Cabinet (Resources) Panel

11 September 2013

Report Title	**Street Cleansing Optimisation Review Report and Proposal for Reconfiguration of the Preferred Service Delivery Model**
Classification	Public
Cabinet Member with Lead Responsibility	Councillor John Reynolds Environmental Services
Key Decision	No
In Forward Plan	No
Wards Affected	All
Accountable Strategic Director	Keith Ireland, Delivery
Originating service	Delivery / City Services
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Recommendation(s) for action or decision:
The Cabinet (Resources) Panel is recommended to:

Consider the contents of this report and approve Option 2 as the preferred service delivery model that aligns cleansing cycles throughout the city and implements best practice in all areas, which also allows the best utilisation of resources within programmed works deployed in areas in most need of cleansing.

1.0 Purpose

1.1. To seek approval for the service delivery changes and associated financial savings for the street cleansing optimisation review, and to note the findings of the review and the reconfiguration of the preferred street cleansing service delivery model to ensure consistency across all 3 Public Realm Environmental areas – previously contract areas for the North-East, South-East and West areas, and to enable the service to work more efficiently by making the best use of resources.

2.0 Background

2.1. Each year, the Partnership Management Board approves a Service Development Plan which is focussed on increasing the efficiency of Public Realm Services (formerly Street Scene Services) and to ensure that Value for Money is achieved throughout these areas. It ensures that service developments are in line with corporate priorities and aligns resources to them. It also plays a major part in delivering a shared vision for the Council in driving the Council's Corporate, Community and Local Area objectives. By challenging how our services are delivered, Public Realm Services is seeking to improve delivery of its environmental cleansing, and provide a fit for purpose street cleansing service within the available budget envelope.

2.2 In the "Service Development Plan 2011/12" a street cleansing optimisation review was included. Following discussions between key stakeholders, the timetable for completion of this piece of work was extended in order that we could utilise the "WebAspx" Route Optimisation software.

2.3 Route optimisation technology helps develop achievable, well balanced street cleansing rounds.

Rationale for Service Change:

2.4 Public Realm Services is continually striving to provide effective, efficient and consistent street cleansing services for the future needs of the City.

2.5 Route optimisation would aim to:

- Balance workloads across teams
- Reduce time and mileage
- Increase productivity
- Optimise vehicle and staff resources
- Design optimum vehicle fleet for the new service
- Optimise tip off facilities
- Measure performance against planned routes
- Realise savings in fuel, maintenance, tyre wear and carbon footprint
- Provide achievable rounds for teams

2.6 It would also develop a new street cleansing resource model for the City Centre that would enable deployment of resources identified from the optimisation review to provide a more visible street cleansing presence and further drive the environmental maintenance standards.

2.7 The Council's medium term financial strategy has identified the need to deliver a further £89M of savings over the next 5 years. These savings are required due to cuts in Government grant at a time when the Council's costs continue to increase due to a combination of price and demand pressures.

2.8 The preferred model would allow the service to further optimise mechanisation with the procurement of four mechanised pedestrian Applied "Green machine" Sweepers – Wolverhampton City Centre (x2), Bilston Town Centre (1), together with an additional 1 Applied "Green machine" Sweeper for use as a flexible use machine in other areas, for example such as Wednesfield Town Centre and Tettenhall High Street and other such areas as well.

2.9 Key objectives of any alternative Service Delivery Model was to:

i. Ensure consistency in standards and embed best working practices across the whole of the City.

ii. Create a Service Delivery Model that is fit for purpose, capable and confident that it provides robust consistent frontline environmental cleansing service delivery that is aligned with the Council's Corporate Plan's Strategic Framework and the Service Area Plan by meeting the needs of the Residents, Businesses and helping to create a vibrant City that attracts visitors.

iii. To provide a more visible and enhanced frontline environmental cleansing service within the City Centre and along the main arterial routes (A Roads) leading in and out of the City of Wolverhampton.

