Transport and Environment Committee

10.00am, Thursday, 11 November 2021

Waste and Cleansing Services 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 and dependencies outlined within this report and the progress made towards these.

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

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Report

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Waste and Cleansing Service Performance Report

2.   Executive Summary

2.1   This report updates Committee on the Waste and Cleansing Services performance for the first two quarters of 2021/22 (April-September 2021).

2.2   The report highlights the continued impact of COVID-19 on the service, in particular the impact on household waste arisings given residents continue to spend significantly more time at home and the continued impact of increased online deliveries.

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-September 2021, providing data for the first two quarters of 2021/22.

4.   Main report

Impact of COVID-19

4.1   This report covers the period up to October 2021, and so includes the most recent "wave" of coronavirus.

4.2   During this period, unlike the initial wave in the spring and summer of 2020, no service suspensions were applied.

4.3   This period did, however, continue to place additional pressures on the service as a result of higher staff absence levels as a result of illness or the requirement to shield or self-isolate.

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 have remained open with the booking system in place to manage traffic flows and maintain social distancing at household waste recycling

centres. 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 Appendix 1 and 2.

4.7   The most notable point in Appendix 1 is the increase in reports of missed individual bins in July and full communal bins in September. This was caused by COVID-19 cases/isolation of crews; managing accrued annual leave ahead of the holiday period ending; and a transition between contractors for communal glass collections

4.8   In addition to this, large sections of the population are now either working from home or have been required to spend a significantly greater time at home; along with increased online shopping. This results in the generation of additional household waste which places additional pressure on the service, this can be seen in the reports for full communal bin and substantial changes in tonnages outlined in Appendix 1. It is expected that this additional volume will be sustained and the pressures on resources will continue.

Special Uplifts

4.9   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 operating assisted collections as staff cannot enter a customer's property. The majority of customers only book one - two items and therefore the reduction in the number of items collected does not affect these customers.

4.10   The waiting time for an uplift is currently eight days. The online booking system has been improved to allow the customer to select the date of the uplift at the time of booking which means that the customer has more flexibility to select a date which is convenient to them, rather than accept the first available date.

Cleansing and Street Cleaning

4.11   Appendix 2 shows that service requests have increased from the previous year. The main area of pressure is clearly related to dumping and fly-tipping, followed by litter then litter bins being full during periods of good weather.

4.12   Dumping of items seems to reflect a national pattern of illegal behaviour which has been highlighted both by Keep Scotland Beautiful and neighbouring Councils. It's possible that during the lockdowns people may have been enjoying their local green spaces more, and so are more aware of and more likely to report existing issues, but it is also possible that there is simply a growing national problem with fly-tipping and dumping.

4.13   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.

4.14   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. Urban authorities have been particularly affected by these factors.

4.15   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 lasting impacts from the pandemic, and what those will be. At this point, this is speculative.

4.16   Overall the cleansing service has proved resilient despite the lower staffing numbers associated with the coronavirus pandemic at certain times, which are similar to those affecting waste collection. Given the staffing pressures within the service It has largely been necessary to focus on core activities such as litter bins and responding to the increased instances of fly tipping and dumping.

4.17   For the performance monitoring programme this year an integrated approach will be taken whereby the new LMS (Litter Monitor System) digital platform and technology will be used but the current LEAMs (Local Environmental Audit and Management System) methodology will be continued to be used. Litter counts which align with the new code will be undertaken but they won't be used for the KPI this year.

4.18   This approach was reached after consultation with local authorities around capacity to deliver taking into account COVID-19 restrictions and pressures, and is being taken to provide a reliable transition between the two monitoring regimes and allows those Local Authorities who haven't done so already, time to complete the digitisation of their zones (this Council has already done so).

4.19   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 be more resource intensive to deliver.

4.20   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 the Cleanliness Index Monitoring System (CIMS) there is no quarterly report.

