

**Report to:** **Charity Committee**

**Date of Meeting:** **25<sup>th</sup> June 2018**

**Report Title:** **Agreeing the delivery model for the next Hastings street cleansing service**

**Report By:** **Mike Hepworth**  
**Assistant Director Environment and Place**

---

### **Purpose of Report**

To provide Charity Committee with comprehensive background information to the recommissioning of the Council's beach, foreshore and street cleansing services, and seek their approval to proceed with the preferred service delivery model as set out in the associated part two confidential report.

---

### **Recommendation(s)**

- 1. That Charity Committee approve the recommendations for the recommissioning of beach, foreshore and street cleansing services set out in the associated part two confidential report on this agenda.**

---

### **Reasons for Recommendations**

The existing waste services contract with Kier Environmental provided through the East Sussex Joint Waste Partnership ends 28<sup>th</sup> June 2019. New arrangements must be in place ready to commence on 29<sup>th</sup> June 2019, to ensure a seamless transition for residents.

Since the formation of the Foreshore Trust cleansing of their land has been carried out by the Council's waste services contractor, and recharged to the Foreshore Trust. The Foreshore Trust is therefore included during the recommissioning of these important services.

Although the council is committed to continue to provide our refuse and recycling and garden waste collection services through a contracted out service delivery model, we are considering whether to deliver our street cleansing, bulky waste and fly-tip removal services through an in-house direct service organisation. Officers have developed a fully priced in-house option for these services. However, to enable us to assess whether or not an in-house service represents 'best value', prices and methodologies for a contracted out service have been requested through the East Sussex Joint Waste Partnership procurement team.

Priced bids for a stand-alone Hastings street cleansing contract should be available for consideration week commencing 18<sup>th</sup> June. To enable the procurement and mobilisation processes to proceed in a timely fashion, the council is required to reach a decision on whether or not to opt for an in-house or contracted out service by no later than Friday 20<sup>th</sup> July 2018.

---

## Introduction

1. As set out on the front sheet of this report, the council needs to decide whether to opt for a contracted out street cleansing service again, or to provide these services via a new in-house service.
2. Contracted out prices are being obtained through the East Sussex Joint Waste Contract Procurement Team, hosted for the partnership by Rother District Council. They should be available on Monday 18<sup>th</sup> June.
3. In advance of this the council's Waste and Cleansing Services Manager has developed a fully costed in-house service model. This will enable the council to assess whether or not the in-house model represents 'best value'. However, as will be outlined later in the report, assessing best value needs to take account of overall value, including economic, environmental and social value, not just cost.
4. The process for making this decision is challenging as the council needs to decide which service delivery model to use for this very important service, and notify the East Sussex Joint Waste Procurement Team by no later than 20<sup>th</sup> July 2018.

## The Reporting Process

5. The reporting process is as follows:-
  - a. **Tuesday 19<sup>th</sup> June 2018 – Coastal Users Group (CUG):** was presented with this report, but not the confidential part two report, which was not completed until the end of that week. Our purpose was to seek verbal feedback from CUG on the rationale behind the Council developing an in-house service delivery model for comparison with any prices and methodologies received from contractors. Their feedback is included within the part two confidential report to Charity Committee.
  - b. **Monday 25<sup>th</sup> June 2018 – Charity Committee:** meets to consider this report, and the shorter part two confidential report setting out the results of the evaluation of the costs and potential quality of the different options. The purpose is to seek Charity Committee endorsement and approval of the recommendations, in the light of the pricing and quality information that will then be available.
  - c. **Monday 2<sup>nd</sup> July 2018 – Cabinet:** will be presented with the same reports as Charity Committee and given a verbal update on the feedback from Charity Committee.

- d. **Wednesday 11<sup>th</sup> July 2018 – Council:** will be asked to consider the decision made by Cabinet.

## **Background to why the council is considering delivering future street cleansing services through an in-house service**

### **Early termination of the current waste and cleansing contract**

- 6. On July 17<sup>th</sup> 2017 the council's Cabinet considered a report called Future Waste and Cleansing Services. It provided an update on arrangements for the provision of our new waste and cleansing services from the end of June 2019.
- 7. The report set out the background to the letting of the current East Sussex Joint Waste Contract to Kier Environmental in October 2012, and the subsequent problems experienced with the contract. In April 2017 these problems had resulted in a decision to agree to the mutual termination of the 10 year contract 3 years early at the end of June 2019.
- 8. The current contract operates on the basis that the contractor is responsible for the collection and disposal of all the household recycling collected across the whole partnership area (Hastings, Rother, Wealden, and Eastbourne). When the contract was let Kier Environmental anticipated that income from selling the recycling to reprocessing companies would offset their costs and generate a net income. Unfortunately, very early in this contract the international recycling commodity market collapsed and did not recover. This was a key factor in the early termination of the contract, as it resulted in significant ongoing financial pressures for the contractor.

