

# Sustainable Development Select Committee Supplementary Agenda

Wednesday, 11 September 2019

**7.30 pm (or once the extraordinary Council meeting starting at 7pm has ended (whichever is later))**

Committee room 3

Civic Suite

Lewisham Town Hall

London SE6 4RU

For more information contact: Timothy Andrew ([timothy.andrew@lewisham.gov.uk](mailto:timothy.andrew@lewisham.gov.uk))

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## Part 1

Item	Pages
4. Environment cuts and results of cleansing pilot	3 - 22

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## Cuts proposal template 2020/21

1. Cuts proposal	
Proposal title:	Reduction in Street sweeping
Reference:	CUS07
Directorate:	Directorate Housing, Regeneration & Environment Environmental Services
Director of Service:	Nigel Tyrell
Service/Team area:	Environment Division
Cabinet portfolio:	Environment and Transport
Scrutiny Ctte(s):	TBC by Governance Services

2. Decision Route			
Cuts proposed:	Key Decision  Yes / No	Public Consultation  Yes / No	Staff Consultation  Yes / No
k) <b>Reviewed saving;</b> Reduce sweeping frequency to residential roads to fortnightly. (CUS07) 2020/2021 <b>£823K</b>	Yes	Yes	Yes

3. Description of service area and proposal
Description of the service area (functions and activities) being reviewed:
<p>The Street Cleaning service is a barrow-based, beat street sweeping service, currently delivered on a weekly frequency to residential streets. Higher frequency sweeping is provided to town centres and areas with a higher footfall.</p> <p>In addition to sweeping streets, Street Sweepers are also responsible for emptying litter bins, reporting fly-tipping and graffiti, weeding pavements, helping Highways to grit icy pavements and clearing large amounts of leaf-fall during Autumn.</p>
Cuts proposal*
<p>The proposal involves the reduction in the frequency of residential street sweeping from the current once a week, to once a fortnight. This will be achieved through a major restructuring of the service that will lead to the loss of around 30 staff.</p> <p>It will be necessary to review each sweeper's workload (beat) and, in most cases, increase the geographical area covered. It will also be necessary to alter or delete other street sweeping posts to provide the additional mobile services to respond to cleansing problems that will arise from less frequent sweeping.</p> <p>Because of the scale of the re-organisation required, and the number of posts affected, full-year savings would not be delivered until at least 2021.</p> <p>A pilot of this proposal (and an alternative approach) has been undertaken and a briefing note prepared.</p>

## Cuts proposal template 2020/21

### 3. Description of service area and proposal

**Reduce sweeping frequencies to all residential roads within the borough to a minimum frequency of once a fortnight,**

A full reorganisation of every street sweeping beat across the borough would have to be carried out due to reduction in frequencies. A number of Cleansing staff would have to be moved to other areas within the borough from where they currently work.

All residential roads are currently swept a minimum of once a week, however this is a minimum and there are a number of residential roads that are swept 2 – 3 times a week. This proposal would reduce sweeping frequencies to once a fortnight for all residential roads. Shopping areas on main roads will be swept daily Mon – Fri, however, frequency of sweeping outside shops on secondary roads will change and will only get swept every other day.

### 3. Description of service area and proposal

#### Description of the service area (functions and activities) being reviewed:

These proposals will have a significant impact on the standards of street-cleaning across the whole of the borough

There would be a heavy build up of litter and detritus to areas and cleanliness standards would be significantly reduced and the council may be unable to comply with the legal standards contained within the Environmental Protection Act 1990

Secondary Roads ( residential) are classed as 'high intensity use' areas in the Code of Practice and should litter and refuse be identified in these areas the requirement is to ensure that this is brought up to a grade A standard from being classified as a B standard to within half a day. This means by 6pm if reported before 1pm or by 1pm the next day if reported between 1pm and 6pm on the previous day. Further, if the standard in high intensity areas should fall to an unacceptable level during the evening, it should be restored to grade A by 8am. Good practice would be that grade A is achieved earlier, by the time the area begins to get busy. This applies to weekends and bank holidays as well as weekdays.

These savings would affect a number of full time street sweeping staff. There would be a loss of around 40 full time staff posts to achieve this savings option.

A full reorganisation of every street sweeping beat in the borough would also have to be carried out due to reduction in frequencies.

Consultation would also need to take place with all street cleansing staff (including supervisory staff) staff as their new sweeping beats would be significantly increased in size and some would have to be moved to other areas of the borough.

Public consultation would be required to determine public response to this proposed savings option.

### 4. Impact and risks of proposal

#### Outline impact to service users, partners, other Council services and staff:

### 4. Impact and risks of proposal

There will be a number of staff affected and the major restructure may lead to the loss of around 40 staff.

With less frequent visits from Street Sweepers it is likely that fly-tipping and other detritus issues will go unreported for longer, leading to further accumulations of waste and litter.

There is likely to be an increase in casework and complaints and further pressure on the resources required to deal with them.

#### Outline risks associated with proposal and mitigating actions to be taken:

Some of the detrimental effects of the proposed reduction in sweeping frequencies will be mitigated through a continued focus on Enforcement activity, particularly challenging residents and businesses that put waste out for collection at inappropriate times.

Additional small mechanical sweeping machines would be leased to help mitigate the reduction in regular manual street sweeping.

