Transport and Environment Committee

10.00am, Thursday, 31 March 2022

Waste and Cleansing Services Update

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

1. Recommendations

1.1 It is recommended that Transport and Environment Committee notes:

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

1.1.2 The update on the Communal Bin Review programme; and

1.1.3 The performance reporting approach will be reviewed once the new committee and operational structures are in place following the election and organisation review.

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Executive Director of Place

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Report

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Waste and Cleansing Service Update

2.   Executive Summary

2.1   This report updates Committee on the Waste and Cleansing Services performance for quarter three of 2021/22 (October - December 2021) and notes the continued impact of COVID-19 on the service, in particular the impact on household waste arisings as people have spent significantly more time at home.

2.2   The report also provides an update on the Communal Bin Review programme.

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.

4.   Main report

Current Service Performance

Impact of COVID

4.1   This report covers the period of October - December 2021, providing data for quarter three of 2021/22.

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 a requirement to shield or self-isolate. This has been impacted further by the latest variant being more transmissible, as well as the removal of the requirement to carry out a PCR test.

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 physical distancing. 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.

4.6   The pandemic has resulted in an increase in waste presented with residents self-isolating, working from home and shopping online.

4.7   The increase in waste presented may reduce as restrictions are easing. It is, however, expected that levels will stay higher than those pre-pandemic as people's lifestyles change and the number of high street shops that no longer exist.

Current Service Performance

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

4.9   The most notable point in Appendix 1 is the increase in all service requests in November. This is was predominately caused by the start of the new garden waste collection year and the expected increase in replacement permit and bin requests, as well as an increase of reports of missed garden collections due to the city-wide reroute as part of the new year.

4.10   However, it should be noted that since April 2021, October and December have received the lowest number of service requests; and November is only higher than May 2021.

Special Uplifts

4.11   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 operating assisted collections as staff cannot enter a customer's property.

4.12   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.

Bin Deliveries

4.13   In mid-October, the bin deliveries service moved from a paper-based operation to in-cab devices allowing the jobs to be directly allocated to the relevant crew and closed at the point of delivery, followed by an automated notification to residents.

4.14   This, along with changes to the stock control processes and award of the contract for the purchase of bins, has significantly improved the performance of the bin deliveries with over 90% of deliveries carried out within the 10-working day target; an increase from the previous 47% completed on time.

Cleansing and street cleaning

4.15   Appendix 2 shows that service requests have increased from the previous year. The main area of pressure is related to full bin reports and sustained levels of dumping and fly-tipping.

4.16   Litter bins collections were rerouted and moved onto in-cab technology in mid-October. The initial transition period, whilst crews become familiar with routes and

the new technology was embedded and reviewed, affected performance. This is to be expected of a service change. Following this period, it is expected that overflowing bin reports will reduce (between November and December there has been a reduction of 23% full litter bin reports).

4.17   The reporting of full litter bins may reflect changed patterns of behaviour, such as increased use of parks and greenspaces, and more recently an increase near shops as these are open again.

4.18   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. The data from the bin sensors through the Smart Cities Operation Centre will assist in this monitoring this.

4.19   Dumping of items seems to reflect a national pattern of illegal behaviour which has been highlighted both by Keep Scotland Beautiful and neighbouring Councils; as well as Defra in England. It is 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.

4.20   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.

4.21   Overall, the cleansing service has proved resilient despite the lower staffing numbers associated with the coronavirus pandemic at certain times and the need to divert resources to other areas such as scheduled waste collection at certain times.

4.22   For the performance monitoring programme this year, an integrated approach will be taken whereby the new Litter Monitoring System (LMS) digital platform and technology will be used. However, the current Local Environmental Audit and Management System (LEAMs) methodology will be continued to be used. Litter counts which align with the new code will be undertaken but they will be used for the Key Performance Indicators this year.

4.23   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.

4.24   The Scottish Government recognise that littering and fly-tipping have both increased nationally since the publication of their current strategy, with fly-tipping a particular issue, and are consulting on their new strategy. The Council's draft response was reported to Committee in January 2022.

4.25   The street cleansing service is currently undergoing an operational review to ensure resources are effectively targeted.

Garden waste and Household Waste Recycling Centres

4.26 Separate committee reports are being presented to this Committee on garden waste and the household waste recycling centres.

