Overview & Scrutiny

Waste and Cleaning – Using Our **Resources Better**

1. Background

Street Cleansing Standards

- 1.1 The street cleanliness in Southwark is measured by utilising the nationally recognised LEQ (Local Environmental Quality NI195) methodology to ensure consistency and comparison with previous years. Three tranches of street cleanliness surveys take place each year. Each tranche of surveys concentrates on a number target wards, with seven or eight target wards surveyed in each tranche. This provides for a selection of streets in every part of Southwark to be surveyed each year. In each tranche of surveys, approximately 345 streets are surveyed, giving a total number of 1035 surveys each year. Each individual survey entails an inspection of a 50 metre stretch of the selected street, this is known as a transect. In each transect a grade of cleanliness is recorded for litter, detritus, graffiti and fly posting.
- 1.2 Street cleansing assessors gauge the presence of each of the four elements within a specific transect using the following grades:

Litter

GRADE A - no litter or refuse

GRADE B - predominantly free of litter and refuse except for some small items

GRADE C - widespread distribution of litter and refuse, with minor accumulations

GRADE D - heavily littered, with significant accumulations

Detritus

GRADE A - no detritus present on the transect;

GRADE B - predominantly free of detritus except for some light scattering

GRADE C - widespread distribution of detritus, with minor accumulations

GRADE D - extensively covered with detritus with significant accumulations

An identical grading system is also used for graffiti and fly posting. Three Intermediate grades are also used. These are:

- B+, between Grade A and Grade B
- B–, between Grade B and Grade C
- C-, between Grade C and Grade D
- 1.3 Grades A, B+ and B are regarded as high/acceptable standards. Grade B- is regarded as partially acceptable standard. All other grades are regarded as unacceptable standards. The target levels of cleanliness are as follows:
 - Litter 93% of streets at a high or acceptable level of cleanliness
 - Detritus 90% of streets at a high or acceptable level of cleanliness
 - Graffiti 95% of streets at a high or acceptable level of cleanliness
 - Flyposting 97% of streets at a high or acceptable level of cleanliness

Current & Historical Street Cleanliness Performance

1.4 Table 1 below sets out the current and historical levels of street cleanliness that have been achieved. The cells highlighted green indicate where the targets have been met and those in pink indicate where the targets were not met. The litter, detritus and graffiti scores are reported through the Corporate Delivery Plan.





Table 1 – Current and Historical levels of street cleanliness

YEAR	Litter	Detritus	Graffiti	Flyposting
2019-20	93.7%	92.8%	95.8%	98.3%
2020-21	91.6%	89.6%	91.5%	99.3%
2021-22	93.4%	92.6%	91.7%	98.7%
2022-23	95.0%	95.4%	90.0%	97.9%
2023-24	93.4%	93.5%	88.3%	97.3%
Target	93%	90%	95%	97%

1.5 The information in Table 1 above shows that, other than in the COVID year of 2020/21, litter, detritus and flyposting targets are being met, but that the area of concern for street cleanliness is the level of graffiti, which does not meet the target.

Savings and investment

- 1.6 As with other services in the council, the Cleaning Service has been required to provide savings. The street cleaning savings provided in recent years are as follows:
 - 2019/20 £510k
 - 2021/22 £390k
 - 2023/24 £500k
- 1.7 During the past 10 years the targets for standards of cleanliness for litter, detritus, graffiti and flyposting have remained unchanged. The delivery of budget savings during this period has been managed as far as possible to minimise the impact on the cleanliness standards achieved by taking the following actions:
 - Data analysis from cleanliness inspections to identify areas in need of improvement
 - Targeted cleaning to address locations identified as below target for the relevant indicators
 - Balancing resources to ensure highlighted areas receive the required amount of scheduled hours to meet and/or exceed the targets
 - Increased monitoring and supervision with regular performance reviews
 - Additional in-house inspections undertaken to ensure consistent levels are maintained in different parts of the borough.
- In addition, under the Streets for People initiative there has been a programme of 1.8 investment in the street cleaning services with an additional £500k awarded for 2023/24. This additional funding was utilised with the following purchases and supporting resources procured:

- 8 solar powered compacting litter bins for high traffic areas, compaction helps avoid overflow
- 150 dual purpose litter and recycling bins
- 6 electric pedestrian controlled sweepers
- One additional graffiti removal crew for part of the year
- Additional street cleaning waste and fly-tip removals from flats above shops at locations remote from town centres and main roads

Town Centre Cleaning

- 1.9 The cleaning arrangements for town centres are as follows:
 - Permanent presence from cleaning operatives providing a dedicated Town Centre service of sweeping, litter picking and blue bag removals.
 - Increased frequency litter bin emptying
 - Pro-active graffiti removal
 - Pavement and pedestrianised area jet washing
- 1.10 At town centre locations there are daily street cleaning arrangements in place for at least the morning shift and, in many town centres, for the afternoon shift as well. The town centre cleaning arrangements include the cleaning of the first 25 metres of adjoining residential roads to keep control of any litter fallout from the town centre.
- 1.11 Table 2 below shows the levels of cleanliness recorded in town centre locations for the year prior to the Covid pandemic and for the last two years.

Table 2 - Town Centre cleanliness 2019/20, 2022/23 & 2023/24

YEAR	Litter	Detritus	Graffiti	Flyposting
2019-20	86.8%	95.8%	89.3%	90.4%
2022-23	93%	98.4%	72.4%	94.6%
2023-24	94%	97.5%	81.7%	90.4%
Target	93%	90%	95%	97%

1.12 Again, the scores shown in green are where the targets have been met and those shown in pink are where the targets were not met. The information in Table 2 shows that in Town Centres good standards of cleanliness are being maintained for both Litter and Detritus. However, the standards of cleanliness for both Graffiti and Flyposting are below target.

Frequency of cleaning in roads off main roads

1.13 Other than in town centre locations where there are daily street cleaning arrangements in place, streets are only given a full broom and shovel clean once every 5 weeks. This provides for removal of built up detritus, leaves and litter. This cleaning process is supported by litter picking on a more regular basis to deal with litter and dog fouling. The frequency of litter pickling off main roads is undertaken in accordance with assessment and experience of the need, which could be between six times per week and twice per week.

Graffiti

- 1.14 Based on current and historical performance the main area of concern for street cleanliness, as measured using the NI195 methodology, is the level of graffiti, which has risen gradually in the period since 2018-19. The target is for 95% of streets to be at a high or acceptable level of cleanliness for graffiti, whereas current performance is just under 90%.
- 1.15 Note that the measurement of levels of graffiti includes all graffiti that is visible in the public realm from anywhere on a cleanliness survey transect including;
 - on council buildings and infrastructure
 - on private property and infrastructure
 - at high level on any property and infrastructure including railway lines and bridges
 - in a neighbouring borough

Current arrangements for graffiti removal

- 1.16 The removal of graffiti from council buildings and public street furniture is undertaken through the in-house Cleaning Service. There are seven graffiti removal teams covering the whole of the borough, including Housing estates. Each team is made up of two members of staff using a van and a towable compressor unit which is used to provide high-pressure washing to remove graffiti. Graffiti removal teams also use a range of graffiti removal products which are used where surfaces would be damaged by the use of high-pressure washing. Graffiti removal teams are responsible for a number of other cleaning activities, for example fly-poster removal, pavement washing and street furniture cleaning.
- 1.17 Graffiti removal teams carry out their work based on a combination of reactive works, in response to reports received by the council to the Call Centre or through the use of Fix-my-street, and also proactive works where known graffiti hotspots are regularly visited and cleared whether or not reports have been received for them.
- 1.18 As part of the Streets for People programme, additional funding has been made available to address the level of graffiti in Southwark during 2023/24. An extra graffiti removal team was procured externally through a competitive tender process and worked in the borough from September 2023. The effectiveness of the external graffiti removal team was limited and the arrangement was brought to an end in January 2024. Following this, the remaining Street for People funding that has been made available to address the level of graffiti is being used procure stock of graffiti coatings that will be applied at graffiti hotspot locations to make it easier and quicker to remove repeat graffiti.
- 1.19 The target for speed of removal of reported graffiti is 98% within 24 hours of report for graffiti on council buildings and public street furniture that the council is responsible for. This target is being consistently met and performance is reported through the Council Delivery Plan.
- 1.20 In October 2023 a change in policy was implemented to provide removal of graffiti on private property up to a height of 2 metres without charge provided a disclaimer is signed by the property owner. This has helped to increase the ability of the in-house service to remove more of the graffiti in the public realm. On-going issues with graffiti in the public realm can be summarised as follows:

- Private property and infrastructure owners who are unwilling to sign disclaimers allowing the council to remove graffiti up to a height of 2 metres on their property
- Transport bodies that do not prioritise graffiti removal from their infrastructure, eq TfL response time for removing graffiti reported on bus stops is 28 days
- Transport bodies that are unable to remove graffiti due to health and safety risks and disruption to services that would be caused from closing lines to allow works
- Repeat graffiti at hotspot locations
- High level of graffiti on property and infrastructure under all types of ownership

Fly-tipping

- 1.21 The type of fly-tipping that occurs in Southwark can be summarised as follows:
 - Household waste in sacks fly-tipped onto streets by residents of flats above shops
 - Household waste in sacks fly-tipped on estates by residents, most often where there are not adequate waste facilities available
 - Bulky household waste fly-tipped by residents onto streets and estates
 - Commercial waste in sacks fly-tipped onto streets by businesses based in the borough
 - Commercial waste, sacks and bulky, fly-tipped into communal household waste containers or elsewhere on estates.
- 1.22 The council has the following arrangements in place to deal with removal and enforcement of fly-tipping:
 - Daily street cleaning by in-house Cleaning Service to remove fly-tipped waste, from both flats above shops and businesses
 - Regular estate cleaning by in-house Cleaning Service to remove waste fly-tipped on estates by residents and businesses
 - Letters sent to residents to explain household waste collection arrangements
 - 'Duty of Care' notices served on businesses by Environmental Enforcement Team requiring proof of commercial waste collection arrangements
 - Some collaborative working across services to clear up fly-tip hotspots where joint actions are required (Waste, Cleaning, Enforcement, Wardens, CCTv, Housing)
- 1.23 The Cleaning Service removes fly-tipping proactively from town centres, main roads, estates and hotspots as part of the deployment of scheduled services, and at the same time removes fly-tipping reactively in response to reports received from the public via the available reporting channels. Fly-tipping at other locations is removed reactively in response to reports received from the public via the available reporting channels. The Council Delivery Plan includes a key performance indicator for the speed of removal of reported fly-tips. The target for removal of reported fly-tips is 98% within 24 hours of receipt of report and performance for this indicator is consistently met.
- 1.24 Fly-tipping enforcement is undertaken by the Environmental Enforcement Team which sits within Regulatory Services. The team consists of 9 FTE. This also includes an officer part funded by the Better Bankside business improvement district (BID).
- 1.25 The purpose of the team is to reduce and eliminate environmental crime, which includes addressing other issues such as graffiti, repairing vehicles on the highway, fly

- posting, free printed material distribution and littering. Due to the high frequency of flytipping in Southwark, the team prioritises a significant amount of its resources towards tackling this particular problem.
- 1.26 To achieve sustainable outcomes and a comprehensive problem-solving approach, the team collaborates with various services across the Council, Tenant Resident Association, Police, Better Bankside (BID), We are Waterloo (BID), Network Rail, as well as local residents and businesses. By using an educational and enforcement strategy, the team's primary aim is to change behaviours and discourage fly-tipping as well as other enviro-crime.
- 1.27 The team support the council's corporate aims by creating a healthy environment through cleaner greener safer spaces. They do this by reducing illegally deposited waste which would otherwise increase operational costs incurred by waste cleansing teams. They ensure business meet their obligations in relation to waste management by ensuring proper waste management processes are in place.
- 1.28 The team operates a service between 0600hrs and 2200hrs, Monday to Friday responding to complaints and carrying out targeted inspections across the borough. Over the weekend officers are available on an overtime basis to carry out targeted interventions based on service intelligence and need.
- 1.29 Table 3 below provides details of the number of waste and litter enforcement service requests and enforcement actions taken in 2022/23 and in 2023/24 to February 2024.

