



EAST STAFFORDSHIRE BOROUGH COUNCIL

REPORT COVER SHEET

Title of Report:	Street Cleaning – Service Review
Meeting of:	Cabinet
Date:	18 February 2019
Is this an Executive Decision:	YES
Is this a Key Decision:	NO
Is the Report Confidential:	NO
If so, please state relevant paragraph from Schedule 12A LGA 1972:	N/A

Essential Signatories:

ALL REPORTS MUST BE IN THE NAME OF A HEAD OF SERVICE

Monitoring Officer: **Angela Wakefield**

Date Signature

Chief Finance Officer: **Sal Khan**

Date Signature

EAST STAFFORDSHIRE BOROUGH COUNCIL

Report to Cabinet

Date: 18 February 2019

REPORT TITLE: Street Cleaning – Service Review

PORTFOLIO: Environment

HEAD OF SERVICE: Sal Khan

CONTACT OFFICER: Paul Farrer Ext. No. x1599

WARD(S) AFFECTED: All

1. Purpose of the Report

- 1.1. To review the Council's street cleaning service and make recommendations for future delivery.

2. Executive Summary

- 2.1. Following previous reviews of the street cleaning service in 2012 and 2014 which delivered operational efficiencies, this current review builds on the successful SMARTER waste programme by applying similar principles to the street cleaning service.
- 2.2. Street cleanliness levels are delivered through three main factors; cleansing activity, education and enforcement, thus combining the roles of the Council's street cleaning team and Community and Civil Enforcement Officers. This review, therefore, also considers these roles, the bulky waste service, the A38 trunk road and community problems with general cleanliness and fly tipping, set against a background of the Governments Litter Strategy for England, published in 2017.

3. Background

- 3.1. East Staffordshire Borough Council is defined as a 'principal litter authority' under Section 86 of the Environmental Protection Act 1990 with responsibility, under Section 89, to keep 'relevant land' and highways clear and clean of litter and refuse, so far as is practicable. In this context 'relevant land' is defined as '*land that is open to the air and is land which is under the direct control of such an*

authority to which the public are entitled or permitted to have access with or without payment'. It excludes private land and unadopted highways.

- 3.2. To address its statutory obligations, the Council employs a team of 23 staff members to undertake a number of duties including litter picking, mechanical road and footway sweeping, maintaining and emptying litter bins, bulky waste collections, refuse bin repairs and deliveries and removing graffiti and fly posting. The allocated budget for the current financial year is £936k.
- 3.3. In terms of performance, the Council has retained the use of the former NI 195 indicator set for street cleansing. This measures performance in four areas; litter, detritus, graffiti and fly posting. Corporate Plan performance has remained high, with 2017/18 outturns of zero percent in each category, the highest rating.
- 3.4. The Council has undertaken previous reviews of the service, in 2012 and 2014. In the first of these, it was noted that the Audit Commission's annual letter to the Council recognised our strong performance in street cleaning but also confirmed that the cost per resident was relatively high due in part to the cost of delivering the service in some of our most deprived wards. Council Members therefore took the decision to reduce the frequency of cleaning in some wards and to focus on engagement, education and enforcement in these areas. This work continues to be delivered by the Community and Civil Enforcement team. This review also led to the publishing of street cleaning schedules on the Council website, a review of the bulky waste collection service and support for the 'Recycling on the Go' initiative.
- 3.5. The subsequent review in 2014 recognised the progress that had been made and also recommended that financial savings could be delivered by terminating agreements with two parish councils (Barton under Needwood and Rocester) for the delivery of street cleaning activities in these areas. This was approved by Cabinet resulting in a saving of £26k. A further £29k saving was secured by transferring back responsibility for litter picking some sections of the washlands from the grounds maintenance contractor, IdVerde, to the in-house team.

4. Contribution to Corporate Priorities

- 4.1. This review supports the Council's first corporate priority; Value for Money Council Services – Protecting Your Money.