2.10 Primary Network Road Classifications are as follows:

i. **A** Roads (Principal Roads as identified in the Highways Act) – highest class of classified road, and top tier of the roads classification. These are strategic road networks given a unique reference number known as A Roads e.g. A449 Penn Road & Stafford Road, and A41 Bilston Road.

ii. **B** Roads (Secondary Roads which are not Principal Roads) - These are the second tier in the road system. Each B Road is given a unique reference number known as B Roads e.g. B4161 Birches Barn Lane, Broad Lane, Henwood Road and B4484 Long Knowle Lane, Amos Lane.

iii. Other Roads – These tend to be residential areas and are not classified as either Principal (**A** Roads) or Secondary Roads (**B** Roads).

Review Methodology:

2.11 Consideration and review of the current Street Cleansing Service Delivery Model (see Appendix 1 – Existing Resource Model) included:

2.12 Recording and analysis of the current processes, resources and working practices for service delivery on street cleansing services.

- Measuring productivity of on-site of activities during October and November in each area identifying standard cleansing rates across Channel sweeping, Pavement sweeping and Litter picking services.

- Validation against known productivity rates from other Enterprise contract areas.
- Calculated productivity rates reviewed and agreed with management teams.
- Validation of all areas of the city in scope for the services building a City wide as-is model within the planning system of “WebAspx”.
- Confirmation of the current operating delivery model with the management teams.
- Identification of best practices from both within the Wolverhampton model and other Enterprise contract areas as a comparator.

2.13 Considerations and methodology of the future Service Delivery Model included:

- Implementation of best practice for each service type across each area.
- Creation of consistent cleansing frequencies across the city with particular attention given to analyse frequencies to ensure quality of cleansing standards.
- Input of the agreed productivity rates from the measuring exercise.
- Analysis of alternative frequency models and the implications on time and resources were explored.
- Identification of resource requirements for the delivery models.
- Introduction of measures across all areas on round sheets.
- Creation of a City wide Service Response Team or “Hit Squad” to manage service requests outside of the standard cleansing requirements to ensure that resources are not redeployed from routine programmed works.

3.0 Service Delivery Model Options

3.1 The optimisation review considered four Service Delivery Models as detailed below:

3.2 **Option 1:** Continue with the current services with no change to resources or frequency of cleanse. This option would not deliver any cost savings nor introduce best practices across the service.

3.3 **Option 2:** Major **A** roads will continue to have minimum weekly manual litter picking together with fortnightly mechanised pavement and road channel sweeping, with **B** roads also continuing to have minimum fortnightly manual litter picking together with 6-weekly mechanised pavement and road channel sweeping.
These are minimum standards; some areas of the city actually receive a regular cleanse on a daily basis based upon acknowledged intelligence.

3.4 The major change of this reconfiguration option is for the mechanised sweeping for roads not classified as **A** or **B** Roads to be set at every 12 weeks as a minimum, whilst still maintaining a continuous presence, such as orderly truck rounds (hand carts) and specific gulley, pavements and litter picking at a minimum of every 6 weeks.

3.5 In addition to this, there would be major enhancements to the service, including a mobile city-wide resource team to deal with urgent / high priority problems and requests, and also additional mechanical “Green machines” in the city/town centres, shopping areas and other such “hot-spots” – 2 would be based in the City centre, 1 in Bilston, and 1 more would be a mobile unit to deal with other areas such as Tettenhall High Street, Wednesfield town centre etc
Manual litter picking would be more frequent than the 12 week mechanised cycle due to concerns raised during the configuration of this model.

All management teams from the three areas concluded that a minimum manual litter pick every 6 weeks (excluding **A & B** Roads and other exceptions that would be cleansed more frequently) would enable delivery of acceptable standards throughout the City in accordance with section 89 of The Environmental Act 1990 (E.P.A. Act) and the 'Code of Practice on Litter and Refuse' (COPLAR) 2006 which provides guidance on a series of legislation and powers affected by the Clean Neighbourhoods and Environment Act 2005 ***(see Table 1 below):***

Manual Litter Picking ***Table 1: (Option 2)***

Road Type	**A Road**	**B Road**	All Other Roads
Frequency	Weekly	Fortnightly	Every 6 Weeks

Mechanised Channel Sweeping

Road Type	**A Road**	**B Road**	All Other Roads
Frequency	Fortnightly	Every 6 Weeks	Every 12 Weeks

Mechanical Pavement Sweeping

Road Type	**A Road**	**B Road**	All Other Roads
Frequency	Fortnightly	Every 6 Weeks	Every 12 Weeks

3.6 Flexibility for cleansing exceptions are included within the plan on this option. Locations which would require additional cleansing due to high foot fall or other local issues have been identified and included in this model.

