

Transport and Environment Committee

10.00am, Thursday, 6 December 2018

Waste and Cleansing Services Performance Update

Item number	7.13
Report number	
Executive/routine	Routine
Wards	All wards
Council Commitments	23 , 25

Executive Summary

This report updates Committee on the Waste and Cleansing Services performance for the period of July to September 2018 (quarter two).

The report also updates Committee on the impact that the service changes in October; the introduction of chargeable garden waste and four-day week kerbside collection model, has had on missed bin reports and the actions being taken by the service to rectify these transition issues.

Finally, the report provides an update on the progress made towards the activities to revise the suite of performance reporting measures for the service over the last quarter and the next steps involved.

Waste and Cleansing Services Performance Update

1. Recommendations

- 1.1 It is recommended that Committee:
 - 1.1.1 Note the contents of this report in respect of Waste and Cleansing Services performance
 - 1.1.2 Note the impact of the chargeable garden waste and four-day week kerbside collection model implemented in October has had on service performance
 - 1.1.3 Note the activities, and dependencies, required to implement the revised performance reporting and the progress towards this

2. Background

- 2.1 This report updates Committee on the Waste and Cleansing Services performance for the period of July to September 2018 (quarter two). Along with this the report includes the impact that the service changes in October, these being the introduction of chargeable garden waste and four-day week kerbside collection model, has had on missed bin reports and the actions being taken by the service to rectify these transition issues.
- 2.2 As highlighted in the report presented to Transport and Environment Committee on 9 August 2018, Waste and Cleansing Services has been through, and continues to experience, significant changes outlined at a high level below. These changes present a number of opportunities to amend the suite of performance measures and reporting structure. This report will cover the progress made on the steps required to make the amendments to the Waste and Cleansing Services performance monitoring.
 - 2.2.1 Structural set up – merging waste and cleansing services into one centrally managed service and Operations Managers now responsible for both waste and cleansing services. Implementing the four-day week kerbside collection model with longer working days for increased route efficiencies, this includes routing the areas collected each day in a way that allows vehicles to return for any reported missed bins from previous days without significantly impacting the collection of bins scheduled for uplift that day.
 - 2.2.2 Policy and procedural changes – including expansion of material streams available in wider areas of the city, the implementation of the chargeable garden waste service, the upcoming communal bin review, revisions to the Code of Practice on Litter and Refuse, and the potential implications of the forthcoming Deposit Return Scheme.

- 2.2.3 Investment in infrastructure – including the food waste treatment plant, the two operational sites (including transfer stations) under development, and the energy from waste plant currently receiving commissioning tonnage.
- 2.2.4 Technological developments – including the introduction of Routesmart route management software, introduction of an IVR (interactive voice response) system at the Contact Centre as part of the Corporate Channel Shift project, and upcoming development of new and existing webforms.

3. Main report

Current Service Performance

- 3.1 The new performance reporting dashboards were presented to Transport and Environment Committee in August and agreed to be reported to every second cycle. The quarter two dashboards can be found in Appendix One and Appendix Two.
- 3.2 Key service performance factors show:
 - 3.2.1 2018 has experienced the lowest number of missed individual bin reports on a month by month basis between January and September when compared to previous years' performance back to August 2014. The exception to this being March which had 10 more reports than March 2015;
 - 3.2.2 Cumulatively, 2018 has encountered 14,441 missed individual bin reports from January to September. This is a reduction of 5,494 (or 28%) from the same period in 2017; 13,910 (or 49%) from 2016; and 9,318 (or 39%) from 2015;
 - 3.2.3 Unfortunately, the service changes in October has resulted in missed individual bins reports increased significantly to 6,161 whilst the service transitions. Further information is provided on these changes and the impact it has had from point 3.3 below. However, this amends the cumulative totals shown in point 3.2.2 above to 20,602 missed individual bin reports when assessing January to October. This still gives an overall reduction of 1,173 (or 5%) from the same period in 2017; 9,361 (or 31%) from 2016; and 6,529 (or 24%) from 2015;
 - 3.2.4 Full or overflowing communal bin reports increased from 12,855 between 1 January and 30 September 2017 to 14,495 between 1 January and 30 September 2018 (13% increase). A number of internal and external factors have attributed to this increasing including the snow in March; increase in new developments being built; contamination of bins; increase in Air BnB and short term lets, vehicle issues; capacity; locations; trader abuse; resident misuse (large bulk items deposited in bins); and a number of other factors highlighted as the need for a communal bin review such as pedestrian flows and integration of recycling alongside residual waste containers.