4.21   With this move towards LMS, it was agreed previously to end the CIMS survey. Meanwhile LEAMS currently remains the national, annual measure of street cleanliness. The results of this will be reported to both Transport and Environment Committee annually (as part of the Waste and Cleansing performance updates) and to the Council annually (as part of the Local Government Benchmarking Framework).

Garden waste

4.22   The main garden waste registration took place over summer, receiving a total of 68,000 subscriptions for 75,000 bins. The mid-year window will open from 1 December using new processes to allow for a wider mid-year sign up period. The routes have been completely redesigned this year, based on lessons from the last couple of years, to improve service performance. The majority of customers will

have a change in collection day which has been explained in the permit letter they received and reinforced through social media communications.

4.23 Steps are being taken to make the registration process more flexible without compromising the operational integrity of the service in particular to avoid regular re-routing and changes of collection days. This reflects the scale of this service compared to other garden waste collection services and is subject to a separate report in March.

Household Waste Recycling Centres

4.24 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.

4.25 There remains capacity at all sites now: Bankhead remains generally busier than Seafield and Craigmillar and the service is making some physical changes at Bankhead, creating more capacity to meet public demand and allow more cars per slot to be booked and managed on site. This has taken longer than initially expected due to supply issues for the steel required.

4.26 Waiting times to book an appointment are typically no more than one – two days, with same day appointments sometimes available.

4.27 There have been no site closures in the last six months.

Waste Arisings and Tonnage Performance

4.28 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 during the lockdowns and other restrictions.

4.29 In this period all services have been operating, albeit some changes are still in place such as the appointment system at household waste recycling centres.

4.30 Overall waste arisings for the two quarters are 113,165 tonnes (up 6.3% versus this period the previous year). Residual waste tonnages are 63,500 tonnes (down 0.6%). Recycling tonnages are 49,665 tonnes (up 16.7%).

4.31 The overall unaudited recycling rate for the first six months is up at 43.9% from 39.3% over the same period last year, an increase of 4.6% (in Percentage terms this equates to an increase of 11.7%).

4.32 The increased prevalence of mass home working going forward will result in an ongoing trend towards increased tonnages arising from households. This is an emerging national trend and will create significant financial pressures for local authorities which will need to be kept under review.

4.33 During this period the Contracts Team have let a number of contracts. This supports the efficient and cost-effective operation of the service. In particular new contracts have taken effect for communal and kerbside bin containers which

resulted in savings against existing prices. This will support the delivery of the Communal Bin Review in particular and will also ensure that bins are delivered within timescales as set out in the specification documents.

Review of Performance Measures

4.34 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.

4.35 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 and CIMS, as well as the Citizen Digital Enablement Programme and the Business Intelligence Project.

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 The financial impacts on the service arising from COVID-19 continue to be tracked and recorded separately from core budgets.

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 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.

