

Report of the Shipley Area Co-ordinator to the meeting of Bradford South Area Committee to be held on 30 September 2021

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Subject:

STREET CLEANSING SERVICE

Summary statement:

This report examines three different working models available for consideration with regards the Street Cleansing service in light of recent increased investment.

EQUALITY & DIVERSITY:

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.

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Portfolio:

Neighbourhoods and Customer services

Overview & Scrutiny Area:

Corporate Environment and Waste Management

1. SUMMARY

- 1.1 This report examines three different working models available for consideration with regards the Street Cleansing service in light of recent increased investment.

2. BACKGROUND

- 2.1 During austerity the Council made the difficult choice to reduce the budget allocated for street cleansing services. This required large scale changes to how the service was to be administered but to ensure coverage across the district with fewer operatives on the ground.

By 2018 carrying on with ward-based teams would have seen real operational difficulties with an average of 2 staff per ward which is unsustainable once you take in to account sickness, annual leave and demand on the service. This meant it was no longer possible to clean large parts of the district without reducing frequencies where there traditionally there were less levels of litter.

- 2.2 Bradford South Area Committee in 2018 recommended that the service moved away from ward-based working, to more zonal working and allocation of set days for different localities to be cleaned. High footfall gateways and litter hotspots were added to daily gateway routes so that the worst affected locations would still get addressed more frequently. This constituency model was based on need and focused on housing density and known litter levels and were cleaned to a set frequency. After cleaning gateway routes 2 large area based teams gang (8 in each gang) would work to a prescribed pattern in the Area.

- 2.3 In principle

Gateways were cleaned **daily**

High density housing e.g. terraces / back-to-backs – cleaned **weekly**

Medium density housing e.g. social housing estates – cleaned **fortnightly**

Low density housing e.g. suburban estates with majority off-road parking – cleaned **four weekly**

Rural roads – at the discretion of the cleansing manager

See Appendix 1

- 2.4 This model has the following advantages:

- Gives the Clean teams experience of working in all six wards.
- Increases the visible presence of cleaning staff.
- With prescriptive working Roles and responsibilities clearly understood by staff and managers.
- Allows partnership working with Wardens to target environmental enforcement issues and joined up working with other services e.g. 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 to ensure that they are not in an area so as to disrupt other departments' operations e.g. Waste Collection.
- More effective mechanism to performance manage teams in terms of all work undertaken as opposed to ward based working.
- Flexible model if staff are sick or on holiday and allows for members of the team

to move to emergencies (e.g. 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 and the Contact Centre able to inform the public of their next scheduled clean, rather than a reactive daily response to complaints thereby eliminating most complaints.
- More efficient use of resources targeting areas of need, eliminating down time in terms of cleaning areas that are not dirty or littered

The model is flexible and could be changed quickly if needed e.g. Increasing a street from a fortnightly to a weekly clean if needed. An example of the frequency levels on this model are shown in Appendix 1

- 2.5 The major disadvantage with this model is there is no ownership of a particular locality and the sense of pride for driver supervisors to keeping their own ward clean.

When the new arrangements were put in place in 2019 there were a few teething problems as staff got used to the new ways of working and familiarisation with different work patterns. By early 2021 the service was starting to see improvements evidenced in terms of complaints and cleanliness. However, the pandemic meant that this model was put on hold due to staffing levels reducing through staff isolating, shielding or sickness. In addition, some operatives had to be relocated to other service areas such as waste and bereavement services further reducing the numbers on the ground. With resources at such a low level priority was therefore targeted at emptying bins, fly-tipping and major litter hot spots and has effectively running a significantly reduced ward based operation.

2.6 Hybrid model

With Covid restrictions now lifted and the recent investment in base budget has allowed an increase in staffing levels in Bradford South from 17 to 23. The increase in numbers has allowed officers to look again at an alternative model which could focus on the six wards but with a prescriptive work pattern as an alternative to area based gang working.