Waste Arisings and Tonnage Performance

4.27 Overall waste arisings for the three quarters are 167,521 tonnes (up 2.2% versus this period the previous year). Residual waste tonnages are 93,063 tonnes (down 0.5%). Recycling tonnages are 73,588 tonnes (up 14.6%).

4.28 The overall unaudited recycling rate for the first nine months is 43.9% up from 39.5% over the same period last year, an increase of 4% (in percentage terms this equates to an increase of 10%).

4.29 The methodology for calculating recycling rates in Scotland excludes some outputs from the energy recovery process, such as aggregates. In addition the ash is stockpiled and the metals extracted for recycling at intervals so these are not reported each month.

4.30 In summary the trend seen previously, linked to the expansion of home working and home delivery during the pandemic, has continued with an increase in waste arisings which is also being reported by other Councils. This is not offset by a reduction in trade waste tonnages as the Council does not operate a trade waste service, and this trend is expected to continue, and will put pressure on the service.

4.31 However, the residual waste tonnage has started to decrease slightly versus the same period last year and more waste is now being recycled. While recycling performance fell in the previous year as a result of COVID-19 disruptions the recycling rate of 42.6% for the first three quarters of this year is actually higher than this period in the last two pre-pandemic years (2018/19: 42.1% and 2019/20: 41.7%).

Review of Performance Measures

4.32 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.

4.33 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 (Cleanliness Index Monitoring System), as well as the Citizen Digital Enablement Programme and the Business Intelligence Project.

4.34 With the upcoming elections in May 2022 along with the organisational review within Place that will affect service structures, the performance reporting approach will be reviewed in line with the new operational and committee structures once in place.

Communal Bin Review

4.35 Following a commitment made by the Transport and Environment Committee on [27 January 2022,](#) the Convenor, Vice Convenor and officers met with representatives from Edinburgh World Heritage (EWH), Historic Environment Scotland (HES), Cockburn Association (CA), New Town and Broughton Community Council (NTBCC), West End Community Council (WECC) and Stockbridge and Inverleith Community Council (SICC) on 1 March 2022.

4.36 At the meeting, an update on all of the mitigation measures that had been discussed with EWH and HES was provided.

4.37 There were three actions agreed:

4.37.1 To pause on the progression of Traffic Regulation Orders (TROs) in the streets with gull proof sacks while the Council undertakes a feasibility study of alternatives solutions, primarily underground waste solutions and waste rooms;

4.37.2 To work with NTBCC and the other Community Councils to discuss options to improve recycling rates in streets where gull proof sacks are used; and

4.37.3 That representatives from EWH and HES would continue to work with officers to identify bin locations in the other parts of the EWH area.

4.38 Officers have commissioned the Association of Public Services (APSE) to undertake the feasibility study into alternative solutions. It is anticipated that the scope for inclusion will be agreed by the end of April and that the study will be completed within six months.

4.39 Officers met with representatives of NTBCC on 22 March to discuss potential trial options. A further meeting is planned in early April to agree a trial collection approach.

5. Next Steps

5.1 The Waste and Cleansing team will:

5.1.1 Continue activities towards improving service performance;

5.1.2 Continue activities towards revising the performance measures;

5.1.3 Review the approach to Committee reporting following the Election and once new service operational structures are embedded; and

5.1.4 Progress the actions outlined in paragraphs 4.37 – 4.39.

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.