These proposals will have a significant impact on the standards of street-cleaning to all residential roads across the whole of the borough

There would be a heavy build-up / accumulation of litter and detritus to all areas and cleanliness standards would be significantly reduced. The council may be unable to comply with the legal standards contained within the Environmental Protection Act 1990.

There would also be a significant impact during leafing season (Oct – Dec and if we have snowfall.

The service would not have the resources to remove the leaves as effectively and efficiently as we currently do.

The service would not have the resources to get to all the priority areas, outside schools, hospital entrances, outside small shopping areas etc, that would need gritting.

The service currently has herbicide applied twice a year to reduce weed growth on the public highway. Residential sweepers remove the weeds once they have died. Under this proposal we would not have the resources to remove the weeds as frequently.

This cut in services would result in their being an increase in complaints from residents and members of the public and a possible increase in slips and trips / falls and insurance claims against the Council.

A full reorganisation of Service area would have to take place, including management and operational staff. New workloads and management work areas would have to be created, there would be further staff reductions in both management and sweeping staff within Cleansing to allow for the purchase of 3 small mechanical sweeping

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### 4. Impact and risks of proposal

machines. This would be to ensure we could deliver a new service in the reorganised areas as effectively and efficiently as we possibly could with reduced resources for the residents of the borough.

### 5. Financial information

Controllable budget: General Fund (GF)	Spend £'000	Income £'000	Net Budget £'000	
	37,371	17,465	19,906	
HRA				
DSG				
Health				
Cuts proposed*:	2019/20 £'000	2020/21 £'000	2021/22 £'000	Total £'000
a) Income Generation – Increase of Garden Waste Subscription (CUS02) <b>(Already agreed)</b>	278			
b) Income Generation – Increase of Garden Waste Subscription (CUS02) <b>(Already agreed)</b>		485 (assumed £243k achieved)		
c) Income Generation - Events in Parks (CUS03) <b>(Already agreed)</b>	200			
d) <b>Agreed savings:</b> Income Generation - Events in Parks (CUS03) <b>(Already agreed)</b>		300 (assumed £150k achieved)		
e) Income Generation – Increase in Commercial Waste Charges (CUS04) <b>(Already agreed)</b>	150			
f) Income Generation – Increase in Commercial Waste Charges (CUS04) <b>(Already agreed)</b>		300 (assumed nil achieved)		
g) Increase charge for the collection of Domestic Lumber from households (CUS05) <b>(Already agreed)</b>	30			
h) Income Generation –	67			

## Cuts proposal template 2020/21

5. Financial information				
Bereavement Services increase income targets (CUS06) <b>(Already agreed)</b>				
i) Income Generation – Bereavement Services increase income targets (CUS06) <b>(Already agreed)</b>		67		
j) Close the four remaining Automated Public Toilets (CUS08) <b>(Already agreed)</b>	92			
k) <b>NEW saving;</b> Reduce sweeping frequency to residential roads to fortnightly. (CUS07)		823		
<b>Total</b>	817	1,283	0	2,100
<b>% of Net Budget</b>	4.1%	6.4%	%	10.5%
<b>Does proposal impact on:</b>	<b>General Fund</b>	<b>DSG</b>	<b>HRA</b>	<b>Health</b>
<b>Yes / No</b>	Yes	No	No	No
<b>If DSG, HRA, Health impact describe:</b>				

6. Impact on Corporate priorities		
<b>Main priority</b>	<b>Second priority</b>	<b>Corporate priorities</b> 1. Open Lewisham 2. Tackling the Housing Crisis 3. Giving Children and young people the best start in life 4. Building an inclusive local economy 5. Delivering and defending: health, social care & support 6. Making Lewisham greener 7. Building safer communities 8. Good governance and operational effectiveness
6		
<b>Impact on main priority – Positive / Neutral / Negative</b>	<b>Impact on second priority – Positive / Neutral / Negative</b>	
Negative		
<b>Level of impact on main priority – High / Medium / Low</b>	<b>Level of impact on second priority – High / Medium / Low</b>	
Medium		

7. Ward impact	
<b>Geographical</b>	No specific impact / Specific impact in one or more

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7. Ward impact	
impact by ward:	All wards affected
	If impacting one or more wards specifically – which?

8. Service equalities impact			
Expected impact on service equalities for users – High / Medium / Low or N/A			
Ethnicity:		Pregnancy / Maternity:	
Gender:		Marriage & Civil Partnerships:	
Age:		Sexual orientation:	
Disability:		Gender reassignment:	
Religion / Belief:		Overall:	
For any High impact service equality areas please explain why and what mitigations are proposed:			
<p>Deprivation: In 2009 the Rowntree Foundation presented a report “A Clean Sweep” which compared extensive data from Lewisham street cleansing and two other councils explore “<i>why affluent neighbourhoods tend to have higher levels of street cleanliness than deprived neighbourhoods and what local authorities can do to narrow this gap.</i>” Their findings showed that Lewisham had been remarkably successful in reducing inequality in street cleaning standards between affluent and deprived neighbourhoods.</p> <p>The report concludes: “<i>The outcomes achieved overall in Lewisham, as well as in the more deprived parts, are at least in part due to the emphasis placed on programmed rather than responsive service provision.</i>”</p> <p>Further moves away from programmed manual street sweeping, therefore, are likely to have a more negative impact on our more deprived neighbourhoods.</p> <p>Increased accumulations of litter/weeds and leaves could have a detrimental impact of the visually impaired, the elderly and people with disabilities.</p>			
Is a full service equalities impact assessment required: Yes / No			Yes

