

# Report of the Area Co-ordinator to the meeting of Keighley Area Committee to be held on 28 February 2019

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## 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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## Portfolio:

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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 Keighley Area Committee held on 28 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 Keighley 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 Appendix B shows where the reductions have been made across the district from 2018 to achieve the savings required.
- 2.4 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 Keighley 13 staff will work in the clean teams representing 18% of the available district resources. There will also be two mechanical pavement sweepers dedicated to the Area.

## **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 participates 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 or Parish Councils as well as remove all 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 'friends of' parks groups.

### **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 ensure 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 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 No specific issues.

##### **7.4 COMMUNITY SAFETY IMPLICATIONS**

- 7.4.1 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 Keighley.

## **7.10 IMPLICATIONS FOR CORPORATE PARENTING**

Refer to the guidance contained in the Report Guide.

## **7.11 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT**

Undertake a Privacy Impact Assessment to determine whether you need to deal with data protection and information security matters arising from the proposal/decision.

## **8. 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 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

## Option 1: Ward-based Clean teams working in the current manner

- 9.4 Currently a ward Clean Team covers one or two wards with the Driver Coordinators having a lot of autonomy in what they do. They are expected to be self-organising, dictate their work pattern and have a sense of 'ownership' for their Ward.
- 9.5 The service could attempt to carry on working in the existing manner with fewer resources. Due to the reduction in staff numbers it will be difficult to continue this model.
- 9.6 The risk with this model is that each ward Clean Team is more vulnerable to staff availability issues on the day, due to the impact of leave and sickness absence.

## Option 2: Area/Constituency pooled resources with fixed weekly work pattern

- 9.7 This option would see staff move into two larger groups or gangs per Area and then work through the Area in a prescribed manner. The Area would be broken down into Zones which would be considered a balanced days' work for a gang to complete under normal circumstances.
- 9.8 The table below 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. This assumes all parts of the Area receive a weekly visit; though at a weekly frequency it would be a light touch level of cleansing and no real attention to detail.

	<b>0600-0900 (Daily Frequency)</b>	<b>0900-1400</b>		
<b>Day</b>	<b>All staff</b>	<b>Gang 1</b>	<b>Gang 2</b>	<b>Frequency</b>
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

- 9.9 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 giving service managers the ability to better monitor performance due to the fixed working patterns.
- 9.10 By having 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 Clean Teams were still in use.
- 9.11 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 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).

9.12 Each Area 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 neighbourhoods that have more of a litter or detritus issue.

**Option 3: Area/Constituency pooled resources according to need**

9.13 This option would also see staff move into two larger groups or gangs per Area and then work through the Area in a prescribed manner. The table below assumes all parts of the Area receive varying frequencies for different zones e.g. some zones will be done twice weekly and other zones will be attended every four weeks (depending on their housing density, levels of litter and/or land classification eg rural roads). This model would prioritise areas of need.

	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 1 and 2 - high density housing e.g. terraces/back-to-backs
- Zones 3 and 4 - medium density housing e.g. social housing estates
- Zones 5-8 - low density housing e.g. suburban estates with majority off-road parking
- Zones 9-16 - industrial/warehousing and rural roads

9.14 If this model is adopted in principle, officers will work up frequency rotas.

9.15 Similar to option 2 a roving transit would be available to deal with any 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).

9.16 This working arrangement could be reviewed by the Area Committee periodically to allow any adjustments based on intelligence available and changes in demand to be made.

**10. RECOMMENDATIONS**

10.1 Keighley Area Committee notes the service redesign for gateway working until 9.00am each morning.

10.2 Keighley Area Committee approves Option 1, as set out in this report, as its preferred delivery model for Street Cleansing in the Keighley Area.

10.3 Keighley Area Committee will review these working arrangements 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

## **12. BACKGROUND DOCUMENTS**

12.1 Council Wardens, Document 'AY', Keighley Area Committee, 22 April 2015

12.2 Street Cleansing, Document 'I', Keighley Area Committee, 17 September 2015

12.3 People Can Make a Difference - Campaign to promote and encourage strong and active communities, Document 'S', Keighley Area Committee, 3 December 2015.

12.4 Keighley Area Ward Plans 2015-16 Update, Document 'AF', Keighley Area Committee, 14 April 2016.

12.5 Cleaner and greener streets and neighbourhoods in Keighley - devolution to Area Committee, Document 'D', Keighley Area Committee, 30 June 2016

12.6 Cleaner and greener streets and neighbourhoods in Keighley – Devolution to Area Committee, Document 'I', Keighley Area Committee, 14 September 2017.

## APPENDIX A

### KEIGHLEY – GATEWAYS AND PRIORITY ROUTES

#### **Craven**

Main Road  
Skipton Road  
Keighley Road  
Station Road  
Keighley Road  
Kirkgate  
Bolton Road  
Briggate  
Silsden Road  
Main Street  
Skipton Road

#### **Ilkley**

Skipton Road  
Church Street  
Leeds Road  
Springs Lane  
Bolling Road  
Wheatley Lane  
Coutances Way  
New Brook Street  
Middleton Avenue

#### **Keighley Central**

Skipton Road  
Hardings Road  
Lawkholme Lane  
Spring Street  
Bradford Road  
Whin Knoll Avenue  
Highfield Lane  
West Lane  
Black Hill Lane  
Manville Road  
South Street

#### **Keighley West**

Keighley Road  
Manville Road  
South Street

## **Keighley East**

Dalton Lane  
Parkwood Street  
Park Lane  
Hainworth Wood Road North  
Long Lee Lane  
Halifax Road  
Hainworth Lane  
Halifax Road  
Thwaites Bridge  
Aireworth Road  
Bradford Road  
Bar Lane

## **Worth Valley**

Halifax Road  
Haworth Road  
Lees Lane  
Mill Hey  
Station Road  
Brow Road  
Hebden Road  
Keighley Road  
Bridgehouse Lane  
Sun Street  
Main Street  
West Lane  
North Street  
Mytholmes Lane  
Changegate  
Victoria Avenue  
Mytholmes  
Providence Lane  
Keighley Road  
Colne Road



**APPENDIX B**

**Staff Numbers**

	<b>April 2018</b>	<b>April 2019</b>	<b>Loss/Gain</b>
Mechanical sweepers	16	11	-5
Clean teams	95	73	-22
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
<b>TOTAL</b>	<b>130</b>	<b>102</b>	<b>-28</b>

**Breakdown by Area**

	<b>Clean Teams</b>		<b>Mechanical Sweepers</b>	
	<b>No of Staff</b>		<b>No of Staff</b>	
Bradford West	17		2.3	
City Centre	9			
Bradford East	17		2.3	
Bradford South	13		2.3	
Keighley	13		2	
Shipley	13		2	
<b>Ancillary Services:</b>				
Fly tip team	2			
Litter bin maintenance	2			
Graffiti removal/ abandoned vehicles	2			
Central Reservations	3			
<b>TOTAL</b>	<b>91</b>		<b>11</b>	