3.7 **Option 3:** Identical to option 2 for mechanised cleansing, however manual litter picking also moves to the same frequency of 12 weekly. This model was investigated and all 3 Area management teams confirmed that standards would not be maintained to acceptable level with this manual litter picking frequency. This option would not be recommended in the conclusions ***(see Table 2 below):***

Manual Litter Picking ***Table 2: (Option 3)***

Road Type	**A Road**	**B Road**	All Other Roads
Frequency	Fortnightly	Every 6 Weeks	Every 12 Weeks

Mechanised Channel Sweeping

Road Type	**A Road**	**B Road**	All Other Roads
Frequency	Fortnightly	Every 6 Weeks	Every 12 Weeks

Mechanical Pavement Sweeping

Road Type	**A Road**	**B Road**	All Other Roads
Frequency	Fortnightly	Every 6 Weeks	Every 12 Weeks

3.8 **Option 4:** Create a City wide resource to carry out all mechanical sweeping throughout Wolverhampton. This option is currently impractical due to the existing internal / external contractual arrangements.

Service Implications:

3.9 The preferred resource model has been designed to have a limited impact, however there may be reduced visibility in some areas.

3.10 The preferred service delivery model should be communicated to all areas. In the past there have been perceptions that cleansing frequencies can be adjusted in individual areas without review. This inevitably leads to variations and inconsistencies in standards across these areas and has both financial and resource implications affecting service delivery.

3.11 It should be an accepted consequence that standards would be different and we need to build in the ability to programme legitimate additional service requests through supervisory inspection and control before deployment of resources, and only where areas have fallen below standard or there is evidence of environmental issues that cannot be addressed initially by the Team Leader at the time of inspection, in which cases the Service Response team could be deployed.

3.12 As a result of the optimisation review it would be necessary to revisit the internal Service Level Agreements (SLA's) with Fleet Services to ensure they provide sufficient support in the event of vehicle / machinery breakdowns e.g. provision of replacements in the event repairs cannot be completed within the timeframe stipulated in the SLA's.

3.12 In addition to the preferred Street Cleansing Optimisation Model it is also recognised that closer working with other stakeholders would be necessary to deliver a programme of educational awareness on how environmental issues such as littering, fly tipping, dog fouling and chewing gum deposits impact of on the environment. Internal Stakeholder support from Public Protection and Local Neighbourhood Partnerships would be essential to the project's success and objectives to improve environmental issues throughout the City.

3.13 ***Conclusions:***

- The three areas currently have different frequencies across the street cleansing service for roads of similar types.
- It is difficult presently to complete all the current cleansing frequencies in all areas with the existing resources, however the required standard of cleanse has been achieved by the areas managing rolling programmes and deploying resources where most needed.
- Litter picking teams are more efficient with a driver and one operative as opposed to a driver and two operatives.
- Reactive works can take the cleansing teams off route and cleansing cycles are then subsequently re-visited at the next programmed cleanse.
- Working practices can be further evaluated to improve resource utilisation and outputs across all the areas.
- Litter picking best practice procedures should be followed to ensure consistent outputs from litter pick teams.
- Pavement / Precinct sweepers should not be over utilised for the mechanical sweeping of gullies unless there are genuine access or weight restrictions

- The vehicles utilised for street cleansing need to be efficient in terms of reliability and capacity which would reduce costs.
- The optimisation review has enabled the reconfiguration of resources which would allow resources to be deployed to areas in most need of cleansing.
- Agreement of a single model across all three areas would ensure consistent standards and resource utilisation City wide.
- Management of enquiries / additional service requests / reactive works to be one central team, this would reduce costs and provide a single point of contact.
- The preferred Service Delivery Resource Model would need full support to ensure the success of the plan and its implementation as this delivery model, if approved, would be a different arrangement for street cleansing in Wolverhampton. Additional service requests for cleansing would be undertaken following inspection and then confirmed that the location has fallen below standard and requires cleansing before resources are deployed.
- Future management / deployment of the vehicle and plant resources for the service going forward would need to be closely managed / monitored to ensure projected savings are achieved by Fleet Services and Public Realm Services.