9. Human Resources impact					
Will this cuts proposal have an impact on employees: Yes / No					Yes
Workforce profile:					
Posts	Headcount in post	FTE in post	Establishment posts	Vacant	
				Agency / Interim cover	Not covered
Scale 1 – 2	79				
Scale 3 – 5	27				
Sc 6 – SO2	0				
PO1 – PO5	7				
PO6 – PO8	1				
SMG 1 – 3	1				
JNC					
Total	132				
Gender	Female	Male			

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9. Human Resources impact					
	3	112			
Ethnicity	BME	White	Other	Not Known	
	38	77	10	5	
Disability	Yes	No			
	6	109			
Sexual orientation	Straight / Heterosex.	Gay / Lesbian	Bisexual	Not disclosed	

## 10. Legal implications

### State any specific legal implications relating to this proposal:

Legal Implications Under Section 89(1) of the Environmental Protection Act 1990, the Council is under a statutory duty to ensure that open land under its direct control and to which the public have access is, so far as practicable, kept clear of litter and refuse. Under Section 89(2), the Council is also under a statutory duty, so far as is practicable, to ensure that public highways within its area are kept clean. In deciding what standard is required, the Council must have regard to the character and use of the land or highway, as well as the measures which are practicable in the circumstances.

Under Section 89(10), the Council is also required to have regard to the code of practice published by the Secretary of State from time to time. In particular, the code requires the Council to allocate its land into different types or "zones" which must be publicised. The code then sets out cleanliness standards for the different types of land and maximum response times for cleaning an area which has been littered. The duty applies seven days a week.

Members of the public may complain to the Magistrates Court where they consider that there is a breach of Section 89. The code of practice is admissible in evidence and the court may take into account any relevant provision in the code of practice.

The guidance is provided as a practical guide to the discharge of the duty, but it remains the case that what is appropriate in a particular instance is for the Court to agree. If the complaint is successful, a litter abatement order will be made, failure to comply with which is an offence. The court may also award costs if it is satisfied that there were reasonable grounds for bring the complaint, even if by the time the complaint is heard, the litter has been cleared away or the lack of cleanliness rectified. In considering any savings proposals in relation to these matters, the Mayor must therefore be satisfied that the Council will still be able to comply with its duties under Section 89 and the requirements contained in the code of practice.

## 11. Summary timetable

Outline timetable for main steps to be completed re decision and implementation of proposal – e.g. proposal, scrutiny, consultation (public/staff), decision, transition work (contracts, re-organisation etc.), implementation:

Month	Activity
May to July 2019	Proposals prepared ( <b>this template and supporting papers</b> )
May to July 2019	Completion of the pilot being undertaken
August 2019	Preparation of the detailed report including <b>draft public consultation paper, equalities assessment and initial HR considerations.</b>

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<b>11. Summary timetable</b>	
<b>2 September 2019</b>	Despatch paper to Sustainable Select Development Committee prior to M&C
<b>11 September 2019</b>	Sustainable Select Development Committee – full report including the pilot outcomes and consideration of HR and equalities implications.
<b>20 October 2019</b>	Despatch to M&C, this must be the full report on the proposal plus the detailed proforma and must build on the SSDC comments.
<b>28 October 2019</b>	Proposals to M&C, including Equality & HR assessments
<b>November to December 2019</b>	Consultations, (both staff and public), undertaken and full decision reports prepared if M&C require this to come back.
<b>November 2019 to January 2020</b>	Full service re-design, staffing structures agreed and resourcing for any additional equipment costed and programmed
<b>21 January 2020</b>	Final report to SSDC
<b>February 2020</b>	Final decisions at M&C with the Budget
<b>February to March 2020</b>	Reorganisation of staff implemented, procurement of additional equipment
<b>March 2020</b>	New beats introduced and saving achieved

\*If there are any 'invest to save' requirements for the proposal please describe them here and adjust the saving impact in the relevant year(s) to reflect this, please see section 5.2 of the guidance notes.

Briefing Note		
<b>Report Title</b>	Briefing Note – Cleansing Cuts & Pilot Trials	
<b>Key Decision</b>	No	Item No.
<b>Ward</b>	All	
<b>Contributors</b>	Director of Environment Services	
<b>Class</b>		Date: 4 <sup>th</sup> September 2019

## 1 Background

- 1.1 The Street Cleaning service is a barrow-based, beat street sweeping service, currently delivered on a weekly frequency to residential streets. Higher frequency sweeping is provided to town centres and areas with a higher footfall. (Fig 1)
- 1.2 In addition to sweeping streets, Street Sweepers are also responsible for emptying litter bins, reporting fly-tipping and graffiti, weeding pavements, helping Highways to grit icy pavements and clearing large amounts of leaf-fall during Autumn.
- 1.3 Cuts since 2010 have reduced the Street Sweeping workforce by 23% and supervisory posts by 19%.
- 1.4 Cuts under consideration would result in the reduction of the Street Sweeping workforce by 45% and supervisory posts by 29% since 2010 (fig 7)
- 1.5 The proposal to cut £823,000 from the cleansing budget was submitted to the Mayor & Cabinet during the 2017/18 cuts process. Officers were instructed to trial different approaches to establish the likely impact and assess whether an alternative approach would mitigate some of the impact.
- 1.6 The original cuts proposal aimed to deliver the budget reduction by reducing sweeping frequencies to all residential roads within the borough to a minimum frequency of once a fortnight. Most residential roads are currently swept once a week.
- 1.7 To deliver the proposed budget reduction officers would need to carry out a full reorganisation of the cleansing workforce.
- 1.8 A reduction of around 30 sweeping posts and one cleansing management post would be required.
- 1.9 Additional post reductions might be required to fund extra street cleaning machinery to allow us to respond to increased complaints and reports.

