Public Document Pack

COMMUNITIES OVERVIEW & SCRUTINY PANEL

THURSDAY, 1ST OCTOBER, 2020

At 6.15 pm

in the

VIRTUAL MEETING - ONLINE ACCESS,

SUPPLEMENTARY AGENDA

PART I

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Target Operating Model Update
Royal Borough of Windsor & Maidenhead

Katy Bassett, Regional Director, South
Thursday 1st October 2020

An Apology

- We are deeply sorry for the disruptions to service performance during this period.

- We continue to focus on our daily service and making the improvements necessary to deliver a service that meets resident and contractual expectations.

- We are working with the Council to deliver a sustainable service. This includes the making key decisions about the second wave of Covid-19.

- We continue to work closely with local Councillors and residents to capture feedback that addresses issues.

- We are working on a joint communication plan which includes the development of the new CRM tool, and processes necessary to respond quickly to issues. Our activities also include making updates to the Council website and shared communication of messages.

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Our Contract with Windsor & Maidenhead

We collect waste from over 180,000 collection points per week

The Borough

68,044 Properties:
- 48,685 Houses
- 19,359 Flats

Our People

80 Staff:
- 21 Drivers **+ 3**
- 34 Loaders **+ 9**
- 2 Workshop Fitters
- 15 Waste Transfer
- 8 Office & Management **+ 4**

Our Fleet

- 23 Dustcarts (2 narrow access) **+ 3**
- 2 Vans: Bulky & Bin Deliveries
- 3 Supervisor Vans
- 3 Plant Vehicles

Our Services

Collections
- Refuse
- Recycling
- Food
- Textiles
- WEEE / Batteries
- Garden
- Bulky

Waste Disposal
- Civic Amenity Site
- Waste Transfer Station
- Household Waste Recycling Centre

Bin Deliveries

Collection Figures

Refuse
57,422
Weekly Collections

Recyclables
57,355
Weekly Collections

Garden
8,726
Weekly Collections

Food Waste
57,355
Weekly Collections

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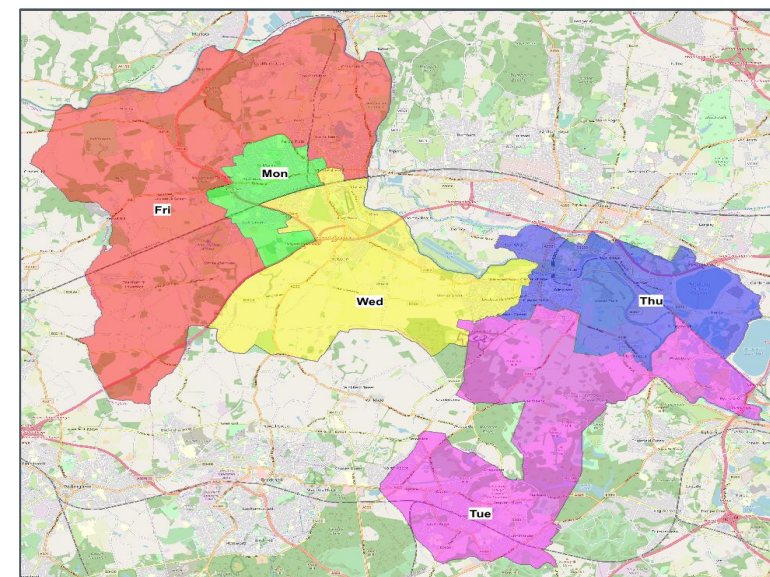# There had been no significant service change for 15 years. In 2020, there have been two
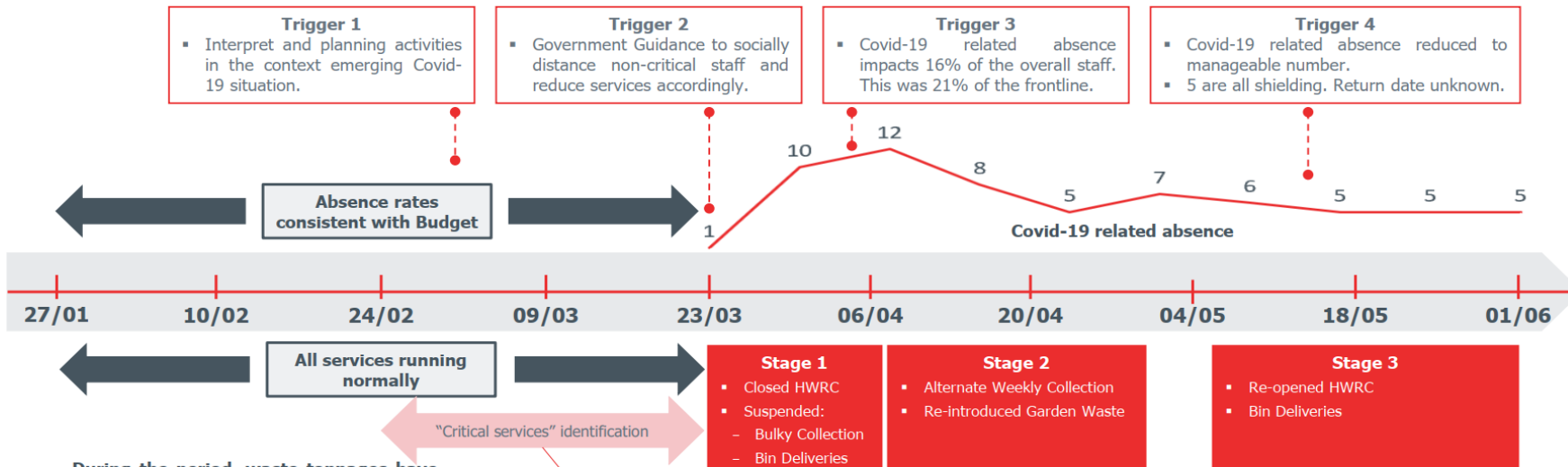
Serco commenced the Contract in October 2019 and our service was stable until Covid-19. The plan was to implement our Target Operating Model in February 2020.
This was delayed by Covid-19 which required us to comply with Government Guidance to reduce services at short notice, when absence was 21% and waste volumes 40% higher.
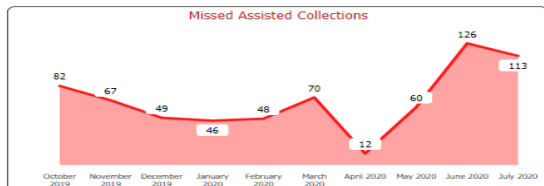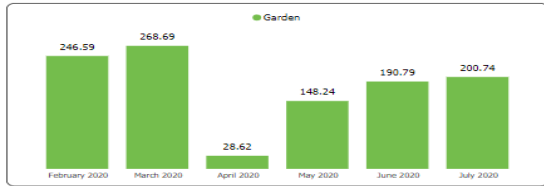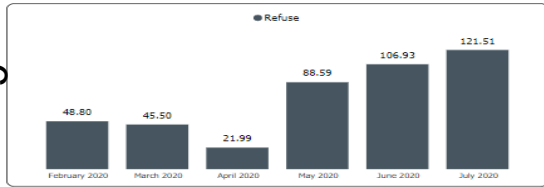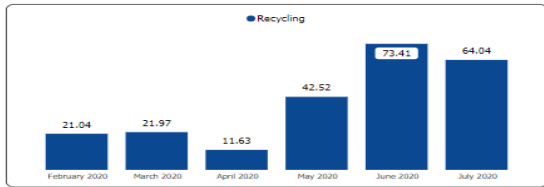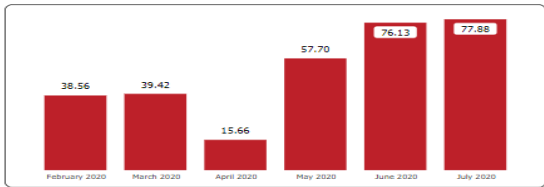
Reduction Triggers