### **Concerns about the operation of contracted out street cleansing services in Hastings**

- 9. The report to Cabinet last June, set out some of the reasons why the council should consider changing from the contracted out model of delivery to an in-house service for our street cleansing services. A year later, and with the experience of working with our contractor in the period leading up to the end of their contract, it is worth reviewing this rationale again.
- 10. In recent years the potential short-comings of the contracted out service delivery model have been highlighted in several ways. For example at the Partnership Joint Waste Committee on 16<sup>th</sup> June 2017, the Kier Environmental Contract Director presented the results of their partnership wide customer satisfaction survey. This highlighted a stark difference between Hastings and the rest of the partnership. On average about 80% of respondents from Rother, Eastbourne and Wealden were satisfied or very satisfied with their street cleansing service. This was only 58% for Hastings residents.
- 11. Throughout the last contract with Veolia, and the current contract with Kier Environmental, the council has worked closely with a specialist waste consultancy called WYG to carry out independent audits of 'street scene' 3 times a year. They work to a recognised methodology associated with a previous national indicator known as NI195. This enables an objective assessment of street scene issues such as litter, fouling, graffiti, and detritus. In 2012 NI195 was adapted by the Joint

Waste Partnership, and is used to monitor and assess the current contractor's street and beach cleansing performance, and some of the contract rectification and default provisions rely on this methodology.

12. The independent street scene environmental quality audit results for Hastings during 2016/17 were particularly poor, and they were not much better in 2017/18. In fact the 2017/18 Operational Services Directorate year end performance report to Overview and Scrutiny Committee includes reference to the fact that Kier Environmental's performance was such that we failed to meet the normal street cleanliness target for the year.
13. At the end of Summer 2017 street cleansing along the seafront had deteriorated to the extent that it was necessary for the Director of Operational Services to arrange for the Managing Director of Kier Environmental to become personally involved in agreeing how to improve the contractor's performance. This led to a series of meetings with them last Autumn, and to an action plan to address the issues. This appears to have been only partially effective, and negotiating a way forward for the remaining year of the contract has not been easy.
14. As many long serving councillors will know, street scene issues such as littering and fouling have featured at performance review and overview and scrutiny meetings for many years, including well before the existing waste contract. Members have regularly reported street scene issues brought to their attention by residents, which are then often exacerbated by inadequate street cleansing performance. In a borough so reliant on regeneration and tourism, street and beach cleansing is one of the most vital services provided by the council.
15. Experience with the current contractor has highlighted that if a contractor doesn't perform to the standards set out in the contract, implementing the rectifications and defaults clauses doesn't necessarily result in improved performance. Furthermore, the contract dispute mechanisms have also not resulted in satisfactory outcomes for the council. This is despite the fact that these clauses were drafted by waste management specialists and reviewed by specialist contract lawyers. Some would say the answer is simply to include more robust and carefully worded rectification and default clauses in any new contract. However, this would result in contractors upgrading the risk associated with the contract, and their bids would reflect this.
16. Indeed waste contractors involved in soft market testing for the development of the next waste and cleansing contract have made this point. Feedback from the Joint Waste procurement Team is that waste contractors (potential bidders) have become far more focussed on risk, and this will influence which contracts they choose to bid for, and the cost of the bids they develop.
17. Another serious frustration is that modern waste contracts are meant to be 'self-monitoring'. This means that the contractor should operate a staff supervisory and management system that is capable of proactively monitoring performance and adjusting resources as necessary. Unfortunately our experience is that unless we notify the contractor's management of a problem it won't be addressed. This results in very negative contractor/client relationships, and the council has had to increase client team resources during the current contract.

## Potential advantages of operating an in-house service

18. A significant potential benefit of an in-house service over a contracted out cleansing service is that the council would have direct control of it. This would enable the council to immediately address problems that arise. Rather than having to highlight them to a contractor, and then wait for the contractor to analyse the issue and develop and implement a solution that may or may not work.
19. A good example is the problems we have experienced with our contractor servicing litter bins along the seafront during the busy Summer season last year and again this year. The process of agreeing a way to improve this element of the service has been tortuous, and taken over a year. Involving a lot of senior management input to implement measures that had we been providing the service in-house, would have been easily implemented with minimal additional expense well in advance of the 2018 Summer season.
20. Another potential benefit is the ability to adapt the service without the need to implement contract variations that can be very costly and slow to negotiate. The council could change the nature and scale of any element of the service, if it could be justified through a business case to senior management and councillors. Major changes are not normally practical/affordable during the 7 to 10 year period of a standard waste contract.
21. A management and supervisory capacity operating 7 days a week, which is directly linked to all other council services and communication systems, would be hugely beneficial to ensure that cleansing services are operated effectively all the time. Including during summer weekends when demand for cleansing will always be high. Without this level of supervision and direct access to management of the service, what should be easily manageable cleansing issues can quickly escalate to the extent that the council receives serious complaints. Leading to the involvement of senior management and councillors, and serious reputational damage. During recent years poor cleansing performance often caused by inadequate staff supervision and support, has frequently resulted in the need for council officers to become involved, diverting them from other important work.
22. Delivering a one team culture resulting in greater commitment to provide a good service, and to help service other Council activities such as events like the Seafood and Wine Festival, would also be far easier with an in-house service.
23. Another practical advantage of the cleansing services staff and management being direct council employees is the ability to train them in evidence gathering to enable them to work with our enforcement services to address issues such as fly-tipping, breaches of trade waste rules, and littering associated with the clientele of commercial premises such as takeaways and cafes. The street cleansing operatives will frequently come across evidence of enviro-crime on their rounds, and if trained and authorised should be able to help other council services target education and awareness raising initiatives on these residents and businesses. As well as potentially issuing Fixed Penalty Notices, and providing witness statements for fly-tipping cases, where education/awareness raising hasn't resulted in positive behaviour change. Problems they could assist with include:-