- 1.10 Remaining residential street sweepers would be given new workloads where they would sweep half of their workloads on alternate weeks. Main roads adjacent to their new workloads would be factored in and would still be swept Monday – Friday by these sweepers, with the assistance of additional mechanical sweeping.
- 1.11 No changes will be made to the frequency of sweeping Town Centres, these will be swept 7 days a week.

## 2 Historical Background

- 2.1 Lewisham Street Cleansing services have been consistently defined as ‘Low Cost, High Performing’ in annual national VfM audit reports.
- 2.2 Prior to the Government’s Austerity measures, in the period between 2002 and 2008, cleansing spend was maintained at below 2002 levels.

2002/3	2003/4	2004/5	2005/6	2006/7	2007/08*
4,268,975	4,094,603	4,179,408	4,082,731	4,052,747	4,210,348

\*Single Status, changes to agency staff employment conditions and the introduction of the London Living Wage increased cleansing costs by around £860k

- 2.3 During this period there was 30% improvement in resident satisfaction with Street Cleaning.
- 2.4 % saying ‘good/excellent’;

2002/3	2003/4	2004/5	2005/6	2006/7	2007/08	2008/9
48%	53%	56%	60%	61%	63%	62%*

\*Change of methodology for new ‘Place Survey’

- 2.5 There was also 78% improvement in cleansing performance.

- o Reduction in % of land at unacceptable standard.

2003/4	2004/5	2005/6	2006/7	2007/08	2008/9	2009/10
33%	21%	28%	24%	15%	6%	7%

## 3 Deprivation

- 3.1 In 2009 the Rowntree Foundation presented a report “A Clean Sweep” which compared extensive data from Lewisham street cleansing and two other

councils to explore “*why affluent neighbourhoods tend to have higher levels of street cleanliness than deprived neighbourhoods and what local authorities can do to narrow this gap.*” Their findings showed that Lewisham had been remarkably successful in reducing inequality in street cleaning standards between affluent and deprived neighbourhoods; *Lewisham has secured improvements by reducing the proportions below standard in deprived areas as fast as in other areas while Leeds has focused improvements almost exclusively on the most deprived neighbourhoods... This suggests that the three case studies may be making different policy choices in terms of how they balance effectiveness and equality. In particular, Lewisham appears to place more emphasis on outcome equality than the other two authorities.*

- 3.2 The Rowntree Report outlined the pre-austerity cleansing service; “For the majority of its streets, Lewisham provides the following services:

*Programmed manual street sweeping. All streets in residential areas are swept a minimum of twice weekly, and some three times a week. Areas around shops, schools etc. tend to receive daily and even twice-daily servicing. The sweepers work to beat cards on which the designated frequency of service for each segment of street is identified.*

*Responsive mobile teams collect fly-tipping and do extra litter-picking and other cleaning in response to complaints and requests. Mechanised sweepers clean arterial routes.”*

The report concludes: “*The outcomes achieved overall in Lewisham, as well as in the more deprived parts, are at least in part due to the emphasis placed on programmed rather than responsive service provision*”.

- 3.3 Further moves away from programmed manual street sweeping are likely to have a more negative impact on our more deprived neighbourhoods.

## **4 Trials**

- 4.1 Officers decided to trial the proposed sweeping reduction in one part of the borough (Brockley and Ladywell Wards) for three months (June, July and August). In these two wards sweeping frequencies were reduce to a minimum frequency of once a fortnight.
- 4.2 An alternative approach, using a mainly mobile reactive cleansing service, was trialled for the same period in the south of the borough. The wards included within this trial were Catford South Ward, Whitefoot Ward, Lee Green Ward, Lewisham Central Ward, Downham Ward and Grove Park Ward.

## **5 Trial Outcomes**

- 5.1 Officers are evaluating the data we have gathered from the two trial areas. These are the initial results.

- 5.2 The North Area (Brockley/Ladywell) tested the primarily static, barrow-based approach with reduced frequencies.
- 5.3 The South Area tested the mainly mobile sweeping and responsive approach.
- 5.4 The most noticeable result from initial analysis shows that there has been a significant increase in complaints and reports between 2018 and the same period for 2019. An Increase of around 65% for all areas/wards. (fig 2).
- 5.5 Interestingly there does not seem to be any significant difference between the increase in reports generated by the two different pilot approaches. They both generate an increase in reports for poor cleansing standards. (fig 3)
- 5.6 Officers use the Defra Code of Practice on Litter & Refuse to monitor cleansing standards. (fig 4). Both trial areas were surveyed before and during the trial period.
- 5.7 Officers will continue to survey these areas after the trial period to assess how long it takes to return standards.
- 5.8 Prior to the trial, both areas reported high cleaning standards. The highest EPA Standards (A/B) accounted for 97% of the inspection results in both areas. (fig 5)
- 5.9 During the trial standards fell sharply with the majority of inspection results reporting the poorest EPA Standards (C/D). (fig 6)

## **6 Summary**

- 6.1 Both trial areas produced a significant drop in cleansing standards and an increase in resident reports.
- 6.2 The impact of the proposed reduction to the current beat-based sweeping service was not mitigated by a mobile, response-driven operation, as tested in the South Area pilot.
- 6.3 Since 2010 Lewisham has reduced street sweeping frequencies. Further moves away from programmed manual street sweeping are likely to have a more negative impact on our deprived neighbourhoods.