Table 3 - Waste and litter enforcement service requests and enforcement actions

Financial year	2022 – 2023	2023-2024 (to Feb 24)
Total number of service	1794	1489
requests received		
Number of Fixed Penalty	675	533
Notices issued for Waste		
Number of Section 34 Notices	428	334
issued		
Number of Prosecutions	0	0
Income from FPNs:		£46,810

1.30 The team are currently building on the existing intelligence operating model to broaden their approach, working more holistically to achieve common goals across regulatory services and other teams such as cleansing.

Waste

- 1.31 Other areas of focus that affect cleanliness in the borough include the following:
 - Waste on estates
 - Waste Collection arrangements at locations with flats above shops

Waste on estates

Waste on estates can be an issue for various reasons including the following: 1.32

- Missed waste collections often due to lack of access, eg due to parked cars.
- Insufficient container capacity for the volumes of waste produced especially recycling bins.
- Use of estate containers for disposal of household waste from residents not living on the estate or for disposal of commercial waste.
- Contamination of recycling containers which cannot be emptied by recycling collection crews
- Broken/inadequate/unsafe chute systems (storey level and chute chambers), including chutes that are too small to fit bags into, leading to residents leaving waste in stairwells and next to chute hoppers.
- Waste container theft roughly 40 skip type containers have been stolen in the last few years, and around 200 metal communal. These are all from council estates where bins are more easily stolen due to lack of security.
- Insufficient storage capacity for residual and/or recycling waste containers leading to residents having to fill bins to overflowing point, and then put bagged waste on the floor.
- Waste containers being stored in the open this both attracts vermin, and increases thefts risks, and can also attract abuse such as fly-tipping on estates.
- Residents leaving waste at storey level, or making no attempt to use working chute systems, or not simply placing waste in available containers provided.
- Bulky waste fly-tipping this is habitual on most estates
- Poor original estate design including pedestrianised estates with no vehicular access for collections, resulting in bins being stored on the edge of estates where they are often misused by non-residents
- Challenges in providing space and storage for recycling containers in old blocks that were only designed for storage and collection of a single stream ie. residual waste.
- The council has the following arrangements in place to deal with issues with waste on 1.33 estates:
 - Missed waste collections monitored and managed through Veolia Waste PFI contract
 - Some successful work between Housing and Waste Management to implement better waste storage facilities where there is HRA funding available, eg. Metrostor bin housing units on Brandon Estate
 - Annual waste service leaflets to all residents to explain general residual and recycling waste collection and storage principles
 - Some targeted waste service communications is provided to residents on estates to explain their specific residual, recycling and bulky waste collection arrangements
 - Some enforcement against fly-tipping on estates where evidence is available

Waste Collection arrangements at locations with flats above shops

1.34 The council has introduced timed waste collections at two locations in Southwark to help control the times when waste is left out for collection and when it is collected, these are at Walworth Road and Rye Lane. Timed collections apply to the shops and the flats above shops in the areas where they operate. Residents or businesses that place waste out for collection outside of the designated times are liable to enforcement action with fixed penalty notices currently at £400.