5. Litter Strategy for England 2017

- 5.1 In April 2017, the Government published its Litter Strategy for England, which seeks to deliver a substantial reduction in litter and littering behaviour through three key themes:
 - i) Send a clear and consistent anti-litter message;
(Via education, engaging and empowering local communities, business investment, increasing recycling);
 - ii) Improve enforcement against offenders;
(Via increased fixed penalties, increasing awareness of available sanctions);
 - iii) Clean up the country;
(Via clean up days, work with Highways England, 'binfrastucture' guidance, working with industry, review of packaging).

5.2 The Council's enforcement teams continue to lead on the first two themes, specifically around education and enforcement, with the street cleaning team leading on the third.

6. Review of Street Cleaning

6.1. This report builds on work previously undertaken in the 2012 and 2014 reviews of the service.

SMARTER Street Cleaning

6.2. The Council currently uses historical cleansing schedules for litter picking, mechanical sweeping and the emptying of litter bins. Whilst these schedules are essential to the delivery of the service, they can lead to inefficiencies in the use of a finite level of resources, with the potential for some streets to be swept too often and for litter bins to be emptied too soon.

6.3. Demands on the service are increasing, particularly as a result of housing growth in the borough, and some ward areas continue to experience high levels of littering and fly tipping. However, rather than seeking to expand the service by increasing the level of resources, it is proposed to introduce an IT system which will facilitate the most efficient use of the current resources, thus becoming 'smarter'.

6.4. The Council currently uses an in-cab vehicle data, tracking and management system (Bartec Waste Collector) for its waste collection service which has delivered significant benefits. This system also offers a street cleaning module which could deliver similar improvements for this area of service, including:

- Management of planned and reactive operations, combined with mobile working and live reporting;
- Scheduling of regular jobs and seasonal work such as 'in-bloom' preparation, weed killing and leafing;
- Mobile working and telematics to build an evidence base for planning decisions - e.g. which streets need sweeping and which litter bins are most often full;
- Automated reporting of cleanliness levels to support corporate plan performance targets;
- Mapping system linked to the gazetteer;
- Route optimisation and live crew information;
- Health and safety monitoring.

6.5. It is therefore recommended that the Council procures the street cleaning module and integrates it into its service. This will deliver significant benefits in the proactive management of the Council's resources and help to identify and manage hot-spot areas. Whilst the Council is aware of poorer performing wards, through feedback from staff and reports through the CRM system, this module will capture information at source and allow more active monitoring of problem areas.

6.6. The in-cab technology will be installed into the Council's street cleaning fleet, consisting of two large road sweepers, four mechanical pavement sweepers and five light goods vehicles. In addition, the mobile worker application will enable staff to react to priority work and report environmental issues. This will be supported by a back office system and further integration with the Customer Service Centre, allowing access to real time information. The collection of performance data could ultimately highlight further efficiencies.

- 6.7. The establishment of this technology could also support the Councils recently approved Digital Strategy, for example through on-line self-service and integrated payments for bulky waste collections.
- 6.8. The cost of the module, in cab technology, mobile working, installation and training is approximately £30k, with an annual support cost of £6k. Further details are included in the financial considerations below.
- 6.9. It is also considered that the Community and Civil Enforcement Officers (CCEOs), who lead on community engagement, enforcement and education would benefit from enhanced mobile working. This would provide direct access to back office systems and enable the CCEOs to proactively obtain and report information in real time, dealing with issues at source. This could also be delivered via an extension to the mobile working capabilities of the Bartec system, at a cost of £4.5k, as set out in section 7 below.

A38 Trunk Road

- 6.10. The A38 forms parts of the nation's strategic road network as, as such, is maintained by Highways England (HE). However, as Principal Litter Authority, the Council retains responsibility for litter picking. It is a major route through the borough used by a high volume of traffic and, as such, accumulations of litter can have a significant impact.
- 6.11. The Council has placed bins in the laybys along this route, which are collected on a fortnightly basis. Despite this, a significant amount of litter still accumulates on the central reservation and along the grass verges. For health and safety reasons, it is not possible to collect this unless the workforce is protected by a lane or road closure. To minimise impact on the travelling public, HE generally restrict such closures to evenings only.
- 6.12. Historically, the Council has tried to take advantage of such closures and work with HE on addressing its street cleaning responsibilities. The Council incurs increased costs for such work, since it has to be undertaken throughout the night.
- 6.13. The Government has highlighted a need to deliver a lasting improvement in cleanliness on the strategic road network in their Litter Strategy which supports the Council's view on this key route through the Borough. It is therefore proposed that the Council proactively re-engages with HE to establish an annual work programme for A38 which will be embedded in its cleaning schedules. This could also be extended to the A50.