- Residents persistently placing black bags of refuse out on the street on the wrong days;
  - Residents repeatedly placing black sacks of refuse out by litter bins rather than presenting their waste in the proper place on the day of collection;
  - Traders dumping commercial waste inside litter bins;
  - Traders not providing litter bins to service their external tables and chairs areas, and not cleaning up their customers waste when they close.
24. We have unsuccessfully attempted to work more collaboratively with the last 2 waste contractors on this sort of enforcement. The main hurdles appear to have been the fact that we haven't had direct access to the cleansing operatives to train and brief them, and the contractor's management have had different priorities for their staff.
25. The ability to provide reliable additional chargeable services to other departments is another important consideration, which will generate income to offset the core service costs. For example to the Foreshore and Estates Teams.
26. In time when the core street cleansing services are bedded in, there will also be the potential to add other cleansing operations to the core service when those contracts expire. For example the currently contracted out Cleansing Services for the council's offices and public conveniences could be delivered from the new in-house service by TUPE transferring the staff across. Combining these services and their workforces could provide the services with greater flexibility and resilience.
27. In a similar vein, in time there could also be the potential to generate income by providing cleansing services for other public sector partners such as Optivo who operate large areas of social housing in the town. Optivo currently operate their own estate cleansing arrangements. But given the difficulties they face in servicing their estates, and the overlap with the council's street cleansing services they may be open to working in partnership. At one time the council's waste and cleansing contractor provided street cleansing services for the entire borough, including our main social landlord's holdings through a sub-contracting arrangement. This only changed in about 2008 when Amicus decided to cleanse their land holdings using an in-house work force.
28. An in-house service can provide a more cost effective way of delivering our bulky waste and fly-tip removal services. Under the current contract these essential street scene elements of the service are relatively expensive.
29. The ability to redeploy the manual work force during emergencies such as during severe winter weather is also beneficial. The current contract allows for this but it is chargeable. So if the contractor's cleansing staff are redeployed to help clear snow and ice from shopping areas, we have to continue to pay for the core street cleansing work that has been suspended due to the weather, and pay extra for the snow and ice clearance.

30. Of course the other key advantage of an in-house service is that all income generated by the service will be retained by the Council and used to offset the operating costs, rather than paid to shareholders.

## **Arranging new waste and cleansing services to start at the end of June 2019**

31. As a result of the early termination agreement it was clearly necessary for each of the 4 waste collection authorities in the East Sussex Joint Waste Partnership to agree arrangements for how their waste and cleansing services would be provided when the existing contract ends in June 2019.

32. For Hastings the Cabinet report last July concluded that the partnership approach to procurement with neighbouring councils had delivered a refuse and recycling service that had generally worked well for the majority of residents. It was also noted that after many years of contracting out this service, the council's capacity to take it back in-house was questionable. Procuring and operating a refuse and recycling service would require officer capacity and expertise in areas such as fleet procurement and servicing, which no longer existed to the degree that would be required for such a large operation. Therefore despite the need for the early termination of the current Joint Waste Contract, it was concluded that the new refuse and recycling services should continue to be provided by a contractor, and that the council should again procure these services through the East Sussex Joint Waste Partnership.

33. However, whilst a contracted out refuse and recycling service had generally worked well for Hastings, the same could not be said for street cleansing. As a result Officers and specialist waste management contractors had carried out some preliminary work to explore the option of an in-house street cleansing service for Hastings. This indicated that such a service could be provided within current cost levels.

34. Having considered the report, on 17<sup>th</sup> July 2017 the council's Cabinet unanimously approved a recommendation to:-

- Commit to and participate in a joint waste services procurement with the East Sussex Joint Waste Partnership for new waste services from 29<sup>th</sup> June 2019; and
- To develop comprehensive fully costed arrangements for a potential Hastings street cleansing direct services organisation (DSO), which subject to meeting best value criteria, could provide street and beach cleansing, fly tip removal and bulky waste collection services in Hastings from June 29th 2019.