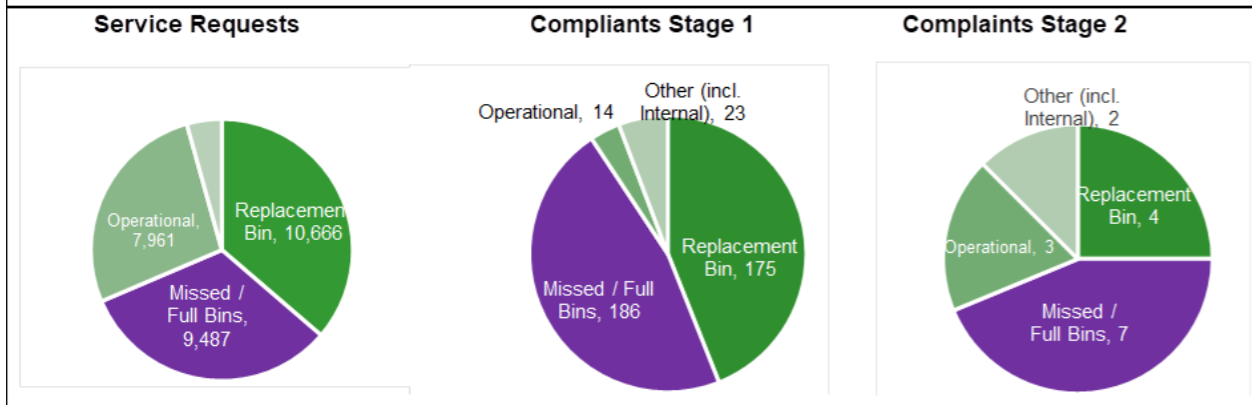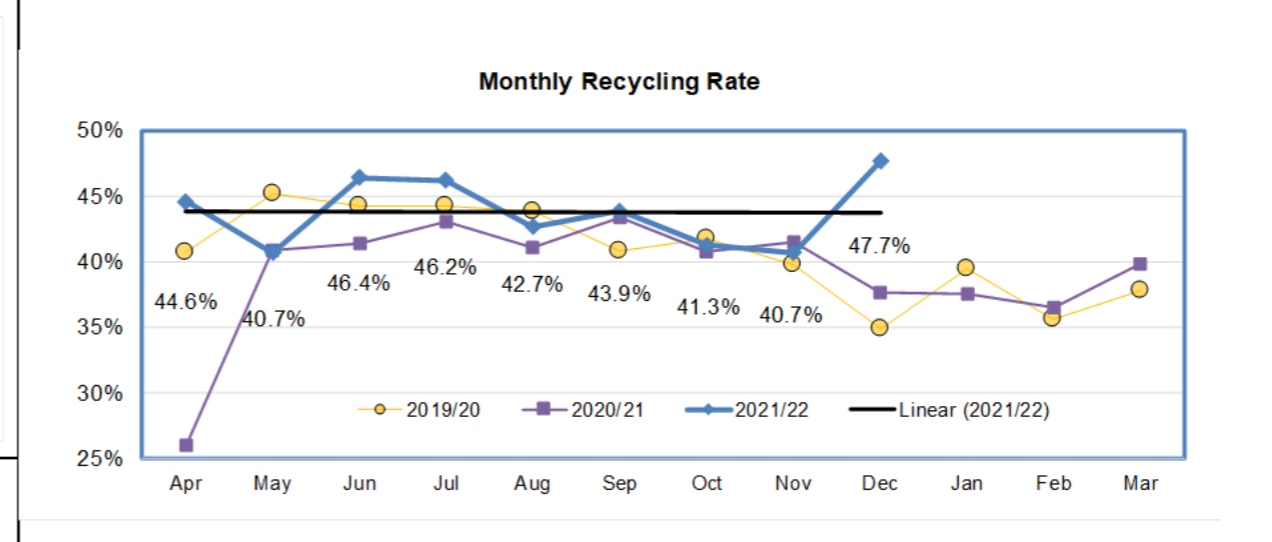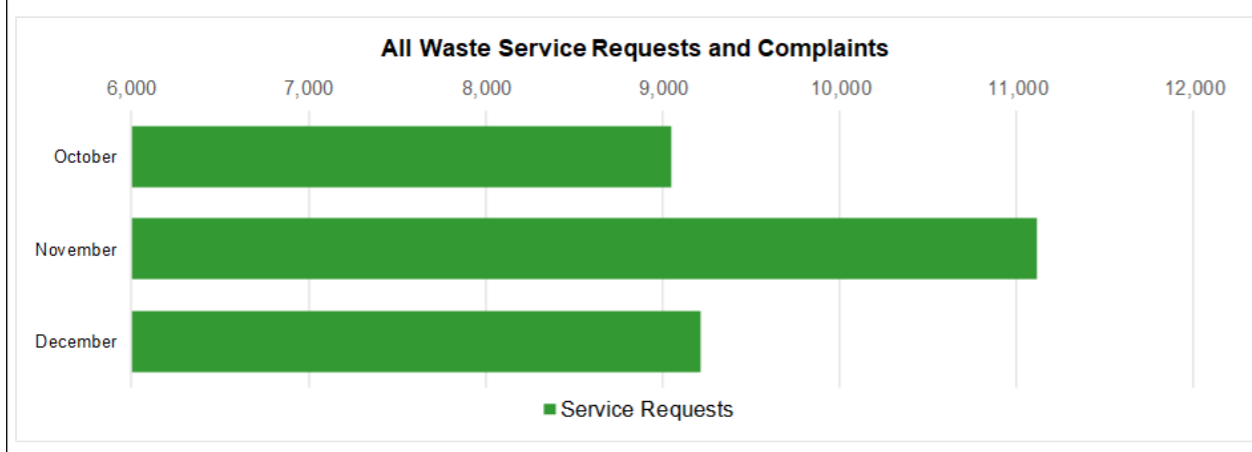# 8. Background reading/external references

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.