- 3.2.5 Actions being taken to address this include the review of spare vehicle requirements across the service (including additional hire vehicles being put in place currently); splitting the communal bin service from operating at one depot to an East and West split, at the beginning of November, reducing travel time to increase productive time of each route; increasing collection frequency at areas known for high usage of bins; developing plans to reroute the communal collection service in the new year; and the project manager now appointed for the Communal Bin Review project.
- 3.2.6 In the first two quarters of 2018/19 waste service requests totalled 55,790. 1,281 requests (2%) escalated to a Stage 1 complaint and a further 181 (0.3%) became Stage 2 complaints. Compared to the same period in previous years 2017/18 saw 1,628 (3%) and 153 (0.3%) of the 47,437 service requests escalate to a Stage 1 and Stage 2 complaint respectively; and 2016/17 saw 6,439 (11%) and 1,325 (2%) of the 56,824 service requests escalate to a Stage 1 and Stage 2 complaint respectively.
- 3.2.7 The number of special uplifts increased from 9,508 uplifts (of 22,671 items) between April 2017 to September 2017 to 10,249 uplifts (of 21,907 items) between April 2018 to September 2018 (8% increase in uplifts and a reduction of 3% in items uplifted).
- 3.2.8 Street cleansing requests (including dumping and flytipping) decreased from 20,708 in 2016/17 to 18,099 in 2017/18 (13% reduction). The first six months of 2018/19 has saw the service receive 10,850 requests; this is an increase from the 9,018 requests for the same period in 2017/18.
- 3.2.9 The Cleanliness Index Monitoring System (CIMS) score for quarter two was 68 with 94% of streets recorded as clean. This is higher than the quarter two results for the past four years.
- 3.2.10 Year to date waste arising (April to September 2018) are 110,854 tonnes. This is 1,011 (0.9%) tonnes less than the same period last year. 61,390 tonnes of this waste is unrecycled and has either been processed as landfill or refused derived fuel; resulting in a year to date recycling rate of 44.6% (0.8% reduction on year to date recycling rate in 2017/18).
- 3.2.11 A breakdown of recycling tonnages by collection scheme is provided in Appendix One below shows that improvements in recycling performance have been seen in manual street sweepings and communal packaging bins. The amount of garden waste recycled has decreased significantly (10% less than the same period last year) and is thought to be as a direct result of the prolonged period of hot weather between June and September resulting in less garden waste being produced.
- 3.2.12 The recycling performance of the kerbside dry mixed recycling service has decreased year to date by 619 tonnes (6%). A number of factors could account for this drop including challenging market conditions for the resale of the materials driving more stringent contamination protocols at the MRF, the closure of China as an outlet for the materials and the use of refuse vehicles

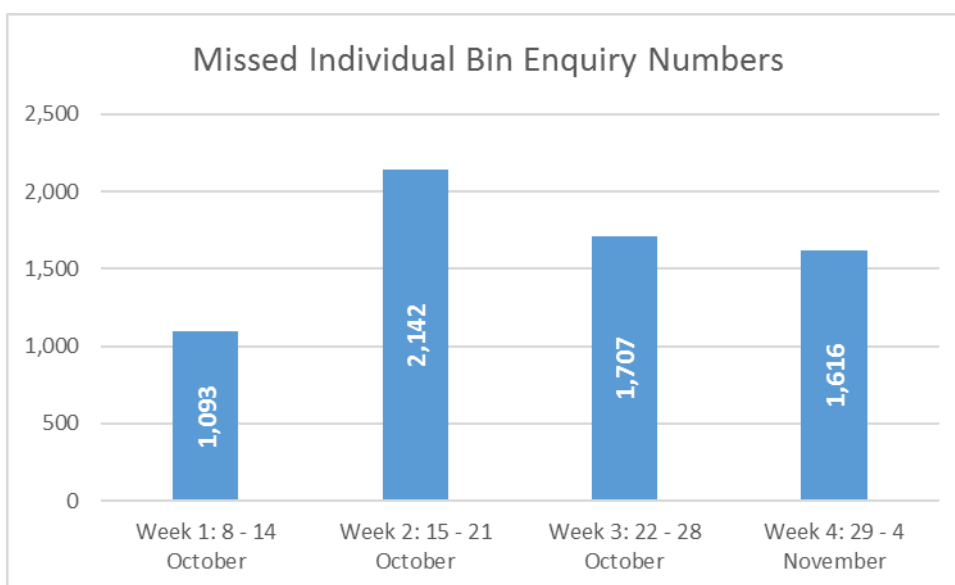
for multiple waste streams. The introduction of the new four-day week has resulted in dedicated vehicles for dedicated waste streams. This will reduce the risk of contamination of recycling materials.