## **Update on the procurement of a new refuse and recycling contract**

35. Last year following similar reports to the Cabinet of each of the 4 Joint Waste Contract authorities, and a number of meetings of the Partnership's Joint Waste Committees, it was decided that from the end of June 2019:-

- Eastbourne Borough Council would deliver all their new waste and cleansing services (refuse, recycling and street cleansing) through an in-house service in partnership with Lewes District Council;
  - Rother and Wealden would continue to deliver all of their waste and cleansing services (refuse, recycling and street cleansing) through a new contractor;
  - Hastings would also continue to deliver their refuse and recycling collection services in partnership with Rother and Wealden through a new contractor;
  - Hastings would develop a fully costed in-house service delivery model for a stand-alone Hastings street cleansing, bulky waste and fly-tip removal service. However, Hastings would also seek to obtain a contracted out price and methodology for this service, so that a best value assessment could be made before a final decision was made on how to deliver this service.
36. As a result Rother District Council is again hosting and administering a Joint Waste Procurement Project for waste services for Wealden, Rother and Hastings, to ensure that a new contractor can be appointed in time to mobilise the new contract for the end of June 2019. In parallel with this they are also procuring prices and methodologies from the bidders for a stand-alone Hastings street cleansing, bulky waste and fly-tip removal service, to facilitate a best value assessment.
37. This work has been progressing well and it is hoped that on the 19<sup>th</sup> June 2018 bids will be received for:-
- The refuse and recycling elements of the service for all 3 councils;
  - The street cleansing service for Wealden and Rother; and
  - The stand-alone street cleansing, bulky waste and fly-tip removal service for Hastings.
38. To enable the procurement and mobilisation processes to proceed in a timely fashion, the evaluation of the bids is scheduled to take place immediately the bids are received, and it is therefore essential that this council reaches a decision on whether or not to opt for an in-house or contracted out service by no later than Friday 20<sup>th</sup> July 2018.

## **Summary of the proposed in-house street cleansing service**

39. Following the Cabinet report last July, further discussions with Councillors, and in the light of the continued poor performance of the existing service, it was concluded that whilst the cost of the service is important, so is quality. Hastings needs a good quality street cleansing service. We have therefore specified an enhanced core service capable of supporting the needs of the community, business, tourism and regeneration across the town. This is summarised below.

### **Comprehensive levels of cover 7 days a week**

40. Staff and supervisors will provide operational services seven days a week including public holidays. The only exceptions will be Christmas Day when a skeleton

service will be provided in Zones 1/1+ to clear waste generated on Christmas Eve. All other public holidays will be treated as if they were a normal day.

41. Coverage for weekend working will be a fundamental requirement on the beaches, and in the town centre and secondary retail areas, particularly as weekends substantially increase footfall. To ensure adequate resources and a consistent approach this proposal has been developed as a seven-day operation to include weekends in these key areas. Before implementation, this proposal will require staff consultation to seek employees and union acceptance of the change to working days.

### **Increased supervisory capacity**

42. There will be a supervisor on duty at all times the service is in operation seven days a week.
43. Due to our many years of experience of working with street cleansing contractors, we are already aware of the hotspots in Hastings, and already involved in monitoring them. The location of each hotspot will be given to individuals and teams to monitor over the duration of their working week, and staff will be expected to proactively report incidents in new areas. The type and location of fly-tipping will be logged so that our management team can identify trends and begin a plan of action with our Wardens and enforcement colleagues.
44. Our supervisory team will play a similar role when out on inspections by ensuring that fly tipping areas are not missed or overlooked by the teams. Supervisors will have the responsibility of preparing reports on hotspot areas where there are frequent occurrences of fly tipping, and the reports will regularly be presented to the Waste and Cleansing Manager.
45. For at least the first year (exactly as now) three times a year independent monitoring of the street cleansing standards achieved will be conducted by an independent third party using the NI195 methodology set out by DEFRA.

### **Back office management systems for responding to requests for service, complaints and monitoring performance**

46. Unlike now, we will use the Council's existing Firmstep and Dash applications to facilitate the management of information and for communicating with operational staff in the field. Following a recent consultation with our IT and Transformation Teams, it was concluded that these tried and tested applications were best suited to meet this need as they are familiar and already established as an integral part of the council's current IT infrastructure. By contrast, use of the Kier Environmental back office system has been problematic throughout the existing contract.
47. Use of the council's Firmstep on line reporting system will allow us to:
  - Electronically produce work schedules and job sheets responding to customer requests and complaints, that staff will complete and update in real-time as each task is carried out
  - Provide the Contact Center staff with up to the minute information on cleansing progress/issues