Trigger 1
- Interpret and planning activities in the context emerging Covid-19 situation.

Trigger 2
- Government Guidance to socially distance non-critical staff and reduce services accordingly.

Trigger 3
- Covid-19 related absence impacts 16% of the overall staff. This was 21% of the frontline.

Trigger 4
- Covid-19 related absence reduced to manageable number.
- 5 are all shielding. Return date unknown.

Absence rates consistent with Budget

Covid-19 related absence

Timeline

27/01 | 10/02 | 24/02 | 09/03 | 23/03 | 06/04 | 20/04 | 04/05 | 18/05 | 01/06

Service Changes

All services running normally

"Critical services" identification

Stage 1
- Closed HWRC
- Suspended:
  - Bulky Collection
  - Bin Deliveries

Stage 2
- Alternate Weekly Collection
- Re-introduced Garden Waste

Stage 3
- Re-opened HWRC
- Bin Deliveries
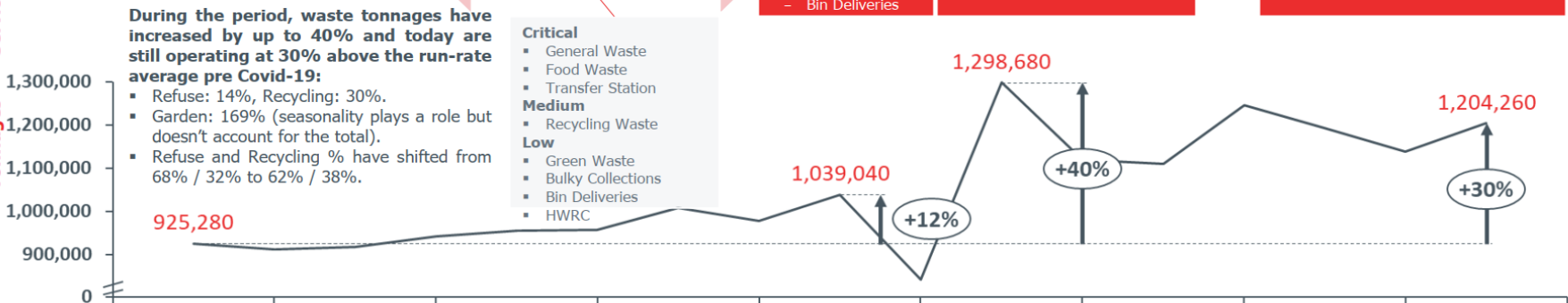
During the period, waste tonnages have increased by up to 40% and today are still operating at 30% above the run-rate average pre Covid-19:
- Refuse: 14%, Recycling: 30%.
- Garden: 169% (seasonality plays a role but doesn't account for the total).
- Refuse and Recycling % have shifted from 68% / 32% to 62% / 38%.

Critical
- General Waste
- Food Waste
- Transfer Station

Medium
- Recycling Waste

Low
- Green Waste
- Bulky Collections
- Bin Deliveries
- HWRC

Tonnages

1,298,680

1,039,040

1,204,260

925,280

+12%   +40%   +30%

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A number of "hot spots" have been identified through the transition

Serco are deeply apologetic that residents and the Council have been significantly impacted by our service.