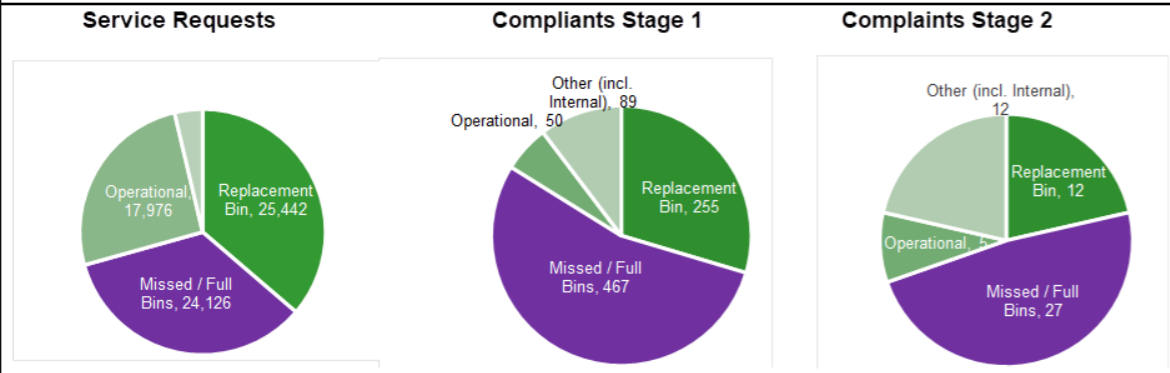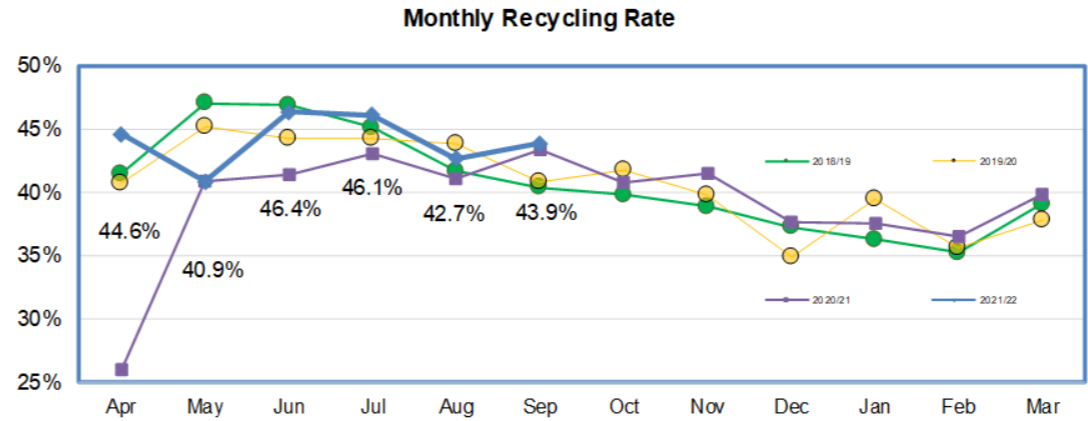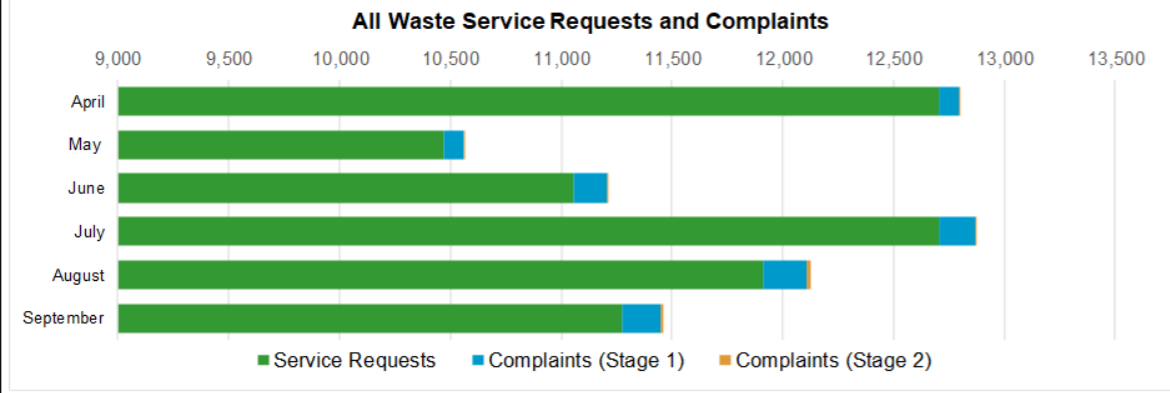