Bulky Waste

- 6.14. Section 45 of the Environmental Protection Act 1990 places a duty on the Council to arrange for the collection of household waste in its area. A charge for this collection may be made for items that are too large to fit within the standard refuse bin or those that exceed 25kg in weight. Such items are referred to as bulky waste and, for example, include fridges, freezers, chairs, sofas and tables.
- 6.15. This service is undertaken by the street cleaning team at a cost of approximately £38k - £40k per annum. Table 6.0 below indicates the volume of requests received by the Council and the level of income generated. At present, the council does not recover its full costs for this service.

Year	Number of Requests	Income
2016/17	1,209	£27,941
2017/18	1,268	£28,760
2018/19 (to Oct)	815	£17,230

Table 6.0. Bulky Waste Collections 2016/17 – 2018/19

6.16. The current scale of charges, established in 2013, is £20 for up to 6 items, then £5 per additional item, up to a maximum of 10 items. A three piece suite is classified as 3 separate items. Fridges and freezers are charged at £20 per unit. A benchmarking exercise has been undertaken against the other local authorities in Staffordshire, with the results shown in Table 6.1 below.

Local Authority	Charge	Min. Payment	Cost for 6 Items
Cannock Chase DC	£17.50 per individual item for first two, then £15 per item	£17.50	£95.00
East Staffordshire BC	£20.00 for six items. £5.00 per additional item (maximum of 10 items)	£20.00	£20.00
Stafford BC	£45.00 for up to three items.	£45.00	£90.00
Lichfield DC	£17.00 for one item. £7.00 per additional item (maximum of four items on one form).	£17.00	£52.00
Tamworth BC	£17.00 for one item. £7.00 per additional item (maximum of four items on one form).	£17.00	£52.00
Staffordshire Moorlands DC	£35.00 for up to three items. £55 for four to six items. £70 for seven to nine items	£35.00	£55.00
Stoke on Trent CC	£16.00 for up to five items, then £3.50 per item. Large goods and electrical items £11 each	£10.00	£19.50
Newcastle Under Lyme BC	£35.00 for up to three items. £55 for four to six items. £70 for seven to nine items	£35.00	£55.00
South Staffordshire DC	£30 (1-3 items), £60 (4-6 items) and £90 (7-9 items)	£30.00	£60.00

Table 6.1. Comparison of Bulky Waste Charges across Staffordshire

6.17. The results indicate that East Staffordshire's current scale of charges is low. Since the 2013 charges were fixed at a set charge, they have not been increased annually in line with inflation. However, it is considered that a review of these charges is now due, particularly with regard to total cost recovery in line with the Council's Fees and Charges Policy.

