

Report of the Area Co-ordinator to the meeting of Bradford East Area Committee to be held on 20 February 2019

AA

Subject:

Street Cleansing - Service redesign and deployment of resources

Summary statement:

This report provides information on the service redesign of Street Cleansing and options for operational deployment of resources.

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Overview & Scrutiny Area:
Corporate/Regeneration and Environment

1. SUMMARY

- 1.1 This report provides information on the service redesign of Street Cleansing and options for operational deployment of resources.

2. BACKGROUND

- 2.1 At the Bradford East Area Committee held on 22 November 2018 a report was presented outlining future changes to Street Cleansing and Warden services, in particular the 25% reduction in the district-wide Street Cleansing budget which will mean the loss of 28 frontline staff and five mechanical sweeper vehicles.

Changes in street cleansing working arrangements and times

- 2.2 The operational changes to Street Cleansing within the District will see the creation of 23 new gateway routes that will cover busy gateway and arterial routes. Appendix A gives a list of highways in Bradford East that will be on this daily route Monday to Friday and an example map. It is estimated that these prescribed routes will last 2-3 hours and require crews to start earlier at 06:00am. Upon completion of these routes crews will be able to move in to their constituency areas for deployment (see section 9 for options). Prescriptive gateway routes will ensure maximum efficiency with the resources available and making key gateway routes cleaner at the peak commuter time.
- 2.3 A new dedicated Central Reservations team will also be established at the Bradford depot to tackle declining standards on specific stretches of key gateways in Bradford West, South and East this team and this will sit within the ancillary services team alongside the Litter bin maintenance, graffiti removal/ abandoned vehicles and the dedicated fly tipping team.
- 2.4 Appendix B shows where the reductions have been made across the district from 2018 to achieve the savings required.
- 2.5 In terms of clean team staff numbers the total number across the district staff working in clean teams will be 73. Allowing for holidays, sickness and any training it is expected that approximately 60 staff will be working on the ground at any one time covering 30 wards. In Bradford East 17 staff will work in the clean teams representing 23% of the available district resources. There will also be two mechanical pavement sweepers dedicated to the area and also a large mechanical road sweeper will be shared for the areas of Bradford West, South and East.

3. OTHER CONSIDERATIONS

Warden Services

- 3.1 Neighbourhood Wardens will have a crucial role in tackling litter and waste issues, working with businesses, land owners, schools and residents to achieve sustainable behaviour change in the long term. This will involve using a combination of education and enforcement to make the change.

Takeaway Littering

- 3.2 Takeaway packaging has become one of the main causes of litter, affecting not only inner city streets but increasingly rural roads and beauty spots where there is no passing footfall. It is very highly visible, often comprised of larger items e.g. polystyrene / card boxes, drinks containers, serviettes, plastic cutlery, sauce sachets / tubs.
- 3.3 To tackle this a cross-cutting strategy could be adopted to manage the impact of the problem. This could involve planning conditions enforced by environmental wardens and checked by routine planning inspections. Other ideas include:
- Using environmental legislation to ensure businesses clean up litter generated from their premises and could require take-aways to use branded packaging
 - Ensure take aways do not provide excessive amounts of unrequested extra serviettes, cutlery and sauces, clean up the street around their premises and provide litter bins during opening hours
 - Drive-through premises to print car registration plates on the packaging which would identify litterers if found on the highway

Supporting Voluntary Clean-Ups

- 3.4 The service does participate in all the national events that are publicised for example the British Spring Clean. There is also support provided for localised clean-ups where volunteer groups can tackle land and streets that they feel passionate about. Council support can take many forms for example we provide bags, litter pickers, high-vis tabards and gloves to local volunteer groups as well as remove the waste they have collected. Much of this voluntary work can be seen on social media such as Facebook. Some volunteer groups operate all year round, for example Litter-Free Baildon.

Best Practise and Benchmarking

- 3.5 The Street Cleansing service is a participating member of Keep Britain Tidy and APSE; two organisations where we can share best practise and data around what works or does not work. Both these groups hold regular sessions across the country and the attendance is high reflecting that Bradford is not alone in having difficulty tackling various environmental issues such as litter.