- Issue instructions to operational staff
  - Upload photos for before and after images and recording evidence
  - Run data reports to help identify developing hot spots for street scene issues based on intelligence from our customers
48. All staff will be provided with smart devices with the necessary apps pre-installed and with the ability to upload photos illustrating how they have addressed reported cleansing issues such as fly tips.
- ### Zonal system for cleansing frequencies
49. The cleansing resources and frequencies have been carefully considered and determined by a combination of factors including levels of footfall, housing density and other environmental conditions, to ensure that we use resources effectively and efficiently and minimise the cleansing of streets that are already clean.
50. Operating a cleansing service in a busy urban environment poses specific challenges. For this reason we propose early morning and team working to cleanse town centres and other areas of high footfall. Cleaning these areas before the start of the normal working day allows the cleansing teams more freedom of movement to deliver a service with minimum interruption and obstacles, due to far less vehicular and pedestrian traffic using these otherwise very busy areas.
51. The new service will clean the majority of streets by more intense and efficient mechanical cleansing, supported by mobile teams and concentrated street cleansing in the areas of high footfall and known hot spot areas.
52. We believe that in low-density residential areas, the demand for cleansing should be more reactionary at six or eight week intervals, as only low levels of litter and detritus is generated. This will allow us to avoid 'cleaning' clean streets. However, supervisors and the 4 mobile teams will monitor these areas and adjust cleansing frequencies accordingly, as well as responding to requests for service from residents.
53. So based on our excellent knowledge of demand and also to some extent on profile, the entire borough will be divided into zones and cleansing operations deployed as appropriate to each zone. For example the following areas have a classification of maximum intensity and have been identified as Zone 1+ areas:
- Town Centre
  - Areas of Old Hastings
  - Beach and Promenade
54. Areas like the St Leonards town centre are designated as Zone 1. The principal difference between Zone 1+ and Zone 1 is that the former is assigned a continuous presence between 06:00 hours and 20:00 hours. The latter has a presence of between 08:00 hours and 16:00 hours in the increased footfall/retail areas.
55. The completion of the early morning cleansing of all maximum intensity areas (Zones 1+ and high footfall areas of Zone 1) will be by 08:00, with the use of mechanical sweepers and mobile teams starting work at 06:00. This is then immediately followed by a permanent presence in the form of barrow operatives,

with start and finish times varying between summer and winter as demand changes.

56. In these critical areas all litterbins will be emptied and any side waste removed by the mobile team using their caged vehicle. Further emptying of litter bins during the remainder of the day will be carried out by the barrow operative working with the litterbin collection crew. Mechanical sweeping machines will also be deployed at least twice per week to ensure a deep cleanse of the pavement backlines are achieved with the assistance of the barrow operative. In addition to this, barrow operatives will undertake other duties such as litter bin maintenance, minor graffiti removal, etc.
57. Other areas classified as Maximum Intensity, have been identified as Zone 1 and are also cleansed on a daily basis. The early morning cleansing regime in Zone 1 areas (only the parts of increased footfall/retail) will be the same as previously described for Zone 1+ locations with the exception of a barrow operative providing a presence between 08:00 hours and 16:00 hours in and around the high footfall/retail areas of St Leonards. The remainder of the Zone 1 areas will be cleansed by the same mobile teams immediately after.
58. Areas classified as high intensity will be designated as Zone 2. These areas will be cleansed on a weekly basis by the same teams that undertake the cleansing in the Zone 1+ and Zone 1 areas following their early morning daily cleans. Once Zone 1+ and Zone 1 locations are restored to a Grade A standard and depending on location, the mobile teams continue with their daily schedules as directed and monitored by supervisors to ensure Grade A standards are achieved in Zone 2 areas.
59. These teams will undertake sweeping, litter picking and litter bin servicing and will have a mechanical sweeper join them to ensure the best possible result. We believe it is important that Zone 2 areas form the focus of the council's campaigns for litter enforcement and education to minimise cigarette and on the go littering between the scheduled cleans. This is because of the large numbers of people that are passing through these areas.
60. Areas classified as medium intensity will be designated as Zone 3. These will be cleansed on a fortnightly basis by the same teams that undertake the cleansing in the Zone 1+ and Zone 1 areas following their early morning daily cleans.
61. Areas classified as low intensity will be designated as Zone 4. These will be cleansed on a six weekly basis by the same teams that undertake the cleansing in the Zone 1+ and Zone 1 areas following their early morning daily cleans. But as mentioned above, they will also be subject to monitoring to ensure that appropriate standards are maintained.

### **Beach cleansing**

62. As mentioned above, the beach is designated Zone 1+ and shall be free from all visible litter, waste and faeces by 09:00 hours and maintained to that standard throughout the day and throughout the year. Work on the beach will be from 06:00 hours to 20:00 hours in the summer, and 08:00 hours till 16:00 hours in the winter.

Mobile teams will be deployed in the morning to bring cleansing levels up to the required standard, followed by the continuous presence of barrow operatives.