3.14 ***Preferred Service Delivery and Resource Model Benefits:***

3.15 The preference in this review is to implement ***Option 2*** *(Table 1)* that would deliver the following:

3.16 Contribute towards the savings target identified in the Council's Medium Term Financial Strategy for 2013/14 onwards set out in 2.7.

3.17 Enhancements to the cleansing service, including:

- A mobile city-wide resource team or "Hit Squad" to deal with urgent / high priority problems/requests

- Mechanical "Green machines" in the city/town centres, shopping areas and other such "hot-spots"
    - 2 would be based in the City centre,
    - 1 in Bilston,
    - and 1 more would be a mobile unit to deal with other areas such as Tettenhall High Street, Wednesfield etc

  Major **A** roads will continue to have minimum weekly manual litter picking together with fortnightly mechanised pavement and road channel sweeping, with **B** roads also continuing to have minimum fortnightly manual litter picking together with 6-weekly mechanised pavement and road channel sweeping. These are minimum standards, with some areas of the city actually receiving a regular cleanse on a daily basis.

3.18 **Option 2** is the preferred service delivery model that aligns cleansing cycles throughout the city and implements best practice in all areas. It allows the best utilisation of resources within programme works and allows resources to be deployed in areas in most need of cleansing.

Appendix 2 details the recommended resource model.

3.19 By working in more compact programme areas and not being taken off task during cleansing works, lower mileages would be achieved. This would create a reduction in the carbon footprint. In addition, by operating with more efficient street cleansing vehicles the carbon footprint can be reduced even further.

- Reduced mileage for all vehicles lowers CO2 emissions in the region by 10%, and with future procurement of more efficient vehicles for street cleansing going forward, this would further reduce CO2 emissions in the region of 40% across the service.
- Reduction in vehicle, plant resources
- Fuel usage reduction

3.20 The best practice analysis within this option is that the 3500 kg cage vehicles were the most efficient type for street cleansing operations rather than the current 6500 kg larger vehicles, and this would deliver cost savings.

3.21 As a result of the revised cleansing at some locations across the City, closer and more proactive working needs to be adopted with Public Protection and the Local Neighbourhood Wardens to raise awareness of the importance of maintaining a clean environment in relation to the health, safety and wellbeing aspects and the possible penalties that can be imposed for dropping litter, fly tipping and not properly disposing of dog fouling etc.

Implementation Programme:

3.22 The implementation of the change to the preferred service delivery model would take approximately 8/10 weeks to deliver allowing sufficient time to implement the programme changes as detailed in 3.23 and for delivery of new equipment, such as the Applied Green machines.

3.23 The following steps would need to be undertaken:

- Produce a project plan owned by a named project manager
- Produce a communication plan
- Undertake an impact assessment
- Create a risk register
- Final team by team review of the locations, frequencies and resources
- Produce a database for cleansing for all locations
- Maps for each area and zone
- Standard round sheets for each area
- Written best practice procedures to be produced for street cleansing activities.

3.24 If approved, the service change would be delivered as one programme with all areas undertaking the new frequencies and working practices at the same time.

4.0 Financial implications

4.1 It is estimated that option 2 will generate annual savings of approximately £75,000 per year. The saving reflects reduced running and salary costs, offset by the cost of borrowing to fund the new vehicle purchases.

4.2 Any savings identified as part of this proposal would contribute towards the £300,000 Street Cleansing savings target identified in the 2013/14 Medium Term Financial Strategy. [CH/28082013/M]

5.0 Legal implications

5.1 The Environmental Protection Act 1990 makes clear the requirements for local authorities, or other owners of land to which the public has access, to keep their land clear of litter and refuse. The Act places a duty on the Crown, local authorities, designated statutory undertakers, and the owners of some other land to which the public has access to, to keep the land clear of litter and refuse, "as far as is practicable".