Fig 1. Barrow Based Service.



Fig 2. This chart shows reports from the public using 'FixMyStreet', 'LoveCleanStreets', LBL Web, LBL Contact Centre (Phones). These reports come to the service via the LoveLewisham API. (this chart excludes officer/operative reports).

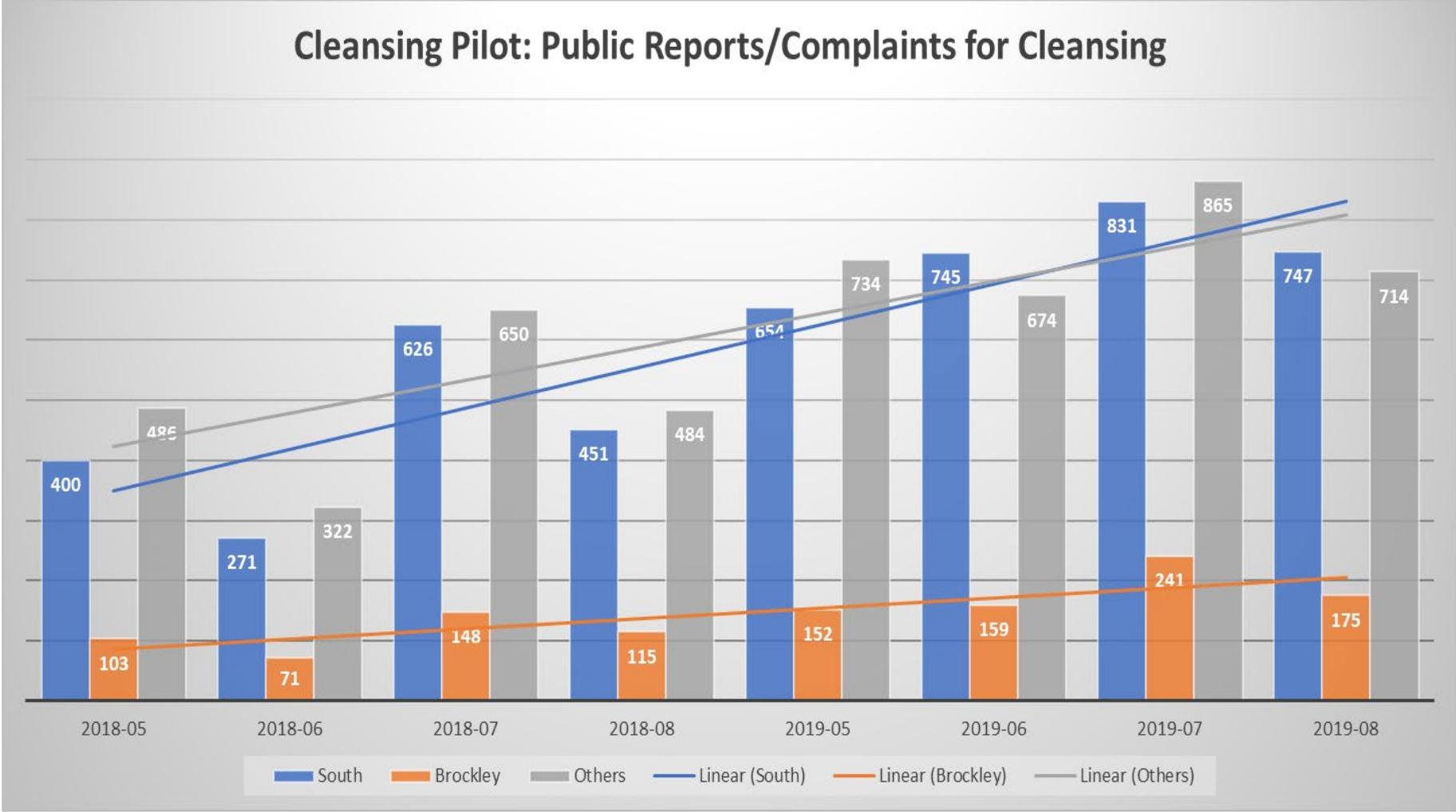


Fig 3. This chart shows the increase (%) in reports from the public using 'FixMyStreet', 'LoveCleanStreets', LBL Web, LBL Contact Centre (Phones). These reports come to the service via the LoveLewisham API. (this chart excludes officer/operative reports).

