Street Cleansing and Verge Maintenance Update

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Street Cleansing and Verge Maintenance Update

Overview and Scrutiny Committee: 16 June 2020

Summary:

This report provides and overview of the performance of street cleansing, verge maintenance and weed spraying activities delivered by East Herts Council.

1. Background

- 1.1 At the request of the Overview and Scrutiny committee the following matters were requested to be reported on for review by the Committee:
 - a) Road cleaning (sweeping) grass verges and weeds. How are we doing, what are the issues, who is responsible for what, verge maintenance?

This was further expanded to:

- b) Litter picking on the highway.
- c) Road cleaning and sweeping on roads and pavements.
- d) What is EHC responsibility for cutting of grass verges.
- e) Weed spraying/ clearing on kerb edges and pavements
- f) What is the reporting structure and who are the contacts at EHC
- g) Is it adequately resourced and what is the staff structure.
- 1.2 In the absence of a formal detailed brief and in order to add structure to the report it has been interpreted that the following approach will be taken to report on these items.
 - 1) Brief description of service function
 - 2) Overview of performance

- 3) Key challenges and areas for improvement
- 4) Resourcing levels and key contacts
- 1.3 It is important to note that the services being reported on are delivered through two different teams and contractors as described in table 1 below:

Table 1: Roles and Responsibilities

Litter Picking	Road Sweeping/	Grass Verge	Weed Spraying
	Street Cleansing	Cutting	
Managed by the EHC/NHDC Waste Shared		Managed by EHC leisure and parks	
Service		development team	
Delivered via Urbaser Ltd		Delivered by Glendale Environmental	
		Service Limited	

2. Overview of Service: Street Cleansing and Litter Picking

- 2.1 In May 2018 East Herts Council implemented a Joint Waste contract with North Herts. The contract was awarded to Urbaser and managed by a newly formed joint client team across the two authorities (North Herts and East Herts).
- 2.2 A partnership board was also developed to oversee the monitoring and performance of the contract above and beyond the role of the contract monitoring team. The partnership board consists of key officers and members from both Councils including the Chief Executive, the Executive/Cabinet member for Waste and Recycling, Director/Head of Service responsible for Waste, finance and legal officers and the Joint Waste Service Manager.
- 2.3 The day to day performance of the contract is closely monitored by the shared waste, recycling and street cleansing service (the client team). This includes daily checks and inspections, weekly and monthly meetings with key members of staff at varying levels from both Urbaser and client team.

- 2.4 Street cleansing/litter picking forms part this contract. It consists of a range of mechanical sweeping, manual litter picking and pavement washing across the District. This contract does not cover litter picking within our parks and open spaces.
- 2.5 A number of key performance indicators (KPIs) underpin the monitoring and contract compliance of the service delivered by Urbaser.
- 2.6 The contract is predominantly "output based", which means for normal street cleansing operations these are to be carried out at a frequency to ensure that cleansing does not drop below a required level specified within the contract. The contract does not require a set number of cleansing operations in the majority of the district.
- 2.7 To manage this type of output based cleansing, regular monitoring is performed by the East and North Herts Shared Waste Service (the client team) across the whole district to determine if the standards are being maintained sufficiently. If it is deemed that an area has fallen below standard the client team require rectification, continued rectifications will lead to a location being classed as a 'Hotspot'. If problems recur a default may be issued which incurs financial deductions. The client team aims to visit every street at least once over the course of a year, however this is impacted by staff shortages and complaint levels related to other disruptions to services, such as waste collections. The Council's street cleansing and litter picking function covers the following areas:
 - 1. All public highways (excluding motorways), including adjacent footways and ancillary features (e.g. roundabouts and traffic islands).
 - 2. Separate public footways and alleyways.
 - 3. Small defined private forecourts and private shop entrances abutting the Highway (usually demarcated with studs in the path).

