

# **SUSTAINABLE GROWTH AND ENVIRONMENT CAPITAL SCRUTINY COMMITTEE**

## **TASK AND FINISH GROUP**

### **Review of Amey Street Cleansing Contract**

25 October 2016

Report of the Sustainable Growth and Environment Capital Scrutiny Task and Finish Group

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## 1. INTRODUCTION

At its meeting on 14 July 2016, the Sustainable Growth and Environment Capital Scrutiny Committee recommended that a Task and Finish Group be established to review the Amey Street Cleansing Contract and to present their recommendations back to the Committee at its meeting on 25 October 2016.

The Sustainable Growth and Environment Capital Scrutiny Committee received a report at its meeting on 8 September 2016 to agree the Terms of Reference and membership of the Task and Finish Group to undertake the review.

The cross party Task and Finish group comprised of the following members:



**Cllr John Peach, Chairman**  
Conservative, Park Ward



**Cllr Judy Fox,**  
Independent Werrington



**Cllr Nazim Khan MBE**  
Labour, North



**Cllr John Okonkowski**  
UKIP, Orton Longville



**Cllr Simon Barkham**  
Liberal Democrats, Paston & Walton



**Cllr Keith Sharp**  
Liberal Party, Dogsthorpe

Officers supporting the Task and Finish Group were:

- Paulina Ford, Senior Democratic Services Officer
- James Collingridge, Amey Partnership Manager

## 2. SUMMARY OF RECOMMENDATIONS

### **Recommendation 1**

That a 2 month trial take place using a glutton and a sweeper instead of a sweeper and manual litter pick, this will be carried out in the area of Serjeant street and adjoining roads. The findings to be reported back to the Sustainable Growth and Environment Capital Committee.

### **Recommendation 2**

To undertake waste composition analysis of litter bins being used for household or trade waste to try and ascertain where the waste is coming from and prosecute where able, Amey to identify the bins where they get black bags deposited next to the bins and also where they have suspicions that traders are using them. This will be carried out over a 3 month period and will report back to the Sustainable Growth and Environment Capital Committee with the findings.

### **Recommendation 3**

To increase enforcement of littering across the city and to publish fines to deter further actions of this nature.

### **Recommendation 4**

Areas of high parking density to have a trial to move the cars on the day the sweeper will attend to see if this can increase levels of cleanliness. Communicate to residents through letters and on road signage.

### **Recommendation 5**

Implement a 2 man hit squad that can target areas of high litter on a daily basis, these areas will be identified through calls for services and also knowledge of streets that have particularly high levels of litter.

### **Recommendation 6**

Put in place an education programme for both children and adults and work with the community connectors and community leaders to understand how best to communicate the message that littering is unacceptable.

**Recommendation 7**

Amey to coordinate the sweeper teams so that they attend streets after the refuse collection and not before.

**Recommendation 8**

Ward councillors to proactively support and promote volunteer groups in their areas to carry out litter picks.

**Recommendation 9**

Amey to identify the worst streets as you leave the city centre and look to have the number of visits to these streets increased with some needing attention at least once per day.

**Recommendation 10**

Liaise with probation to see if they could help to compliment the current Amey service and offer extra litter picking in areas of high demand. This could be a new project under the proposed umbrella of 'Project Clean Peterborough'

**Recommendation 11**

Amey to look at increasing the level of street cleansing on areas bordering the city centre e.g. Millfield.

**Recommendation 12**

Further ongoing discussions with Amey to look at economies of scale to see if the unit rate could decrease if we were to increase the amount of work going through.

**3. PURPOSE AND TERMS OF REFERENCE**Purpose of the Review

To look at the current street cleansing levels across the city and assess if they meet the current demand.

Terms of Reference

1. To look at the current street cleansing levels across the city to assess if they are appropriate to the specific area.
2. To assess whether the appropriate machinery is being used for each location.