Environmental Legislation in Relation to Car Litter

- 3.6 In April 2018 the law was changed which meant that the registered keeper becomes responsible for any littering from the vehicle, removing the need to formally identify the actual offender in the vehicle. Bradford have been keen to adopt these powers and have been one of the pathfinder authorities working on how these powers can be practically implemented e.g. DVLA identification of offender, issuing of tickets and enabling efficient payment by offenders. Environmental enforcement is at an advanced stage and hopes to be utilising these powers fully in 2019/20.

- 3.7 In terms of the medium to long term future the government plans to implement a Deposit Return Scheme (DRS) for plastic bottles, glass bottles and cans could make a significant impact by creating a monetary value for these commonly littered items. Whilst the driver for this project is to increase recycling, it could mean that people will be less inclined to litter with these items and where the items are still littered they will be of value to others who will collect them for financial gain. Further information about this can be found at the DRS announcement. Another great example of this kind of initiative was the introduction of charging for plastic bags (5p) and the impact this has made to the environment. The government is considering increasing the charge to 10p.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 The total budget for street cleansing district wide will be £3,538,000. As some services will operate across constituencies (eg fly tipping, central reservations, graffiti and gateway routes) divisions by constituency cannot accurately be provided.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 As this is a new delivery model and will be managed by officers who have specialist knowledge in one specific area, managers will need to acquire some knowledge of the other specialist services (either Street Cleansing or Parks) and as such, the approach will need time to 'settle' before we reach optimum delivery.
- 5.2 There is a further risk that some managers may not be placed in areas where they have historically worked. This will mean that it may take some time to familiarise themselves with the new areas.
- 5.3 Both of these risks will be mitigated by ensuring that there is a good handover period and managers, having been appointed in advance of the 'Go Live' date, will have some time to familiarise themselves with both area and service. We will also ensure that support is in place both at a peer and senior level for the managers.

6. LEGAL APPRAISAL

- 6.1 There are no specific issues.

7.0 OTHER IMPLICATIONS

7.1 EQUALITY AND DIVERSITY

- 7.1.1 Area Committee decisions will need to be made in line with Equal Rights legislation. This will require Area Committees to assess the potential equality impact of any decisions they make.

7.2 SUSTAINABILITY IMPLICATIONS

- 7.2.1 Increased local decision-making has the potential to create more sustainable solutions to local issues.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

7.3.1 There are no specific issues.

7.4 COMMUNITY SAFETY IMPLICATIONS

7.4.1 There are no specific issues.

7.5 HUMAN RIGHTS ACT

7.5.1 There are no Human Rights Act implications arising from this report.

7.6 TRADE UNION IMPLICATIONS

7.6.1 Trade unions continue to be consulted on all changes to Street Cleansing working arrangements and staffing changes.

7.7 WARD AND WARD PLAN IMPLICATIONS

7.7.1 The information in this report is relevant to all Wards in Bradford East.

8.0 NOT FOR PUBLICATION DOCUMENTS

8.1 There are no not for publication documents.

9. OPTIONS

9.1 As a devolved service the Area Committee has some discretion over the deployment of resources.

9.2 Following completion of the morning gateway routes, there are different options on how to deploy resources for the balance of each day. The options presented are all ones that keep some relationship between the service and either Ward or Area Constituency working.

9.3 By 9.00am most of the main roads, retail areas and busy commuter runs will have been covered by the morning gateway teams so the balance of the work consists of the following land-use types:

- High density housing e.g. terraces / back-to-backs
- Medium density housing e.g. social housing estates
- Low density housing e.g. suburban estates with majority off-road parking
- Industrial / warehousing
- Rural roads

9.4 Currently a clean team manages one or two wards with the Driver Co-ordinators having a lot of autonomy in what they do and area expected to be self organising and dictate their work pattern and having a sense of 'ownership' for their area.