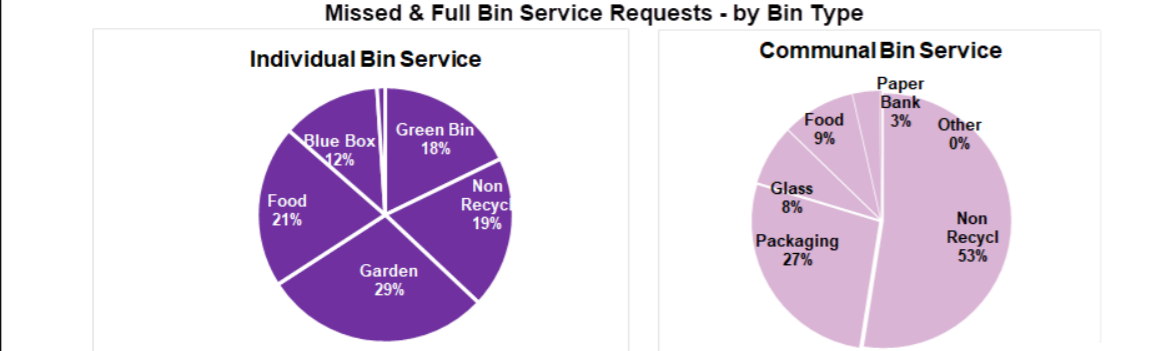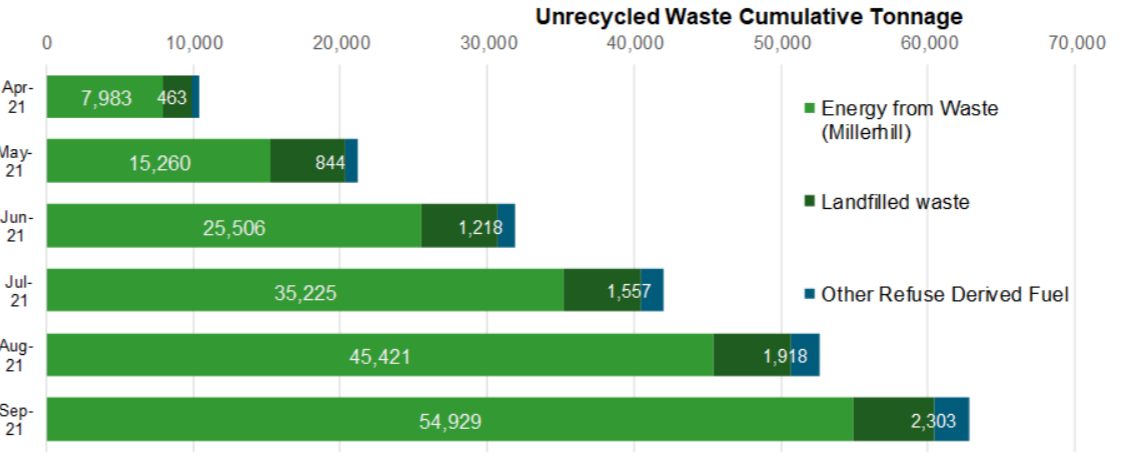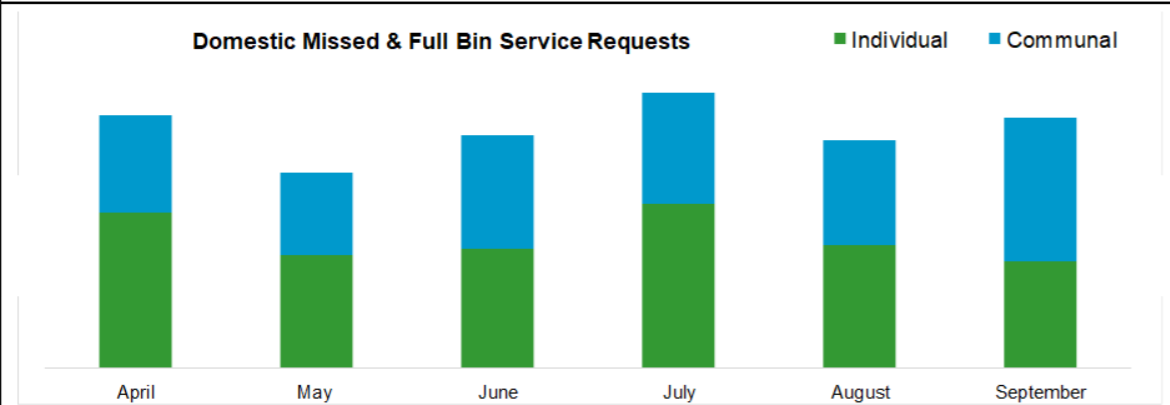## 9.   Appendices