Service Changes in October

- 3.3 The chargeable garden waste service and four-day kerbside collection model changes were implemented on 8 October following approval as part of the budget setting process in February this year.
- 3.4 The move to the four-day collection model is the largest service change implemented on the same day city wide in recent years impacting approximately 130,000 households with the full range of kerbside services and a further 44,000 properties receiving the red and blue box service or kerbside food only. The last service change of this scale was the implementation of the 5-day double shift model rolled out in 2012.
- 3.5 In addition to this, 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.
- 3.6 With any service changes of this scale there is an expected period of impact on performance whilst transition takes place and the changes embed. The following outlines the impact that these changes have had on missed bin reports and the actions being taken to rectify these:
 - 3.6.1 The missed individual bins reported between 8 October and 31 October equate to 5,781; this is an increase of 4,740 from the 1,041 reports last month (7 to 30 September); or an increase of 4,420 from the 1,361 reports in the same date range in October 2017. It should also be noted that during the same period of time, the service has undertaken approximately 1.5m collections to kerbside properties.
 - 3.6.2 As part of the implementation of the new collection model, it was identified that some properties would experience gaps in their service delivery. The council made the decision to offer additional collections across two weekends (weekends commencing 6 and 13 October) for properties that would have a change of more than 7 days between the collection date on their old and new calendars. A mix of the error in the initial letter sent to residents along with delays in completing the additional collections on time has resulted in additional missed bin reports. These are not recorded separately and therefore included in the missed bin report figures.
 - 3.6.3 The following table provides a breakdown of the 5,781 reports by ward to illustrate the areas impacted by the change. The three wards with the highest report levels are Almond, Liberton/Gilmerton and Portobello/Craigmillar.

Row Labels	Count of enquiry_number
01-Almond	674
16-Liberton/Gilmerton	664
17-Portobello/Craigmillar	560
04-Forth	452
05-Inverleith	391
02-Pentland Hills	371
14-Craigeninny/Duddingston	345
03-Drum Brae/Gyle	336
15-Southside/Newington	328
06-Corstorphine/Murrayfield	325
08-Colinton/Fairmilehead	307
07-Sighthill/Gorgie	273
10-Meadows/Morningside	193
09-Fountainbridge/Craiglockhart	165
13-Leith	143
11-City Centre	134
12-Leith Walk	120
Grand Total	5781

3.6.4 The following graph provides a breakdown of missed bin report levels for the first four weeks of the new services.



- 3.7 Following the roll out of the new collection model it was identified that a small percentage of properties/streets had not been included in the routes for some, or all, of the services. This resulted in residents impacted by this not receiving a new collection calendar and collection service. The team have been actively working to rectify this issue. As these properties/streets were identified it was raised with Operations to carry out a collection whilst the routes were amended.
- 3.8 The main cause of this issue has been routes previously designed and delivered at a street level using the Confirm system but transferred to a property level as part of the use of the Routesmart system. This appears to have had an impact on some newer streets/developments and those streets with a mix of properties that are served by kerbside and communal services.

