

	<h2>Environment Committee</h2> <h3>14 March 2019</h3>
<p style="text-align: right;">Title</p>	<p>Street Cleansing Review</p>
<p style="text-align: right;">Report of</p>	<p>Chairman of the Environment Committee</p>
<p style="text-align: right;">Wards</p>	<p>All</p>
<p style="text-align: right;">Status</p>	<p>Public</p>
<p style="text-align: right;">Urgent</p>	<p>No</p>
<p style="text-align: right;">Key</p>	<p>Yes</p>
<p style="text-align: right;">Enclosures</p>	<p>Appendix 1 – Street Cleansing Framework Appendix 2 – Street Cleansing Posts Appendix 3 – Burnt Oak Clean and Safe Information</p>
<p style="text-align: right;">Officer Contact Details</p>	<p>Kitran Eastman – Street Scene Director kitran.eastman@barnet.gov.uk 020 8359 2803</p>

<h2>Summary</h2>
<p>On 29 January 2019 Full Council passed a motion instructing the Environment Committee to review policies and practice in relation to street cleaning and environmental enforcement and make recommendations for improvements in Street Cleansing. This report sets out the current policies on street cleaning and environmental enforcement, as well as information on the cost of the cleansing service, staffing levels, and complaints regarding street cleansing to enable the committee to discuss the Full Council motion and instruct Officers on it priorities for the Cleansing Service.</p>

<h2>Recommendations</h2>
<p>1. That the Environment Committee notes the full Council Motion, the report and its content</p>
<p>2. That the Environment Committee asks Officers to report back to the Committee how any additional money which has been allocated to Street Scene in 2019/20 can best be spend on improvements to Street Cleansing</p>

1. WHY THIS REPORT IS NEEDED

1.1 On 29 January 2019 Full Council passed resolved that:

Council knows how important a clean environment is to local residents, as well as how a neglected street scene can have a detrimental impact on levels of crime, disorder, and how safe people feel.

- Council notes that the cleanliness of Barnet's streets has been deteriorating, with increasing complaints to local councillors about litter and detritus on pavements and roads, overflowing and uncollected street and park litter bins, fly-tipped rubbish and uncollected autumn leaves.*
- Council notes that this has been made significantly worse by the thousands of missed bin collections across the borough since 4 November.*
- Council notes that in 2007/8 every residential street in Barnet was swept 13 times a year, with regular cleaning of town centres and regular street litter bin collections.*
- Council notes that LB Barnet's street cleaning policy for residential streets is now entirely re-active, and streets are only inspected or swept if someone reports an issue to the Council.*
- Council believes an urgent review of street cleaning and environmental enforcement is needed within the budget envelope*

Council instructs the Environment Committee to:

- review all current policies on street cleaning and environmental enforcement, together with the impact these are having on the level of litter and fly-tipping across the borough;*
- consider best practice in other boroughs including regular monitored community skips for bulky waste, closer working with private landlords and tenants on disposal of bulky waste, and ways to make it easier for residents to report issues to the Council - through a mobile device app for example;*
- improve engagement with the community on environmental issues, including more systematic support for community groups that are concerned about the state of our streets, and working with businesses, especially fast food outlets, to ensure they are minimising litter on surrounding streets;*
- and following this review, make recommendations to improve the cleanliness of Barnet's streets within the budget envelope.*
- Consider developing a timed, alternate side, mechanical cleansing pilot with an appropriate parking initiative.*

The Councils Responsibilities for Cleansing

- 1.2 The Council has a statutory duty under the Environmental Protection Act 1990 to keep relevant highways for which it is responsible, clean and clear of litter and refuse. In discharging this duty the council follows the guidelines identified in the Code of Practice on Litter and Refuse which sets out rectification times where cleanliness has fallen below the acceptable level.
- 1.3 The Council also has a statutory duty to keep land clean for which it has a direct responsibility to maintain (e.g. council car parks and open spaces). The standards of cleansing and rectification times for such areas are similar to these of the relevant public highways in the vicinity.
- 1.4 The Council does not have a responsibility to clean private land, land belonging to educational establishments, canal towpaths or land forming

part of the railway network, although it does have powers to require land owners to clear litter and fly-tipping

- 1.5 There is no longer a national indicator for street cleansing performance following the closure of the Audit Commission.