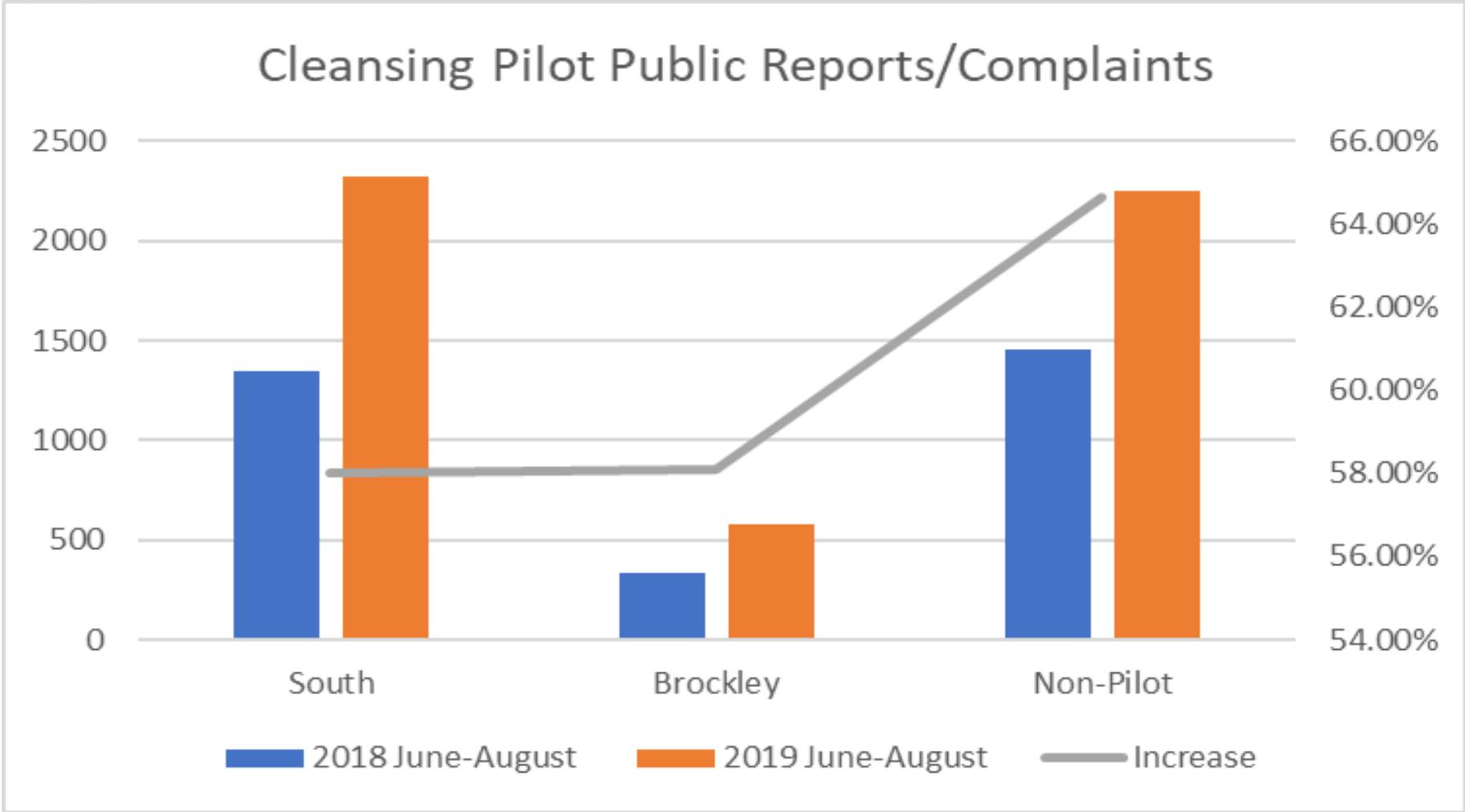


Fig 4. Defra Code of Practice on Litter & Refuse

7.7 Pictorial examples of the grading principles in different settings

**Set A: litter and refuse in both relevant highway and hard surface setting**



**Grade A**  
No litter or refuse



**Grade C**  
Widespread distribution of litter and/or refuse with minor accumulations



**Grade B**  
Predominately free of litter and refuse apart from some small items



**Grade D**  
Heavily affected by litter and/or refuse with significant accumulations

**Set B: litter and refuse in a soft surface setting**



**Grade A**  
No litter or refuse



**Grade B**  
Predominately free of litter and refuse apart from some small items

Secondary Roads ( residential) are classed as 'high intensity use' areas in the Code of Practice and should litter and refuse be identified in these areas the requirement is to ensure that this is brought up to a grade A standard from being classified as a B standard to within half a day. This means by 6pm if reported before 1pm or by 1pm the next day if reported between 1pm and 6pm on the previous day. Further, if the standard in high intensity areas should fall to an unacceptable level during the evening, it should be restored to grade A by 8am. Good practice would be that grade A is achieved earlier, by the time the area begins to get busy. This applies to weekends and bank holidays as well as weekdays.

The Environmental Protection Act timescales for returning areas to a grade A are listed below for information.

		A	B	C	D
<b>1</b>	TOWN CENTRES & SHOPPING CENTRES	←	6 hrs	3 hrs	1 hr
<b>2</b>	HIGH DENSITY RESIDENTIAL AREAS	←	12 hrs	6 hrs	3 hrs

Authorities that allow their land to fall below acceptable standards for longer than the allowed response time may be subject to a Litter Abatement Order (section 91) or a Litter Abatement Notice (section 92) issued under the Environmental Protection Act 1990. The reducing of sweeping frequencies to residential roads will impact on performance and the cleanliness of the local environment.

Fig 5.

