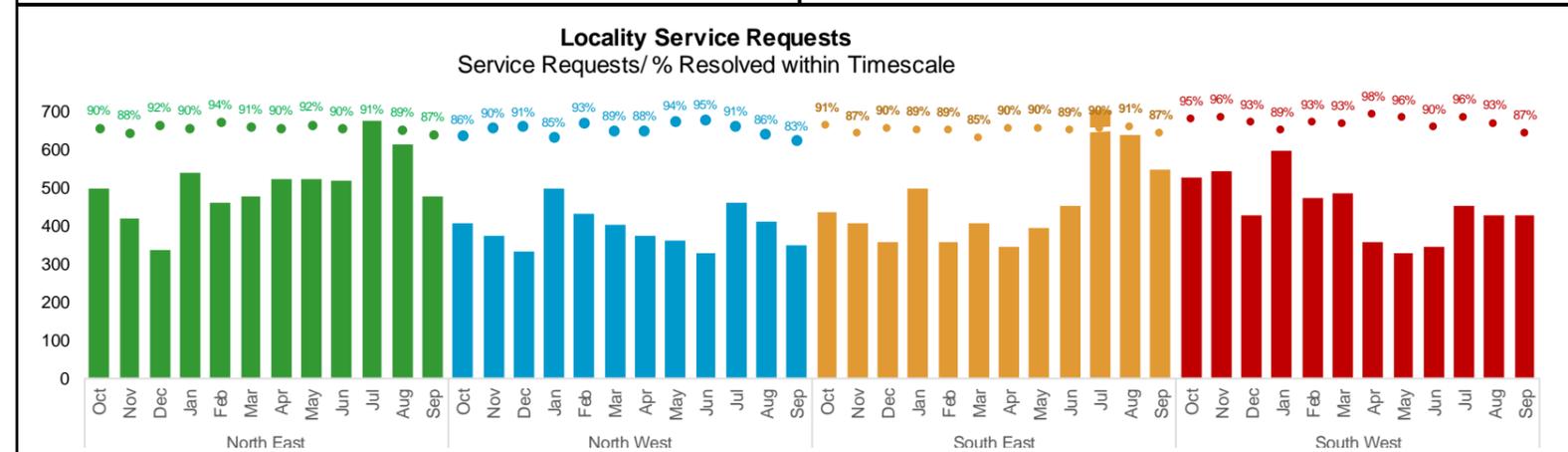
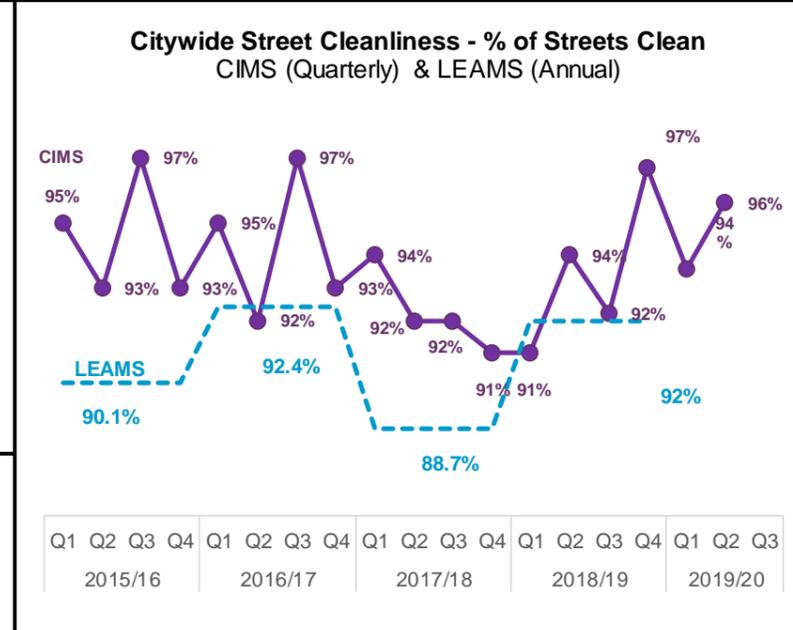
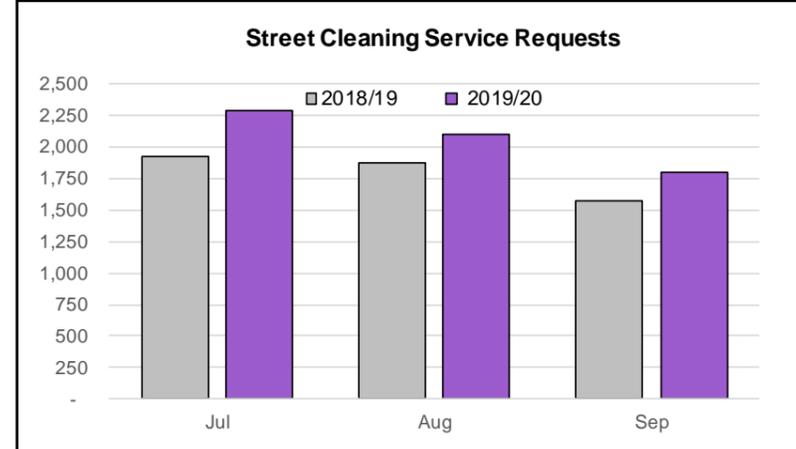