3. To work with officers to address local issues including communication breakdowns that hinder effective cleansing such as parked cars when mechanically sweeping the roads.
4. To look at ways to get more effective community engagement to bring pride back to their local areas and educate residents to use the litter bins provided.
5. To report back to the Sustainable Growth and Environment Capital Committee in October on the progress of the group with any recommendation.

### **Responsibilities of the Task and Finish Group**

Working within the terms of reference the group will be required to analyse those areas of the city where street cleansing is of concern. This will include looking at the current frequency and what machinery is used to facilitate the cleansing, the group will then need to ascertain if they feel an increased level of cleansing or a different approach to cleaning is required. If it is decided that an increase is needed the group will be required to analyse if current higher frequency areas can be reduced to accommodate the increase.

## **4. PROCESS AND METHODOLOGY USED FOR THE INVESTIGATION**

### **4.1 Methodology**

- o Site visit for demonstration of cleansing machines used by Amey operatives
- o Research and statistics – Report on complaints and calls for service with regards to litter city wide, current grading levels of all streets within Peterborough, The EPA guidelines for street cleansing frequencies and verbal information on other cleansing methods.
- o Questioning of Amey representatives and Amey Partnership Manager
- o Local knowledge
- o Financial Information – This included the current costs of street cleansing breaking this down into high, medium and low frequency areas and a cost example of moving a street from low to high frequency.
- o Demonstrating the Environment Protection Act, High to Low cleansing frequency

## 4.2 Process

The timetable of the events leading to the production of this report are set out below:

Meeting Date	Items discussed / Guests Attending
8 September 2016 – 5.30pm	Initial Meeting to agree terms of reference
20 September 2016 – 5.30pm	Meeting to discuss base line evidence available from other Authorities, current data available, identify key witnesses and specialist interest groups.
30 September 2016 – 10.00am	Site visit to Russell Street for demonstration of cleansing machines by Amey operatives. Amey Contracts Manager and Operative Supervisor in attendance.
30 September 2016 – 5.00pm	Meeting to discuss conclusions and recommendations from research, data received and evidence seen and heard.
10 October 2016 - 5.30pm	Meeting to discuss draft report and finalise.

### Key Witness's / Expert Advisers interviewed:

- James Collingridge, Amey Partnership Manager
- Kieron King, Amey Account manager
- Chris Jackson, Amey Street Care Manager
- Rachel Dance, Street Care Supervisor
- 2 x Street Care Operatives

The Task and Finish Group would like to thank everybody who assisted them during the course of the review for their support and openness. This assistance was greatly appreciated.

**5. BACKGROUND**

The Amey (Enterprise Managed Services) contract was let in April 2011, it is a 23 year contract that encompasses a variety of services including, Street Cleansing, Grounds Maintenance, Refuse and Recycling, Property and Transport.

As part of the contract Amey are responsible for cleansing the streets within Peterborough, they were given a list of all the streets within Peterborough with the relevant frequency of cleansing to be included. This has over 90 % of the city as a low frequency cleanse, this frequency sets Amey time scales to bring areas back to grade A which is litter free from various levels as set out in the table below: -

	High	Medium	Low
Grade A		After Cleansing	
Grade B	6 hrs	3 working days	3 wks
Grade C	3 hrs	2 working days	1 wk
Grade D	1 hrs	2 working days	1wk



Grade A



Grade B



Grade C



Grade D

PCC have a KPI in place to monitor street cleaning which is ‘Failure to bring an area back to Grade A standard in accordance with the agreed timeframe set out above demonstrated through 95% of quality audits. The streets are split 41 High intensity 29 Medium and 1911 Low. High intensity being the City centre areas.’ This KPI carries a monetary fine against Amey if failure is demonstrated.

Amey have seen changes to the way they deliver their service due to the financial constraints Peterborough City Council (the authority) has seen. As a result they have moved to a much more mechanicalised cleaning regime which offers great productivity. This results in a sweeper and litter picker being used to cleanse the streets the sweeper will do the road and pathways where possible with the litter picker collecting any other waste.