Service Performance
Weeks 1 - 3

- 20,000 properties had day changes.
- Circa 4,000 properties hadn't had a collection for over 2 weeks at go-live.
- The Ascot area, serviced on Tuesdays, could not complete creating a backlog.
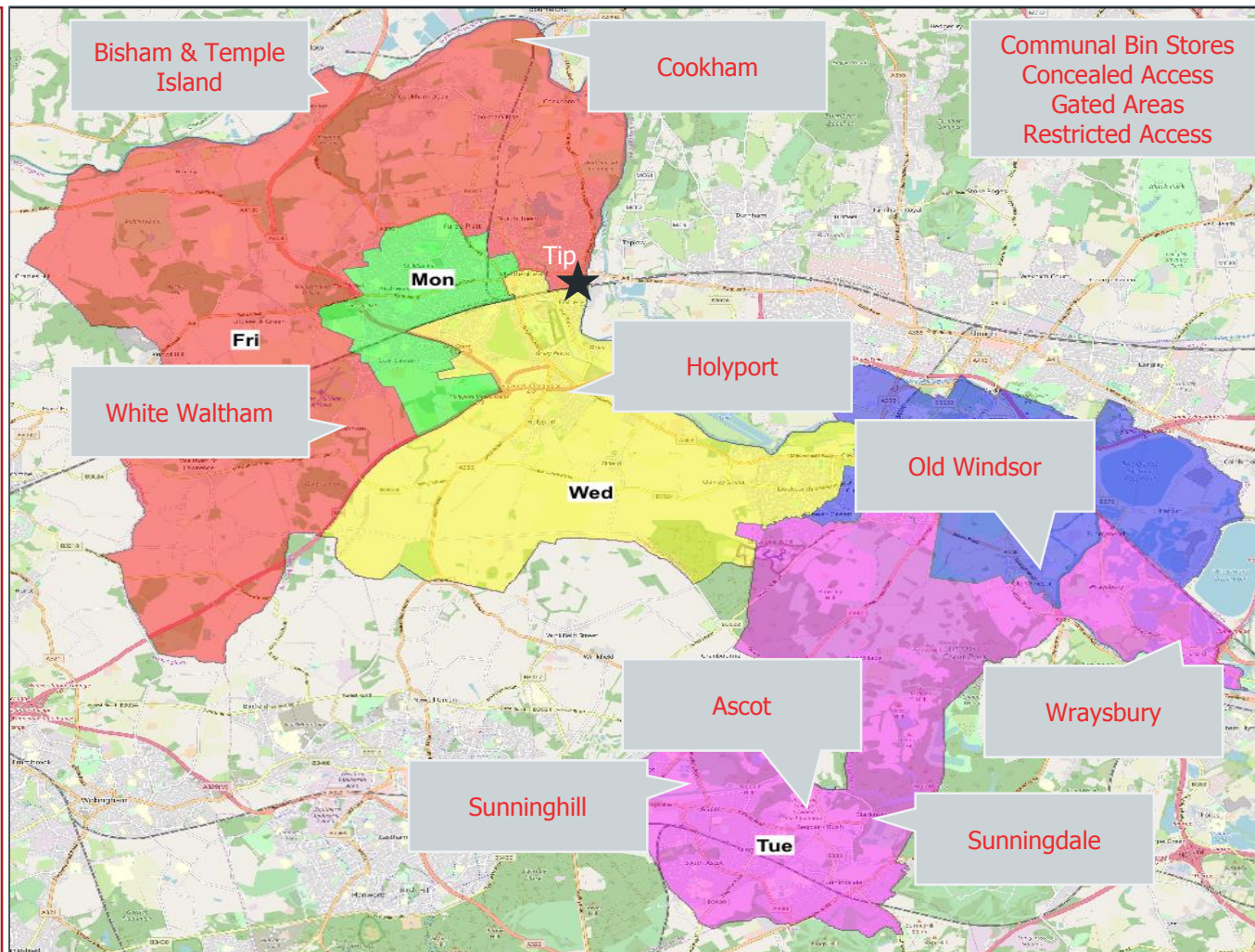- Despite Crews working over weekends, elements of Friday remained outstanding.
- Operational issues were amplified by the implementation of a new Council CRM system which was not immediately available to the contract.
- In Week 1, missed collections were not recorded. In Week 2, escalated issues were recorded manually by the Council and shared with the contract each day. The Council Website did not reflect the day changes.

Weeks 4 - 5

- Monday 7 September completion was 29% due to the need to complete 49% of the previous Friday. Serco, regretfully, gained permission to leave the incomplete for a week and agreed to collect 'reasonable excess'.
- This decision allowed us to evidence that Monday, Wednesday and Thursday rounds could complete.
- By the end of Week 5 we could evidence the completion issues associated with Tuesday and Friday.
- There was measurable progress to address "hot spots".

Map labels
- Bisham & Temple Island
- Cookham
- Communal Bin Stores Concealed Access Gated Areas Restricted Access
- Tip
- Mon
- Fri
- Wed
- Tue
- Holyport
- White Waltham
- Old Windsor
- Ascot
- Wraysbury
- Sunninghill
- Sunningdale

Hot Spot Improvement Plan

What is it?

- A "hot spots" list captures repeat missed collections and other escalated issues.

What have we achieved?

- Over 612 "hot spots" have been dealt with since inception.
- 69 are currently actively being worked on. This is updated daily by the Council who own the master.
- We are working with the Council to integrate this into the CRM system.

Our approach has been two fold:

- To schedule a collection, either by an addition to a planned round, or via an overlay Crew who have been focused on the list.
- To provide Crews with "ensure sheets" to show them how to identify the property / collection point to prevent future service failure.