Recycling tonnages

Waste Stream	2018/19 Q2	2019/20 Q2	Difference	
	Tonnes	Tonnes	Tonnes	%
Garden Waste - brown bin kerbside	5,652	7,102	1,450	26%
Community Recycling Centres	5,016	5,527	511	10%
Kerbside Recycling - green bin & blue box	4,734	4,233	-501	-11%
Food Waste	2,281	2,186	-95	-4%
Recycling Banks (glass,paper,textiles,books)	1,182	1,307	125	11%
Packaging bins - on street, communal	1,333	1,164	-169	-13%
Other streams	1,169	986	-183	-16%
Mechanised street sweepings	772	764	-8	-1%
Paper - wheeled bins	183	151	-32	-17%
Manual Street sweeping	427	328	-99	-23%
Total Recycling	22,748	23,748	1,000	4%



Cleansing Performance Dashboard - 2019/20 (Jul 2019 - Sep 2019)



Appendix 3 – Review of Performance Measures Tracker – October 2019

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.	<ul style="list-style-type: none"> • 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. The new infrastructure is being set up and activities have commenced on auditing, and improving, the data quality of Waste and Cleansing systems and supporting processes ahead of integration activities later in 19/20. Waste and Cleansing will be delivered as phase 1 of the BI project (alongside other quick win workstreams).	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 Project 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.	<ul style="list-style-type: none"> • Customer Digital Enablement Project team • CGI • ISL (Routesmart provider) • Verint (sub-contractor of CGI) <i>changed from Connect Assist</i> • 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 is a need to review this. The current focus for the CDE project is phase one (transferring to the new CRM system and transfer of webforms) which goes live in mid-October. The CDE project (with involvement from service areas) is currently reviewing the list of focus areas for phase two of the project (which includes the integration of Fusion to the website/forms). Further work will be required to assess the technical requirements in greater detail, and plan for, potential configuration and service enhancements with a view to implement the solution in 2020.	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.	<ul style="list-style-type: none"> • CGI • Verint (sub-contractor of CGI) <i>changed from Connect Assist</i> • ISL (Routesmart provider) • ICT • Pitney Bowes (Confirm provider) <i>potentially</i> 	In the meantime, the delays page is now updated to area level rather than ward as an interim improvement and system changes required to integrate appropriate elements of Confirm to the new Verint CRM (including notifications to customers) has commenced, with go live in October.	In progress
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 2019/20	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 be carried out initially. A rezoning exercise will be required to align to the revised zoning criteria.	<ul style="list-style-type: none"> • 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 has been shared with relevant colleagues for review. It will then be submitted to Zero Waste Scotland for development of the new Litter Monitoring System (which will replace LEAMs in due course). A report will be written for Place Management on the implications of COPLAR and the zoning work that has been undertaken. Zero Waste Scotland have advised that some Local Authorities have raised potential issues regarding the ownership of data used or created as a consequence of using the Litter Monitoring System. This relates to the data being Intellectual Property, and the manner in which it is licenced and credited. They are seeking legal advice and are expecting to issue a revised agreement by the end of October.	In progress
5	CIMS is the method used by The City of Edinburgh Council to assess street cleanliness. Keep Scotland Beautiful (KSB) manages the CIMS scheme nationally 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.	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).	<ul style="list-style-type: none"> • Keep Scotland Beautiful 	As described in Point 4 (above) the new Litter Monitoring System is still being trialled by Zero Waste Scotland. The trial aims to provide insight on key aspects, namely whether it: <ul style="list-style-type: none"> • Meets requirements set out in the revised Code of Practice; • Allows historical LEAMS dataset benchmarking; 	In progress

	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		<ul style="list-style-type: none">•Provides useful, additional management information to inform prevention initiatives; and•Has cost and resource implications for authorities who adopt it and the scale of these. <p>It is anticipated that the new system will be extended to other Local Authorities in 2020/21.</p>	
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