The street cleansing element of the Amey contract to cleanse high, medium, low and special circumstance areas is set at £941,934.16. The following table below demonstrates how this is broken down: -



De-litter (& Cleanse where necessary) ALL Streets in Areas of <u>High Intensity</u> of Use	£575,036.36
De-litter (& Cleanse where necessary) ALL Pedestrian Areas in City Centre ( <u>High Intensity</u> )	£71,936.52
De-litter (& Cleanse where necessary) ALL Streets in Areas of <u>Medium Intensity</u> of Use	£65,258.70
De-litter (& Cleanse where necessary) ALL Streets in Areas of <u>Low Intensity</u> of Use Areas	£217,445.77
De-litter (& Cleanse where necessary) ALL Areas with <u>Special Circumstances</u>	£12,256.82

## 6. FINDINGS AND CONCLUSIONS

The group found that the current machinery used by Amey was adequate where the circumstances allowed e.g. the sweeper gave a good finish when cars were moved. They also felt that the Glutton could offer benefits to the teams where parked cars are present although it may not be as productive as the sweeper and litter picker the finish is much better.

Some areas of the city that are classed as low frequency require additional resource to keep on top of the ongoing litter issues but also recognise the budget pressures in increasing staffing.

There are currently limited fines being given for littering in high density littered areas, the group sees enforcement as a key element to tackle the cleanliness of the streets. It is felt that both hard and soft enforcement is needed e.g. soft enforcement through educating that littering is an antisocial behaviour and is detrimental to their area and hard by issuing fines and publicising that people will not be allowed to get away with littering.

It is recognised that there is evidence to suggest that making litter bins more visible will help residents to use them more and hope that this can be looked at in Peterborough.

We would also like to note although the Terms of Reference did not permit us to look at fly tipping we do see this also as a major issue across the city and believe that some of the recommendations around enforcement and education will help to combat this issue also.

**Conclusions:**

We conclude that Amey need to be supported via the Peterborough City Council client team and communities to provide proactive education and enforcement, it is recognised that by just increasing cleansing frequencies this would not improve the current situation. We would like to see education delivered through multi lingual methods and linking in with community leaders and community connectors to ensure the correct method of communication is used.

Alongside this we feel that there are other options to explore to increase the level of service to areas of the city that are suffering from extensive littering with barriers to productive cleansing such as parked cars. These other options will look at informing residents when Amey will be sweeping their streets to allow them to move their cars in time and also look at a roaming hit squad that proactively respond to high levels of litter and calls for service from members of the public.

The recommendations of the Task and Finish Group will look to address areas of high littering and trial solutions to combat issues such as trade waste going in to street litter bins and parked cars preventing adequate cleaning.

**7. RECOMMENDATIONS****Recommendation 1**

That a 2 month trial take place using a glutton and a sweeper instead of a sweeper and manual litter pick, this trial will be carried out around the Serjeant street area and adjoining streets. These areas have been chosen as they have particularly high levels of litter but also have the inherent issues of parked cars preventing the sweepers from cleaning.

**Recommendation 2**

To undertake waste composition analysis of litter bins we feel are being used for household or trade waste to try and ascertain where the waste is coming from and prosecute where able. Amey will look to understand where litter bins outside commercial properties / flats are becoming full through black bags or other trade waste. Where these are identified the bags and bins will be emptied to look for any evidence that can be used to prosecute the individuals.

**Recommendation 3**

Increased enforcement publishing fines to deter further actions of this nature. Through doing this we will target high littering areas across the city for days of action, we would look for the Prevention and Enforcement Service team to support such activities and fine individuals for littering. Before

any enforcement activities are carried out we would like residents to be informed through newspaper articles and social media of the potential fines and that we will now be proactively looking to catch individuals. We would like to publicise the names of any residents that are fined to ensure the message that we will not tolerate littering is sent out.