- 3.9 The service continues to actively monitor presentation of bins across the city to ensure that the correct bins are set out on the correct collection day. Where this has not appeared to be the case corrective action is taken such as posting calendars through residents' letterboxes. This appears to be having a positive outcome when comparing these streets against the missed bin reports and the presentation of correct bins in subsequent weeks.
- 3.10 Where a customer has reported a missed collection for a day different to their new collection schedule the team have been making contact with these residents to advise of their new calendars to avoid repeat issues and ensure collections can be carried out as scheduled.
- 3.11 There also appeared to be an increase in the number of assisted collections reported as missed. All assisted collections held in the Confirm system at the end of September were uploaded into the routes for Routesmart and close to 70% of the 728 missed assisted collections reported between 8 and 31 October are set up on Confirm as receiving this service. Residents only receive assistance, for the services that were requested at the time of setting up the service so for example if they don't participate in the food collection service assistance for this service has not been set up. Officers have set up the remaining 30% whilst confirming the 70% now receive the assisted collections that had been reported as missed.
- 3.12 It was also noted that there have been some properties that were previously receiving informal assisted collections where crews had provided this service (usually as a result of a request from the resident whilst at the property) without central records being updated. This meant that these informal collections were then not recorded in the new route data and the newly assigned crews did not know about them.
- 3.13 We have experienced a recent increase in the number of requests from residents to be set up as a new assisted collection. Since 1 January 2018 to 8 November 2018 there has been 525 requests for new assisted collection support; 132 (25%) of these requests have been received since 1 October 2018. We fast-tracked the set up process (approving requests/set up without the standard assessments required) and these have been recorded on Routesmart as part of ongoing updates.
- 3.14 There will be a review of all assisted collections in the new year to assess continued requirement for customers and capture contact details for residents. Those collections that have been newly set up will also be included in this.
- 3.15 In addition to these changes, the service has also started the commissioning of the new Energy from Waste plant at Millerhill in October. The plant is set to begin full operation in 2019, will treat around 135,000 tonnes of household residual waste a year from the City of Edinburgh and Midlothian Councils, and a further 20,000 tonnes of commercial waste a year.
- 3.16 This will be an energy recovery facility, whereby the "landfill" waste will be shredded, recyclable metal removed, and the remainder burned to generate fuel. Initially the new plant will generate electricity, but this and the food waste plant also produce a by-product of heat, which can potentially be used to provide a local

energy source and is being actively pursued by the Councils. This maximises the energy efficiency of the process, helping to reduce our carbon emissions.

Review of Performance Measures

- 3.17 The opportunities to report Waste and Cleansing Services performance is 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.
- 3.18 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.
- 3.19 A progress update on the areas outlined in the report to Transport and Environment Committee in August can be found in Appendix Three. These areas include the review of: bin collection performance, LEAMs (Local Environmental Audit and Management System) and CIMS (Cleanliness Index Monitoring System).
- 3.20 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 KPIs and complaints reporting – will be revised to incorporate this new information.

4. Measures of success

- 4.1 Amendments to the performance information captured and reported will be essential to demonstrate overall service delivery performance and provide a more in-depth understanding of the reasons when this is not achieved allowing issues to be resolved and further areas for improvement to be identified.

5. Financial impact

- 5.1 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.
- 5.2 Landfill costs are:

Disposal Costs	Quarter 2 (July - Sept)
Refuse Derived Fuel	0.00
Landfill	3,685,161.50
Road Haulage	217,792.88
	3,902,954.38

6. Risk, policy, compliance and governance impact

- 6.1 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. Equalities impact

- 7.1 There are no identified equalities impacts resulting from this report.
- 7.2 The Waste and Cleaning 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.

8. Sustainability impact

- 8.1 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.
- 8.2 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 waste to landfill, increasing the amount of recycling and improving Edinburgh's local environmental quality.

9. Consultation and engagement

- 9.1 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.

10. Background reading/external references

- 10.1 [Waste and Cleansing Services Performance – Item 7.10](#) Transport and Environment Committee 9 August 2018.