- 1.35 The council provides the timed collection service for household waste in these locations, along with businesses that use the council's commercial waste collection service. For businesses that do not use the council's waste collection service, they are held accountable for any of their waste that is not collected by their collection provider in compliance with the timed collection requirements. The timed collection arrangements in Walworth Road and Rye Lanes currently work reasonably well in controlling waste on streets. Note that in timed collection locations the use of the pavement to store household or commercial waste bins is not permitted.
- 1.36 At other locations where there are shops and flats above shops, there are no controls over the times when waste is left out for collection but there are controls over the days when waste is left out for collection. These controls are as follows:
 - Household waste from flats above shops is only authorised to be left out for collection on one day per week in accordance with the published Veolia household waste collection schedule
 - Commercial waste from businesses is only authorised to be left out for collection on the days when it has been agreed with their commercial waste collection contractor for it to be collected
- 1.37 Enforcement against household and commercial waste can be undertaken where waste is left out for collection on the wrong days in locations that do not have timed collections. However, even with a good enforcement regime in place it is possible that such locations are rarely or never completely free of waste. The solution to this would be to expand the use of timed collections to more locations in the borough. Whilst this is possible, there are a number of matters that must be taken account of:
 - Creation and implementation of timed collections requires significant human and operational resource that is currently not budgeted for
 - Implementation of timed collection requires consultation with all stakeholders. including households and businesses in the relevant location. This would include collecting responses aimed at understanding what days and/or times of day would be preferred by those affected.
 - Experience has shown that it is impossible to gain a 100% consensus on the days and/or times that should apply.
 - The council's in-house Cleaning Service provides the operational resources that are required to service timed collections. There would be significant challenges in providing an expanded network of timed collections within the current street cleaning operation in terms of vehicle numbers and the requirement that they would have to collect at specific places at specific days/times.
 - Veolia only provide once per week collection of household waste from flats above shops and they do not operate to specific collection times for any of the household waste collection operations. Therefore, it is unlikely that Veolia would be able to assist with any timed collection scheme.

How can we use resources better to address waste and cleaning 2. issues

- 2.1 The four areas for improvement that have been identified, and therefore where the focus should be on using resources better, are as follows:
 - **Town Centre Cleanliness**
 - Graffiti
 - Fly-tipping
 - Waste on estate and

Town Centre Cleanliness

2.2 Table 4 below sets out some potential actions for improving the cleanliness of Town Centres, along with the pros and cons that should be considered for these potential actions.

Table 4 – potential actions to improve cleanliness in town centres.

Potential Action	Pros	Cons
Outsource litter enforcement	High impact Demonstrates willingness to take tough measures Self-financing	 Negative perception - seen as a way to raise income rather than to solve a problem? Impact on residents with low income Approx. 12 month lead in time
More timed collections	Provides a framework to manage when waste is put out & when it is collected	 Requires resource inputs to set up and operate. Approx. 12 month lead-in time
Increase/ prioritise enforcement of trade waste	 Penalises trade waste fly- tipping Reduces trade waste fly- tipping which saves money Short lead-in time 	Less resource for enforcement of other environmental crimes, eg. graffiti and fly-tipping
Hard sell of council commercial waste	Potential to increase income Potential to reduce fly-tipping Short lead-in time	 Cannot force businesses to use council service. Does not solve issue of different collectors at different times
Increased frequency of sweeping at expense of residential streets	Better cleanliness standards in town centres for more of the day.	Potential for cleanliness standards in residential roads to decline.

<u>Graffiti</u>

2.3 Table 5 below sets out some potential actions to reduce levels of graffiti, along with the pros and cons that should be considered for these potential actions.

Table 5 – potential actions to improve graffiti cleanliness standards

Potential Action	Pros	Cons
More collaborative working across services (Cleaning, Enforcement, Wardens, CCTv) and with Police to apprehend and deter offenders	Catching and prosecuting offenders could act as a deterrent	 Resource intensive with no guarantee of successful outcomes Less resource to dedicate to other enviro crime, eg. flytipping, town centres
Communication and engagement	 Raise awareness of graffiti as anti-social behaviour and of the council's work to remove graffiti More engagement with property owners to seek wider use of disclaimers 	 Perpetrators unlikely to change behaviour as a result of this work Engagement for disclaimers currently undertaken by Street Cleaning Supervisors. Redirection of resources from other work is required to facilitate more engagement
Use of murals to discourage graffiti at hotspots	 Murals can enhance amenity in places where graffiti currently impacts amenity Murals may deter graffiti 	 Limited application, not every graffiti hotspot is suitable for a mural Requires allocation of funding No guarantee of deterring graffiti
Use of graffiti walls to give an outlet for graffiti	Potential to control where graffiti is applied	 Perpetrators unlikely to change behaviour as a result of this work Places for graffiti walls is limited Requires resource to manage and operate