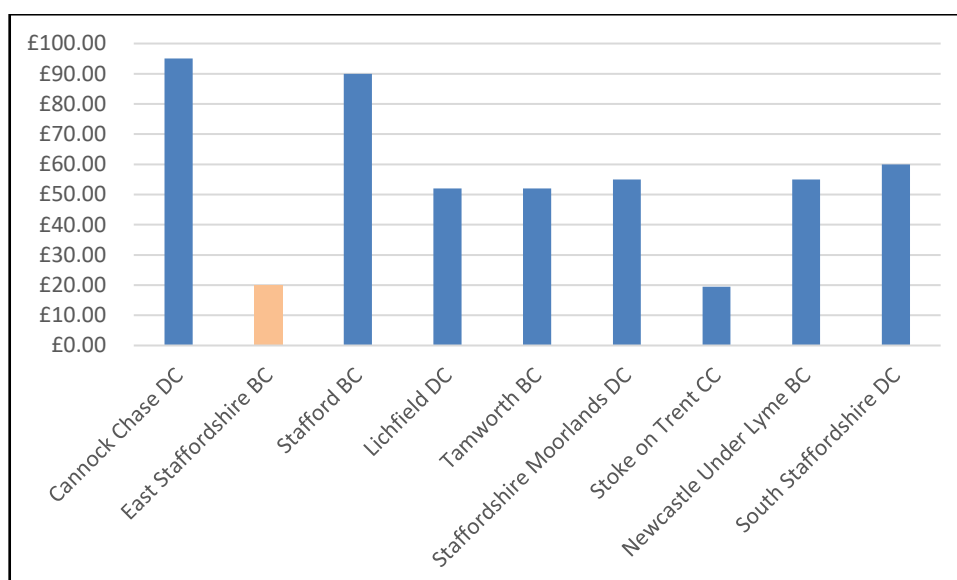


Figure 6.0. Comparison Cost for Six Items of Bulky Waste (Dec 2018)

- 6.18. In addition, the BBC published a news report in January 2019 on the provision of bulky waste collections across the UK. The full report may be viewed by following the link in paragraph 14.1. This report demonstrated the range of charges being applied across the UK, ranging from free collections to £44 for a single item. The average cost of a first item collection across England was £11, which reduces to £9 for the West Midlands. One third of Councils in England current offer reductions for pensioners, disabled residents or people on benefits.
- 6.19. The BBC's analysis found no connection between the areas with the highest charges and the highest rates of fly tipping. Therefore, there is little evidence to suggest that raising the fee would result in additional fly tipping incidents. One local authority, Croydon, reintroduced free collections last year but, seven months later, had not experienced any reduction in their recorded levels of fly tipping.
- 6.20. However, the report did refer to confusion amongst residents about how they may dispose of their items. The Council's website does make reference to the use of Household Waste Recycling Centres (HWRCs), although more emphasis could be made about this service (provided by the County Council) and that there is no charge for bulky household items.

Future Options

- 6.21. There are a number of potential charging options for the bulky waste service, as set out below:
- a) **Free Service** – The provision of a free service. Based on current collection and income levels, this would create an immediate pressure on the MTFs of approximately £29k per annum. However, a free service will undoubtedly lead to an increase in requests for collections, thus resulting in an added pressure on the current level of resources. Staff and vehicle resources may have to be increased to meet this demand. The BBC report highlighted that only 15 councils in England currently offer a free collection.
 - b) **Retain Current Charges** - £20 for up to 6 items, then £5 per additional item (up to a maximum of 10). This option does not meet full cost recovery.

- c) **West Midlands Average, £9 per item** – each individual item would be charged at £9. Based on the total number of items collected in 2017/18, this would generate an income of approximately £37k. However, with a single item charge, it is possible that higher number multiple item collections will reduce as the total cost will become more prohibitive.
- d) **Multiple Item Charge 1** - £25 for up to three items, then £5 per additional item (up to a maximum of 10). This provides an average first three items of £8.33, which is below the West Midlands average, and a total of £40 for up to six items. It would achieve an additional £10k in income, based on current demand, almost meeting the full cost recovery level.
- e) **Multiple Item Charge 2** - £30 for up to three items, then £7 per additional item (up to a maximum of 10). This provides an average first three items of £10, which is above the West Midlands average of £9, but below the England average of £11. The cost for six items would be £51 which would ensure that the Council retained the lowest cost in comparison with the other Staffordshire district councils. Should the demand for collections remain at the same level as 2017/18, this would result in an additional annual income of approximately £16k and ensure total cost recovery in accordance with Council policy.
- f) **Discounts for Pensioners, Disabled or People on Benefits** – this is an option offered by one third of Councils in England, although the terms of the discount vary widely between authorities. For example, some offer a discount to those receiving housing benefit, council tax support, or pension credits, whilst others offer one free collection each year. This option would require additional resource in terms of administering the requests in order to verify the eligibility of applying a discount.

In East Staffordshire, the Council currently provides support to the elderly or those with mobility problems by providing an ‘assisted collection’ for bulky waste items. Rather than requesting that the items are left for collection by the kerbside, the crews will assist with moving them from premises.

