	Environment Committee 27 January 2015
Title	Review of Street Cleansing Methods
Report of	Commissioning Director - Environment
Wards	All
Status	Public
Enclosures	Appendix One – Initial Equalities Impact Assessment Appendix Two – Phase 2 – Key Principles and Proposed Process
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Summary

This report sets out the revised approach to Street Cleansing methods which will deliver an improved, optimised and flexible service. Deploying resources more efficiently and effectively, aimed at achieving the Councils priority outcomes of improving resident satisfaction with the street cleansing service.

By re-allocating and making better use of resources including improved deployment of our fleet of mechanical sweepers it is expected that an improved outcome can be achieved for residents and businesses across Barnet.

This report sets out the measures taken to complete the operational review, including resident feedback, and the proposed changes in cleansing methodology required to optimise the service offer whilst reducing the resource envelope.

Recommendations

- 1. That the Environment Committee approve the revised approach to delivering street cleansing services with effect from 1 April 2015.**
- 2. That the Committee note the second phase of service developments to deliver behaviour change and drive down service demand that are to be delivered as part of the Council's Financial Strategy 2015 – 2020.**

1. WHY THIS REPORT IS NEEDED

1.1 Strategic Context

- 1.1.1 The Council took the decision on 7 November 2012 to retain its Street Scene Services in-house and undergo a major change programme to improve efficiency in service delivery and deliver circa £2.5 million of savings over the Medium Term Financial Strategy (MTFS) period 2013 to 2015. The review of the Street Cleansing Service, coupled with a restructure of the Grounds Maintenance Operational Teams is charged with the delivery of £450,000 in 2015.
- 1.1.2 The programme objectives are to improve resident satisfaction with street cleansing, modernise service delivery and optimise standards of cleanliness in the borough, whilst reducing the financial envelope.
- 1.1.3 A further phase of efficiencies has been agreed and incorporated into the Council's Financial Strategy for the period 2015-2020.

1.2 Street Cleansing as a Key Priority

- 1.2.1 Borough cleanliness remains a key priority issue for Barnet residents and levels of satisfaction have remained fairly static over a number of years with around 55% stating that they are satisfied with the service.
- 1.2.2 Cleanliness is measured in accordance with the Code of Practice on Litter and Refuse which gives statutory guidance on the duty contained in Part 4 of the Environmental Protection Act 1990 to keep land clear of litter and refuse and to keep highways clean, so far as is practicable. The duty in respect of highways means that detritus (which is defined in the Code and includes for example leaves and twigs) must also be removed as well as litter and refuse. The Code sets out guidance on timescales within which land must be returned to levels of cleanliness. Cleanliness is measured from Grade A to D for litter and the same for detritus, with A as the cleanest.
- 1.2.3 Street cleansing service provision and performance against the cleanliness standard varies throughout London, with an output based service offer focused on maintaining levels of cleanliness rather than an input based, fixed programme of cleansing.

1.3 Overview of Operational Changes

Phase One – Service Review and Implementing the Medium Term Financial Strategy 2015

- 1.3.1 As part of phase one a service review has looked at two key factors that influence the effectiveness of the street cleansing service
- Current cleanliness standards – to determine the frequency of cleansing that is required to consistently meet the EPA standard;

Review evidence:

- Cleanliness data demonstrates that the borough is on the whole clean. Roads rated as a grade C or D for either detritus or litter were found to be located in the neighbouring residential areas of town centres and main roads.
- Cleansing methodologies – to determine effectiveness and efficiency of different cleansing methodologies:

Review evidence:

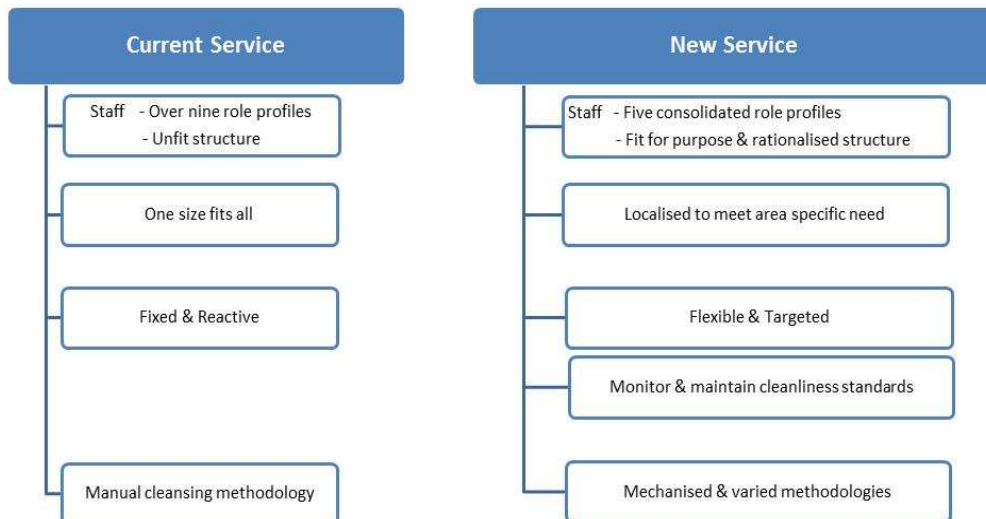
- Town centres demonstrated a clear need to carry out cleansing operations earlier in the day to bring standards up to a grade A standard before 9.00 am across all areas.
- Litter and larger 'fly-tipped' items were present within days of cleansing taking place and heavily influence perception of cleanliness irrespective of actual cleansing grades.
- A monitoring regime built into the increased litter collection programme would enable the deployment of resources 'just in time'. C and D Grade roads or 'hot spots' will be cleaned at a higher frequency as required.

1.3.2 This has been complemented by extensive resident engagement that has identified four recurring themes:

- A tailored, localised approach to street cleanliness is needed. It was widely felt that the council should concentrate on cleaning where it is needed rather than taking a blanket approach to the streets of the borough as a whole.
- Recognition that local residents and businesses could do more to support street cleanliness and take pride in where they live or work.
- The Council could consider increasing their communication activity, providing more information about services and ways to get involved.
- Education and enforcement mechanisms in conjunction with strong publicity campaigns were seen a way of changing behaviour and improving the cleanliness of the Borough.

1.3.3 The outcomes of work carried out at 1.3.1 and 1.3.2 above has been used to determine a new approach to organising and deploying street cleansing resources and this is summarised in figure 1 overleaf.

Figure 1. Service Design Principles



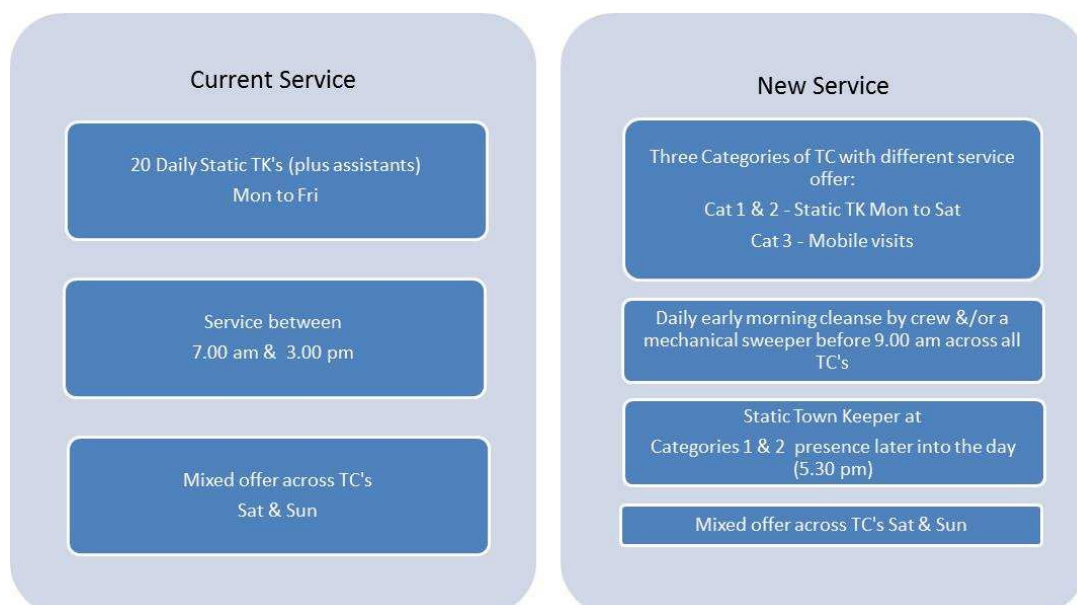
1.3.4 A new approach to street cleansing: The proposed approach to maintaining and improving cleanliness standards will be driven by operational changes that will see:

- Increased and improved deployment of mechanical sweepers
- Deploying resources (labour and plant) more flexibly at the right time i.e. when the cleaning is most needed
- Increased use of mobile technology to target resources at 'hot spots; and other problem areas

1.3.5 Street Cleansing in Town Centres

1.3.6 Figure 2 below provides a summary comparison of how the revised cleansing approach for town centres will be implemented in terms of revised resource deployment.