5.2 The "Code of Practice on Litter and Refuse" issued under Section 89 of the Environmental Protection Act 1990 on 1 April 2013 sets out standards for street cleansing. [FD/29082013/V]

6.0 Equalities implications

6.1 The proposed Service Delivery Model has been developed to deliver consistent street cleansing arrangements throughout the City.

6.2 This proposal has a direct impact on the local environment.

7.0 Environmental implications

7.1 Public Realm Services are accessible to all communities across the City.

7.2 If the proposed Service Delivery Model is approved, an Equality Impact Assessment would be completed prior to implementation.

8.0 Human resources implications

8.1 If the proposed Service Delivery Model is approved, there would be no redundancies, as there are currently vacant posts within the service area.

9.0 Schedule of background papers

9.1. Report to Enterprise and Business Scrutiny Panel: 30th July 2013 – Street Cleansing optimisation report and proposal for reconfiguration of the preferred service delivery model.

9.2 At the Enterprise and Business Scrutiny Panel held on the 30th July 2013, Councillors considered the options for Street Cleansing optimisation.

It was noted that Option 2 was the preference going forward as a delivery method as this would allow for resources to be deployed where they are most needed within the city.

Councillors were also informed that by considering this option, the financial implications would contribute significantly to the savings required as part of the Medium Term Financial Plan.

However, as the report did not have any detailed financial implications within it, some councillors felt it would be difficult to consider the report as it did not contain a breakdown of the savings.

Councillors were also informed that some areas of the city actually received a regular cleanse on a daily basis based upon acknowledged intelligence.

APPENDIX 1

STREET CLEANSING **EXISTING** RESOURCE MODEL

South East Area

- Channel Sweeper BX56 LXM X1
- Precinct Sweeper GX62 CCA X1
- Precinct Sweeper GX07 KGF X1
- Precinct Sweeper GX07 KGZ X1
- Precinct Sweeper GX62 CCO X1
- Shops BK09 BWL X 2 No.
- HGW 1 BD09 GDK X 3 No.
- HGW 2 BD09 GDO X 3 No.
- HGW 3 BD09 GDJ X 3 No.
- HGW 4 BK09 BWJ X 2 No.
- Bilston Town Hand Cart X 1
- Dudley Road Hand Cart X 1

North East Area

- Channel Sweeper BX56 LXK X1
- Channel Sweeper BX56 LXL X1
- Precinct Sweeper GX62 CCN X1
- Precinct Sweeper GX62 CCU X1
- Precinct Sweeper GX62 CCY X1
- Precinct Sweeper GX07 KFY X1
- PROW and Car Parks X 1 No.
- Zone 1 BD57 GXK X 3 No.
- Zone 2 BD57 GXM X 2 No.
- Zone 3 BD57 GXN X 3 No.
- Zone 4 BD57 GXH X 2 No.
- Open Space Cleansing BD57 GXJ X1 No.
- Wednesfield Town Centre Hand Cart X 1 No.

Environmental Maintenance Parks, Green Spaces & Cemeteries

X 6 No.

CITY CENTRE

Zone 5 X 3 No. (06.00 – 14.00 Hrs.)
Supported by daily mechanical sweeping (precinct sweeper currently operating 12 hours/day (06.00 – 18.00) - Resources from above
Hand Cart Zones X 3 No. (10.30 – 18.00 Hrs.)

West Area Enterprise Managed Services

- Channel Sweeper BF11 UVB X1
- Precinct Sweeper Zone 2 GX07 KGG X1
- Precinct Sweeper Zone 1 GX60 RWF KGG X1
- Precinct Sweeper Zone 3 GX60 RYK X 1 KGG X1
- Zone 1 DS61 HCH X 3 No.
- Zone 2 DS61 HCK X 2 No.
- Zone 3 DS61 HCF X 2 No.
- Pennfields Hand Cart X1 No.
- Whitmore Reans Hand Cart 1 X No.