#### **Recommendation 4**

Areas of high parking density to have a trial to move the cars on the day the sweeper will attend to see if this can increase levels of cleanliness. We propose to trail this scheme in Oxford Road. All residents will be made aware of what days the street will be swept by a mail drop to all houses and also on street signage. The scheme will work by agreeing a day to suspend the double yellow lines on one side of the road so cars can park on that side and allow the sweeper to cleanse the whole street.

#### **Recommendation 5**

To implement a 2 man hit squad which will have a van and equipment to respond to high level littering issues as they arise on a daily basis. These areas will be identified through current knowledge of high litter streets and also calls for service. The team will work Monday - Friday and can be diverted to any area of the city as is required to meet demand.

#### **Recommendation 6**

Educate both children and adults around why littering is unacceptable and the costs that this is having on the authority is key. There needs to be clear and concise messages sent out through various mediums to ensure all residents understand that littering is an anti-social behaviour and to instil pride in the area they live in. We want to see officers work with Community Leaders and Community connectors to ensure the message is distributed in the correct way and can be understood by all.

#### **Recommendation 7**

It was noted that on a regular basis the road sweepers will cleanse a street and then the refuse collection is carried out causing more litter. We would like to see the sweeper rounds coordinated with the refuse collection to ensure they are carried out following collections. We would also ask that all crews are reminded that if they drop any litter following collection it is cleaned up before they leave the street.

**Recommendation 8**

Ward councillors to proactively support and promote volunteer groups in their areas to carry out litter picks, this will be teamed with Amey providing litter pickers and bags so that the litter picks can be carried out safely. Amey will liaise directly with the groups to supply the litter pickers and also to arrange removal of the litter collected following the event.

**Recommendation 9**

It was recognised that some of the streets as you leave the city centre are classified as a 'Low' frequency clean but they still have the volume of foot fall from residents leaving the city centre. As such we would like Amey to identify the worst streets as you leave the city centre and look to have the number of visits to these streets increased with some needing attention at least once per day.

**Recommendation 10**

Liaise with probation to see if they could assist in complimenting the current Amey service and offer extra litter picking in areas of high demand. This could come under the umbrella of 'Project Clean Peterborough'. Amey to liaise with probation to offer litter picking equipment and help with removing the waste following litter picks.

**Recommendation 11**

Look to increase the level of street cleansing on areas bordering the city centre this is following our visit and regular issues raised within the area of Millfield and South / North Gladstone.

**Recommendation 12**

Further ongoing discussions with Amey to look at economies of scale to see if the unit rate could decrease if the amount of work going through were to increase.

**8. FINANCIAL IMPLICATIONS**

The Hit Squad would have an annual cost to the authority. The various options for the Hit squad with financial impacts are as follows based on a Monday to Friday working week: -

- £72k Two person team (driver & op) & 3.5t caged vehicle
- £93k Three person team ( driver & 2 ops) & 3.5t caged vehicle
- £86k Mechanical sweeper with driver & op
- £29k Barrow beat / lengthsman

With regards to increasing cleansing in areas close to the City Centre there would be the following costs: -

- To cleanse streets within North and South Gladstone with a mechanical sweeper with driver & operative - £86,000 per annum
- To have a daily presence on Lincoln road through a Lengthsman - £29,000 per annum.

## 9. LEGAL IMPLICATIONS

If the recommendation to incorporate a hit squad and additional cleansing is carried forwards, then a formal notice of change will be applied to the Amey contract to have this added to the fixed street cleansing annual fee.

## 10. List of background papers and research sources used during the investigation

- Environment protection act – [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/221087/pb11577b-cop-litter.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/221087/pb11577b-cop-litter.pdf)
- Appendix 1.0 Sample of Street cleansing frequencies
- Appendix 2.0 Litter report

Further information on this review is available from:

Democratic Services Team  
Governance Directorate  
Town Hall  
Bridge Street  
Peterborough  
PE1 1HG

Telephone – (01733) 747474  
Email – [scrutiny@peterborough.gov.uk](mailto:scrutiny@peterborough.gov.uk)

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