The Councils current policies on street cleaning and environmental enforcement

Street Cleansing Framework:

- 1.6 On 14 July 2016 the Environment Committee approved the adoption of a Street Cleansing Framework, and associated action plan. The Framework and its support documentation can be seen in Appendix 1, and links to the full committee report can be found in the background papers.
- 1.7 The Council developed this Framework to support its approach to street cleansing and challenge the way our resources were used. The Framework aimed to enable the service to become more efficient, flexible and effective, through both scheduled work and in response to incidents and issues.
- 1.8 While developing the Framework key areas such as performance, financial targets, best practice from around the UK and feedback from local members and business were taken into account. Alignment with current strategies such as the Municipal Recycling and Waste Strategy, Entrepreneurial Barnet, and the Parks and Open Spaces Strategy, as well as the emerging working on commercial waste transformation and environmental enforcement works streams.
- 1.9 The Framework sets out the Vision that the street cleansing within Barnet will maintain a clean street scene which:
 - Supports Barnet's town centres, ensuring they are clean, litter free and welcoming, supporting the day time and evening economies.
 - Ensure residential streets are litter picked and swept to a good standard.
 - Recycles over 50% of its waste
 - Operates in an efficient, effective and responsive mannerTo achieve this the service will:
 - Be 'intelligence-led' and data driven
 - Engage with residents and businesses and enable individual and community participation
 - Use technology and mechanisation to improve efficiency
 - Follow, review, trial and implement best practice, and new ideas
 - Enforce against those who continue to degrade Barnet's Street Scene
 - Promote the generation income for the service for private works
- 1.10 The Framework sets out six key principles about how the Street Cleansing service intends to develop and deliver an efficient and high quality cleansing service which is responsive to local needs and supports the Corporate Plans.:

A. Communications and Engagement

B. Aligning Activities

C. Flexible Resources

D. Targeting Resources

E. The Right Infrastructure

F. Demand Management

Service Costs

1.11 The cost of Street Cleansing since 2014/15 can be seen below:

Description	2014/15	2015/16	2016/17	2017/18	2018/19
Street Cleansing	4,143,342	3,655,439	3,574,916	3,415,678	2,543,248

1.12 The level of savings allocate to come from Street Cleansing can be seen below:

Description	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Savings made from Service	£0	£550K	£50K	£300k	£150K	£150K

1.13 Please note that there is not direct reconciliation between the budget and the savings in the tables above due to other budget adjustments such as pay awards/inflation and Unified Reward, and the removal of supervision costs from the front line budget.

Street Cleansing Staffing Levels:

1.14 Since the 2017/18 restructure which worked to reduce the Street Cleansing budget by £600K the current establishment is:

Description	Grade	Number	Cost per employee ¹
Cleansing Operative	A	36	£24,938
Cleansing Driver/Operative	B	16	£25,809
Town Keeper	C	7	£27,649
Skilled Driver	D	15	£29,586
Large Mech Sweeper Driver	E	3	£32,125
Total		77	

1.15 As part of the restructure working times and patterns were adjusted, including those of Town Keepers to allow greater coverage during the day.

1.16 We would consider the daily deployment of staff to be 66, as there is no agency budget in street cleansing. This means that when staff are on leave

¹ Based on 2018/19 budget setting costs per pay award

or sick no additional resources are deployed. Agency can only be used when there is an underspend due to staff vacancies. Currently street cleansing has four vacancies, which will commence recruitment following the Environment Committee meeting.

- 1.17 Currently the street cleansing service has five staff on long term sick leave. This has meant that the daily deployment of 66 is not achieved.
- 1.18 Appendix 2 sets out the roles which are deployed in the street cleansing service when a full staff compliment is available. When a full complement is not available the following priorities are applied, dependent of driving skill levels and training.

Priority	Roles/Areas
1	Town Centre Cleansing/ Litter bins and secondary retail
2	Fly tipping Clearance, Zone cleansing
3	Large and Small Mechanical Sweepers
4	Graffiti removal, Rapid Response and Residential Roads,