2.4 The increase in the level of graffiti in the borough has already been recognised as a matter of concern. This problem cannot be resolved purely through the deployment of more resources to remove graffiti. A Graffiti Hot Spot Action Plan is being developed to address the issue. This will include a range of actions taken collaboratively across council services, by seeking support from the Police and external stakeholders.

Fly-tipping

Table 6 below sets out some potential actions for reducing flytipping, along with the pros and cons that should be considered for these potential actions. 2.5

Table 6 – potential actions to improve reduce fly-tipping

Table 6 – potential actions to improve reduce fly-tipping			
Potential Action	Pros	Cons	
More collaborative working across services (Waste, Cleaning, CCTv Wardens, Enforcement) to catch and deter offenders at fly-tip hotspots	 This type of approach has had some positive results previously Prosecuting offenders could act as a deterrent 	Resource intensive which means less resource to dedicate to other environmental crime, eg. graffiti and town centres	
Communication campaign to include: General information Specific information CCTV videos of fly-tippers Publicise successful prosecutions	 Raise general awareness of fly-tip as a criminal offence, signpost information on website for correct procedures More detailed communications at specific fly-tip hotspots Publicise CCTv fly-tip videos and seek information Publicise successful prosecutions 	None specific	
Design out fly- tip hotspots, eg. by installing planters or benches, or by opening up hidden spaces	Discourages fly-tipping	Requires project management resource & funding for physical infrastructure (potential to use CGS funding for this purpose)	
Bulky waste collection points on estates	Formalise bulky waste collection points on estates requiring no booking or fee payment	Mixed messages with bulky waste charged service	

Waste on Estates

2.6 Table 7 below sets out some potential actions for improving the management of waste and increasing recycling on estates, along with the pros and cons that should be considered for these potential actions.

Table 7 – potential action to improve cleanliness and increase recycling on estate

Potential Action	Pros	Cons
Investment and repair of waste storage and management infrastructure on estates (Project established to review this)	To provide sufficient, easy to use and safe waste facilities and waste containers that residents will automatically use in the correct way.	 HRA funding primarily needed. Some repairs and investment are costly (but can be off-set by revenue savings for Cleaning costs saved) Building and/or space limitations, remedies for some blocks are difficult even if funding is available
Communications	Greater use of waste service communications to explain block-specific residual, recycling and bulky waste collection arrangements	None specific
Audit of recycling and residual waste bins and collection frequency	To ensure sufficient storage and collection capacity is in place for both waste streams	Building and/or space limitations may hinder provision of the number of bins required

2.7 The issues with waste on estates has already been identified as an area that must be addressed. To this end officers from the Waste Management Service, Cleaning Service and Housing are working to produce specific action plans to address issues with waste on seven specific estates where the issues are most acute. This work is currently in the early stages.

Themes for using resources better

- 2.8 Looking at the potential actions for improving cleanliness and increasing recycling in the borough, the common themes across the different areas set out above are as follows:
 - Direction of existing resources to where they are needed the most, for example; reduce street cleaning frequency in some residential roads and increase street cleaning frequency in Town Centres; focus Environmental Enforcement resources on the issues and the locations that are most in need of improvement; reduce refuse collection resources where they are underused and deploy those resources into increased recycling collection capacity
 - Consider provision of environmental enforcement by external organisation on a cost-neutral basis to increase the enforcement profile in the borough, in particular to address litter and fly-tipping

Greater use of communication and engagement to address poor behaviours such as littering and fly-posting, and to increase good behaviours such as participation in recycling. Consider the use of concerted andregular and long standing public campaigns with recognised straplines to promote these messages and use of council fleet to carry messages.

Waste & Cleaning Service