This would effectively allow for a designated ward based team that will still clean the Gateways first thing in the morning. The Bradford South team will only clean the gateways that are within the constituency. It is important the majority of gateway routes are checked daily to try and make sure the most travelled roads and 'shop window' of the district are clean. This is necessary as over 50% of the districts litter bins are sited on gateways and where the majority of pedestrian footfall and littering occurs. (An example showing the number of litter bins in the Queensbury ward is shown in appendix 2.) However, if managers felt that some of the lesser busy gateways could allow a lower frequency e.g. twice a week they could do so with the approval of the Area Coordinator and on the provision that the frequency would return to a daily frequency if levels of litter deteriorated. After cleaning gateways teams would work a set daily pattern of work within their ward only (example maps of two wards have been provided in appendix 3). This would also allow the advantages of option 1 with regards familiarisation and locality working. A roving

team in the area would also be available to pick any emergencies or in the area, help in wards where there are staff shortages or attend problematic snickets for example

Resources in the area are proposed to be allocated as follows

Area team for urgent work Driver plus 1 operative

Tong – Driver plus 4 operatives

Great Horton - Driver plus 4 operatives

Wibsey – Driver plus 2 operatives

Royds –Driver plus 2 operatives

Wyke - Driver plus 2 operatives

Queensbury – Driver plus 1 operative

The total hours per week to be worked is shown below.

| Ward | Linear Kms | Staff Hrs | Staff | Hs per Linear Km |
|--------------|------------|--------------|-----------|------------------|
| Gt Horton | 44 | 178.5 | 5 | 4.0 |
| Tong | 61 | 150.5 | 5 | 2.5 |
| Wyke | 56 | 99.5 | 3 | 1.8 |
| Wibsey | 50 | 84 | 3 | 1.7 |
| Royds | 87 | 90 | 3 | 1.0 |
| Queensbury | 58 | 60 | 2 | 1.0 |
| Floating | 0 | 76 | 2 | 0.0 |
| Total | 357 | 738.5 | 23 | 2.1 |

Resources have allocated by levels of litter, numbers of service requests and experience of the cleansing and parks manager and other officers within the service

2020/21 Service Requests

| | Fly Tips | Litter |
|--------------------|-------------|------------|
| Tong | 1058 | 218 |
| Gt Horton | 477 | 224 |
| Royds | 255 | 116 |
| Wibsey | 202 | 160 |
| Queensbury | 247 | 85 |
| Wyke | 178 | 63 |
| Cross-Ward | 107 | 92 |
| South Total | 2524 | 958 |

There is a risk that due to sickness and annual leave staffing levels could reach very low levels. To ensure flexibility and cover with this model it is proposed that 2 wards buddy together to help each other when staff levels are critically low supported by the Area roving Team. Suggested paired wards would be:

Tong and Wyke, Wibsey and Royds, Queensbury and Great Horton. Two examples of what Royds and Queensbury weekly work is shown in Appendix 3

3. OTHER CONSIDERATIONS

3.1 None

4. FINANCIAL & RESOURCE APPRAISAL

4.1 The additional investment into the street cleansing base budget (600k per annum) in 2021 has allowed for 2 additional clean teams within the constituency totalling 130k per annum. Staffing numbers and hours are shown in 2.6.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

5.1 None specific.

6. LEGAL APPRAISAL

6.1 None

7. OTHER IMPLICATIONS

7.1 SUSTAINABILITY IMPLICATIONS

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

7.2 GREENHOUSE GAS EMISSIONS IMPACTS

7.2.1 No specific issues

7.3 COMMUNITY SAFETY IMPLICATIONS

7.3.1 No specific issues

7.4 HUMAN RIGHTS ACT

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

7.5 TRADE UNION

7.5.1 Trade unions are regularly consulted at levels 1, 2 and 3 with regards to Street Cleansing operations and staffing issues.

7.6 WARD IMPLICATIONS

7.6.1 The information in this report is relevant to all Wards in Bradford South

7.7 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

7.7.1 None

8. NOT FOR PUBLICATION DOCUMENTS

8.1 There are no not for publication documents.

9. OPTIONS

9.1 Option 1

Ward-based working – 6 ward based teams with staff covering only their own ward and no set pattern or frequency i.e. clean where it's dirty based on local knowledge and experience. This model allows greater familiarisation with other services e.g. wardens/parks. However, this is all based mainly on driver discretion with guidance from the Manager.

This option is not recommended. This model can be complaint driven leading to downtime with staff driving to various locations of the ward to address complaints with no proactive plan. This can then spiral very quickly into a very reactive service model rather than the ones proposed in options 2 and 3. From a management perspective this model has very little transparency on what work is done and when, and it can be difficult for managers to performance manage because there are no clearly defined expectations agreed between teams and the service. It also means the contact centre would have to take record the complaint rather than informing the customer when their next scheduled clean is. In this respect complaints would reduce dramatically as long as the contact centre were sure of the cleansing day on the system.