### **Fly posting and graffiti**

63. A graffiti response unit will remove flyposting and graffiti, using a dedicated vehicle and carrying all the necessary equipment for this task including mobile pressure washer. Standard response times will be 24 hours, except for instances where the graffiti is offensive in which case a 4-hour response time shall apply from the time of report or next working day if at night.

### **Deep cleaning**

64. Deep cleansing in areas which over the course of time have become fouled or stained, covered in chewing gum or bird droppings, will be undertaken by the graffiti response unit which will be equipped with a specialist high-pressure steam machine. Unlike the current contract where deep cleansing is not a core activity, we will be able to deep cleanse areas as and when required. The steam system identified is compact, light-weight, and can be used by a single operative, and has a low noise level so reduces disturbance to the public. It has low water usage and uses a biodegradable fruit based cleansing fluid to help protect the environment.

### **Weeds**

65. Weed control has become increasingly difficult as international changes to environmental controls mean that there is now really only one herbicide available. It is widely recognised that it is difficult to apply this herbicide effectively, and we will need to review evolving best practice in this area of the service.

### **Leaf and blossom fall**

66. Autumn leaf fall and spring blossom can create havoc with walking and driving conditions. The council has a duty to ensure that autumn leaf fall and spring blossom is proactively managed, and will work to ensure this is delivered. Waste and Cleansing Services management will proactively plan for recruiting or diverting seasonal resources to meet the demand and a schedule of leaf and blossom clearance will be created.
67. Special attention will be given to ensure highways are kept free of leaf fall to prevent a health and safety risk to motorists and members of the public. Special arrangements can be made to dispose of leaf only materials and divert these to composting during the autumn period.
68. We will also provide all permanent street cleansing staff, including barrow operatives, with biodegradable sacks for the purpose of collecting leaves and blossom. These filled bags will then be sent for composting where they will contribute to recycling rates. Teams carrying out normal cleansing duties using mechanical and standard street cleansing equipment will also help to manage blossom fall.

## **Out of hours and emergency response during normal hours**

69. A team responding to emergency call outs such as road traffic incidences/waste spillages etc. will be provided at all times during normal working hours, followed by a team on stand-by during out of hours Monday to Sunday, including public holidays.
70. Due to the unpredictable nature of this work, the response service will provide a combination of all the appropriate resources allocated to the street cleansing service. Initial response will usually be by the nearest mobile team who will assess the situation and call for assistance where required. These teams will carry out a range of ad-hoc work such as graffiti/fly posting removal, and clean-up work of anything that could not be left for the following day, and anything requiring emergency attention.

## **Car park cleansing**

71. Waste and cleansing services will cleanse all council managed public car parks as part of the daily routine service.

## **Mobile teams**

72. There will be four mobile teams deployed each day comprising of a driver and an operative and working from 06:00 hours to 14:00 hours using a 3.5t caged vehicle. For operational purposes the borough will be divided into four designated sections: North East, North West, South East and South West. Each mobile team will operate in a designated area to ensure a high degree of local knowledge and promote ownership and pride in the areas they have been allocated.
73. These teams will be providing the daily cleans to the Zone 1+ and Zone 1 areas already mentioned above and then from 08:00 hours moving onto their designated area. Each team will have a defined schedule within their designated area and will carry out all street cleansing tasks within their area including all footways, footpaths and channels at the pre-determined frequencies. They will also empty litter/dog bins during their scheduled cleans and remove smaller fly tipped material.

## **Use of mechanical sweepers**

74. The mechanical cleansing requirement will be carried out using three machines of varying size with their own dedicated drivers. They will operate on a scheduled basis, and the frequencies will be adjusted over time to ensure that the resources are targeted as effectively as possible and that changing needs are met.
75. Working with the mobile teams, operatives will blow or sweep items from the pavements into the path of the mechanical sweeper which will also cleanse the channel and carriageways. The operation will include the cleaning of channels from abutting junctions, central reserves and islands, lay-bys and bus stop bays.

## **Servicing litter/dog waste bins**

76. A tried and tested method employed in a number of boroughs throughout England is to deploy a dedicated team of driver and operative to service litter bins in a small (7.5t) refuse collection vehicle.

77. Such is the importance of preventing litter bins from filling to full capacity, we propose double shifting this vehicle and thereby providing cover between 06:00 hours and 20:00 hours, Monday to Sunday. These crews will be provided with a daily schedule of the locations of litter bins and the frequency at which each bin requires emptying.
78. The benefit of using such a vehicle is that it can compact the deposited waste, which enables more litter bins to be emptied before tipping the load at the designated disposal site. This results in fewer trips to the disposal site and therefore less down time. It also allows us to use a wider range of litter bins which will permit us to install larger refuse type bins. For example along the seafront and to supplement normal litter bins for large public events like May Day.