Option 1a: Area Constituency- pooled resources with fixed weekly work pattern

- 9.5 This option would see staff move into two larger groups or gangs per constituency and then work through the Area Constituency in a prescribed manner. Each Constituency would be broken down in to Zones which would be considered a balanced days' work for a gang to complete under normal circumstances.
- 9.6 **Appendix C Figure 1** provides an example of how the Zones might look, though the number of zones and what localities are covered each day are a starting point and would be subject to discussion if the option is selected.
- 9.7 Deploying staff in slightly larger groups working closer together has benefits to morale when working on any of the more littered streets which can be slow tedious work, as well as increasing accountability and enabling service managers the ability to monitor performance due to the fixed working patterns.
- 9.8 By having fewer but larger groups or gangs the service is able to avoid some of the issues that would be encountered by unplanned leave impacting on staffing numbers that would be experienced if smaller ward based teams were still in use.
- 9.9 These larger groups can rotate around their constituency on a planned basis with fixed days where the service is due. A roving transit would be deployed in each area to deal with emergencies (e.g. dead animals, oil spills, needles, specific issues that need addressing by management urgently or litter bins that are not on the gateway and priority main road routes).
- 9.10 Each Area Constituency can be split in to zones based on the estimated servicing time required and the desired frequency. The major disadvantage of this model is that this would not prioritise areas or areas that have more of a litter or detritus issue.

Option 1b: Area Constituency pooled resources

- 9.11 Within **Appendix C Figure 2** assumes all parts of the Area Constituency receive a varying frequencies for different zones could be incorporated in to the model e.g. some zones will be done twice weekly and other zones are attended once every four weeks.
- 9.12 Zones could be scheduled for a weekly / fortnightly / three-weekly or four weekly visits depending if any prioritisation wants to be set e.g. type of housing, industrial rural roads etc.
- 9.13 Similar to option 3a a roving transit would be deployed in each to deal with emergencies (e.g. dead animals, oil spills, needles, specific issues that need addressing by management urgently or litter bins that are not on the gateway and priority main road routes).
- 9.14 A collaborative approach to prioritisation could be adopted where the zones could be initially developed by the service and then reviewed by members each year to allow periodic adjustment based on intelligence available and changes in demand. The service could provide recommendations on changes to zones each year, if any

were required, and the rationale could be assessed by members.

- 9.15 Options 1a and 1b highlighted above are available for member consideration. Officers' suggested preference is option 1b to target areas of greater need on a more frequent basis.

10. RECOMMENDATIONS

- 10.1 That the service redesign for gateways is adopted.
- 10.2 That Bradford East Area Committee selects its preferred delivery model.
- 10.3 That Bradford East Area Committee will review any option chosen after a 12 month trial period.

11. APPENDICES

- 11.1 Appendix A – Gateways and Priority Routes
- 11.2 Appendix B – Staff Numbers and Breakdown by Area for 2018/19
- 11.3 Appendix C - Option 1a and 1b - Example of Zones for Bradford East

12. BACKGROUND DOCUMENTS

- 12.1 'Council Warden Service devolution to Area Committee', Report of the Area Coordinator to the meeting of the Bradford East Committee on 26th March 2015.
- 12.2 'People Can Make a Difference': Campaign to promote and encourage strong and active communities, Report of the Area Co-ordinator to the meeting of the Bradford East Area Committee on 19th November 2015.
- 12.3 'Bradford East Ward Plans', Report of the Area Co-ordinator to the meeting of the Bradford East Area Committee on 17th March 2016.
- 12.4 'Cleaner and greener streets and neighbourhoods in Bradford East - Devolution to Area Committee, Report of the Bradford East Area Co-ordinator to the meeting of Bradford East Area Committee on Thursday 16th June 2016.
- 12.5 'Cleaner and greener streets and neighbourhoods in Bradford East – Devolution to Area Committee' – Report of the Bradford East Area Co-ordinator to the meeting of Bradford East Area Committee on 9 October 2017.
- 12.6 'Annual report on Street Cleansing, Environmental Enforcement and Council Wardens and information about the merger of the Parks Service into Neighbourhood and Customer Services', Report of the Area Co-ordinator to the meeting of Bradford East Area Committee on 22 November 2018.

