

Transport and Environment Committee

10.00am, Thursday, 20 April 2023

Street Cleansing Performance Report

Executive
Wards
Council Commitments

Executive
All

1. Recommendations

- 1.1 Transport and Environment Committee is asked to notes:
 - 1.1.1 The current street cleaning performance levels;
 - 1.1.2 The actions being progressed following Committee in October 2022 and the information provided in response to Councillor Caldwell's motion on On-Street and In-Park Recycling Bins; and
 - 1.1.3 The breakdown of how the additional funding will be allocated in order to deliver improvements in the performance of the cleansing service, including the intention to set aside up to £0.5m in 2023/24 in recognition it is unlikely that the best value service review will be able to be fully delivered in 2023/24 and that it will take time to fully implement all of the service improvements.

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Report

Street Cleansing Performance Report

2. Executive Summary

- 2.1 This report provides the regular six monthly update on street cleanliness across the city and provides an update on progress in respect of the actions agreed by Committee on 6 October 2022.
- 2.2 The report also provides an update on on-street and in-park recycling bins in response to a motion by Councillor Caldwell to Full Council in November 2022.

3. Background

LEAMS Data

- 3.1 It is acknowledged that the general cleanliness, evidenced by the Local Environmental Audit and Management System (LEAMS) surveys, of the City had reduced markedly over the course of the COVID-19 pandemic.
- 3.3 LEAMS is the sole statutory indicator for the Cleansing service. It is a survey that is undertaken three times per year and provides an indicative scoring for the cleanliness of the city. In the case of Edinburgh, all three surveys are undertaken independently by Keep Scotland Beautiful (KSB).
- 3.4 In regard to the factors that influence the LEAMS scoring, there are a broad range of indicators within the programme (litter presence; hard standing and soft landscaping areas, condition and servicing of litter bins, weed growth, detritus, graffiti, flyposting, vandalism, gum staining). These are presented as overall indicators but also broken down within different land use types, localities and relative deprivation.
- 3.5 Over the course of 2021/22, 770 sites were surveyed in the city, with 82.2% of sites found to have either no presence of litter or a small amount. These were awarded Grade A or B+ or B (the latter is deemed to be an acceptable level in respect of LEAMS). The most recent performance is outlined in section 4 of the report.

- 3.6 In the 2021/22 LEAMS benchmarking report, the KSB verification survey scores were published for the first time with the family group. Four benchmarking clubs have been established to enable easier comparison based on population and the distribution of population. The clubs are:
- 3.6.1 Club 1- Eilean Siar, Argyll and Bute, Shetland Islands, Highland, Orkney Islands, Scottish Borders, Dumfries and Galloway, Aberdeenshire;
- 3.6.2 Club 2 - Perth and Kinross, Stirling, Moray, South Ayrshire, East Ayrshire, East Lothian, North Ayrshire, Fife;
- 3.6.3 Club 3 - Angus, Clackmannanshire, Midlothian, South Lanarkshire, Inverclyde, Renfrewshire, West Lothian, East Renfrewshire; and
- 3.6.4 Club 4 - North Lanarkshire, Falkirk, East Dunbartonshire, Aberdeen City, City of Edinburgh, West Dunbartonshire, Dundee City, Glasgow City.
- 3.7 The data in 2021/22 shows that Edinburgh's score was better (82.2%) than others in the benchmarking club (with the average score for the group being 80.7%). The national average score across Scotland in the verification survey was 85.9%.

Cleaning Up Edinburgh

- 3.8 On [6 October 2022](#), Committee considered a report in response to a motion by Councillor Whyte on Cleaning Up Edinburgh and set out a number of actions to improve cleanliness in the city.
- 3.9 Committee [approved](#) an adjusted motion by Councillor Arthur which agreed the following actions:
- 3.9.1 To request a report from officers in three cycles exploring measures and initiatives to support and advance the zero waste hierarchy in Edinburgh, including but not limited to share and reuse networks, reuse and repair hubs, upcycling facilities, and refill shops.
- 3.9.2 To approve the use of Street Litter Control Notices as an enforcement tool to ensure that businesses took more responsibility for the cleanliness of their local streets where they were contributing, or likely to contribute, to the litter which was being generated.
- 3.9.3 To recognise that a significant amount of the litter generated in the City Centre and the Town Centres related to single-use coffee cups. Therefore to ask that Officers engage with Keep Scotland Beautiful to understand what lessons could be learnt from their "Cup Movement" campaign which was run in partnership with Glasgow City Council. A update on this should be provided as part of the next street cleansing report.
- 3.9.4 To agree that officers should return to committee before the end of January with a business bulletin update on whether existing systems would be able to deliver a means testing of free special uplifts to those in receipt of council tax

reduction, as described in paragraph 4.61.2 of the report by the Executive Director of Place.