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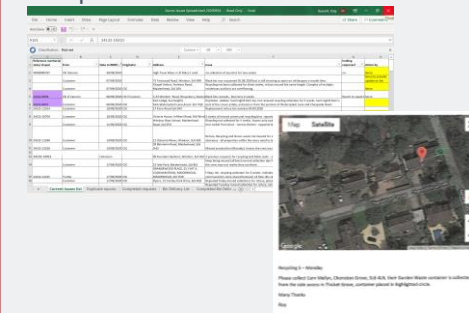
Root Cause Analysis – Service Implementation Challenges

We have identified three root cause issues relating to the implementation of our Target Operating Model

The Impact of Covid-19

Why? → **TOM Go-live date of February delayed by change requirements** → **Covid-19 triggered unplanned transition to reduced services** → **To prevent the spread of Covid-19 across the UK** ← **Government Guidelines and absence rates** → **AWC & Closed HWRC**

Transition to TOM

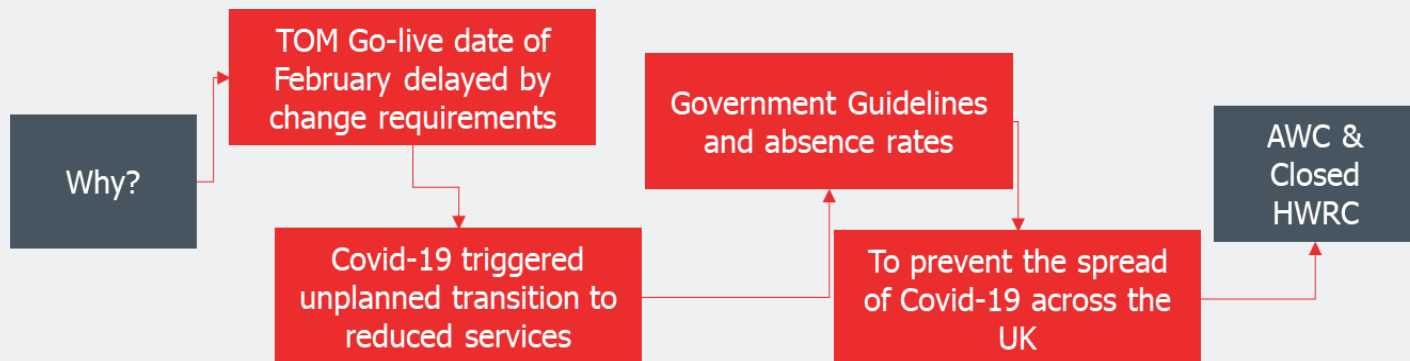**Why?** → **TOM Go-live date of February delayed by Covid-19** → **Council decision to transition to TOM within 6 weeks** → **Key data not captured for week 1 to support service stabilisation** ← **Change created 19,902 day changes. Peak garden season and Bank Holiday** → **TOM challenges**

- **Tonnages:** As an aggregate, comparing tonnages with pre-Covid, they are higher in September by circa 17%.

Net Weight chart (Net vs Month/Yr, Feb 2020 – Sep 2020)
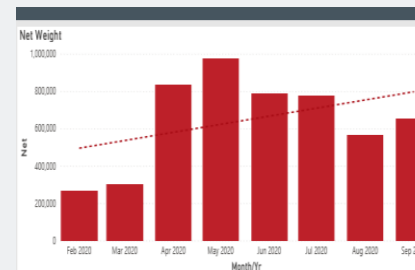
- **Round Structure:** The round structure was designed pre-Covid and used assumptions from the bid process to formulate the solution. Implementation was planned for February when garden waste tonnage is at it lowest.
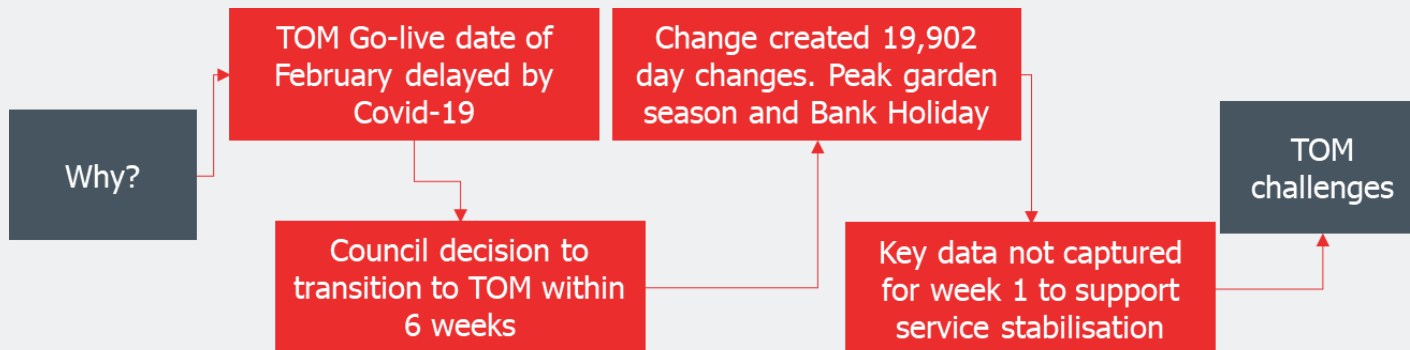
- **Frontline Engagement:** All Crews have experienced changes to rounds. We were unable to engage with the workforce in a structured format as per our bid transition plan due to the 6-week lead-in period. We had allowed 12 weeks for this. The workforce have understandably found the media commentary disheartening.

This was amplified by the Authority transition to a new CRM:

- **Process and Reporting:** Council CRM transition coincided with the bank holiday. Missed bins not recorded in week 1. In week 2 "escalated" issues were recorded manually in excel. Initial functionality was lacking i.e. Serco unable to search and export data. Council have now made some configuration improvements requested by Serco.

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We have identified an imbalance in our solution created by a change in tonnages

Our bid model used data to calculate the vehicle fill rate and tip frequency. This informed both the design of our rounds and the vehicle configuration.

Bid Model

On average, refuse capacity is calculated to be circa 7-8 tonnes. Food waste circa 1 tonne. The model was designed to require two tips per round.
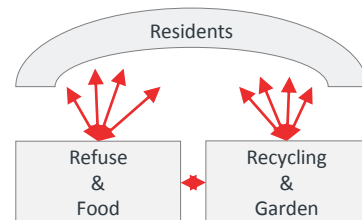
Target Operating Model

Food volumes are operating within our bid model assumption. Refuse waste tonnages are exceeding the bid model and can require three tips per round.