Option 2

Hybrid Working - Create ward based teams that still clean the Gateways in the morning. On return to their ward operate on a prescribed daily pattern of work within their ward only (example maps of two wards have been provided). This would also allow the advantage of option 1 with regards ownership and locality working. This option (Hybrid working) has become possible due to the increase in staff available which allows some ward-based teams of 2 or more to be formed. This could allow the service to retain a frequency based approach but within smaller separate locally fixed teams and with more of a sense of ownership for a ward. There is still a small risk of teams being adversely affected by sickness and holidays. For example, a five-person team would have approximately 4 people on the ground at any one time taking annual leave and sickness into account. The introduction of ward buddy system and assistance from the roving Area team would go some way to address this

Option 3

No change to the model introduced in 2019 but which has been put on hold since March 2020 – Gateways routes to be cleaned the first 2 hours and then zonal gang

working with set days for each part of the Constituency to be cleaned according to designated. This model would also be enhanced with the additional staff recruited recently.

10. RECOMMENDATIONS

- 10.1 That members approve the resource levels in the wards
- 10.2 That members select their preferred cleansing delivery model from the options presented for officers to work up detailed work patterns in each ward.
- 10.3 Officers bring back these work patterns to this Committee as soon as practicable.

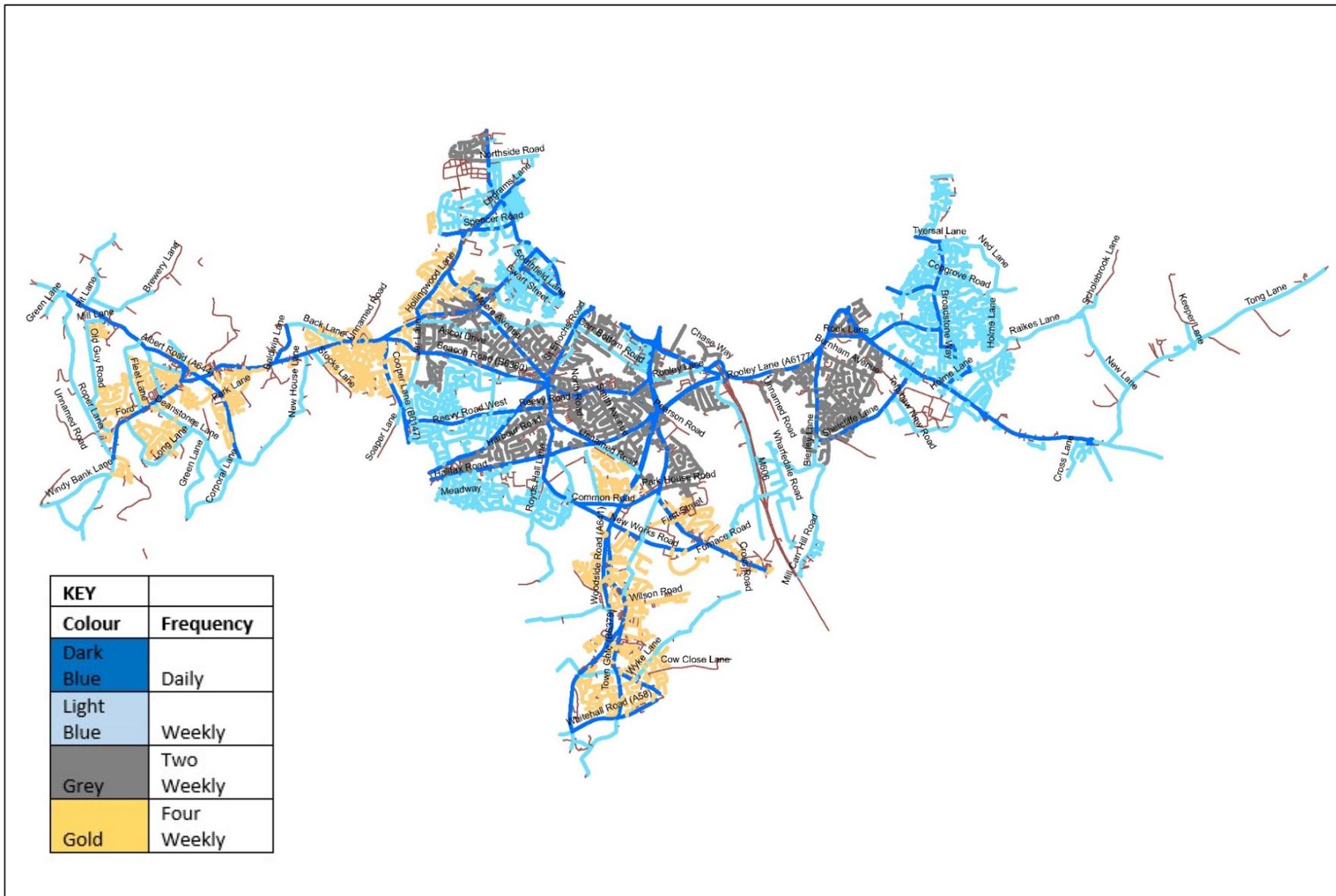
11. APPENDICES

- 11.1 Appendix 1 - Example of frequencies using Gang Working Model (option 3)
- 11.2 Appendix 2 - Example of locations of Litter bins on gateways
- 11.3 Appendix 3 - Example of daily work load for Queensbury (option 2)