3.9.5 To include in the report on possible improvement through additional resource for budget consideration (noted at decision 3) the costs of improved enforcement resource around littering, fly-tipping and dumping. This to be in addition to Street Litter Control Notices as businesses were not the sole source of these issues. Enforcement options should also be outlined to allow for the enforcement of park rules, seeking a reduction of littering, dumping and inappropriate barbecue use in parks.

3.9.6 To consider forming a network of cleanliness champions from those who regularly reported cleanliness issues, volunteers who litter pick and engage their communities, and other interested citizens to assist in identifying hotspot areas and solutions to improve cleanliness.

3.10 Committee also requested information on the financial implications of increasing litter bin provision in the city. A summary of this is attached in Appendix 1.

On-Street and In-Park Bin Recycling

3.11 On [24 November 2022](#), the Council approved an adjusted motion by Councillor Caldwell on On-Street and In-Park Bin Recycling.

3.12 The action called for an item in the next Cleansing Update that outlined the feasibility and costs of:

3.12.1 Upgrading a substantial number of litter bins in Edinburgh's City Centre and eight town centres to double-capacity litter and recycling bins.

3.12.2 Upgrading a substantial number of litter bins in Council-owned parks and green spaces to double-capacity litter and recycling bins, both at sites where litter bins were currently present and at sites from which litter bins had been removed over the past five years. Parks should include but not be limited to premier parks such as the Meadows, Inverleith Park and Leith Links.

3.12.3 Identifying suitable sites in order to implement 3.9.1 and 3.9.2 where doing so would increase recycling rates while remaining cost-effective (i.e. sites that were nearby an existing residential mixed recycling route).

3.12.4 Learning from the previous “Edinburgh #InTheLoop” trial.

3.12.5 Information about how these plans might work in tandem with the forthcoming Deposit Return Scheme (DRS), including learning from other countries such as Germany and Norway where bins are “DRS-ready” and designed to allow bottles to be separated easily from other recyclables for this purpose.

Council Budget 2023/24

- 3.13 On 23 February 2023, the Council approved its budget for financial year 2023/24. The approved budget included provision of £3.078m to increase expenditure on gully cleaning, fly tipping, graffiti removal and street sweeping.
- 3.14 In addition, the Council agreed to proceed with a best value review of waste and cleansing. The saving identified to be achieved is £0.5m.

4. Main report

LEAMS Latest Survey Results

- 4.1 The first LEAMS 2022/23 surveys have been carried out and scores provided. This shows performance improving to 83.6% in August 2022 and 85.9% in January 2023. This is positive progress and shows that performance is beginning to return to pre-COVID levels. The third survey commenced in March 2023. Results are not yet available.
- 4.2 LEAMS data is invaluable in identifying areas to target operational resources. By overlaying LEAMS data, the results can be compared with the Scottish Index of Multiple Deprivation (SIMD).
- 4.3 The results are partitioned into quintiles, with quintile 1 the 20% most deprived areas by SIMD rank compared to quintile 5, the 20% least deprived areas.
- 4.4 This review of the latest survey results shows (as outlined in the table below) that the most deprived areas have the least streets at an acceptable standard. At the time of writing the report a full analysis of the latest survey results is not yet concluded. It will however highlight the factors and type of litter, domestic waste presentation for example, that influence lower scores in more deprived areas.
- 4.5 This data does, however, assist with planning resources and to target the areas of most need. Moving forward the service intends to prioritise resources on a daily basis in areas where the standard is not acceptable. Local cleansing teams will be deployed flexibly across the east and west of the city based on the findings of pre-work inspections of each local area. In addition to this, these areas will also be targeted through behavioural change campaigns (the approaches to which are outlined in paragraphs 4.22 and 4.23).