So What?
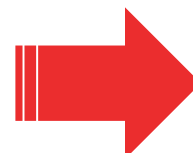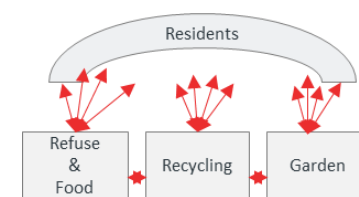
Twin-Pack Vehicle	
30% Food	**70% Refuse**
Average tonnes per week / number of crews / 5 days:	Average tonnes per week / number of crews / 5 days:
39.24/8 = 4.93/5 =	556.82/8 = 69.06/5 =
0.99 tonnes per day, per crew	13.92 tonnes per day, per crew
= 1 tip	= 2 tips

Twin-Pack Vehicle	
30% Food	**70% Refuse**
Av. tonnes per peak day / number of crews / 5 days:	Av. tonnes per peak day / number of crews / 5 days:
34.24/8 = 4.28/5 =	644.31/8 = 80.54/5 =
0.86 tonnes per day, per crew	16.11 tonnes per day, per crew
= 1 tip	= 2-3 tips

- We have deployed overlay crews to cope with the additional tonnages, particularly on Tuesday and Friday as these are the most challenging.

- We are reviewing completion data across the rounds on Tuesdays and Fridays with the objective of re-balancing (in-day) those rounds that are not completing.

- On a more strategic basis we are reviewing the other days, i.e. Monday, to see if day changes for a small number of residents would address the issue of completion.

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We have identified an imbalance in our solution created by a change in tonnages

Our bid model used data to calculate the vehicle fill rate and tip frequency. This informed both the design of our rounds and the vehicle configuration.
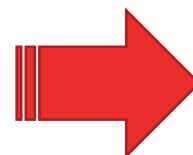
Bid Model

On average, recycling capacity is calculated to be circa 4 tonnes. Garden waste circa 2.5 tonnes. The model was designed to require two tips per round.
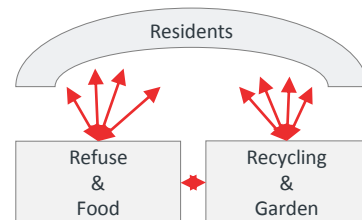
Target Operating Model

Recycling volumes are operating within our bid model assumption. Garden waste tonnages are exceeding the bid model and often require three tips per round.

So What?
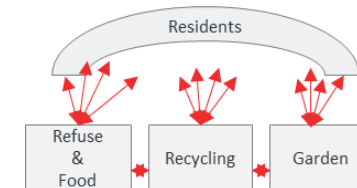
Twin-Pack Vehicle		Twin-Pack Vehicle	
30% Garden	70% Recycling	30% Garden	70% Recycling
Average tonnes per week / number of crews / 5 days:	Average tonnes per week / number of crews / 5 days:	Av. tonnes per peak day / number of crews / 5 days:	Av. tonnes per peak day / number of crews / 5 days:
151/8 = 18.87/5 =	321.28/8 = 40.16/5 =	50.68/8 =	40.10/5 =
3.77 tonnes per day, per crew	8.03 tonnes per day, per crew	6.34 tonnes per day, per crew	8.02 tonnes per day, per crew
= 2 tips	= 2 tips	= 3 tips	= 2 tips

- We are piloting the separation of garden waste services on Tuesday and Friday in order to assess the impact on completion rates.
- We will model the impact on the other days before further rollout of the service given the 100% completion rates on these days at present and we are entering winter.
- This solution aligns with the Government Waste Strategy which sets ambitious targets for both recycling and green waste levels.

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We have identified an opportunity to stabilise some of our service on Tuesday and Friday