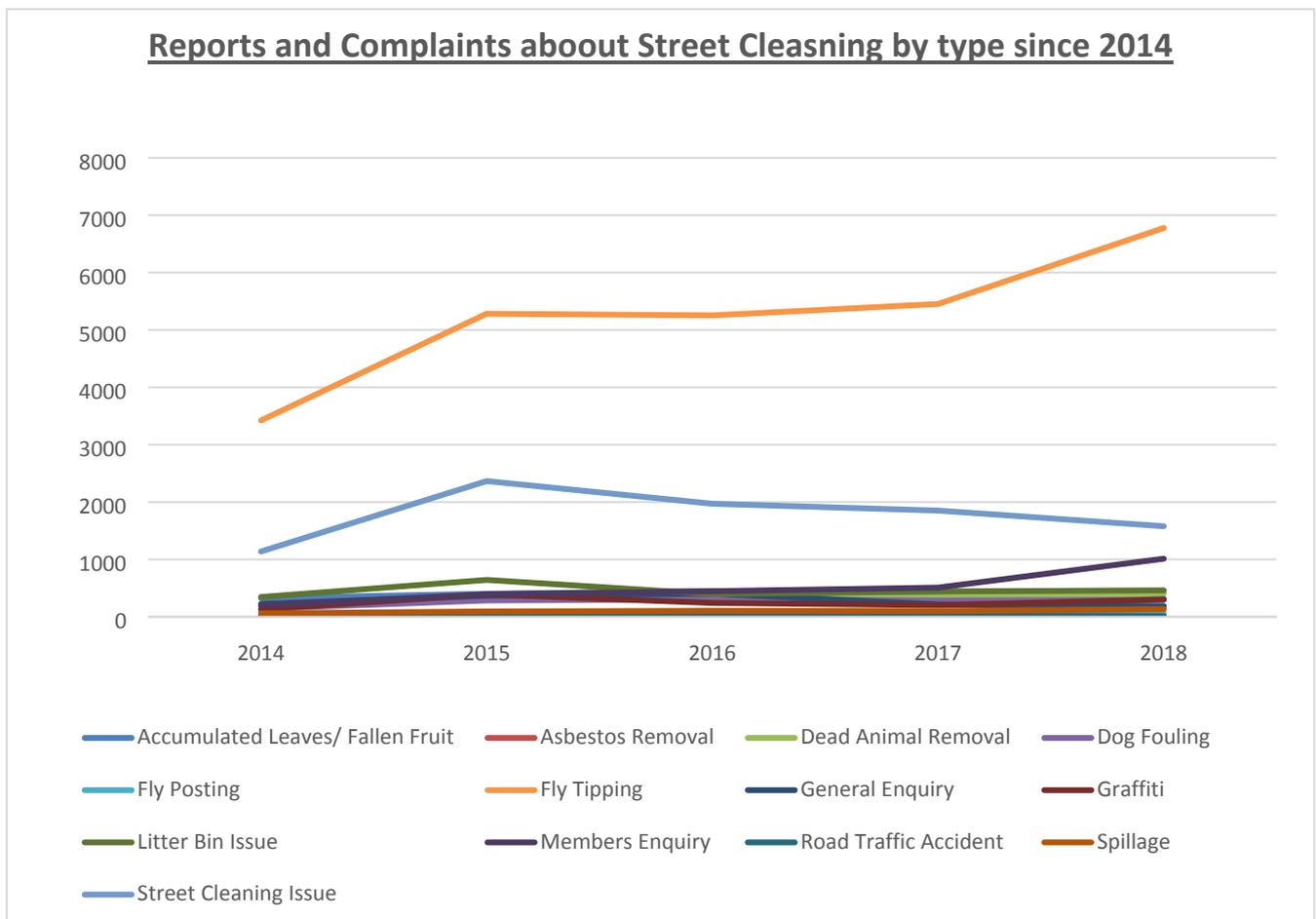
- 1.19 As show in Appendix 2 resources are split into the three constituency areas and then further down in to ward clusters and key places.
- 1.20 Over recent years Barnet like the rest of London has seen a rise in fly tipping and complaints about flipping (see section 1.25), which takes more resources to clear. In London since 2012/13, fly-tipping incidents have increased by 58%, compared to 41% in England as a whole. Fly-tipping in London accounts for over a third of all fly-tipping in England. The cost of investigations into, and disposal of this illegal rubbish in the London totalled £18.4 million in 2016/17.
- 1.21 The Cleansing Service is also asked to clear areas which are private land, but people may believe are public. In these cases clearance is only done as a commercial service. When this land is not cleared it can lead to a negative view of Street Cleansing by residents, even though it is not the council role to clear the land. Although the Council has powers to require the landowner to tidy the land
- 1.22 Currently significant resources are taken up emptying Barnet’s over 3,000 litter bins and additional waste dumped near them. In trials removal of litter bins has in most cases led to a reduction in waste and litter in an area.
- 1.23 Due to the staffing levels in the service and the need to ensure town centres are cleansed and litter bins emptied as a priority, capacity to cleanse residential roads has been reduced.