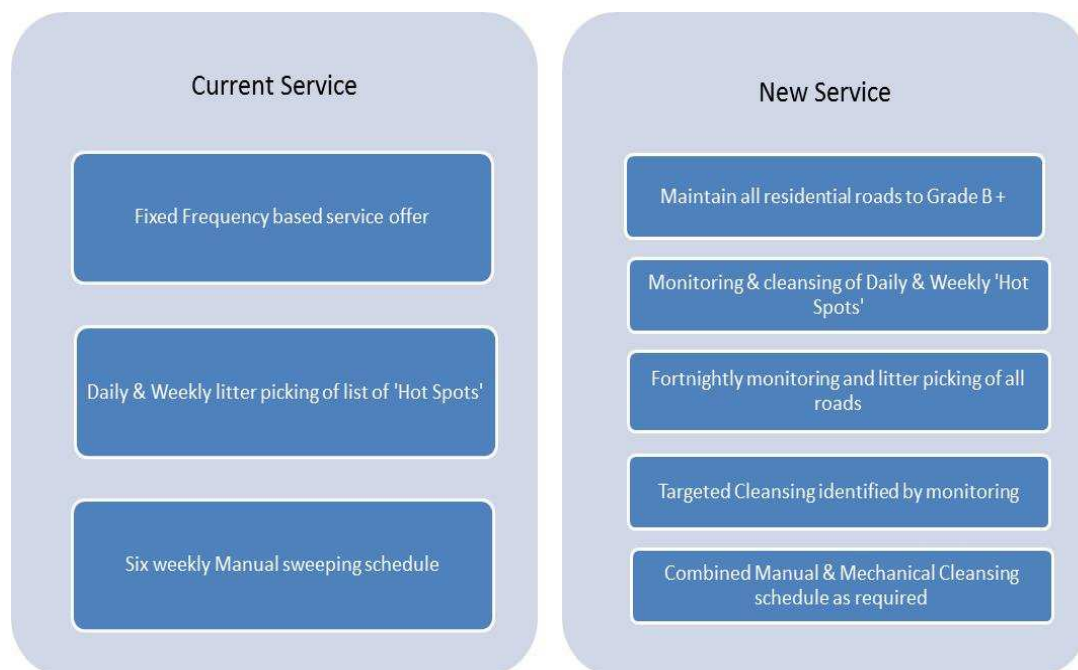
Figure 2. Street Cleansing Methodology in Town Centres



Street Cleansing Residential Roads

Figure 3 below provides a summary comparison of how the revised cleansing approach for residential roads will be implemented in terms of revised resource deployment.

Figure 3. Street Cleansing Methodology in Town Centres



Phase Two – Priorities and Spending Review 2016 & 2017

- 1.3.7 The second phase of delivery, beginning in Spring 2015, will seek to develop a new street cleansing strategy and related enforcement policy to drive behaviour change and help reduce overall service demand. Further proposals to align resources to available budgets will be developed at the same time.
- 1.3.8 A new Borough Cleanliness Strategy will be based on the principles of education, engagement and enforcement to inform behaviour change. The aim will be to encourage people to take responsibility for the quality of their local environment, recognising that the use of tools such as Fixed Penalty Notices (FPN) may be appropriate as a matter of last resort.

2. REASONS FOR RECOMMENDATIONS

- 2.1 There is a requirement to continually challenge and change the way in which services are delivered within a reducing resource envelope.
- 2.2 Following a detailed review of the current service and testing of alternative methodologies; new cleansing methodologies have been configured to optimise technology and resources as effectively and efficiently as possible, and in doing so, also seek to improve resident satisfaction with the service.

- 2.3 The recommended deployment of resources and methodologies will enable the Council to deliver a fit for purpose service that is tailored around need. This will enable the borough to be maintained to a defined standard of cleanliness rather than the current fixed cleansing programme that generates mixed results across the borough and low levels of resident satisfaction with the service. The service changes will also meet the required resource reduction set as part of the MTFS.
- 2.4 A second phase of delivery as part of the PSR programme will be a key element in driving through a further round of efficiencies and more importantly resident satisfaction by delivering improved communication, education and enforcement through the Cleansing Strategy and Enforcement Policy. An overview of key principles and proposed process is detailed in Appendix Two.

3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

- 3.1 A reduction in the current service offer through reducing frequencies of cleansing further, removing the Town Keeper service etc would have facilitated the delivery of the MTFS. This approach would have been quicker to implement but resulted in a lower level of service provision and would be likely to result in an increase in resident dissatisfaction.
- 3.2 Maintaining an input based fixed programme of residential road cleansing would have required a reduction in frequency of cleansing across the borough. This approach does not utilise resources as effectively as possible, instead an output based approach in providing a standard of cleanliness would enable better utilisation of resources alongside delivery of the MTFS.