We are using non-resident impacting pilots to support our remediation activities.
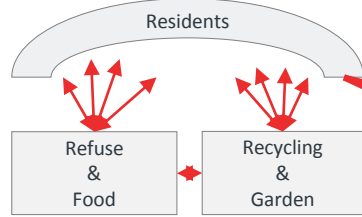
MONDAY, WEDNESDAY & THURSDAY
Average Completion Rate: 100%
We will continue to deploy 11 refuse & food and 11 recycling & garden crews. 2 are narrow access. We have been pulling communal bin work forward from Tuesday.
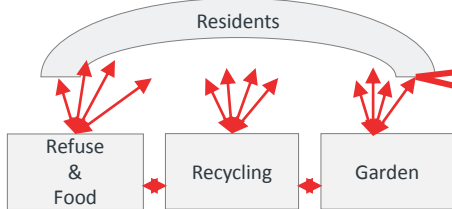
TUESDAY & FRIDAY
Average Completion Rate: 90%
We will deploy 11 refuse & food crews, 9 recycling crews and 3 dedicated garden crews, to support the completion of work where garden tonnages are high.
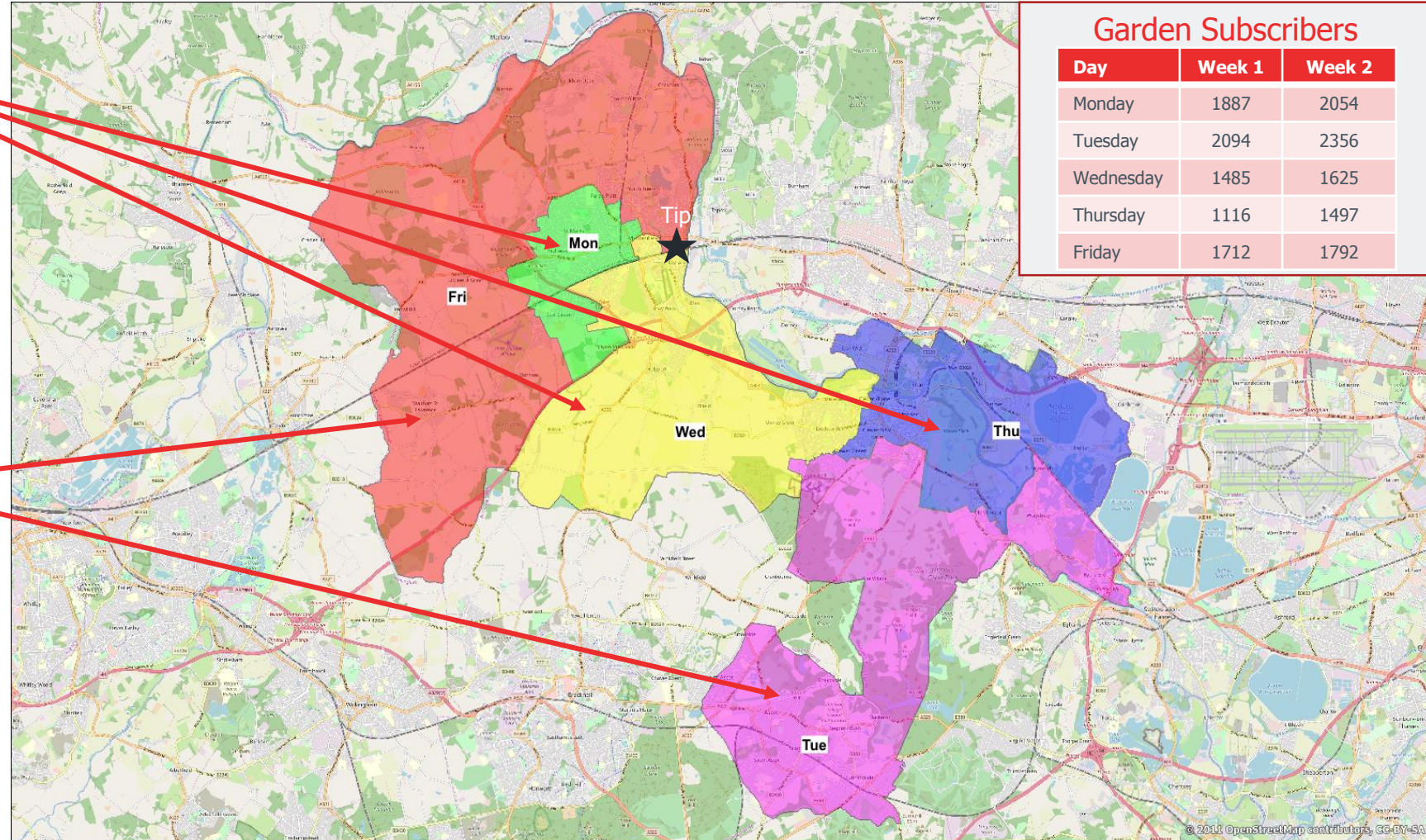
Garden Subscribers

Day	Week 1	Week 2
Monday	1887	2054
Tuesday	2094	2356
Wednesday	1485	1625
Thursday	1116	1497
Friday	1712	1792

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Our performance in recent weeks is stabilising

This is due to the continued use of extra Crews, developing knowledge, and the garden waste pilot.

Legend: Mon, Tue, Wed, Thu, Fri

Week 6 chart values:
- Mon 21/09/2020: 100.00%
- Tue 22/09/2020: 86.17%
- Wed 23/09/2020: 100.00% / 1.51%
- Thu 24/09/2020: 100.00% / 1.00%
- Fri 25/09/2020: 90.75% / 3.56%
- Sat 26/09/2020: 9.13% / 7.76%
- Sun 27/09/2020: 0.12%

Week 7 chart values:
- Mon 28/09/2020: 100.00%
- Tue 29/09/2020: 92.00%
- Wed 30/09/2020: 100.00%

Will be updated on Thursday

Week 6

- Performance on Monday, Wednesday and Thursday was 100% completion. We recognise however, that some residents suffered from missed collections, the majority of which were unintentional mistakes associated with Crew knowledge.

- On Tuesday 86% was completed, and the weekend Crews undertook the outstanding missed collections.

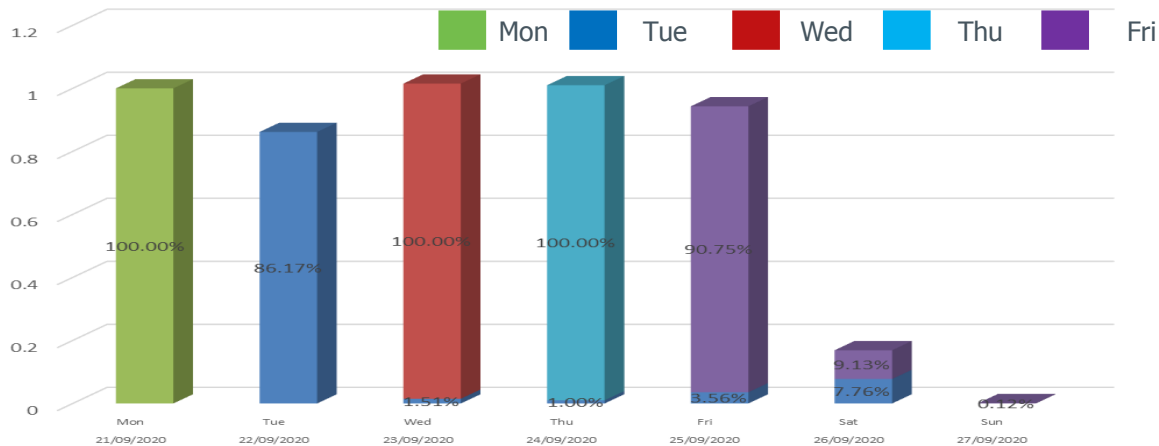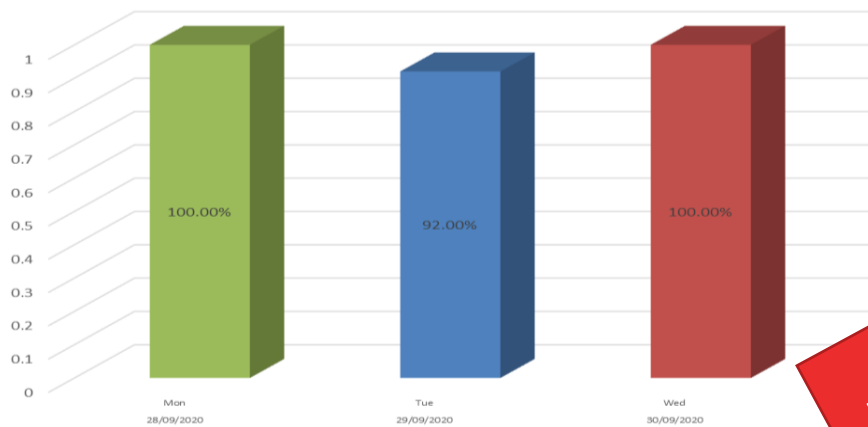- On Friday, Serco undertook a pilot by separating garden waste into a dedicated service. Completion rates were 91%, which was the best performance on this day to date.