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.

8.8 Waste and Cleansing Services Performance Update – Report to Transport and Environment Committee, 28 January 2020.

8.9 Waste and Cleansing Services Performance Update – Report to Transport and Environment Committee, 17 June 2021.

8.10 Waste and Cleansing Services Performance Update – Report to Transport and Environment Committee, 11 November 2021.

9.   Appendices
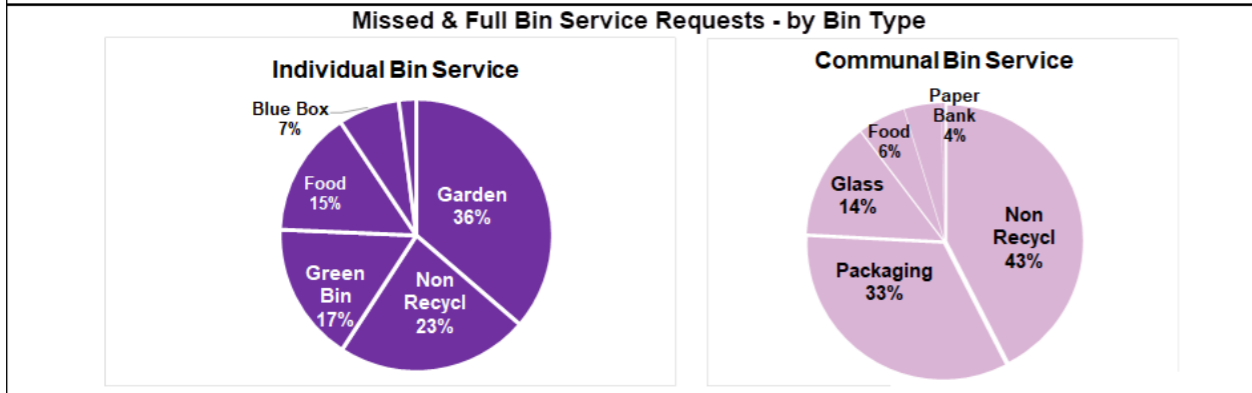
Appendix 1 – Waste Performance Dashboard – October-December 2021