6.22. A summary of these pricing options is set out in Table 6.2 below.

Option	Min. Payment	Averaged First Payment per Item	Charge for Six Items	Impact on MTFS*
Free Service	Nil	Nil	Nil	£29k+
Retain Current Charges	£20 (up to 6 items)	£3.33	£20.00	Nil
West Midlands Average	£9.00	£9.00	£54.00	(£37k)
Multiple Item Charge 1	£25 (up to 3 items), £5 additional	£8.33	£40.00	(£10k)
Multiple item Charge 2	£30 (up to 3 items), £7 additional	£10.00	£51.00	(£16k)

*Assumes service demand remains constant, which is unlikely with some options

Table 6.2 Bulky Waste Pricing Options

6.23. It is proposed that any changes to the charges will come into effect from April 2019.

General Cleanliness and Fly Tipping

- 6.24. As highlighted, the Council's overall performance in street cleaning is good, although concerns remain regarding cleanliness levels in some wards. In 2017/18, the corporate plan targets 'To maintain top quartile performance for street cleaning' for litter, detritus, graffiti and fly posting were all achieved and are currently on track to be achieved this year. However, feedback from street cleaning staff confirms that cleanliness levels in some areas quickly deteriorates after litter picking/sweeping activities have taken place. The procurement of the Bartec street cleaning module will support the more efficient allocation of resources to potential hot-spot areas and enable cleanliness levels and other data to be captured at source.
- 6.25. However, it is important to recognise that continually cleaning the streets with a greater frequency does not tackle the fundamental problem of people dropping litter and fly tipping. To deliver an improvement, it is vital that the local community takes ownership of the problem and has pride in the area in which they live. Table 6.2 details the number of fly tipping incidents recorded across the borough since 2016/17.
- 6.26. There is no clear trend in the overall number of incidents being recorded, although 'white goods' and 'other household waste' are clearly problematic, despite both being accepted by Household Waste Recycling Centres at no cost.

Waste Type	2016/17				2017/18				2018/19		Total
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	
Animal Carcass	0	0	1	0	1	0	0	0	0	0	2
Construction	2	8	6	9	15	5	2	4	2	5	58
Green	1	0	1	7	3	3	1	1	2	2	21
Commercial black bags	0	1	0	0	1	0	1	0	2	1	3
Vehicle parts	1	1	2	2	0	1	2	0	0	0	9
Household black bags	11	8	7	14	10	5	3	7	10	5	80
White goods	27	45	24	48	44	44	22	30	34	26	344
Chemical drums / oil / fuel	1	0	2	2	0	0	0	1	0	0	5
Other electrical	10	3	2	1	5	3	0	2	1	0	27
Other household waste	42	23	28	77	72	52	35	27	62	56	474
Tyres	0	2	0	6	1	5	3	1	1	0	19
Other commercial waste	2	3	3	3	5	1	1	0	4	2	24
Asbestos	2	0	3	5	1	1	1	2	1	0	16
Other (unidentified)	15	62	22	16	15	22	8	18	18	17	213
Clinical	0	0	0	0	0	0	1	2	0	0	1
Total	114	156	101	190	173	142	80	95	137	114	956

Table 6.2 Fly Tipping Incidents by Waste Type (2016/17 – 2018/19)

- 6.27. Fly tipping of household waste is a problem in some wards with residents choosing to deposit items in areas within their community, such as fridges, sofas, mattresses

and other bulky items. This is despite the Council having the lowest bulky waste charges in comparison to the other Staffordshire district councils. It would appear that residents are prepared to do this regardless of the impact on their local environment.