- We addressed 342 "hot spots" in Week 6.

Week 7

- Performance on Monday, Wednesday and Thursday was 100% completion. We recognise however, that some residents suffered from missed collections, the majority of which were unintentional mistakes associated with Crew knowledge.

- On Tuesday, 92% was completed. We piloted of the dedicated garden waste service. Whilst still not complete, this was the best performance to date.

- On Friday, Serco will operate a dedicated garden waste service to further test the model and deploy additional Crews to support the rounds that have been failing to complete (particularly in the Cookham area).

- We have addressed 115 "hot spots" this week. New additions are reducing.

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Completion rates remain an issue on Tuesdays and Fridays

What Next? - 6-day Service

- We continue to experience issues with round completion, despite the separation of garden waste on Tuesday and Friday.

- Incompletion rates have stabilised to circa 2,500 properties each on Tuesday and Friday

- There is an opportunity to improve the service in the short-term by formally scheduling elements of these rounds on a Saturday.
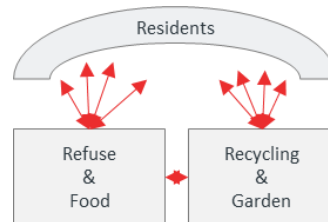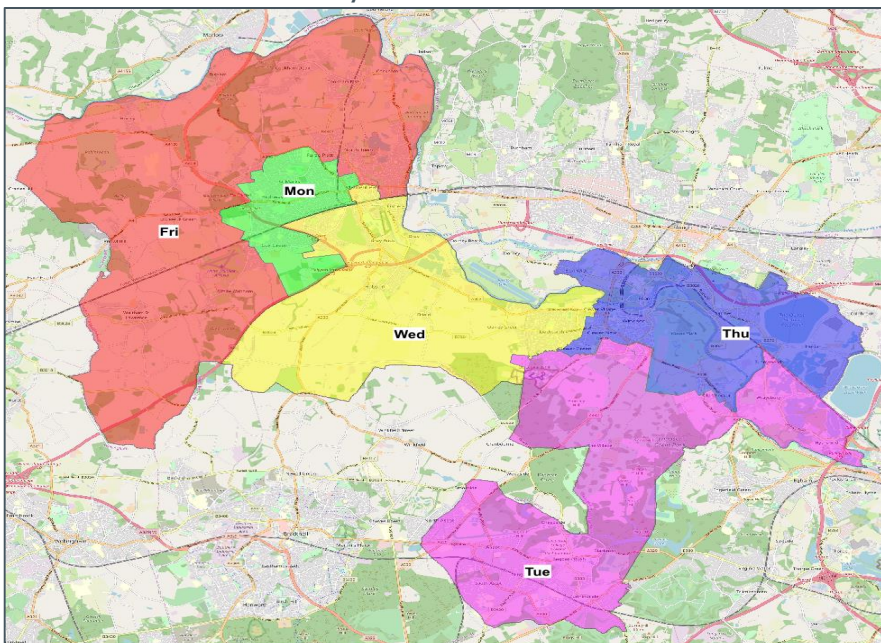
MONDAY, WEDNESDAY & THURSDAY

Average Completion Rate: 100%

We will deploy 11 refuse & food and 11 recycling & garden crews.

Round Re-Balancing

We are assessing options to improve the efficiency of:

- Communal bin stores which carry high tonnages.
- Properties with multiple containers.
- Distance to tip.
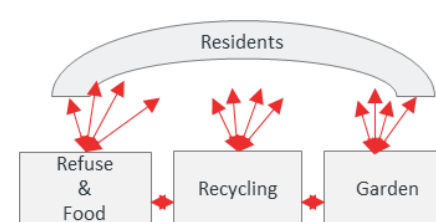
TUESDAY & FRIDAY

Average Completion Rate: 90%

We will continue to deploy 11 refuse & food crews, 9 recycling crews and 2 dedicated garden crews.

Round Re-Balancing

We are assessing options to improve the efficiency of:

- Communal bin stores.
- Properties with multiple containers.
- Distance to tip.
- Properties experiencing repeat missed collections and would be better served by a Saturday collection.
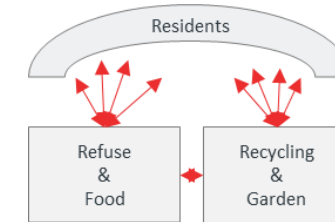
SATURDAY

Average Completion Rate: 100%

We will deploy sufficient Crews to collect waste across all streams for the properties identified as benefitting from this service.

Round Design

The round design activity will consider:

- Property count & type.
- Distance to tip.
- Volumes of containers.