APPENDIX 2

PREFERRED SERVICE DELIVERY RESOURCE MODEL – OPTION 2

South East Area

- Channel Sweeper (Johnston VT650) BX56 LXM X1
- Precinct Sweeper Johnston CX200 GX62 CCA X1
- Precinct Sweeper CX200 GX62 CCO X1
- Precinct Sweeper CX200 GX07 KGZ X1
- Shops BK09 BWL X 3 No.
- HGW 1 BD09 GDK X 2 No.
- HGW 2 BD09 GDO X 2 No.
- HGW 3 BD09 GDJ X 2 No.
- Bilston Town Centre Hand Cart X 1 No. 1 X Operative with 1 No. Applied Green machine Sweeper
- Dudley Road Hand Cart X 1
- HOTSPOT Bradley X 1 No.
- HOTSPOT Stowlawn X 1 No.
- Illuminated traffic signs and bollards X 1 No.

North East Area

- Channel Sweeper (Johnston VT650) BX56 LXL X1
- Precinct Sweeper CX200 GX62 CCN X1
- Precinct Sweeper CX200 GX62 CCU X1
- Precinct Sweeper CX200 GX62 CCY X1
- Zone 1 BD57 GXK X 2 No.
- Zone 2 BD57 GXM X 2 No.
- Zone 3 BD57 GXN X 2 No.
- Shops Team BK09 BWJ X 2 No.
- Wednesfield Town Centre Hand Cart X 1

Environmental Maintenance
Parks & Green Spaces X 2 No.
Cemetery X 1 No.

CITY CENTRE - BD57 GXL
Zone 5 X 3.5 No. (06.00 – 14.00 Hrs.)
Supported by daily mechanical sweeping (precinct sweeper currently operating 12 hours/day (06.00 – 18.00) X 1.5 No. – Registration No TBC
Hand Cart Zones X 4 No. (10.30 – 18.00 Hrs.)
Mechanised Pedestrian Applied Green machine Sweepers x 2

CITY WIDE RESOURCE
Mechanised Pedestrian Applied Green machine Sweepers x 1

CITY WIDE RESOURCE
SERVICE RESPONSE TEAM (SRT) X 3 No.
BK08 RFF

West Area Enterprise Managed Services

- Channel Sweeper (Johnston VT650) BF11 UVB X1
- Precinct Sweeper CX200 Zone 2 GX07 KGG X1
- Precinct Sweeper CX200 Zone 1 GX60 RWF X 1
- Precinct Sweeper CX200 Zone 3 GX60 RYK X 1
- Traffic Signs / bollards (illum.) X 1 No. X 1 No.
- Zone 1 DS61 HCH X 2 No.
- Zone 2 DS61 HCK X 2 No.
- Zone 3 DS61 HCF X 2 No.
- Pennfields Hand Cart X1 No.
- Whitmore Reans Hand Cart 1 X No.

Mechanical Channel Sweepers (Johnston VT650)	South East	North East (city centre)	West
Before	1	2	1
After	1	1	1
Reduction 1 No. Channel Sweeper		**-1**	
Mechanical Precinct Sweepers (Johnston CX200)	**South east**	**North East**	**West**
Before	4	4	3
After	3	4	3
Reduction 1 No. Precinct Sweeper	**-1**		
Pedestrian Applied Green Machine	**+1**	**+2**	**+1 (shared resource)**
+/- total Pedestrian Applied Green Machine across three areas	**+4**		
Litter Collection Vehicles (sideloaders)	**South east**	**North East**	**West**
Before	5	8	3
After	4	7	3
Reduction 2 No. Vehicles	**-1**	**-1**	
Labour Resources	**South East**	**North East**	**West**
Before	20	25	13
After	19	27	13
+/-	**-1**	**+2**	**0**
Labour Resources Other Activities	**South east**	**North East**	**West**
Before on Environmental Maintenance		6	
After on Environmental Maintenance		3	
Reduction 2 No. Posts		**-3**	
Total Labour Reduction over all 3 areas	**-2**		