BRADFORD EAST – GATEWAYS AND PRIORITY ROUTES**Bradford Moor**

Barkerend Road / Leeds Old Road / Leeds Road
 Leeds Road / Gypsy Street / Dick lane
 Killinghall Road
 Gain Lane

Bowling & Barkerend

Laistridge Lane / Sticker Lane
 Bowling Back Lane
 Harris Street
 New Otley Road
 Undercliffe Lane / Pollard Lane
 Shipley Airedale Road
 Bolton Road
 Wakefield Road
 Hammerton Street
 Buck Street
 Hall Lane / Bowling Hall Road
 Hall Lane
 Prospect Street / Mill Lane
 Rooley Lane
 Broad Lane
 Dick Lane
 Bolling Road / Ripley Street
 Manchester Road
 Barkerend Road
 Leeds Road

Little Horton

Gaythorne Road / St Stephen's Road
 Manchester Road
 Little Horton Lane
 Ransdale Road
 Park Lane
 Horton Park Avenue
 Canterbury Avenue
 Thornton Lane
 Hudson Avenue / Southfield Lane / Southfield Road / Smiddles Lane
 Mill Lane

Bolton & Undercliffe

Bolton Road
 Cliffe Road
 Otley Road / Harrogate Road
 Shipley Airedale Road / Canal Road
 Queen's Road
 Bolton Lane
 King's Road / Swain House Road
 Lister Lane / Valley View Grove / Northcote Road