- 4. Verges, open spaces (such as market squares) forming part of the public Highway (with the exception of those footpaths crossing parks maintained under the Grounds Maintenance Contracts)
- 5. Public car parks.
- 6. Cleansing around 'Recycling Bring Bank Sites' located on public Highways and in public car parks.
- 7. The removal of fly tipped waste, abandoned shopping trolleys and discarded hypodermic needles.
- 8. Cleansing following special events (e.g. carnivals, Remembrance Sunday, charity runs etc.).
- 2.8 The general cleansing requirements of the contract are:
 - The sweeping of all metalled hard surfaces including kerbside road channels and around traffic islands.
 - The removal of Litter, debris, dead weeds and other Detritus from all areas (the chemical weed treatment of weeds is not included within this contract).
 - The emptying and cleansing of litter bins.
 - o The removal of leaf and blossom fall.
 - Emergency cleansing of roads following accidents including the removal of animal carcasses.

3. Performance: Street Cleansing and Litter Picking

3.1 As mentioned the contract is output based, in order to manage the cleansing programme the areas of work have been divided up into zones based on the Code of Practice for Litter and Refuse (COPLAR) each zone is then considered by intensity of use in order to determine the response/recovery times for restoring land to acceptable cleanliness levels if it falls below the required standard. Table 2a below shows the indicative zoning of the district with table

2b providing examples of roads within the district and the zones they are categorised as, generally speaking the "busier" an area the more frequently it is cleansed.

Table 2a: Performance Zones

Zone	Intensity	Indicative total length (m)
Housing/Residential	High	4410
Retail, Office, Commercial		9790
Road – Up to 40mph		2110
High Speed Road – 50mph or greater		48,000
Housing/Residential	Medium	200,730
Retail, Office, Commercial		1290
Road – Up to 40mph		54,290
High Speed Road – 50mph or greater		47,350
Industrial Areas		2480
Other Areas		1210
Housing/Residential	Low	75,930
Road – Up to 40mph		407,330
High Speed Road – 50mph or greater		460
Other Areas		910
Total		856,290

Table 2b: Examples of roads in East Herts

Example of Roads In East Herts		
	Hertford	South St
		Market Street
	Dichan Startford	North Street
High Doods	Bishop Stortford	Potter Street
High Roads	Ware	High Street
		East Street
	Sawbridgeworth	Station Road
		West Road
	Hertford	Church Road
Medium	nertiora	Glovers Close
	Dialaga Chamblanal	Grange Park
	Bishop Stortford	Matching Lane

	Ware	Little Acres
	vvare	Jubilee Avenue
	Sawbridgeworth	Cedar Close
		Elmwood
low	Hertford	Mangrove Lane
	nertiora	Birch Green
	Bishop Stortford	Appleton Field
		Gypsy Lane
	Ware	Ash Road
		Poles Lane
	Caubridaawarth	Mill Lane
	Sawbridgeworth	High Wych Road

3.2 The contract does not wholly follow COPLAR and response times have been set to meet the needs of the district whilst balancing the costs of the contract. During monitoring by the client team, streets are graded according to the information in Table 3. Photos are also provided for reference from COPLAR (copywrite ENCAMS).

Table 3: Monitoring Grades

	Litter and Waste	Litter and Waste	Detritus in kerb	Litter Bins in all
	in roads,	on verges, un-	channels in	Areas of Works.
	footways, car	surfaced	roads, around	
	parks and on	footways, flower	traffic islands	
	other hard paved	beds and other	car parks and	
	areas.	soft landscaped	other areas	
		features.	with kerbing.	
Grade A		No Litter or		Litter Bins up to
	No Litter or Waste	Waste	No Detritus	25% full of Litter
				and Waste
	Predominantly	Predominantly	Predominantly	
	free from Litter	free from Litter	free of Detritus	Litter Bins between
Grade B	and Waste apart	and Waste apart	except for	25% and 90% full
	from some small	from some small	some light	of Litter and Waste
	items	items	scatterings	
Grade C	Widespread distribution of Litter and/or Waste with minor accumulations	Widespread distribution of Litter and/or Waste with minor accumulations	Widespread distribution of Detritus with minor accumulations	Litter Bins between 90% and 100% full of Litter and Waste
	Heavily affected	Heavily affected	Heavily	
	by Litter and/or	by Litter and/or	affected by	Litter Bins 100%
Grade D	Waste with	Waste with	Detritus with	full of Litter and
	significant	significant	significant	Waste or overfull
	accumulations.	accumulations.	accumulations.	