Waste Performance Dashboard - 2021 (Apr - Sep 2021)

All Waste Service Requests and Complaints

Legend: Service Requests ■ Complaints (Stage 1) ■ Complaints (Stage 2)

Service Requests

- Replacement Bin, 25,442
- Operational, 17,976
- Missed / Full Bins, 24,126

Compliants Stage 1

- Other (incl. Internal), 89
- Operational, 50
- Replacement Bin, 255
- Missed / Full Bins, 467

Complaints Stage 2

- Other (incl. Internal), 12
- Operational, ?
- Replacement Bin, 12
- Missed / Full Bins, 27

Domestic Missed & Full Bin Service Requests

■ Individual ■ Communal

Missed & Full Bin Service Requests - by Bin Type

Individual Bin Service

- Blue Box 12%
- Green Bin 18%
- Non Recycl 19%
- Food 21%
- Garden 29%

Communal Bin Service

- Paper Bank 3%
- Other 0%
- Food 9%
- Glass 8%
- Packaging 27%
- Non Recycl 53%

Monthly Recycling Rate

44.6%, 40.9%, 46.4%, 46.1%, 42.7%, 43.9%

Legend: 2018/19, 2019/20, 2020/21, 2021/22

Recycling tonnages

Stream Comparison - Apr to Sep

Waste Stream	2020/21 Tonnes	2021/22 Tonnes	Difference Tonnes	Difference %
Garden Waste - brown bin kerbside	14,000	14,760	760	5%
Community Recycling Centres	5,937	9,715	3,778	64%
Kerbside Recycling - green bin & blue box	10,598	11,169	571	5%
Food Waste	5,373	5,161	-212	-4%
Recycling Banks (glass, paper, textiles, books)	2,665	3,260	594	22%
Packaging bins - on street, communal	1,831	2,583	753	41%
Other streams	1,016	1,600	584	57%
Mechanised street sweepings	1,153	1,424	271	24%
Paper - wheeled bins			0	
Manual Street sweeping			0	
Total Recycling	**42,573**	**49,911**	**7,339**	**17%**

Unrecycled Waste Cumulative Tonnage

Month	Energy from Waste (Millerhill)	Other Refuse Derived Fuel
Apr-21	7,983	463
May-21	15,260	844
Jun-21	25,506	1,218
Jul-21	35,225	1,557
Aug-21	45,421	1,918
Sep-21	54,929	2,303

Legend: ■ Energy from Waste (Millerhill) ■ Landfilled waste ■ Other Refuse Derived Fuel