4. POST DECISION IMPLEMENTATION

- 4.1 Following approval of the recommendations detailed work will continue to construct and build the new cleansing schedules with roll out commencing from April 2015.
- 4.2 A paper setting out the new organisation and staff structure, including the impact on staff numbers, will be presented to General Functions Committee on 17 February 2015 for approval.
- 4.3 The new service would be monitored and reviewed throughout 2015 and modifications made as necessary to facilitate the achievement of the new output based approach.
- 4.4 A paper detailing an outline business case and key principles for the Cleansing Strategy and Enforcement Policy would be presented to a future meeting of the Environment Committee.

5. IMPLICATIONS OF DECISION

5.1 Corporate Priorities and Performance

- 5.1.1 The Corporate Plan 2013 to 2016 identifies improvements to the street cleansing service and resident satisfaction ratings as a priority in delivering the priority outcome of maintaining a well-designed, attractive and accessible place, with sustainable infrastructure across the borough.
- 5.1.2 Levels of cleanliness Cleansing Service will, as with many of the other environmental services provided by the Council; impact upon residents businesses impacts satisfaction ratings with the borough as a place to live, work and study.
- 5.1.3 The proposed operational changes will directly contribute to achieving the Corporate Plan strategic objectives and Priority Outcomes.

5.2 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)

- 5.2.1 This report sets out a new street cleansing service offer that will facilitate a reduction in full time established posts from the current organisational structure and thus the delivery of the MTFS efficiency savings apportioned to the Street Cleansing and Grounds Maintenance Service areas of £450,000.
- 5.2.2 The financial savings will be realised through an organisational restructure and reduction in head count. The new structure and number of staff has been derived from the new service delivery requirements and to fit within the reduced financial envelope. The new service offer is expected to commence from 1 April 2015.
- 5.2.3 The reduction in head count is expected to be from 117 posts to 98 within street cleansing operations which is expected to deliver a saving of £409,000. There is also expected to be a reduction within Green spaces operations from 83 to 82, generating an expected saving of £60,000. The savings include adjustments to pay grades within the new service offer, due to new role profiles.
- 5.2.4 Any redundancy costs resulting from the change to the new service offer will have to be met within the service. The expected MTFS saving is separate to any expected savings resulting from the implementation of unified pay reward.

5.3 Legal and Constitutional References

- 5.3.1 Council Constitution – Responsibility for Functions- Annex A sets out the terms of reference for the Environment Committee including commissioning of street cleaning and discussion of transformation schemes not in service plans but not outside the Council's budget or policy framework.
- 5.3.2 The legal duties on the Council in respect of street cleaning are set out in the

body of the report.

5.4 Risk Management

- 5.4.1 Risk management has been imbedded throughout the project, managed and documented accordingly in the project risk management log.
- 5.4.2 The key risks of the project would be a reduction in resident satisfaction ratings following a failure to redesign a service offer that fits within a reduced resource envelope. This risk has reduced significantly through extensive data collection and analysis, coupled with the testing of different methodologies.
- 5.4.3 Risks in relation to human resources owing to the proposed reductions in full time staff and new organisational structures have been and will continue to be managed through the Councils Managing Organisational Change policy that meets statutory equalities duties and current employment legislation.

5.5 Equalities and Diversity

- 5.5.1 Equality and diversity issues are a mandatory consideration in the decision making of the Council. This requires that equality considerations are integrated into day to day business and that all proposals emerging from finance and business planning processes have properly taken into consideration what impact, if any there is on any protected group and what mitigating factors can be put in place to mitigate this.
- 5.5.2 An Equalities Impact Assessment has been undertaken for the new service offer; there are no key equality and diversity impacts for further consideration.
- 5.5.3 The human resources implications will be managed in accordance with the Managing Organisational Change Policy and will be addressed in the General Functions Committee report and a human resources specific Equalities Impact Assessment.

5.6 Consultation and Engagement

- 5.6.1 A resident workshop took place with representatives from the Citizens Panel to identify resident priorities for the service, challenges and issues that should be considered in developing a new service offer.
- 5.6.2 Detailed analysis of resident satisfaction ratings and customer contacts was used to understand and inform service priorities and need.

6. BACKGROUND PAPERS

- 6.1 7 November 2012 – Cabinet Resources Committee, Outline Business Case and Options Appraisal for Waste and Street Scene.
- 6.2 25 February 2014 – Cabinet, Business Planning 2014/15 – 2015/16.