Proportion of Litter Grades Awarded and KPI:

| | Quintile 1 | Quintile 2 | Quintile 3 | Quintile 4 | Quintile 5 |
|---------------------------|--------------|--------------|--------------|--------------|--------------|
| Grade A | 0.0% | 8.7% | 8.3% | 18.4% | 28.8% |
| Grade B+ | 7.7% | 4.3% | 16.7% | 21.1% | 26.3% |
| Grade B | 34.6% | 43.5% | 63.9% | 55.3% | 41.5% |
| Grade C | 42.3% | 21.7% | 11.1% | 5.3% | 3.4% |
| Grade D | 15.4% | 21.7% | 0.0% | 0.0% | 0.0% |
| (% Acceptable) KPI | 42.3% | 56.5% | 88.9% | 94.7% | 96.6% |
| Number of sites | 26 | 23 | 36 | 38 | 118 |

Measures of improvement

- 4.6 In addition to the LEAMS assessment, the Council monitors performance against key performance targets. Performance is analysed and improvement actions taken if required.
- 4.7 A new cleansing performance dashboard is in the early stages of development, with officers currently considering the composition of the dashboard (based on available data). It is intended to present a draft of the new dashboard to Committee in October 2023 and to seek feedback on this, in advance of presenting a final dashboard in March 2024. The final dashboard would then be used for all future cleansing updates.
- 4.8 However, the information on the following page shows the number of service requests resolved on-time. This also shows a reduction in the number of service requests received, which indicates performance is improving.

1. **Requests resolved within timescale** (performance measure):

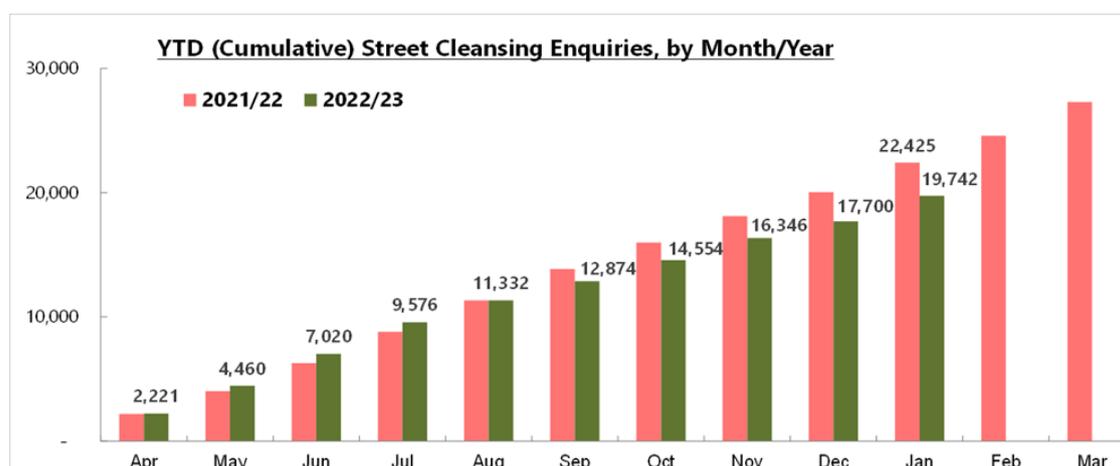
% of Street Cleansing Service Requests Resolved Within Timescale

| Locality | Jan-22 | Dec-22 | Jan-23 | Monthly |
|---------------------|--------------|------------|------------|------------|
| | Value | Value | Value | Target |
| North East Locality | 76% | 91% | 95% | 85% |
| South East Locality | 76% | 87% | 92% | 85% |
| North West Locality | 85.6% | 93% | 96% | 85% |
| South West Locality | 85% | 97% | 98% | 85% |
| City | 79.9% | 92% | 95% | 85% |

2. **Number of Enquiries** (additional info):

YTD Street Cleansing Service Requests are **12%** (2,683) ↓ from the **2021/22** figures

4.8 The chart below shows that in the early part of 2022/23 service requests were slightly higher than in 2021/22. However as the year progressed, the number of requests began to reduce on those received in 2021/22 and from September 2022 the number of requests received was lower than 2021/22.



Service Improvements

4.9 As reported in October 2022, changes are being implemented within the street cleansing service to improve how the service operates within the existing service budget. Initial changes have prioritised a more proactive model, particularly in residential areas and the LEAMS score would indicate that these changes are already having a positive impact. An analysis of the Edinburgh surveys has noted a slight difference between the east and west of the city in terms scores, with the west scoring slightly higher.