Grade A - Litter & Detritus



Grade B - Litter & Detritus





Grade C - Litter & Detritus





Grade D – Litter & Detritus







3.3 The performance levels for this service are illustrated from a sample of pie charts below. This demonstrates that overall the monitoring from the client team has determined that the vast majority of streets are kept at Grade B or above, which is the stipulated level required contractually.

East Herts Street Cleaning Inspections for Housing/Residential April 19 - Mar 20

8% 6% 25%
62%

Grade A Grade B Grade C Grade D

Chart 1: Quality of cleansing in Housing/Residential areas



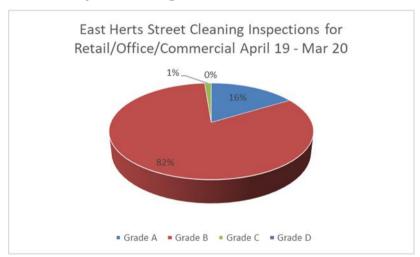


Chart 3: Quality of cleansing in roads up to 40mph

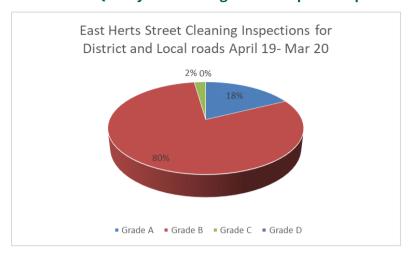
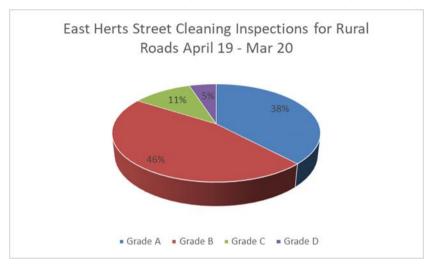


Chart 4: Quality of cleansing - low intensity roads up to 40mph



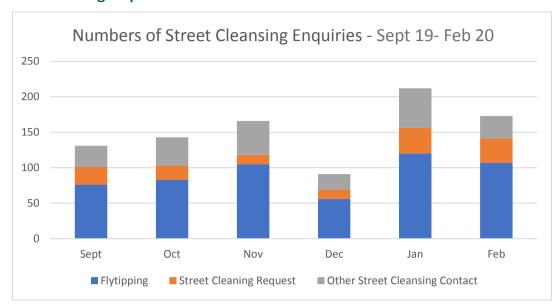
3.4 Where performance levels have dropped below a Grade B, the contractor can be required to respond and rectify the issue within the times are set out in the table 4 below:

Table 4: response times

	Grade falls below	Grade is C	Grade is D	
	a B (predominantly	(Widespread	(Heavily affected	
Cleansing Grade	free from Litter and	distribution of Litter	by Litter and/or	
	Waste and Detritus	and/or Waste or	Waste or Detritus	
	apart from some	Detritus with some	with significant	
	small items)	accumulations)	accumulations)	
Town Centres				
Shopping Centres	three (3) hours	two (2) hours	one (1) hour	
Shopping Streets				
Shopping parades				
School entrances	12 hours	six (6) hours	three (3) hours	
Central Car Parks Attraction/ Park				
entrances				
Housing/Residential- High intensity	two (2) days	Six (6) hours	three (3) hours	
Housing / Residential- Medium	seven (7) days	24 hours	six (6) hours	
intensity	Severi (7) days	24110013	SIX (0) Hours	
Housing/ Residential – Low	28 days	72 hrs	48 hrs	
intensity	20 days	721113	401113	
Industrial areas - Medium intensity		five (5) days	48 hrs	
Industrial areas- Low intensity		seven (7) days	48 hrs	
Rural/suburb Commuter routes				
Main roads into towns		three (3) days	24 hrs	
Usually 40mph routes				
Rural/suburb commuter routes		soven (7) days	40 laws	
Other Car Parks		seven (7) days	48 hrs	
Paved Areas and Verges		Fourteen (14) days	seven (7) days	
			60 or 28 Days	
Paved Areas and Verges			(dependant on	
I avea Aleas alla veiges			road closure	
			requirements)	