Street Cleansing Reports and Complaints

- 1.24 Since 2014 the number of reports or complaints has varied year on year and by the issues reported. The main issues reported continues to be flytipping, which has risen three years out of four.

1.25 Please note the 2014 data is only for April to December and does not include January to March.

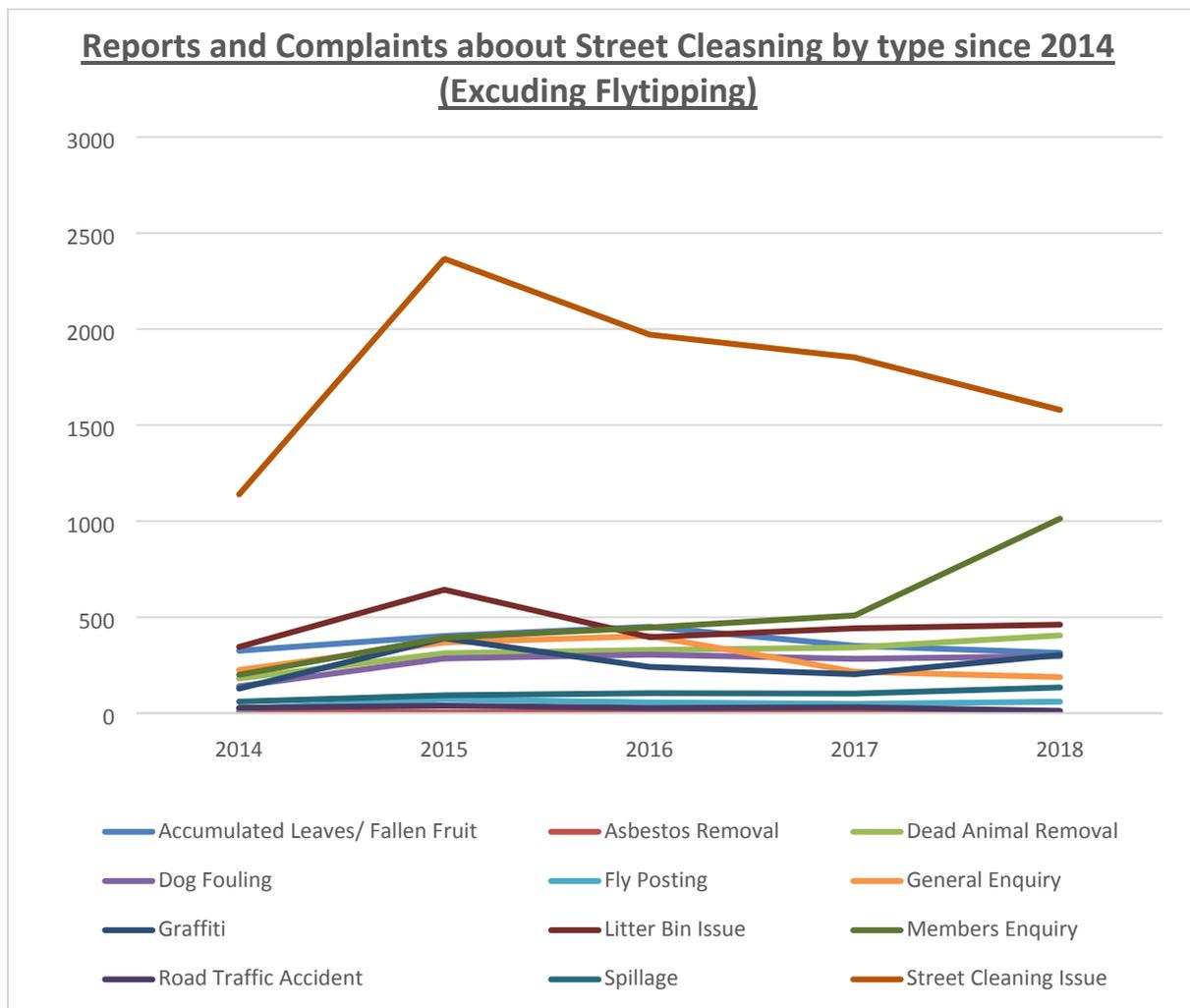
	Accumul ated Leaves/ Fallen Fruit	Asbestos Removal	Dead Animal Removal	Dog Fouling	Fly Posting	Fly Tipping	General Enquiry	Graffiti	Litter Bin Issue	Member Enquiry	Road Traffic Accident	Spillage	Street Cleaning Issue	Total
2014	325	11	181	140	23	3423	225	128	345	200	28	60	1139	6228
Variance from previous year	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	
2015	402	5	312	285	72	5283	368	390	643	393	39	93	2366	10651
Variance from previous year	77	-6	131	145	49	1860	143	262	298	193	11	33	1227	
2016	450	4	329	305	56	5254	402	241	396	446	27	104	1971	9985
Variance from previous year	48	-1	17	20	-16	-29	34	-149	-247	53	-12	11	-395	
2017	351	6	342	283	48	5453	216	203	442	509	31	102	1852	9838
Variance from previous year	-99	2	13	-22	-8	199	-186	-38	46	63	4	-2	-119	
2018	314	7	405	297	60	6778	188	303	461	1013	12	134	1579	11551
Variance from previous year	-37	1	63	14	12	1325	-28	100	19	504	-19	32	-273	