4.10 Since October 2022, the following changes have been made to service delivery to improve street cleanliness:

4.10.1 Small mechanical sweepers are being routed and deployed consistently across the city.

4.10.2 Rapid response vehicles have been deployed to allow crews to concentrate on scheduled cleaning.

4.10.3 Additional larger capacity litter bins have been sited at strategic locations where capacity issues have been identified.

4.10.4 The appointment of Street Cleaning Service Improvement role to ensure consistency of approach on a citywide basis, supporting supervisors with training, routing and best practice.

Street Litter Control Notices

4.11 Committee approved the introduction of Street Litter Control Notices to address the challenges faced by the Council, particularly in respect of overnight and early morning dealing with improperly presented trade waste and litter originating from fast food and takeaway establishments.

4.12 An organisational review is currently underway within the services which support waste and street cleansing. As part of this, it is proposed to dedicate an additional three officers (there are currently 24 street enforcement officers) to supporting the Council's enforcement activities, but with particular focus on the continued development for the formal processes which underpin the use of the Street Litter Control Notices.

4.13 It is anticipated that the review will be implemented by the end of August 2023.

Weed Control

4.14 Committee received an update on the measures in place to control weeds across the city on [31 March 2022](#).

4.15 In 2022/23, the Council's normal approach to weed control was supplemented by the citywide ward clean ups which prioritised actions to improve the general appearance of streets across the city. In addition, small mechanical sweeper routing was implemented to remove detritus.

4.16 In 2023/24, in keeping with the Council's commitment to reduce the use of glyphosate, it is intended to reduce the number of quad bikes operating across the city. While the quad bikes can treat large areas with glyphosate, the street cleansing team also needs to be deployed to pick up the detritus once the treatment has killed the weeds.

4.17 Small mechanical sweepers will continue to be deployed across the city as these have been found to be effective in removing existing weeds, picking up detritus associated with the weeds and also removing the seed bed which minimises the potential for regrowth.

4.18 Street cleansing teams will continue to deal with weeds as part of their normal duties and officers will continue to engage with local community groups (e.g. Pesticide Free Balerno) on activities in local communities.

Actions from October 2022

- 4.19 Officers have been exploring measures and initiatives to support and advance the zero waste hierarchy in Edinburgh, including but not limited to share and reuse networks, reuse and repair hubs, upcycling facilities, and refill shops. Reuse organisations operate independently of the Council, although some such as The Remakery and The Bike Station have been funded by the Council. Reuse activities broadly are promoted through the Council's [reuse webpage](#) and online guides for real nappies and composting.
- 4.20 Discussions continue with potential third sector partners to divert material from Household Waste Recycling Centres (HWRCs) towards reuse and refurbishment rather than recycling or disposal.
- 4.21 Officers have been engaging with Keep Scotland Beautiful on their "Cup Movement" campaign and more detail on the approach taken in Glasgow can be found in the below link with lessons learned featuring in page 8 of the report ([Cup Movement Phase 1](#)).
- 4.22 The service is working closely with colleagues in communications to develop a campaign focusing on reducing the challenging areas identified through the LEAMs survey (such as fly-tipping and pedestrian litter).
- 4.23 Service improvements will be supported by a communications campaign, which includes developing 'Our Edinburgh' and raising awareness of residents' responsibilities for recycling and waste. This includes stairwell posters, bin stickers and on-street signage. Plans are also being developed to progress with targeted communications and promotion of key messages on Council vehicles.
- 4.24 Increasing enforcement around littering, fly-tipping and dumping. For parks and greenspaces, a consultation on the parks management rules is planned and will be reported to Culture and Communities Committee following summer recess in 2023. Enforcement of these rules will form part of the report back to Culture and Communities Committee and Transport and Environment Committee will be kept updated on progress.
- 4.25 The Council does not currently actively engage with local community groups or community councils, although a strong network has developed of volunteers that do regular community clean ups (such as Friends of Parks groups, corporate volunteers, and the Water of Leith Conversation Trust).
- 4.26 Support is provided to these groups by providing litter picking kits (if the event is known about in advance) and to pick up any litter gathered following events.
- 4.27 However, it is recognised that there is potential to create a champions network which the Council could more actively engage with to plan and support local volunteer engagement. There is also work underway to look at improved volunteer engagement and co-ordination. Cleansing activities will form part of that work.