- 3.5 As mentioned previously the client team carry out regular monitoring to manage the performance of the contractor, aiming to complete 1000 inspections across the contract (including waste) each month. Customer queries/complaints regarding cleansing of specific streets/roads also support the monitoring of the street cleansing programme. Queries are followed up and investigated by the client team to determine if a complaint/query is justified against the requirements set out in the contract. If recurring complaints occur the client team will determine the location a 'Hotspot' and review the frequency of cleansing in line with the intensity of use to ensure it is sufficient. It is important to note that the contract levels of cleanliness and customer expectations of these levels can differ.
- 3.6 Residents and Members are encouraged to report issues to the Customer Service Team at EHC, where reports are logged on the waste management IT system and sent immediately to the contractor for action or investigation.
- 3.7 The graph below shows customer contacts relating to street cleansing. The majority of contacts received relate to instances of fly tipping. The data below shows that on average approximately 15% of enquiries are street cleansing requests.

Graph 1: Street Cleansing enquiries



3.8 Other enquiries relate to dog fouling, drug related litter, graffiti, litter bin requests and reports of dead animals. Overall, the number of contacts regarding street cleansing is low in comparison.

4. Challenges and Areas of Improvement: Street Cleansing and Litter Picking

- 4.1 The key challenge for service delivery since the beginning of this contract has been the extended "bedding in" period for the waste collection aspect of the contract, this is the larger portion of the work and much of the focus for both the contractor and client team has been on ensuring the waste collection service is delivered to the expected levels. This has been acknowledged and monitoring has shifted focus to street cleansing albeit in the context of COVID-19 some priorities have needed to shift again more recently to waste collections.
- 4.2 Service related specific challenges during litter picking operations relate to undertaking works safely, this is particularly difficult in rural districts with either narrow or no verges and where footpaths are not adjacent to roads. The

- majority of rural roads are classed as 'high speed' requiring additional safety measures (often road or lane closures in agreement with Hertfordshire Highways) in order to undertake litter picking. Road/lane closures are disruptive and also costly requiring additional resources to manage traffic.
- 4.3 Given the size and nature of the District the inspections from the client team span across a large area and regular monitoring to ensure the contractor is delivering as it should. Inspection levels vary as the client team has had fluctuations in staffing levels since the beginning of the contract and is currently managing two vacancies. A lot of officer time has been spent on recruitment activity and prioritising work areas with reduced staffing levels, complaint work is prioritised over scheduled monitoring to ensure customer service standards are maintained. A recruitment exercise earlier in the year failed to recruit suitable candidates and further recruitment is currently on hold due to the Covid-19 pandemic. In addition to this the Shared Waste Services Manager has been tasked to review the service including staffing levels and roles to investigate whether both Authorities are receiving the required level of service, this will be reported to the Joint Waste Partnership Board.