1.26 The table below highlights the change in “flytipping”, “Street Cleansing Issues”, “Member Enquire” and all the under elements together.

	Fly Tipping	Street Cleaning Issue	Member Enquiry	All Other Reports
2014	3423	1139	200	1666
Variance from proevious year	N/A	N/A	N/A	N/A
2015	5283	2366	393	2609
Variance from proevious year	1860	1227	193	943
2016	5254	1971	446	2314
Variance from proevious year	-29	-395	53	-295
2017	5453	1852	509	2024
Variance from proevious year	199	-119	63	-290
2018	6778	1579	1013	2181
Variance from proevious year	1325	-273	504	157

1.27 The graphs below reports/complaints regarding street cleansing since 2014 but with flytipping excluded



Environment Enforcement

- 1.28 In March 2016 the Environment Committee approved a trial to increase street scene based enforcement through a third party supplier. This increased enforcement against street scene crime was aimed at tackling those causing the issues and reduce the burden and impact on law abiding residents and businesses in the borough.
- 1.29 This trial commenced in July 2016, following a communication campaign.
- 1.30 In March 2017 Environment Committee approve the procurement of a street scene enforcement contract, this contract went live on 1st February 2019, following is award in Autumn 2018. The trial contract was in place up until 31st January 2019.
- 1.31 In addition to the Environment Enforcement Contact the Community Safety Team have work on more complex issues such as organised crime fly tipping, as well as a place based approaches with key partners. Appendix 3 shows a flyer which highlights the work done in Burnt Oak, including the use of Public Space Protection Order to tackle street drinking.
- 1.32 The successful place based approach which took place in Burnt Oak is being rolled out to other areas in 2019

Service Changes and Improvements

- 1.33 As part of achieving the MTFP savings for Street Cleansing from 2017/18 changes were made to the service, including a reduction in staffing levels. To mitigate against the impact of these staffing changes, capital funding was invested into new mechanised cleansing equipment namely small “Hako” mechanical sweepers and “Glutton” pavement vacuums. This equipment was to increase productivity of the town centre cleansing, enable mechanised pavement sweeping and increase the speed and dexterity with residential roads could be swept with.
- 1.34 The implementation of this plan has only been partly successful.
 - The changes within the main town centres both to the shift pattern of the town keepers and the use of the “Glutton” pavement vacuums have made improvements to these areas. The pavements are clearer of litter and litter bins emptied more regularly through the day. The smaller elements of detritus including cigarette butts are also significantly reduced.
 - The deployment of small “Hako” mechanical sweepers, however, has not been to the level that was expected. This has been in part due to the level of sickness within the service and priority deployment as set out in 1.18. This has meant that the sweeping of residential streets has suffered.
- 1.35 There is a number of ways which improvements could be made to the Street Cleanliness in Barnet. A number of these are listed below.
 - Replace “operative” posts with “driver operative posts” when staff leave to enable some double shifting of the small mechanical sweepers, especially at peak times of year.

- Reduce litter bin/secondary retail crews to just a driver to enable more operatives to be used for residential roads and deep cleaning.
- Ensuring that following the changes to the recycling and waste service full management focus is now on the Street Cleansing service, to deliver quality outcomes.