Improvements following confirmation of additional funding

- 4.28 As noted above and building on the report presented to Committee in October 2022, the Council approved additional funding of £3.078m in 2023/24. Officers are currently developing service delivery plans to ensure that this funding is effectively utilised to address the challenges faced. A notional allocation of funding has been made as follows:
- 4.28.1 £2.74m for a programme of cleansing related initiatives set out in 4.29; and
 - 4.28.2 £0.338m for improved gully cleaning and channel cleaning.
- 4.29 The remaining funding that has been identified for cleansing initiatives has been allocated with the following improvements in mind:
- 4.29.1 A dedicated graffiti resource comprising of Officers, staffing, and specialist vehicles. This allows for increased, and dedicated, focus on graffiti on public buildings with a longer-term ability to sell services to private building owners. The cost of this is estimated at £0.530m and will see a further six posts added to the service.
 - 4.29.2 City centre operations improvements. This will see an additional rapid response service deployed in the City Centre to complement existing barrow routes. The vehicle will work seven days and be able to empty litter bins, deal with bulk items and respond to emergency situations. In addition, it is proposed to pilot walk behind mechanical sweepers on existing barrow routes. The estimated cost of these improvements in the City Centre is £0.180m, resulting in a further four posts added to the service.
 - 4.29.3 A means tested special uplift service, with free special uplifts for residents meeting the criteria. A proportion of the funding will be used to 'buy out' part of the existing income target for this service with the balance of funding to increase resources required from an anticipated increase in job requests for those people that no longer need to pay. £0.5m has been set aside for this initiative. Internal discussions are on-going on how the 'free' uplift could be applied at the point of booking, with a view to means testing bookings taking effect from October 2023 onwards.
 - 4.29.4 An enhanced dumping and fly tipping collection resource, with bulk collection vehicles tracking communal bin routes. Four additional vehicles will be deployed and focus on high density areas served by communal bins where fly tipping is demonstrated to be more problematic than traditional kerbside areas. This will allow for a target Service Level Agreement of uplift within 48 hours of report to be achieved. £0.290m has been allocated for this and increases resources by 16 new roles.
 - 4.29.5 A dedicated team to tackle approach roads into the city and rural roads. The cleanliness and appearance of rural and approach roads was highlighted in the October 2022 report to Committee as having a detrimental impact upon

LEAMS scores. This team will be tasked with the co-ordination of traffic management measures to allow for litter picking, mechanical sweeping, gully emptying, and verge and hedge maintenance. £0.3m has been allocated for this to create a team of five staff and purchase of necessary equipment.

4.29.6 Increased service resilience within cleansing will see additional recruitment for sickness/absence cover for priority tasks such as rapid response. £0.840m has been allocated to create up to 30 posts.

4.29.7 A night shift operation that will undertake street washing and graffiti removal from litter bins in city/town centres. This is estimated at a cost of £0.1m with tasks undertaken by a team of three new staff. This is proposed to operate on a Sunday to Thursday night shift thereby avoiding the busier night-time economy on Friday and Saturday nights. This will supplement existing night shift resources which are deployed across seven days.

4.30 In 2023/24, it is intended to utilise up to £0.5m of this funding to support delivery of the approved saving from the best value review of waste and cleansing. Officers have confirmed that this can be accommodated within the overall improvement programme in 2023/24 due to the time required to fully implement the planned improvements (e.g. to complete recruitment) and in recognition that the best value service review is unlikely to be able to deliver the full saving in 2023/24.

On-Street and In-Park Recycling Bins

4.31 In response to Councillor Caldwell's motion, officers have been reviewing the activities previously undertaken to improve recycling in litter bins.

4.32 The most recent trial took place in the city centre in 2019 and was operated in partnership with Hubbub and Changeworks.

4.33 The pilot targeted plastic bottles and aluminium cans, and coffee cups collected in segregated and easily identifiable street litter bins by the Council, and the same materials collected in store in selected offices and coffee shops.

4.34 Unfortunately, and in contrast to household collection services, in every case the collections included highly contaminated material and the majority of the material in each bin was mixed waste and not recyclable.

4.35 For this reason, the Council does not routinely provide a separate collection service to recycle litter. To do so would mean running a separate vehicle to collect a very small amount of recyclable material from each bin which would not be sustainable (financially or economically).

4.36 The in store and office collections part of the Hubbub trial were more successful as these are collecting items in a controlled environment.