We estimate that circa 5,000 residents would be impacted by the change in collection day.

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In parallel, we are assessing four options to create an enduring operating model

Cabinet Office: It is possible that the basic commercial assumptions that underpinned the viability of the original contract can no longer be maintained.

Target Operating Model 5-days

- TOM is being augmented by 4 overlays and weekend and afternoon support.
- We will assess whether the service can be remediated by round rebalancing and / additional overlays.

Residents

Refuse & Food | Recycling & Garden

Target Operating Model 6-days

- Completion rate remains an issue on both Tuesdays and Fridays.
- We will consider the option of scheduling elements of these rounds at a weekend on an enduring basis.

Residents

Refuse & Food | Recycling & Garden

Separate Garden 5-days

- The TOM uses twin-pack vehicles to collect refuse and food, and recycling and garden waste.
- We are piloting a separate service for garden and will assess this as an enduring solution.
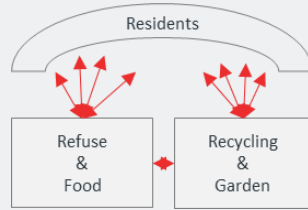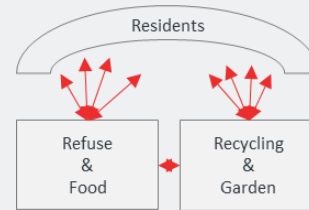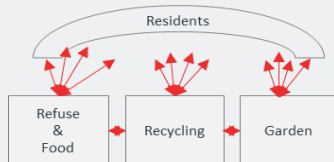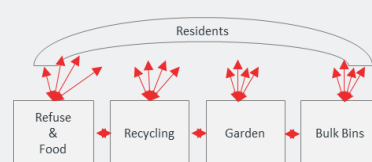
Residents

Refuse & Food | Recycling | Garden

Separate Garden & Bulk 5-days

- The TOM uses twin-pack vehicles to collect refuse and food, and recycling and garden waste.
- Tonnages are impacting fill rates. We are will assess a separate service for bulk bins in addition to garden.

Residents

Refuse & Food | Recycling | Garden | Bulk Bins

Assessment Criteria

- Several data points are being analysed in order to assess each of the four models.

- Property count & type, distance to tip, and volumes of containers, must be considered when designing the round structure.

- The growth will be factored to ensure that the solution will be enduring.

Legend:
- Not supported
- Somewhat supported
- Fully supported

	TOM & Overlays	TOM 6-days	Garden 5-days	Garden & Bulk
Property Count	Red	Yellow	Green	Green
Property Type i.e. House, HMOs	Yellow	Yellow	Red	Green
Mileage	Green	Red	Green	Yellow
Loading time	Red	Yellow	Green	Green
Container volumes and type	Red	Yellow	Green	Green
Garden Subscriptions	Green	Yellow	Red	Green
Tonnages	Red	Red	Green	Yellow
Collection Frequency	Red	Yellow	Green	Red

Decision Making Criteria

Future decision making will consider:

- The impact of change in the short-to-medium term

- Covid-19 pandemic

- The strategic objectives of the Council aligned with their environment strategy.

Legend:
- Not supported
- Somewhat supported
- Fully supported

	TOM & Overlays	TOM 6-days	Garden 5-days	Garden & Bulk
Scale of change	Red	Yellow	Green	Green
Timescale to stabilise	Yellow	Yellow	Red	Green
Cost	Green	Green	Red	Yellow
Futureproof?	Red	Yellow	Green	Green
Environment Strategy	Red	Yellow	Green	Red

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Target Operating Model Remediation | Timeline

We recognise the urgent need for our service to stabilise to operation within KPIs. We must also plan for the implementation of an enduring model that addresses the evolved needs of the Borough.

Aug	Sept	Oct	Nov	Dec	Jan	Feb

Preparation	Implementation	Tactical Stabilisation	Stabilisation, Pilot & Options Assessment	Christmas Peak	Implement

Milestone 1
- 17/08/20 TOM Implementation

Milestone 3
- 07/09/20 (Mon) Completion "failed" at 29%

Milestone 5
- 24/09/20 Garden waste pilot

Milestone 6
- 05/10/20 Customer Services transition

Milestone 7
- October Saturday service

Milestone 8
- 31/10/20
- Options assessment
- Operating to KPIs

Milestone 9
- Implement Christmas schedule

Milestone 10
- Mobilise Enduring Model

Milestone 1 details:
- Model solution design.
- Data provided to the Authority for communication to residents.
- 19,902 residents experienced day changes.
- Data prepped for Whitespace upload and tested.
- Rounds shared with Crews and briefings conducted.

Milestone 3 details:
- South Region Management intervention.
- Additional overlays to improve service completion.
- Re-balancing of rounds during live operations.
- Daily Authority engagement.
- Workforce engagement to capture feedback.
- Data capture for model assessment.

Milestone 5/6 details:
- Garden waste collected as a separate commodity on Tuesday's and Friday's.
- Data analysed to drive decision for permanent garden waste separation.
- In-day analysis for refuse and recycling rounds to support in-day re-balancing activities.
- Workforce engagement to capture feedback.

Milestone 7/8 details:
- Pilots of garden waste and in-day rebalancing complete.
- Implementation of scheduled Saturday service.
- Workforce engagement, including consultation regarding model options and transition timetable.
- Data captured to validate the options assessment.
- Presentation of findings and preferred option selected.

Milestone 9/10 details:
Seasonal planning:
- Christmas tree solution.
- Agree/review policy.
- Deliver successful public holiday collections.

Enduring Model:
- Staff engagement to prepare for transition.
- Devise and present plan to deliver enduring model.
- Deliver on enduring model.

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Target Operating Model Update
Royal Borough of Windsor & Maidenhead

Katy Bassett, Regional Director, South
Thursday 1st October 2020