### **Removal of dog fouling**

79. Dog fouling is particularly disgusting and has a very negative impact on street scene, as well as being a potential health hazard. Our multi-faceted approach to street cleansing will enable fouling to be removed more effectively and faster than has been the case during the current contract. It will be dealt with by the barrow operatives and mobile teams in high footfall high intensity areas, and by the 4 area based mobile teams throughout the whole borough.
80. Supervisors, barrow operatives and mobile teams will see reports of dog fouling in their areas as they are logged on the Firmstep system by the public, enabling a faster response.

### **Liaison with the refuse and recycling contractor**

81. A review of the current contractor's operation highlighted there is a significant amount of litter in areas where black sacks are used rather than wheelie bins. This is due to split bags and poorly presented waste being placed on the pavement by residents in flats, and in some cases uncontrolled waste from businesses. Waste sacks are sometimes not sealed properly before being placed out, are ripped open by vermin or are targeted by anti-social behaviour resulting in litter being strewn and blown over the pavements. Unfortunately there are often no simple solutions to these issues. In some cases seagull proof sacks can help, and there is an ongoing need for informing residents of the best way to manage their household waste.
82. Our approach to dealing with this will be to ensure the waste contractor fulfils their contractual obligation to clear spilt waste through the course of their collection service, but also to time the street cleansing activity in these critical areas shortly following refuse collections.

### **Chargeable domestic bulky waste service**

83. This is an important service that provides residents with a cost effective way of disposing of large bulky items such as furniture. Historically this has been priced to reflect the multi-deprived nature of the borough. It may also help reduce fly-tipping.
84. In the in-house service it will be provided by a crew also providing a rapid response to urgent cleansing incidences. They will utilise a 7.5t caged vehicle to provide sufficient capacity for these items and reduce the number of runs to the tip, thereby

reducing down time. A tail lift will also be attached to the vehicle to aid the loading and unloading of larger items. Cleaning equipment such as litter pickers, brooms, shovels and spill granules will also be carried on-board.

85. This team will comprise of a driver and operative and will provide cover between 08:00 hours and 16:00 hours, Monday to Friday. A list of pre-booked domestic bulk collections will be provided to this crew each morning and progress checked by a supervisor. Direct contact will be made by the supervisor when an urgent cleansing incident needs attending.

### **Fly-tip removal service**

86. Again this is an important service as fly-tipping has a serious negative impact on street scene. As with the bulky waste service it will be provided by another crew also providing a rapid response to urgent cleansing incidences. They will also utilise a 7.5t caged vehicle with a tail lift.
87. This team will also comprise of a driver and operative and will be double shifted to provide cover between 06:00 hours and 20:00hours, Monday to Sunday. A list of reported fly-tip collections will be provided to these crews each day and progress monitored by a supervisor. Direct contact will be made by the supervisor when an urgent cleansing incident needs attending.
88. In addition to this dedicated crew, all mobile teams during the normal course of their daily routine will also be collecting small amounts of fly tipping that they come across. This will ensure the swift removal of these types of fly-tips and ease the pressure on the single fly-tip crew. Our experience with contractors is that fly tips are not always cleared as quickly as needed, which can lead to more tipping at that location. There also appears to have been a tendency not to clear fly tips unless they have been formally notified to the contractor. We will be proactively removing them as and when we come across them.

### **Depot**

89. Two options have been costed for a depot for the new service. Both are owned by the council. Bulverhythe depot on the same site that we anticipate the incoming refuse and recycling contractor will use, and a unit on the Castleham Industrial Estate
90. For a number of reasons the Castleham unit is our preferred choice. It is cheaper to establish a street cleansing depot there, and not being at the same site as the refuse and recycling contractor should make the culture change required to integrate the cleansing staff into our one council team easier.

## **ASSESSING BEST VALUE**

91. Best Value was introduced to local government by the Local Government Act 1999. Its aim was to secure better value for money from local government services through continuous improvement. Although the original 'best value regime' is no longer in place, the council still needs to ensure that services are commissioned and delivered in accordance with best value principles.

92. Whilst there is no longer detailed statutory guidance setting out exactly how a local authority must assess best value, good practice is for local authorities to consider best value from a broad perspective and not just from a financial perspective. So assessing best value needs to take account of overall value, including economic, environmental and social value.
93. In this case the council's Waste and Cleansing Manager has been working with specialist waste management contractors, and the council's corporate services, to develop and refine a fully costed operational model for a Hastings Street Cleansing, Bulky Waste and Fly-Tip Removal Service.
94. The costings cover all aspects of the service. Such as human resources, vehicle acquisition and maintenance, fuel, plant, depot facilities, insurance, and consumables such as brushes, litter bin liners, etc. The way these costs were estimated has been reviewed by our finance team, to ensure that they are realistic and cover all aspects of the proposed service, including corporate recharges.
95. Comparison of the costs modelled for the proposed in-house service will need to be compared with contractor's costs obtained through the Joint Waste Procurement Team at Rother. However, as outlined above cost comparison is only part of the assessment. Factors such as those outlined throughout the earlier parts of this report also need to be considered.