Paul Lawrence

Executive Director of Place

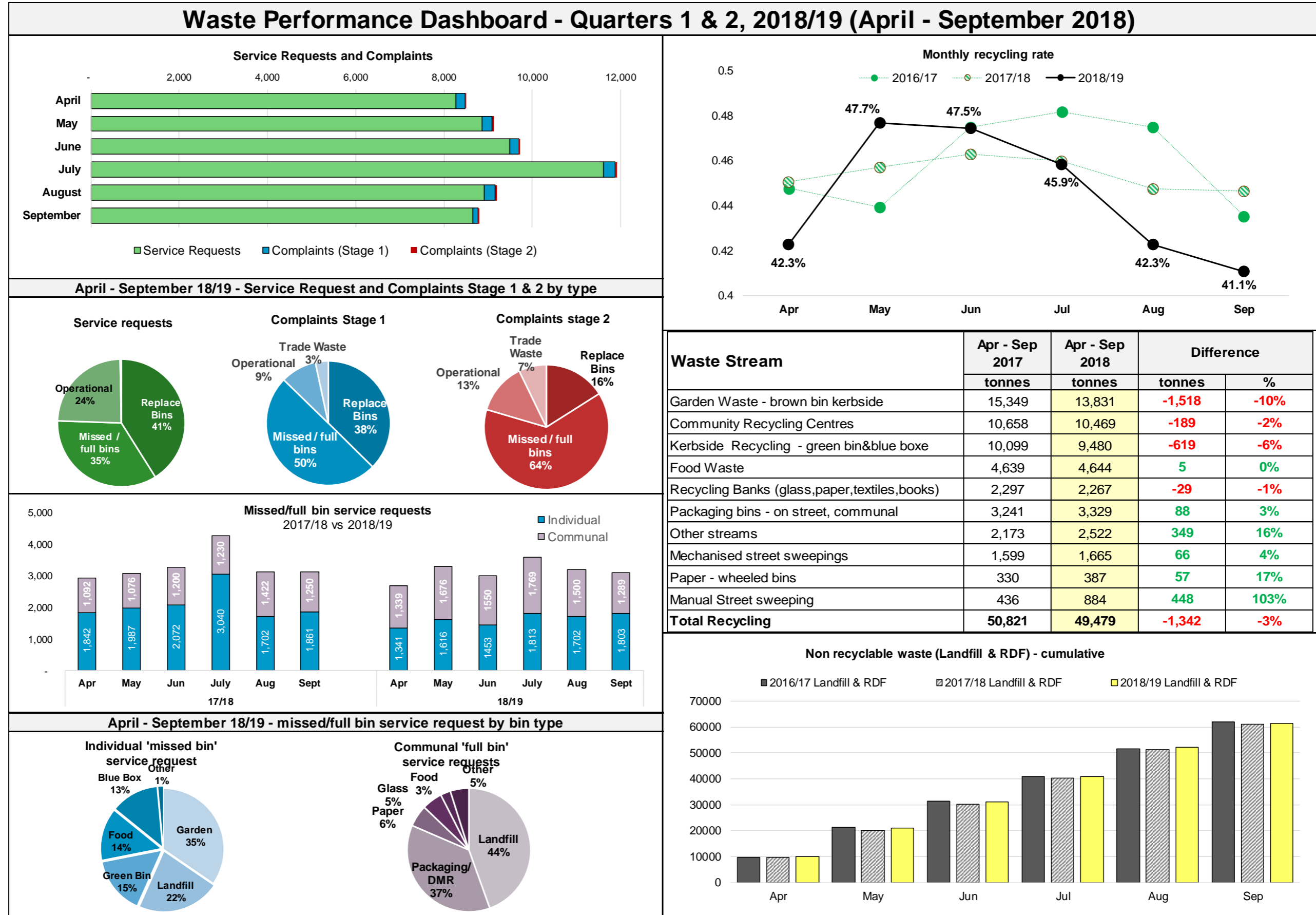
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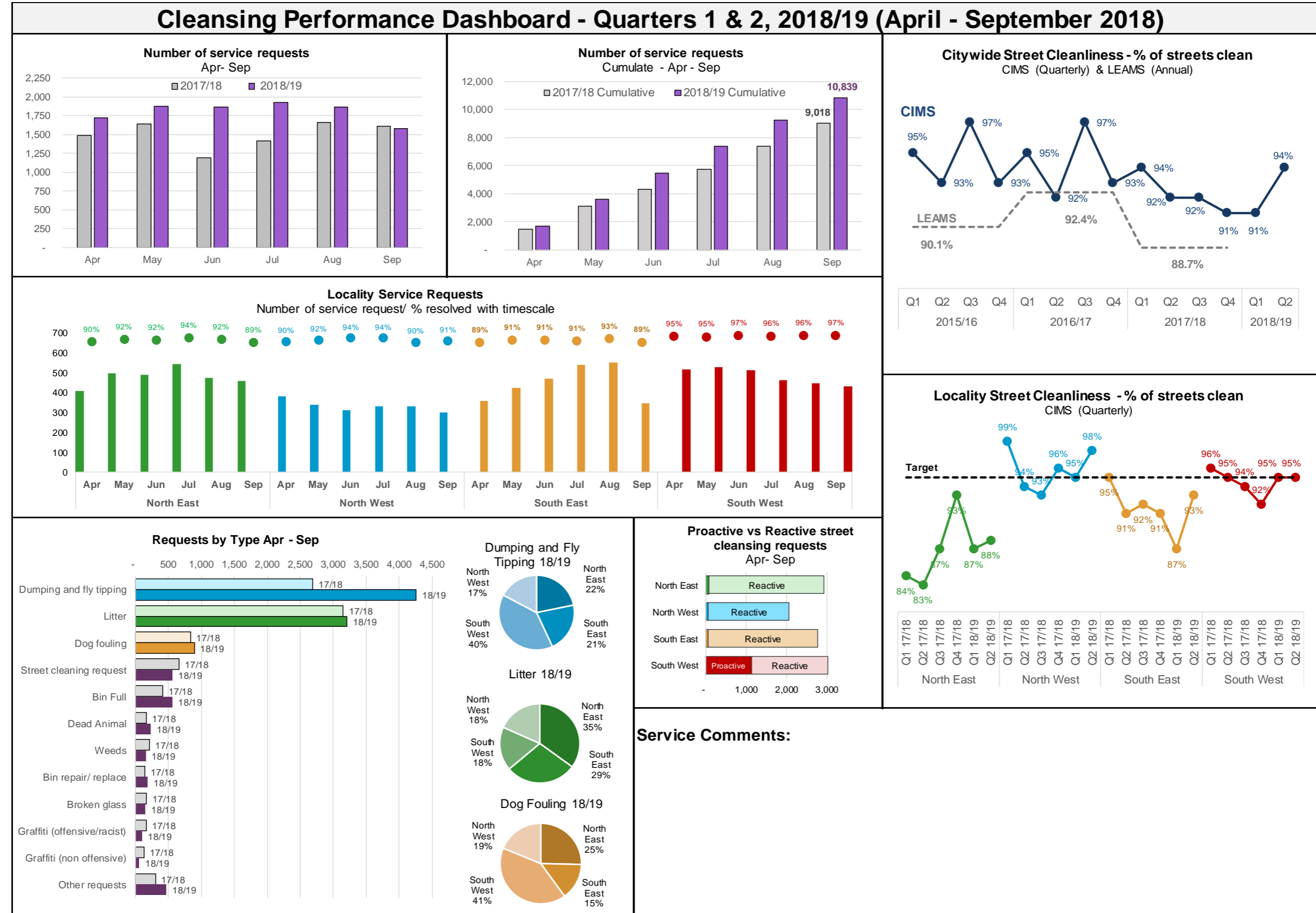
11. Appendices