5. Resources and contacts: Street Cleansing and Litter Picking

- 5.1 In terms of resourcing levels to deliver the standard of cleansing required within the contract, the resourcing levels were reviewed by independent consultants as part of the tender process and deemed sufficient to award the contract by the two authorities. The resources include, staff, vehicles and plant. The work methodology changed significantly from the previous contractor and work is ongoing to review working practice across the district.
- 5.2 As mentioned previously, within the client team there has been a shortage of staff. Client team vacancies impact on the level on monitoring and contract

- review work undertaken, with financial administration and waste related complaint work taking priority.
- 5.3 In terms of performance report, there are several layers for reporting these include monthly contract meetings, monthly KPI updates, monthly portfolio holder updates, 6 monthly report to joint partnership board.
- 5.4 The client team staffing structure is as follows:



5.5 In terms of reporting resident queries, complaints and compliments these should be logged with the corporate customer service team who can be contacted either by filling out the General Enquiry form on the website, via email on customer.services@eastherts.gov.uk or by telephone on 01279 655261. This approach allows the query to be logged onto the system by the pool of staff available within customer service. Once logged it can be assigned a reference number, actioned and monitored, the contractor has access to the IT system also and the majority of contacts are managed directly by them, e.g. requests for fly tip clearances. Reporting directly to the client team does not speed up the process as the query will need to be logged via customer service

and then assigned, the customer service team will ensure the correct information is sought from the customer to enable the complaint to be dealt with effectively. Escalated complaints follow the Council's complaints procedure.

6. Overview of Service: Verge Maintenance and Weed Spraying

- 6.1 Grass cutting, shrub, hedge maintenance on highway verges and pavement weed spraying is the responsibility of Hertfordshire County Council (HCC). Under an agency agreement HCC commissions East Herts Council (EHC) to deliver this service on their behalf. This work is embedded into the EHC grounds maintenance contract delivered by Glendale Services.
- 6.2 Prior to the recent award of the grounds maintenance contract, a Task & Finish Group was developed to carry out an assessment of performance levels to inform the tendering of the new grounds maintenance contract. The work concluded that the grounds maintenance in East Hertfordshire was delivered on the most part, to a very high standard. All observed areas were cut to a satisfactory height and no evidence of shredded litter was found indicating that appropriate measures were in place to litter pick before cutting. Further details of that report to the overview and scrutiny committee can be found here: Item 370

http://democracy.eastherts.gov.uk/ieListDocuments.aspx?Cld=515&MID=3172& J=3#Al19474

6.3 For over 15 years, EHC has maintained low speed highway verges on behalf of the HCC to its own higher standard which provides a tidier and more consistent appearance across the District. The County Council's approach to highway maintenance is to deliver services on a risk based approach, thus committing to

cut their grass and prune their shrubs only when necessary to minimise the risk of injury on the highway. The enhanced EHC standard is now fully funded by HCC.

6.4 Within the agreement with HCC, the service does not include cutting grass on the County's A roads or the B1000. The County make their own arrangements to cut grass along these highways. The standards and scope of highway works in the EHC contract are as follows:

Urban – this include estate roads	Examples of areas:	Performance 80mm
or roads in village	Pinehurst Estate in	
	Hertford	
	Northolt avenue in	
	Bishop's Stortford	
Rural - this includes smaller	Dane O Coys Road in	Performance 150mm
roads near towns or areas with	Bishop's Stortford	
an element of visibility required	Wadesmill road from	
	Sacombe Rd to	
	Chapmore End	
Swathe cut – Country roads	Pye Corner to A414	Twice per year
	Cold Christmas Lane	
Visibility Cut (Sight lines) - mostly	Hertford: Wadesmill	Performance 150mm
junctions where visibility is	Road Junction with	
required	Chapmore end. Barwick	
	Road Junction with Cold	
	Christmas lane	
	Bishop's Stortford:	

	Exnalls junction with	
	Winding Hill B1004	
Hedges on highway		Twice per year
Maintain access along adopted		Output based
footpaths		
Shrub bed weeding / pruning		Output based

6.5 The volume of County verges delivered by EHC is highlighted in the table below with more than half of the work carried out for HCC

Total grass cut in grounds maintenance contract		2,778,215 m2	
District Grass	Amenity, Parks, Meadows, Rural,	1,286,996 m2	46%
	Football pitches		
County Verge	Urban, Rural, Visibility, Swathe,	1,491,218 m2	54%
Grass	sponsored roundabouts		