1.36 The Policy and Resources Paper from February 2019 included additional funding for Street Scene in 2019/20. If this is forthcoming in the budget then it is recommended that this, in part, is spent on street cleansing. Areas for funding could include **some but not all** of the options below:

- Increased monitoring and supervision to allow greater targeting of problem areas to enable a quicker response to issues which arise.
- Increased training for staff on mechanical sweepers to improve the resilience of the service and enable greater deployment of the Hakos.
- Increased training for staff on the delivering of quality standards
- An alternate side, mechanical cleansing pilot with an appropriate parking initiative.
- Introduction of an agency staff budget to cover some sickness and annual leave, to enable fuller deployment of staff
- Introduction of an agency staff budget to enable greater leaf clearance resources, from late October to early December

1.37 Guidance from Members on areas for prioritising will enable officers to review the options to provide a costed delivery plan for the committee.

2. REASONS FOR RECOMMENDATIONS

2.1 The recommendations will allow the Environment Committee to highlight its area of priority and enable a costed proposal to be brought back to the committee for approval.

3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

3.1 The alternative approach not make any changes to the service

4. POST DECISION IMPLEMENTATION

4.1 If the Committee is so minded to approve recommendations then Street Service would review the best way to implement them if funding allows

5. IMPLICATIONS OF DECISION

5.1 Corporate Priorities and Performance

The council's Corporate Plan, which sets out the outcomes, priorities and strategic approach, has been refreshed for 2019 to 2024. The Delivery Plan being reported to the March 2019 Committee set out how the service will deliver the Corporate Plan and includes performance indicators/targets to monitor progress.

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

5.1.1 **Finance & Value for Money:** The Medium Term Financial Strategy (MTFS) requires savings of £150,000 in 2016/17, and a further £600,000 in 2017/18 to 18/19 from changes to street cleaning.

5.1.2 **Procurement:** None at this time.

5.1.3 **Staffing:** None at this time.

5.1.4 **Property:** None at this time.

5.1.5 **IT:** None at this time.

5.1.6 **Sustainability:** None at this time.

5.2 Social Value

5.2.1 Public Services (Social Value) Act 2012 requires people who commission public services to think about how they can also secure wider social, economic and environmental benefits. The street cleansing frame work will aid the cleansing in town centres helping underpin economic success. It will also help to improve local environmental quality, and support community engagement.

5.3 Legal and Constitutional References

5.3.1 Local authorities have a number of different statutory powers and responsibilities in relation to street cleaning, recycling and waste collection. The Environmental Protection Act 1990 (as amended), the Controlled Waste Regulation 1992 (as amended) the London Local Authorities Acts 2007 (as amended). These acts set out the duty of the Local Authority to ensure that land in its area for which it is responsible is kept clear of litter and refuse.

5.3.2 Council Constitution (Article 7, Committees, Forums, Working Groups and Partnerships) sets out the responsible body and their functions. For the Environment Committee it's functions include:

Responsibility for all borough-wide or cross-constituency matters relating to the street scene including, parking, road safety, lighting, street cleaning, transport, waste, waterways, refuse, recycling, allotments, parks, trees, crematoria and mortuary, trading standards and environmental health."

5.4 Risk Management

5.5 Equalities and Diversity

5.5.1 Equality and diversity issues are a mandatory consideration in the decision-making of the council. The Equality Act 2010 and the Public-Sector Equality Duty, requires elected Members to satisfy themselves that equality considerations are integrated into day-to-day business and that all proposals emerging from the business planning process

have taken into consideration the impact, if any, on any protected group and what mitigating factors can be put in place.

- 5.5.2 This is set out in the council's Equalities Policy together with our strategic Equalities Objective - as set out in the Corporate Plan - that citizens will be treated equally with understanding and respect; have equal opportunities and receive quality services provided to best value principles.

5.6 Corporate Parenting

Not applicable.

5.7 Consultation and Engagement

Not Applicable

5.8 Insight

There are no insight implications at this time.

6. BACKGROUND PAPERS

- 6.1 Environment Committee, 28th November 2018, Business Planning 2019-2024
<https://barnet.moderngov.co.uk/documents/s49873/Business%20Planning-Committee%20Report.pdf>
- 6.2 Policy and Resources Committee, 11th December 2018, Corporate Plan 2019-24, Business Planning - Medium Term Financial Strategy 2019/24 and Draft Budget for 2019/20
<https://barnet.moderngov.co.uk/ieListDocuments.aspx?CId=692&MId=9460&Ver=4>
- 6.3 [Policy and Resources Paper February 2019](#) – including paper provides an update on the council's financial position
- 6.4 Environment Committee, 14 July 2016, Street Cleansing Framework
<http://barnet.moderngov.co.uk/ieListDocuments.aspx?CId=695&MId=8634&Ver=4>