- Appendix 1 Waste Performance Dashboard – Quarters 1 & 2, 2018/19
(April – September 2018)
- Appendix 2 Cleansing Performance Dashboard – Quarters 1 & 2, 2018/19
(April – September 2018)
- Appendix 3 Review of Performance Measures Tracker – October 2018

Waste Performance Dashboard – Quarters 1 & 2, 2018/19 (April – September 2018)



Cleansing Performance Dashboard – Quarters 1 & 2, 2018/19 (April – September 2018)



Review of Performance Measures Tracker – October 2018

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 • ICT • CGI 	The Council and their ICT partners, CGI, have set up a BI project team to review the legacy BI System currently in place and establish requirements and solution options for the corporate systems estate. The long-term solution for Routesmart performance reporting will be included. The project is current developing its Project Initiation Documentation. In the meantime, a tactical solution is being progressed with CGI and Strategy & Communications for Routesmart in the current solution (Cognos).	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				
2.1	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)	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) • Connect Assist (sub-contractor of CGI) • ICT 	Work has been carried out to understand the requirements from these changes and the actions required to implement these. The timescales and resources to carry this out are currently being established. These elements were put on hold whilst resources were prioritised to the forms and systems set up required for the implementation of the chargeable garden waste service.	On hold
2.2	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				
2.3	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				
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	The service will 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 • ISL (Routesmart provider) • ICT • Pitney Bowes (Confirm provider) <i>potentially</i> 	This action has not yet started however will be investigated as part of the wider Routesmart project with CGI, and other stakeholders.	Not yet started
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. 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 	ZWS and KSB have been working closely with COSLA, APSE, the Improvement Service and Local Authority partners to develop an updated monitoring system providing a more modern platform for the collection, evaluation and presentation of data on litter and other indicators of local environmental quality. A trial is currently underway with six Local Authorities and, in time, this will form part of the requirements of the statutory Performance Indicator for street cleanliness in line with the new Code of Practice on Litter and Refuse.	Not yet started
5	CIMS is the method used by The City of Edinburgh Council to assess street cleanliness. 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. 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).	<ul style="list-style-type: none"> • Keep Scotland Beautiful 	KSB carried out a pilot survey in Ward 11 during the June 2018 CIMS survey to assess how these issues could be surveyed and how this data, along with the LEQs and litter types, could be presented in a meaningful manner. Next steps are to consider if the new methodology should be introduced; considering financial implications and alignment with the revised LEAMS above.	In progress