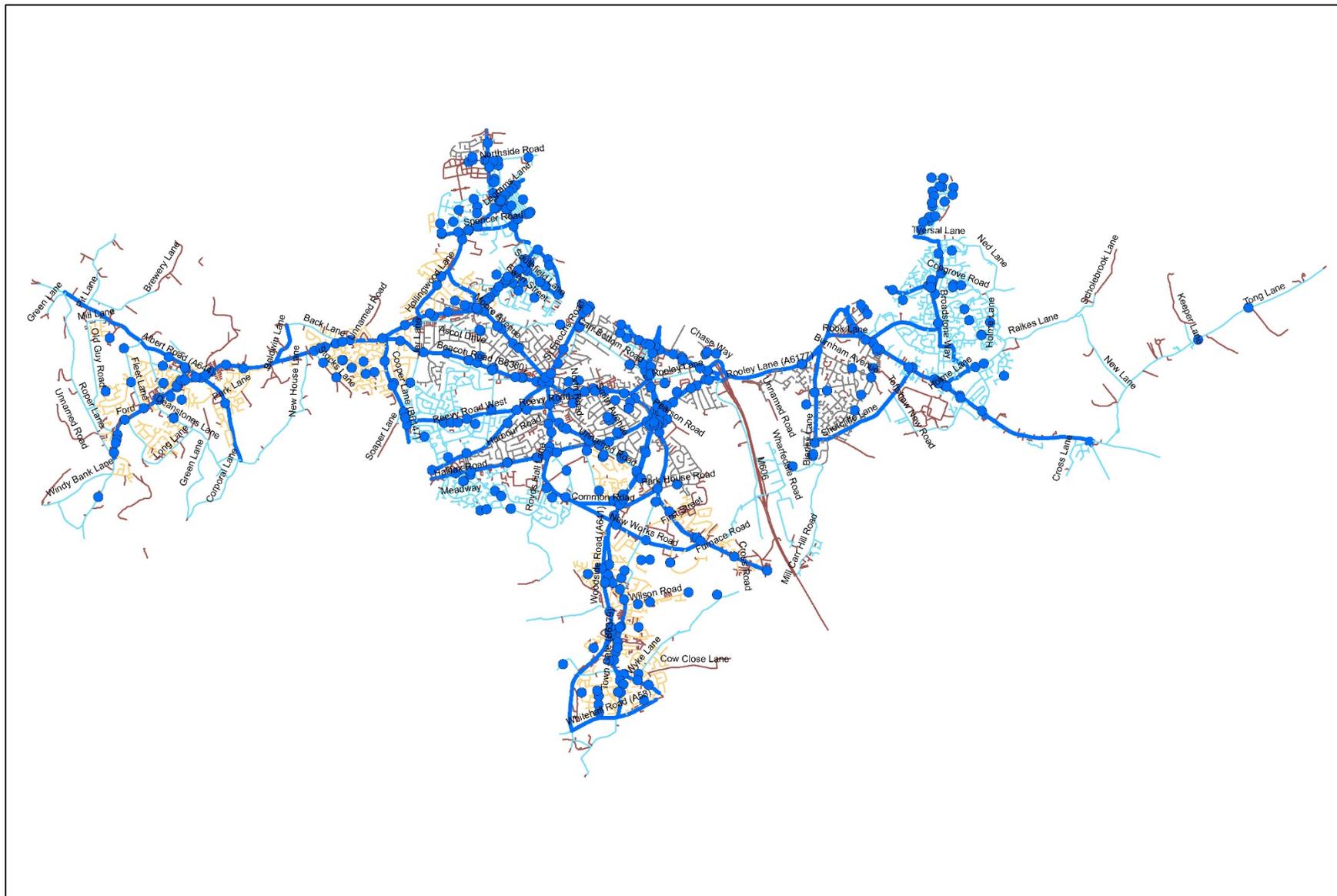
12. BACKGROUND DOCUMENTS

- 12.1 Street Cleansing – Document Y Bradford South Area Committee Jan 2019

Bradford South Frequencies



Bradford South Litter Bins Correlation To Daily Routes



Royds