6.6 The other aspect of the HCC remit is weed spraying. Historically this work has been carried out by a local supplier procured by EHC, however this has now been included as part new grounds maintenance contract with Glendale Services. This aspect contract does not include chemical control on any Council footpaths within parks or open spaces. It is only focussed on highway pavements. Areas to be treated are hard footpaths, road channels, including kerbed areas in lay-bys, traffic calming devices, around and on traffic islands, central reservations and roundabouts in Bishops Stortford, Buntingford, Hertford, Sawbridgeworth and Ware, channelled roads linking towns and villages and identified roads in villages. The unrestricted lengths of the A414 and A10 are excluded. The total length of channels is 933,000m.

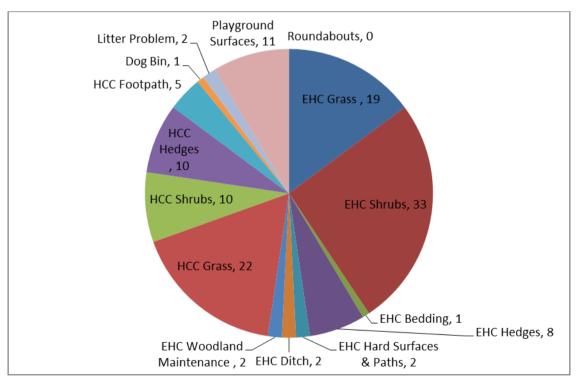
- 6.6 To achieve this, the operation must include at least two applications to all the areas. The work should achieve total weed kill throughout the growing season.

 Any re-growth is dealt with by a call back to site.
- 6.7 EHC car parks are included as part of the weed control delivered by Glendale Services however East Herts Council funds this directly.

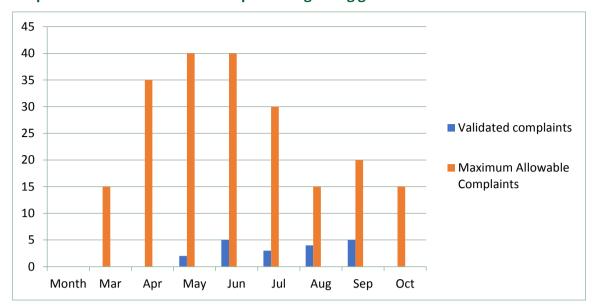
7. Performance: Verge Maintenance and Weed Spraying

- 7.1 Similarly to the monitoring carried out by the shared waste service for street cleansing, the client team within the EHC's Leisure and Environment Enforcement and Inspection team inspect, monitor and track progress of the grounds maintenance contract including the maintenance of grass verges. For all the services within the contract an average of 50 inspections a week take place.
- 7.2 The Enforcement & Inspection team monitor the grounds contract under the direction of the Leisure and Parks Development officer and with line management from the Licensing and Enforcement Service Manager through an audit process that focusses their attention on specific seasonal issues and ensures broad coverage both geographically and operationally.
- 7.3 The contract includes a robust performance management process which ensures compliance with the specification. Officers maintain regular contact with operational contract staff and managers and will be using the interactive management tool provided by the contractor; Glendale Live to view live progress reports including photographs of work done.
- 7.4 Where there are issues, the inspection team issue a rectification notice through an IT based system. The rectification contains a completion date and information required to inform the contractor. The contractor reports back to

- confirm when these are complete. The audit process checks that their reports are consistent and accurate.
- 7.5 In the event of more serious contract breaches or where a rectification is not satisfactorily carried out, a Leisure & Parks Development Officer may issue a default notice which leads to a financial deduction. These can be escalated through a process that involves higher sanctions if necessary relating to the number of rectifications or defaults or serious breaches. More serious issues are brought directly the attention of senior contract management and may involve withholding payment where services have not been performed or immediate meetings that may attract further costs.
- 7.6 The relevant development officer meets regularly with the contract manager every week and on a monthly basis with the senior contract management team. Joint inspections are carried out periodically.
- 7.7 The pie chart below shows the number of rectifications issued by the client team, this data is for the previous contractor from Jan 2019 to December 2020.



