

Report of the Area Co-ordinator to the meeting of Shipley Area Committee to be held on 6 March 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 Shipley 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 meant 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 Shipley 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 6:00am. 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 The savings required for 2019 were initially £1 million and officers have been restructuring the service over the past twelve months. However a decision by Council on 21st February 2019 was made to reinvest £500,000 into the service. This will allow for 20 street cleansing staff district-wide. Staff deployment could change, allowing an element of flexibility within the service across the five constituencies depending on service need. The funding would also allow for three litter prevention officers. The role would be to stop people littering, to manage their waste more responsibly and take a pride in the environment where they live. These officers will have a district wide role deployed against evident need.
- 2.4 In terms of clean team staff numbers the total number across the district working in clean teams will be 93. Allowing for holidays, sickness and any training it is expected that approximately 78 staff will be working on the ground at any one time covering 30 wards. In Shipley 15 staff will work in the clean teams. 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
- Ensuring that 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 printing 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 removing 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 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 which 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 £4,038,000. As some services will operate across constituencies (eg fly tipping, central reservations, graffiti and gateway routes) divisions by constituency cannot accurately be provided. The Shipley street cleansing team will comprise of 17 staff which will include two mechanical sweepers.

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 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 Shipley.

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 two options on how to deploy resources for the balance of each day.

9.3 By 9am all 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: Cleaning of morning routes and ward-based teams working in current manner

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

9.5 The service could attempt to carry on working in the existing manner with fewer

resources. However, due to the reduction in staff numbers it will be difficult to continue this model.

- 9.6 The risk with continuing with the current model is that each ward team is more vulnerable to staff availability issues on the day. For example a team of two people will be operating with one person for 62 days a year which means that any unplanned absence during those 62 days will see no service within the ward apart from what is covered in the Gateway Routes early on in the morning.

Option 2: Cleaning of morning routes and area based working to predefined working pattern determined by housing density and litter levels

- 9.7 After the morning routes have been cleaned, this option would see staff move into two teams, with each team comprising three drivers and five or six operatives. One team would be responsible for Bingley, Bingley Rural and Wharfedale with the other team covering Windhill and Wrose, Shipley and Baildon. The intention would be for a team to move into a ward on a designated day and move onto another ward the next. Streets would be given a frequency of clean determined in the main by housing density and current levels of litter.

- 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

- 9.8 This model has the following advantages:

- It gives the two Shipley teams experience of working in three different wards
- An increased visible presence of cleaning staff
- Consistency in working arrangements and a thorough understanding of the major hot spots, problematic areas and emerging issues.
- Roles and responsibilities for staff are clearly understood with prescriptive working patterns
- Allows partnership working with Wardens to target environmental enforcement issues and joined up working with other services eg grass cutting. A prescribed day of working would also allow programmed days of action for residents to move cars to allow more effective litter clearance, mechanical sweeping and gully cleaning. In addition this will ensure that they are not scheduled to be in an area to disrupt other departments eg Waste Collection.
- Very easy to performance manage teams in terms of all work undertaken as opposed to current arrangements.
- More flexible model if staff are sick or on holiday. 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 teams were still in use.
- Allow for members of the team to move to emergencies (eg road traffic accidents, dead animals) in other areas of the constituency.
- A clear understanding for the public as to how often and when their area or street would be cleaned.
- More efficient use of resources targeting areas of need. This would eliminate

- down time in terms of travelling, increasing productive working time on site
- Avoids cleaning areas that are not dirty
 - The model is very flexible and could be changed very quickly if needed
 - 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.

9.9 This could be reviewed by this committee periodically to allow any adjustments based on intelligence available and changes in demand.

9.10 Option 2 is the preferred model.

10. **RECOMMENDATIONS**

10.1 That the service redesign for gateways is adopted.

10.2 That officers draft an agreed plan based on option 2 with input from the Street Cleansing Member sub group and a report brought back to this Committee as soon as possible with detailed working patterns.

10.3 That in the interim officers trial a model based on option 2.

10.4 Shipley Area Committee will review the model after a 6 month trial period.

11.0 **APPENDICES**

11.1 Appendix A – Gateways and Priority Routes

12.0 **BACKGROUND DOCUMENTS**

12.1 Document 'R' Street Cleansing Devolution, Shipley Area Committee, 24 July 2013

12.2 Document 'AY' Street Cleansing and Council Warden Services within Shipley, Shipley Area Committee, 29 January 2014

12.3 Document 'J' Cleaner and Greener Streets and Neighbourhoods in Shipley - Devolution to Area Committee, Shipley Area Committee, 29 June 2016

12.4 Document 'O' Cleaner and Greener Streets and Neighbourhoods in Shipley – Devolution to Area Committee, Shipley Area Committee, 11 October 2017

12.5 Document 'O' Annual report on Street Cleansing, Environmental Enforcement and Council Wardens and information about the merger of the Parks Service into Neighbourhood and Customer Services, Shipley Area Committee, 28 November 2018

SHIPLEY – GATEWAYS AND PRIORITY ROUTES**Baildon**

St John's Court
 Otley Road
 Glovershaw Road
 Baildon Road
 Green Lane
 Browgate
 Westgate
 Newton Way
 Springfield Road
 The Grove
 Northgate Road
 Northgate
 Moorgate
 Hawksworth Road
 Bingley Road

Bingley

Keighley Road
 Micklethwaite Lane
 Canal Road
 Old Main Street
 Harden Road
 Main Street
 Queen Street
 Wellington Street
 Foundry Hill
 Chapel Lane
 Ferncliffe Road
 Myrtle Place
 Airedale Street
 Leonard Street
 Bradford Road
 Park Road
 Parkside
 Otley Road
 Spring Lane

Bingley Rural

Bradford Road
 Cottingley New Road
 Main Street
 Bradford Old Road
 Manor Road
 The Parade
 Cottingley Moor Road
 Stoney Ridge Road
 Wilsden Road
 Haworth Road
 Main Street
 Harden Lane
 Wilsden Road
 Harden Road

Long Lane
 Hill End lane
 Bingley Road
 Halifax Road
 Manywells Brow
 Keighley Road
 Main Road
 New Road
 Halifax Road
 Brighouse Road

Wharfedale

Main Street
 Park Road
 Bingley Road
 Bradford Road
 Station Road
 Newfield Drive
 Burley Road
 Main Street
 Station Road
 Ilkley Road
 Coutances Way

Shipley

High Bank Lane
 Moorhead Lane
 Bingley Road
 Saltaire Road
 Bradford Road
 Otley Road
 Valley Road
 Commercial Street
 Briggate
 Leeds Road
 Green Lane
 Coach Road
 Higher Coach Road

Windhill & Wrose

Leeds Road
 Carr Lane
 Crag Road
 Briggate
 Valley Road
 Owlet Road
 Wrose Road
 Frizinghall Road
 Gaisby Lane
 Festival Road
 Owlet Road
 Kings Road
 Highfield Road

Example Map of Gateways and Priority Routes