## **POLICY IMPLICATIONS**

96. There are clearly a number of policy implications arising from these proposals, and they are outlined below under the appropriate headings.
97. It should be noted that there are thought to be no 'equalities or community cohesiveness' implications, as a change in the method of service delivery should not result in any changes from this perspective.

### **Crime and fear of crime**

98. Poor 'street scene' has long been recognised as contributing to the fear of crime, which in turn has a negative impact on how an area is perceived. This can have negative consequences for property values and investment in local businesses, and lead to a general decline and even blight..

### **Risk Management**

99. There are a number of different risks associated with the way we deliver our street cleansing services. If they are poorly delivered there can be a serious impact on:-
  - The economy of the town;
  - The reputation of the town and the council;
  - Tourism;
  - The environment;

- The wellbeing and prosperity of residents and people operating businesses in the town.
100. These risks exist irrespective of the delivery model we choose. As we have seen in recent years a contracted out service has had negative impacts, but this doesn't necessarily mean that a contracted out service cannot be successful. However, it may be easier to manage these risks if the council has direct control of the cleansing service.

## **Environmental Issues**

101. A key aim of our street cleansing services is to improve the quality of the environment. Effective cleansing operations remove litter and fouling that would otherwise accumulate, and be blown into open spaces, water courses and the sea leading to environmental pollution and hazards to flora and fauna.

## **Economic/Financial Implications**

102. As with the risk management implications, there are potentially serious financial implications associated with operating our street cleansing services. Historically there has often been an assumption that contracted out services are more cost effective, and deliver better value than in-house services. This is really an unfortunate generalisation that dates back to the last century when some council workforces were not managed efficiently and had larger than necessary work forces. This resulted in the drive to contract out services through compulsory competitive tendering, which is an approach to service delivery that a growing number of councils are now reconsidering.

103. As set out in this report, our experience during the current contract suggests that in order to reduce operating costs the contractor has not resourced the service sufficiently. Whilst this has resulted in lower contract costs for the council, it has also resulted in poor standards of service, and a large number of complaints.

104. Although affordability is obviously a key factor in deciding which delivery method to opt for, so is quality of service. Especially for a service like this that can have such a positive impact on the economy of the town.

## **Organisational Consequences**

105. Fewer complaints about street cleansing would result in reduced demand on our community contact centre. Waste and cleansing calls and complaints have consistently been one of the highest sources of demand on this service throughout the current contract.

106. Operating an in-house service will require additional input from corporate services, such as HR support, payroll, IT support, etc. These additional costs have been factored into the cost modelling for the service.

## **Timetable of Next Steps**

107. Please include a list of key actions and the scheduled dates for these:

Action	Key milestone	Due date (provisional)	Responsible
Seek approval to develop proposals for a fully costed comprehensive in-house street cleansing.	Report to Cabinet seeking approval to proceed.	Approved at Cabinet on 17 <sup>th</sup> June 2017.	Assistant Director Environment and Place
Develop a comprehensive fully costed model for an in-house Hastings street cleansing service.	Fully costed model must be completed before contract prices are received from the East Sussex Joint Waste Procurement Team on 18 <sup>th</sup> June 2018.	By week commencing 11 <sup>th</sup> June 2018.	The Waste and Cleansing Services Manager working with the Corporate Project Group set up to facilitate this process..
Determine whether the council will opt for another contracted out service or a new in-house service.	Reports to Coastal Users Group, Charity Committee, Cabinet and Full Council.	June and July 2018.	Assistant Director Environment and Place.
Mobilise the chosen service delivery model to ensure a seamless transition when the existing contract ends from June 29th 2019.	Whichever option we choose there are a number of key milestones including:-  TUPE transfer of staff;  Culture change for staff;  Establish a depot facility as the base for operations;  Procure equipment, plant and vehicles and	August 2018 through to end June 2019.	To some extent this will depend which service delivery model is chosen. But will inevitably be the responsibility of the Assistant Director Environment and Place, the Waste and Cleansing Services Manager, and the Corporate Project Group.

	associated maintenance arrangements.		
--	--	--	--

---

## Wards Affected

All Wards

---

## Implications

Relevant project tools applied? Yes

Please identify if this report contains any implications for the following:

Equalities and Community Cohesiveness	No
Crime and Fear of Crime (Section 17)	Yes
Risk Management	Yes
Environmental Issues	Yes
Economic/Financial Implications	Yes
Human Rights Act	No
Organisational Consequences	Yes
Local People's Views	No
Anti-Poverty	No

---

## Additional Information

Insert a list of appendices and/or additional documents. Report writers are encouraged to use links to existing information, rather than appending large documents.

---

## Officer to Contact

Mike Hepworth – Assistant Director Environment and Place  
[mhepworth@hastings.gov.uk](mailto:mhepworth@hastings.gov.uk)  
 01424 783332

---