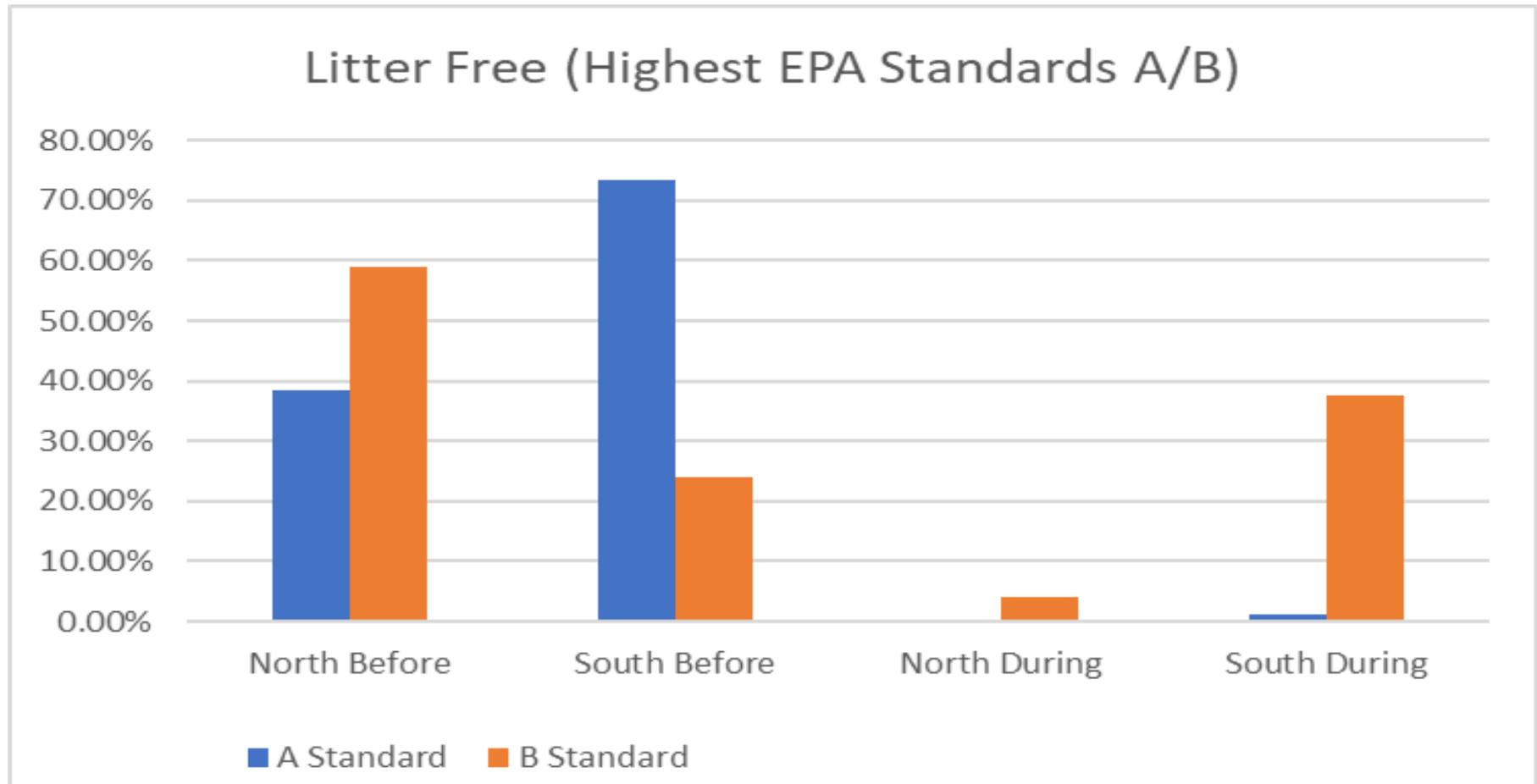


Fig 6

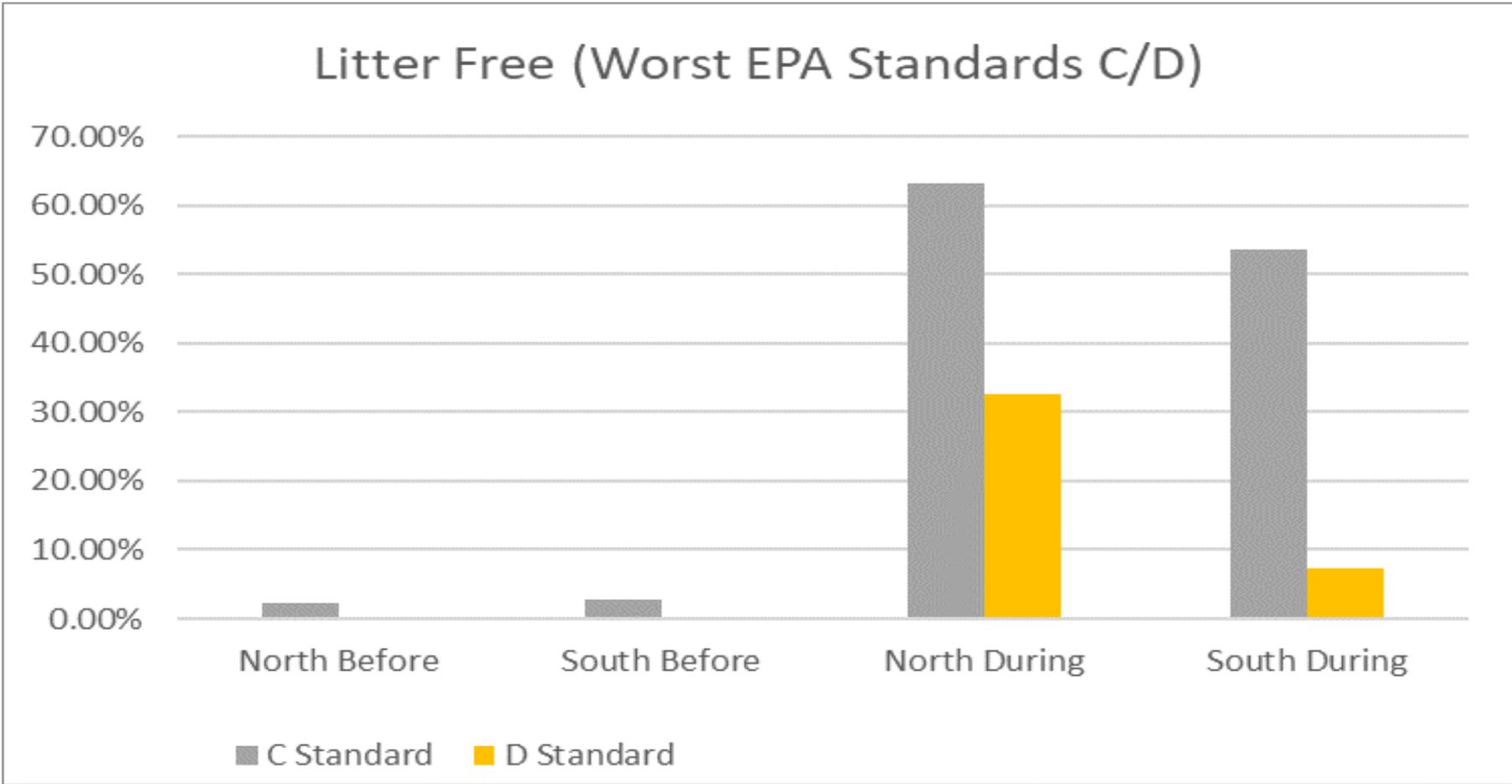
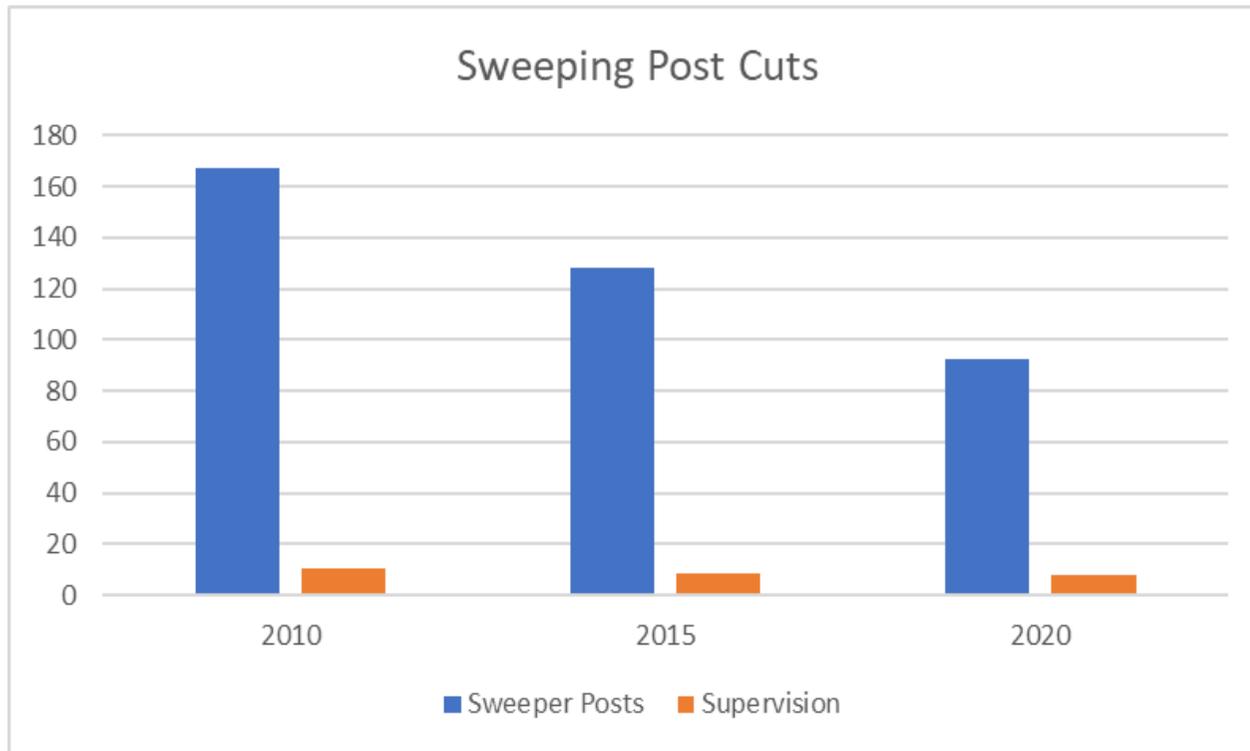


Fig 7 Historical Background



	2010	2015	2020	Posts Cut	Reduction
Sweeper Posts	167	128	92.5	74.5	45%
Supervision	10.5	8.5	7.5	3	29%