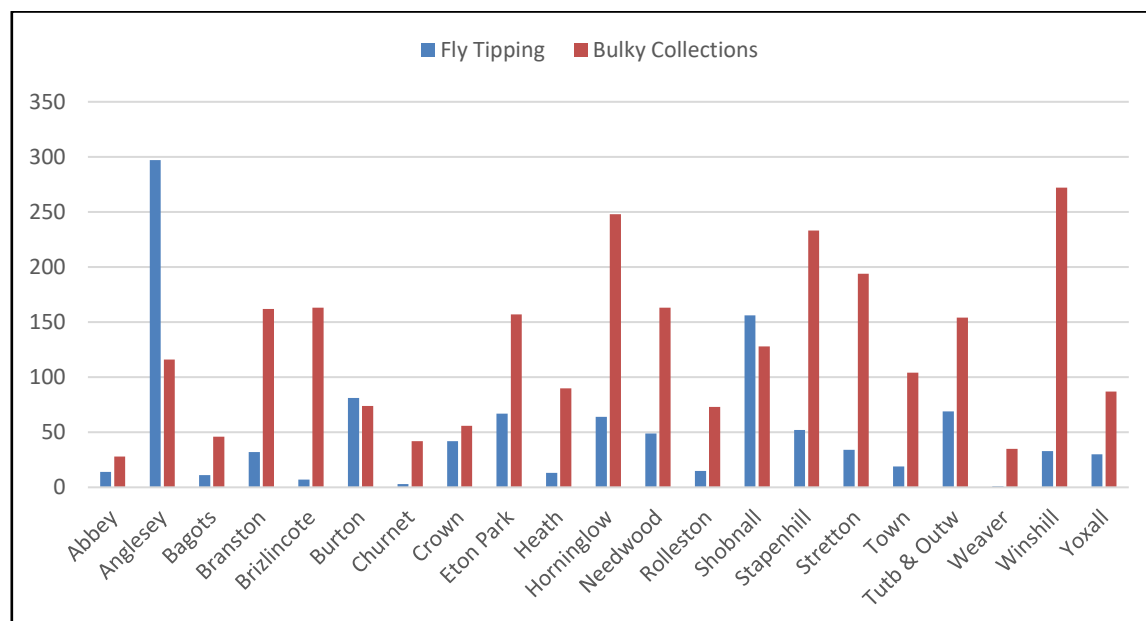


Figure 6.1 Fly Tipping and Bulky Waste Collections by Ward (2016/17 – 2018/19)

- 6.28. Figure 6.1 details the number of fly tipping incidents in each ward, in comparison with the number of bulky waste collections. Three wards; Anglesey, Burton and Shobnall experience higher numbers of fly tipping incidents compared to collections, with the former varying significantly.
- 6.29. The Community and Civil Enforcement Officers (CCEOs) lead on community engagement, education and enforcement, specifically through Corporate Plan target PCS34, Deliver Focused Civil and Community Enforcement Initiatives. At the end of quarter two, the team had delivered 8 from 11 initiatives across a number of wards in the Borough, including fly tipping, dog fouling and littering.
- 6.30. These figures demonstrate the importance of further work in some wards to deliver a step improvement in community education and enforcement and it is anticipated that the CCEOs continue to build on this throughout 2019/20.
- 6.31. The Council could consider the use of targeted bulky waste collections in problematic areas. For example, some ward Members have sought specific funding for an ad-hoc one-day collection in their ward provided 'free of charge' to residents. In addition, one parish council has already expressed an interest in potentially funding bulky collections in its area, recognising the impact this activity is having on its residents. The cost of a one-day collection service would be in the region of £350.
- 6.32. However, there is no evidence that these ad-hoc collections have reduced the level of fly tipping. They have been previously delivered in Anglesey, but the monthly reports produced by the CCEOs and the results in Figure 6.1 above demonstrate that fly tipping remains a problem in this ward.

7. Financial Considerations

This section has been approved by the following member of the Financial Management Unit: Anya Murray

The main financial issues arising from this Report are as follows:

Revenue	2018/19	2019/20	2020/20
Bartec street cleaning module; annual support/licence/data costs	----	£5,960	£5,960
Change in bulky waste charges (from April 2019)			
a) No charge	----	£29k+	£29k+
b) Retain Current Charges	----	Nil	Nil
c) West Midland Average	----	(£37k)	(£37k)
d) Multiple Item Charge 1	----	(£10k)	(£10k)
e) Multiple item Charge 2		(£16k)	(£16k)