- 7.8 The overall number of rectifications issued for the HCC areas for the contract year was low (47) with no defaults issued. The contract has operated at an acceptable level. A new contract has recently been awarded to Glendale Services from January 2020, as this is a new contractor a six month bedding in period is observed whereby financial deductions via defaults are not issued however monitoring by the client team has taken place and there are no causes for concern regarding performance. At the beginning of a new contract with a new operator it is generally expected that there will be an increased number of rectifications compared to an establish contract in its final year of delivery. The levels monitored are within an acceptable range for the first quarter of the contract averaging nine rectifications notices per month. The contractor has continued to perform well despite the Coronavirus Outbreak.
- 7.9 Grass cutting performance is principally measured to a performance standard, the maximum height to which grass in a certain category is allowed to reach before needing its next cut, i.e. Amenity Grass 80mm. It is also measured by the level of valid complaints against a maximum allowable. Failures in this respect may also attract a financial deduction relating to the cost of the grass cutting.
- 7.10 Within the contract all complaints relating to "grass" are consolidated, there previously has not been a differentiation between EHC grass and HCC grass. Nonetheless the graph below demonstrates that validated complaints are much lower than those acceptable within the contract, with some months recording no validated complaints.



Graph 2: Number of validated complaints regarding grass for 2019.

- 7.11 In relation to weed spraying, the agreement with HCC has not required EHC to report on monitoring for this work. However, with the weed spraying work now incorporated in the new grounds maintenance contract this will be monitored moving forward.
- 7.12 For the new contract, spot checks will be carried out within 10 to 20 days of application for weed control. Any sites where there is no visible evidence that the chemical has been applied effectively must be returned to and the chemical reapplied within 5 days of instruction.
- 7.13 The initial application commences late April and should be completed by June.

 The start date for the second application is dependent on the growth rate after the first application, but should be no later than the first week in August.

 Therefore there is no data available to report on at this time.

8. Challenges and Improvements: Verge Maintenance and Weed Spraying

8.1 The grounds maintenance contract on the whole is a very well operating contract. Though historically aspects of the monitoring work specific to the HCC

- responsibilities have not been identifiable measures have been placed within the new contract to ensure all aspects of work are monitored.
- 8.2 A key challenge has been monitoring in an effective and efficient way, previously the inspection team have used handhelds with minimal functionality to carry out duties. There are plans in place to introduce a new handheld device by Glendale Services to support the team in monitoring the contract.

9. Resourcing Levels and Key contacts: Verge Maintenance and Weed Spraying

- 9.1 In terms of resourcing levels, the process used during the tendering of the grounds maintenance contract mirrors that of the waste contract as described in paragraph 5.1. Independent consultants were used during the procurement process to verify submissions by tenderers including resourcing levels. There are no resourcing issues within this contract for "normal" operations. The Coronavirus Outbreak did impact some staffing levels but the result was insignificant in relation to what was required from the contractor during the outbreak.
- 9.2 Staff changes naturally impact some aspects of work, with the departure of the team manager for the enforcement and inspection team in December 2020, knowledge of contract monitoring was lost to a degree. However with the introduction of new contract officers and a new line manager the team were able to adapt to the "new regime" of activities very quickly. There are no major concerns regarding resourcing levels for this contract or the client team.
- 9.3 The client team structure is as follows:



9.4 In terms of reporting customer queries, complaints and compliments for this service the process mirrors that of the waste and street cleaning service as described in paragraph 5.5 of this report.

10. Summary

Overall, the functions reviewed including street cleansing, litter picking and grass verge maintenance areas are performing at a satisfactory standard. At this current time is it not possible to provide a performance "standard" for the weed spraying function however this will be addressed from June 2020 onwards.