4.37 Over a number of years, the Council has also piloted segregated recycling in parks with the same result.

- 4.38 In the most recent trial as part of the redevelopment of Saughton Park, no material was collected that could be sent for recycling due to the contamination levels (which were mainly organic waste in the form of food and dog waste).
- 4.39 As was the case with the city centre trial, the #InTheLoop recycling bins were converted back to general litter bins.
- 4.40 Officers have engaged with other local authorities and feedback suggests that this experience of trying to segregate litter for recycling is fairly typical. However, officers will continue to investigate areas of good practice to mirror where appropriate.

Deposit Return Scheme

- 4.41 The introduction of the deposit return scheme (DRS) for drinks containers in Scotland is expected to divert the majority of plastic drinks bottles, glass drinks bottles and drinks cans from both litter and household waste streams (as the customer will have paid a 20p deposit on each container and will therefore return the vast majority of them to return points to reclaim their deposit). DRS is still planned to go live in August 2023.
- 4.42 The UK and Scottish Governments are also considering the introduction of mandatory retailer takeback facilities for fibre based cups from 2024 as part of the separate legislation on extended producer responsibility for packaging materials.
- 4.43 These initiatives would remove the greater part of the recyclable element from the litter waste stream and as such it is suggested that the impact of these initiatives is assessed before committing to further investment which may yield limited return.
- 4.44 At the point of writing, more than 650 producers have registered for the scheme so far, representing 90% of the drinks' containers placed on the market. It is anticipated that signage on litter bins will point users towards the nearest DRS take back point for those materials in scope. This avoids the cost of collection and disposal being borne by the Council in favour of the producers themselves.

5. Next Steps

- 5.1 Officers will continue to monitor performance in respect of street cleanliness and will report this to Committee on a six monthly basis. The next iteration of the report will include the results of the March 2023 LEAMS performance.
- 5.2 Implementation of the actions agreed in October 2022 will continue and will be reported as part of the regular updates to Committee, as will progress in respect of how additional funding is being spent.
- 5.3 The next update will be presented in November 2023.

6. Financial impact

- 6.1 In addition to the Council's existing revenue budget for street cleansing, in 2023/24 a further £3.078m has been allocated to these activities. Further information on how these additional monies will be spent is outlined earlier in this report.

7. Stakeholder/Community Impact

- 7.1 The impact on stakeholders and the community from street cleansing should be positive and significant. This will continue to be monitored through the LEAMS survey.

8. Background reading/external references

- 8.1 Keep Scotland Beautiful LEAMS public data [here](#).

9. Appendices

- 9.1 Appendix 1 – Financial Implications of Increasing Litter Bin Provision.

Appendix 1 – Financial Implications of Increasing Litter Bin Provision

The Association of Public Service Excellence (APSE) annually publish a state of the market report in respect of street cleansing services. One of the measures included is a measure of the number of litter bins per 1,000 people. Approximately 55% of Local

Authority respondents fall into to the range of between 1 and 10 litter bins per 1,000 people.

Edinburgh currently has just under 3,300 litter bins for an estimated population of 526,470. This equates to an average of 6.3 bins per 1,000 people. For context Aberdeen has 8.84, however be noted that 727 of Aberdeen's bins are dedicated dog waste bins rather than general litter bins.

However, there is a variation in the number of litter bins across electoral wards in Edinburgh, ranging from 2.02 litter bins per 1,000 (Leith Walk)* to 13.06 per 1,000 (City Centre). Only the City Centre Ward is above 10 bins with the Almond Ward second highest at 9.11 bins.

Verification of the number of bins is progressing as bin sensors are being rolled out.

*This does not include the litter bins being reintroduced on Leith Walk following the tram works.

Cost of Bin Housing Units

The cost of a large single litter bin housing unit (240 litres capacity) is, at current prices, £559 per unit therefore, the estimated capital cost of having 10 bins per 1,000 people in every ward is estimated at £906,586. This would represent a 49% increase in provision.

An increase in bins to 15 per 1,000 people would represent a 140% increase in provision and an estimated capital outlay of £2,571,987.

In addition to the capital costs associated with additional litter bins, additional revenue costs are anticipated for servicing of additional bins. However, it is challenging to fully estimate the cost of resourcing as it is reasonable to assume that less litter will be on the streets rather than in a bin, therefore some existing resources may be able to be diverted from street cleansing to litter bin uplifts.

Based on the current information available, a notional estimate of the additional cost for additional crews providing 7-day cover:

- If 10 bins per 1,000, the estimated cost would be £365,000 (this equates to two additional crews); and for
- 15 bins per 1,000, the estimated cost would be £1.1m.