Capital	2018/19	2019/20	2020/21
Bartec street cleaning module, project management and training	----	£8,450	-----
Fleet in-cab units including installation, software		£17,600	
Mobile worker systems		£4,000	
<u>Total</u>		<u>£30,050</u>	
CCEOs Mobile Working Systems		£4,500	
Combined Total		£34,550	

- 7.1. It is proposed that that the procurement of the street cleaning module and CCEO mobile working system be considered by Council as part of the MTFs budget setting process.
- 7.2. If approved, it is proposed that any charges to the bulky waste charges will come into effect from April 2019. It is important to note that the figures assume no change to the annual number of requests/items collected for this service. In reality, this could vary annually.
- 7.3. Option (e), multiple item charge 2, provides full cost recovery for the service, in accordance with the Council's fees and charges policy.
- 7.4. The capital investment will support effective use of existing revenue resources to minimise the impact of additional demand in the future.

8. Risk Assessment and Management

- 8.1. The main risks to this Report and the Council achieving its objectives are as follows:
- 8.2. **Positive** (Opportunities/Benefits):

8.2.1. The procurement of the street cleaning module supports the Council's overall performance in street cleaning, enabling the more efficient use of a finite level of resources.

8.2.2. Proactive engagement with Highways England will support cleanliness levels on the strategic road network through the Borough.

8.3. **Negative** (Threats):

8.3.1. An increase in bulky waste charges could lead to a reluctance to use the service, although the proposed charges remain very competitive in comparison to neighbouring Authorities. Alternative disposal methods are also available via the Household Waste Recycling Centres in Burton upon Trent and Uttoxeter.

8.3.2. All work on A38 must be undertaken in accordance with safe working procedures for high speed carriageways.

8.4. The risks do not need to be entered in the Risk Register. Any financial implications to mitigate against these risks are considered above.

9. **Legal Considerations**

*This section has been approved by the following member of the Legal Team:
Angela Wakefield*

The main legal issues arising from this Report are as follows.

9.1. East Staffordshire Borough Council is defined as a 'principal litter authority' under Section 86 of the EPA with responsibility, under Section 89, to keep 'relevant land' and highways clear and clean of litter and refuse, so far as is practicable. In this context 'relevant land' is defined as '*land that is open to the air and is land which is under the direct control of such an authority to which the public are entitled or permitted to have access with or without payment*'. It excludes private land and unadopted highways.

10. **Equalities and Health**

10.1. **Equality impacts:** The subject of this Report is not a policy, strategy, function or service that is new or being revised. An equality and health impact assessment is not required.

10.2. **Health impacts:** The outcome of the health screening question does not require a full Health Impact Assessment to be completed. An equality and health impact assessment is not required.

11. **Human Rights**

11.1. There are no Human Rights issues arising from this Report.

12. **Sustainability** (including climate change and change adaptation measures)

12.1. Does the proposal result in an overall positive effect in terms of sustainability (including climate change and change adaptation measures) Yes

12.2. Please detail any positive/negative aspects:

12.2.1. Positive (Opportunities/Benefits)

Improvements in street cleansing support the local environment in general. A reduction in litter/fly tipping results in an associated reduction in waste disposal. The proposed changes could reduce vehicle mileage as the fleet will be used more efficiently.

12.2.2. Negative (threats)

13. **Recommendation(s)**

- 13.1. That Cabinet recommends to Council that it considers the procurement of the Bartec street cleaning module, associated equipment and CCEO mobile working system as part of the MTFS budget setting process for 2019/20.
- 13.2. That Cabinet note the concerns regarding cleanliness levels on A38 and agrees to proactively re-engage with Highways England on tackling littering, seeking their maintenance schedules and exploring the use of communication/advertising opportunities along this corridor to deter littering behaviour.
- 13.3. That Cabinet considers the charging options for the collection of bulky waste items as set out in paragraph 6.21 and approve the option at 6.2.1(e) to ensure cost recovery in line with Council policy.
- 13.4. That a six monthly update on street cleansing, education and enforcement activity be provided to Cabinet Members.

14. **Background Papers**

- 14.1. BBC News Report may be found by following the link:
<https://www.bbc.co.uk/news/uk-46364689>

15. **Appendices**

- 15.1. None