Appendix 2 - Cleansing Performance Dashboard – April 2021 – September 2021

Cleansing Performance Dashboard - 2020/21 (Apr - Sep 2021)
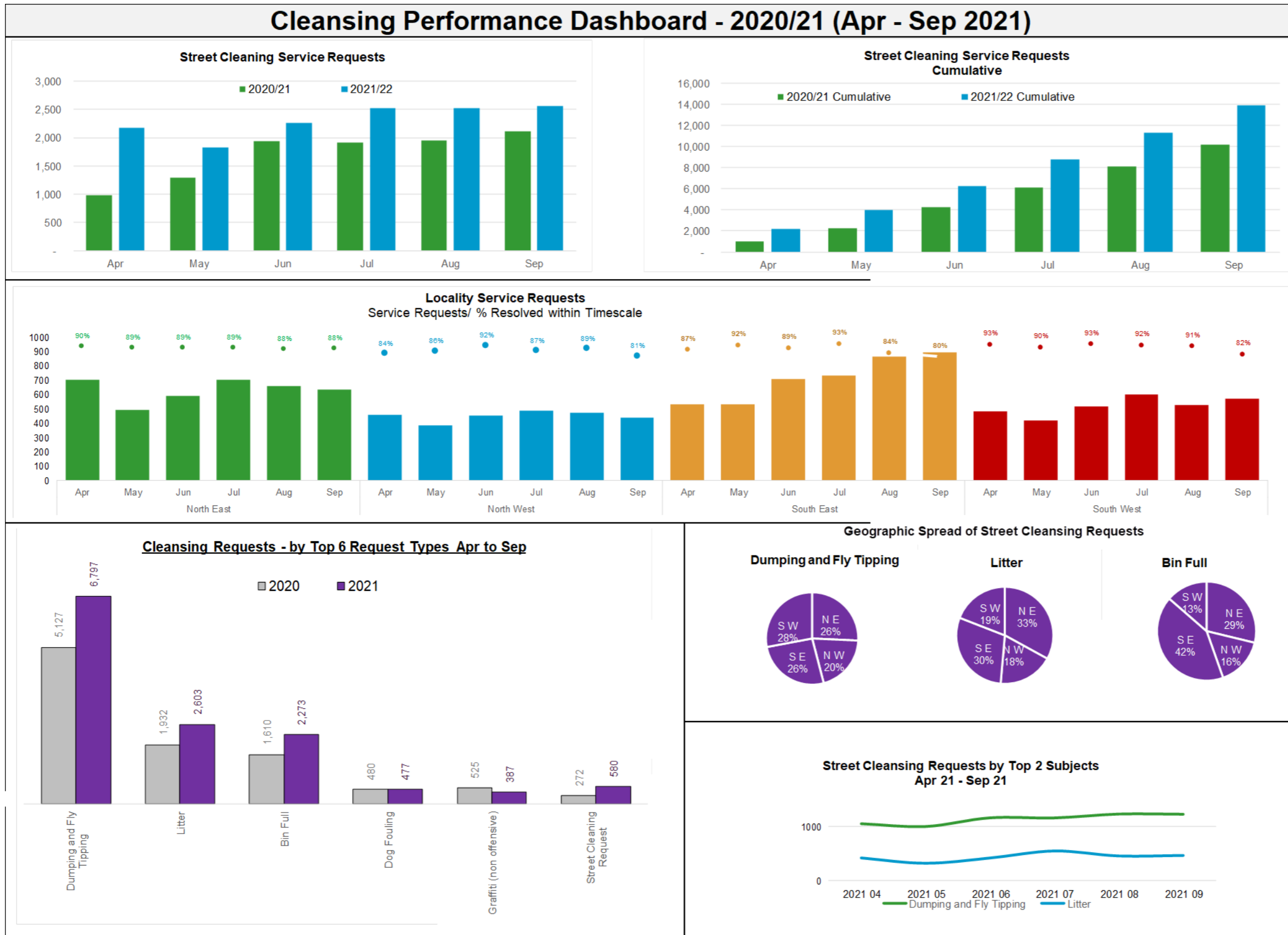
Appendix 3 - Review of Performance Measures Tracker – November 2021

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 new system, and supporting data warehouse, are in place and the project team are working with the service to establish 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. Following a prioritisation of system development work within Waste and Cleansing Services, the complexities and potential cost of these particular changes and resource capacity this development has been put on hold.	Deferred
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 • Dude Solutions (Confirm provider)		
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. 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. Service staff have been trained in the new system and work is underway to obtain the approval required to install the system onto work devices.	In progress
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	Following committee approval, CIMS is no longer being carried out. This action is now closed and performance will be monitored using LEAMS through the action above	Closed