Waste Performance Dashboard - 2021 (Oct - Dec 2021)
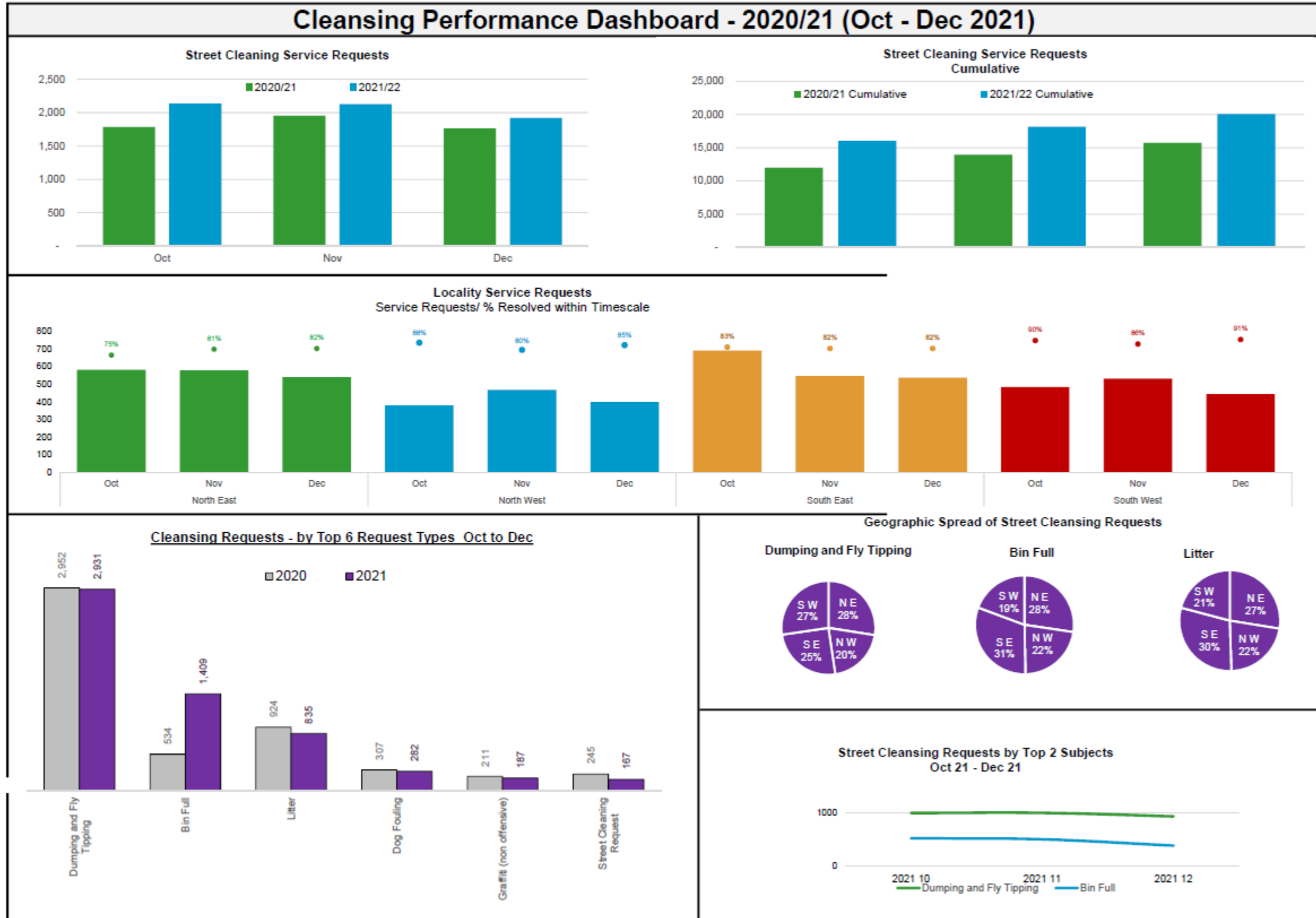
All Waste Service Requests and Complaints

Service Requests — October, November, December

Service Requests

Replacement Bin, 10,666
Operational, 7,961
Missed / Full Bins, 9,487

Compliants Stage 1

Operational, 14
Other (incl. Internal), 23
Replacement Bin, 175
Missed / Full Bins, 186

Complaints Stage 2

Other (incl. Internal), 2
Replacement Bin, 4
Operational, 3
Missed / Full Bins, 7

Domestic Missed & Full Bin Service Requests

Individual | Communal

October, November, December

Missed & Full Bin Service Requests - by Bin Type

Individual Bin Service

Blue Box 7%
Food 15%
Garden 36%
Green Bin 17%
Non Recycl 23%

Communal Bin Service

Paper Bank 4%
Food 6%
Glass 14%
Packaging 33%
Non Recycl 43%

Monthly Recycling Rate

2019/20 | 2020/21 | 2021/22 | Linear (2021/22)

44.6%, 40.7%, 46.4%, 46.2%, 42.7%, 43.9%, 41.3%, 40.7%, 47.7%

Recycling tonnages

Stream Comparison - Oct to Dec

Waste Stream	2020/21 Tonnes	2021/22 Tonnes	Difference Tonnes	%
Garden Waste - brown bin kerbside	3,948	3,653	-295	-7%
Household Waste Recycling Centres	3,737	3,082	-655	-18%
Kerbside Recycling - green bin &blue box	5,794	5,491	-303	-5%
Food Waste	2,836	2,680	-156	-6%
Recycling Banks (glass, paper, textiles, books)	1,674	1,692	18	1%
Packaging bins - on street, communal	1,202	1,294	92	8%
Other streams	1,261	926	-335	-27%
Mechanised street sweepings	1,095	897	-198	-18%
Paper - wheeled bins		116	116	100%
Manual Street sweeping				
Total Recycling	**21,547**	**19,831**	**-1,716**	**-8%**