Wrose Road
Idle Road
Dudley Hill Road / Killinghall Road
Leeds Road

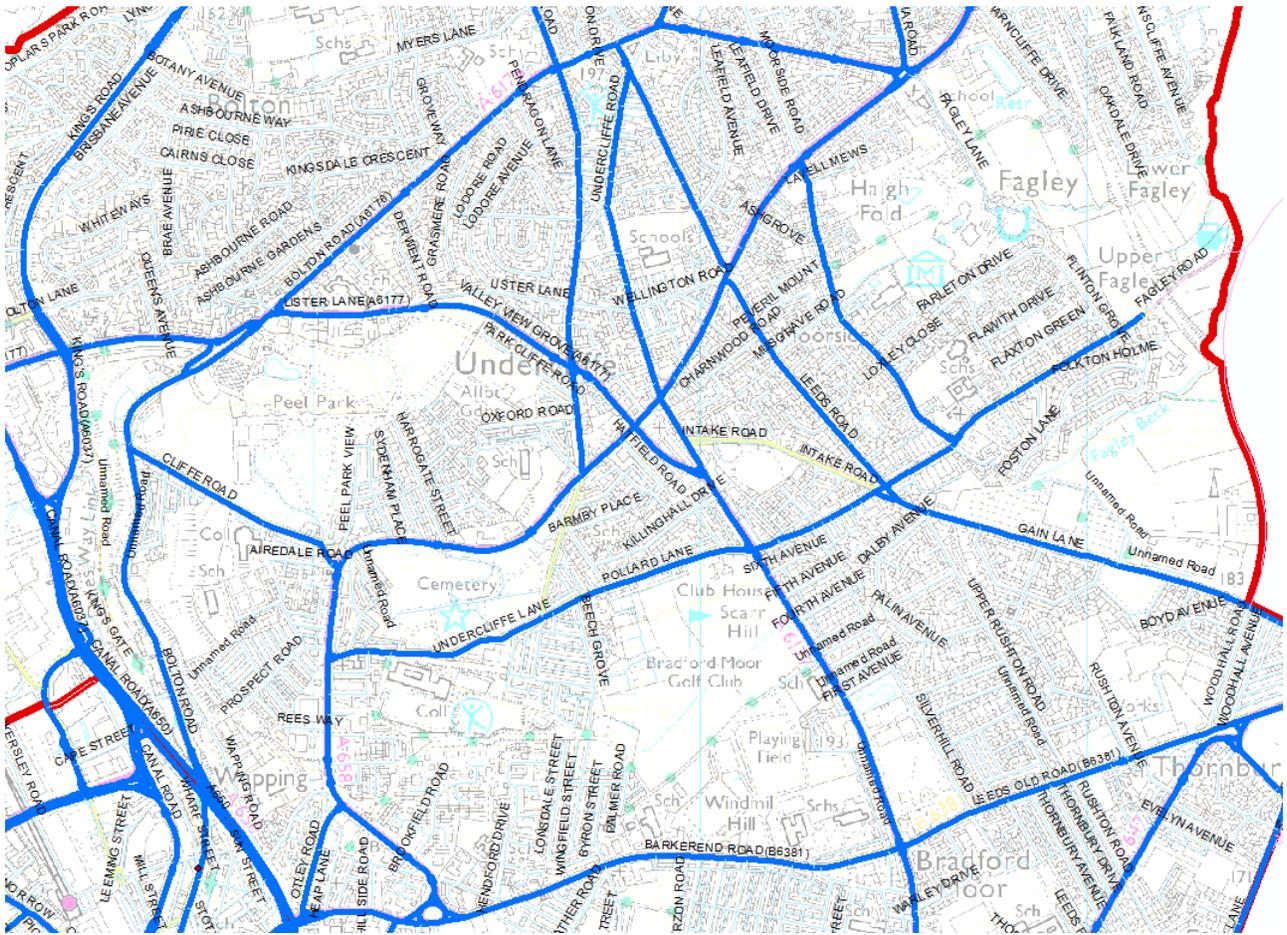
Eccleshill

Pullan Avenue / Bolton Road
Stone Hall Road / Stony Lane / Victoria Road / Norman Lane
Victoria Road
Bank
Harrogate Road
Leeds Road
Bradford Road
New Line
Fagley Road / Pollard Lane
Moorside Road

Idle & Thackley

Harrogate Road / Apperley Lane
Leeds Road
Town Lane / Highfield Road
High Street
Apperley Road / New Street / Idlecroft Road
Albion Road / Thorp Garth / Bradford Road

Example Map of Gateways and Priority Routes



Staff Numbers

	April 2018	April 2019	Loss/Gain
Mechanical sweepers	16	11	-5
Clean teams	95	73	-23
City Centre	13	9	-4
Fly tip team	2	2	0
Graffiti team	2	2	0
Litter bin maintenance	2	2	0
Central reservations	0	3	+3
TOTAL	130	102	-28

Breakdown by Area

	Clean Teams		Mechanical Sweepers	
	No of Staff	Hours Per Week	No of Staff	Hours Per Week
Bradford West	17	664	2.3	105.2
City Centre	9	365		
Bradford East	17	705.5	2.3	105.2
Bradford South	13	513.5	2.3	105.2
Keighley	13	475.5	2	91.5
Shipley	13	482	2	91.5
Ancillary Services:				
Fly tip team	2	70		
Litter bin maintenance	2	85		
Graffiti removal/ abandoned vehicles	2	88		
Central Reservations	3	113.5		
TOTAL	91	3,562	11	498.6

Option 1a - Example of Zones for Bradford East

Fig 1 assumes all parts of the Area Constituency receive a weekly visit; though at a weekly frequency it would be a light touch level of cleansing.

	0600-0900 (Daily Frequency)	0900-1400		
Day	All staff	Gang 1	Gang 2	Frequency
Mon	All morning routes	Zone 1	Zone 2	Weekly
Tue	All morning routes	Zone 3	Zone 4	Weekly
Wed	All morning routes	Zone 5	Zone 6	Weekly
Thu	All morning routes	Zone 7	Zone 8	Weekly
Fri	All morning routes	Zone 9	Zone 10	Weekly

Option 1b - Example of Zones for Bradford East

Fig 2 assumes that the Area Constituency prioritises some parts for a lower frequency e.g. Zones 9 - 16 are attended once every 4 weeks. This model would see smaller zones across the Constituency and allowing a deeper level of cleansing in all zones upon attendance as a result of the reduced frequency.

	0600-0900 (Daily Frequency)	0900-1400		
Day	All staff	Gang 1	Gang 2	Frequency
Mon	All morning routes	Zone 1	Zone 2	Twice weekly
Tue	All morning routes	Zone 3	Zone 4	Weekly
Wed	All morning routes	Zone 5 & 7	Zone 6 & 8	Fortnightly
Thu	All morning routes	Zone 1	Zone 2	Twice weekly
Fri	All morning routes	Zone 9, 11, 13 & 15	Zone 10, 12, 14 & 16	4-Weekly

Zones would be formed from localities so in Bradford East if it was decided to have 10 zones then they could potentially look something like this:

	Bradford East
1	Bolton / Undercliffe
2	West Bowling
3	Little Horton
4	East Bowling / Broomfields
5	Barkerend
6	Bowling / Laisterdyke / Cutler Heights
7	LaPage / Harewood
8	Fagley / Gain Lane / Rushtons
9	Ravenscliffe / Eccleshill
10	Thorpe / Thackley / Idle / Apperley Bridge

If 16 or more zones were selected then each of the zones would cover a smaller area on that day's work.