Unrecycled Waste Cumulative Tonnage

Energy from Waste (Millerhill) | Landfilled waste | Other Refuse Derived Fuel

Month	Energy from Waste	Other RDF
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
Oct-21	64,073	2,661
Nov-21	73,781	3,016
Dec-21	83,765	3,472
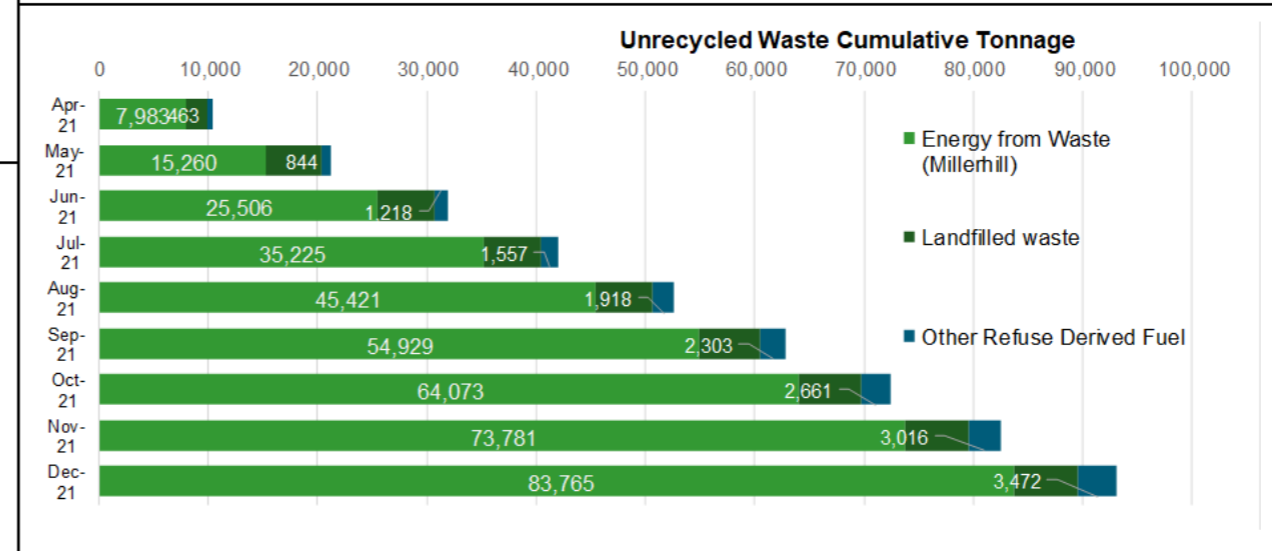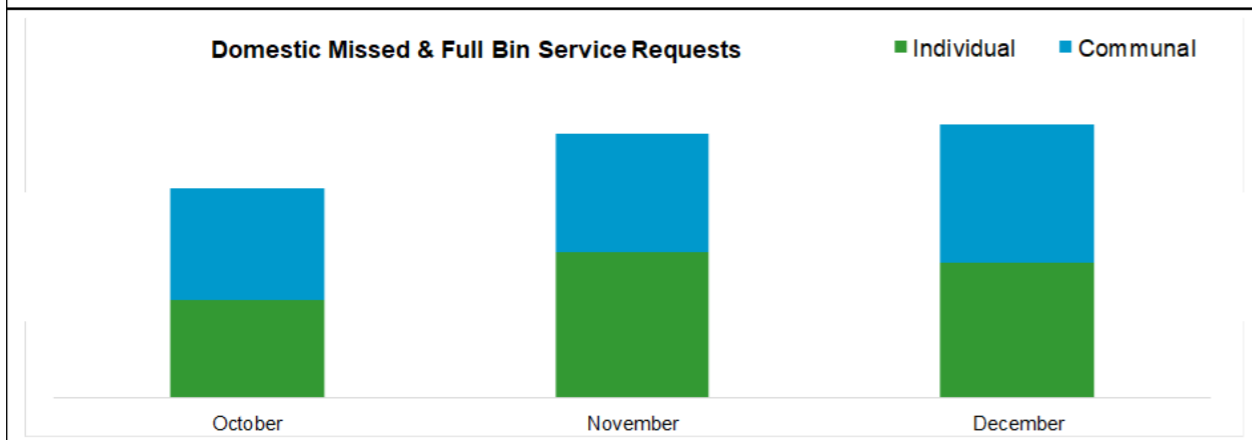
Appendix 2 - Cleansing Performance Dashboard – October-December 2021

Cleansing Performance Dashboard - 2020/21 (Oct - Dec 2021)

Appendix 3 - Review of Performance Measures Tracker – January 2022

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 finalise set up, train managers and officers within the service and carry out transition activities. Alongside this the service have also commenced work 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 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