

Supplementary Papers for Overview and Scrutiny Board

Date: Monday, 1 February 2021 – 6.00pm



5. Cabinet Member Report - Environment, Cleansing and Waste

3 - 12

Questions to Portfolio Holder and responses received.

Overview and Scrutiny Board members please note:

1. This document is circulated for your information. It is not expected that you will have read this document by the meeting this evening, but you may find it useful for your reference
2. The document includes questions and responses that were previously submitted on Tree Management and Highway Maintenance in line with the issues placed on the Board's Forward Plan.

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Overview and Scrutiny Board – 1 February 2020 – 6.00pm

Portfolio Holder Update – Environment, Cleansing and Waste

Questions submitted in advance to the Portfolio Holder:

1. We understand that a response team is to be established re street cleanliness problems.

This suggests that which happens now 'He who shouts the loudest get a response [eventually]? Why cannot we evidence an organised, and professionally managed service? With regards to leaf fall and assuming the Council holds records of incidents within the many known hot spots why cannot we have a managed service e.g. where appropriate tie the street cleansing in with the green bin collection [every 12, 18, 24 weekly] according to known locality? This way people would know when their street is to be swept and we could also request that they ensured their parked vehicles were removed to drives or other spaces on sweeping day. A professionally managed service please? Equally bin collections are regular occurrences be they black, blue or green. When cleansing need is observed or drains are blocked why don't council employees be the contracted or not report drain blockages and street cleansing needs to a central point for collation and action? No more excuses please for service inefficiencies please! We should not rely on the public to deliver the service that they rightfully expect.

Response: No, there is no planned formation of a response team. Additional resource has been approved to help increase general standards whilst a fundamental cleansing review is undertaken and its findings are reported to Council.

BCP Council is now responsible for cleansing 628 miles of road and associated footpaths and 6200 hectares of open space. Since the formation of BCP Council officers have spent some time to learn more about legacy council service standards, it is evident that there are currently differing levels of both service provision/resourcing, methodologies adopted and recorded performance data in relation to cleansing across the three towns. This has been recognised as a corporate priority requiring a fundamental service review.

Officers are currently in the process of a 12-month data gathering and analysis project to help inform an options report to be considered by full Council in December 2021. The data gathering will be undertaken in accordance with the standards/grading set out in the Code of Practice for Litter and Refuse. Investment in new onboard sweeper grading recording technology, sweeper tracking data and via electronic mobile inspection databases will be utilised via Cleansing Operatives and Highway Inspection Officers to collate local environmental quality data. Once collated, this data alongside gathered industry best practice will be used to evaluate how we can maximise available resources and highlight gaps in service provision resourcing to produce options on evidence based mechanised sweeper frequency programmes and manual sweeper support resource based on land type/demand and an areas ability for such land to maintain standards between visits to ensure parity of service across the conurbation.

Cleansing roads routinely frequented by parked cars to clear detritus (mainly leaf fall which affects large areas across our leafy conurbation) remains a challenge for all local authorities with no known industry quick wins. BCP Council does not have powers to tow cars that do not support requests for no parking to facilitate cleansing visits, and previously trialled notices to residents in other locations have produced very limited results. Leaf and blossom fall are only to be regarded as detritus once they have substantially lost their structure and have become mushy or fragmented. The review will seek to identify any alternatives to tackle this issue against the funding challenge the authority faces.

The review will furthermore consider existing litter bins provisions and the need for increased numbers where it is physically suitable for a bin to be safely accommodated without adversely impacting footpath width and/or different types of receptacles including the use of subterranean bins.

2. I would like to ask about street bins and why we have so many different types and the extra work this causes by needing different collection vehicles and I will site the east overcliff as a classic example.

BCP Council provides in excess of 3200 public litter, dog waste and recycling bins which are emptied on varying frequencies. These bins have been purchased by legacy Councils over many years and are in the form of numerous sizes, styles and usable conditions.

The cleansing review will include the production of a Council litter bin strategy aligned to WRAP (Waste and Resources Action Programme) 'The Right Bin In The Right Place' Guidance to English local authorities and Business Improvement Districts (BIDs) on the design, number and location of public litter bins and other items of street furniture designed to capture litter. This guidance sets out a recommended approach to the provision of litter disposal infrastructure (bininfrastructure) Good bininfrastructure is a key element of the Litter Strategy for England, as part of a strategic approach which also incorporates education and awareness-raising campaigns/signage, and is supported by proportionate enforcement when appropriate.

3. Since the landslide at East Cliff lift in April 2016 that section of the beach has been without permanent public toilets. For 2 years there were toilets in a port a cabin and last year nothing despite the huge numbers visiting the beach. Will there be access to public toilets this year either as a permanent site or in a port a cabin? This section of beach also suffers from being used as a dumping ground. This is unsightly and been going on for too long. The old building, and vehicles need to be removed and the section returned to forming part of the lovely East Cliff section of seafront.

Response: The area below the East Cliff lift is a safe zone, kept clear of the public in case of any further potential cliff slip. The cliff is monitored regularly, but the redevelopment of the area is part of our Seafront Strategy and for the moment there are no plans for the short term at least to work on the site.

Temporary toilets have been installed for the summer in 2018 and 2019 to the east of the compound, but the impact of Covid on BCP budgets meant that the toilets were not brought onto site in 2020. The location is currently being used as a temporary depot for our Beach Cleansing Team, who have moved out of their depot at Durley Chine whilst the site is redeveloped into an Environmental Hub.

We are starting to plan this summer in terms of toilet provision, but until revenue budgets are confirmed our plans are as yet also not confirmed.

4. In the Council Environment Plan there is no mention of parking enforcement or other enforcement of ant-social or illegal parking. Cars blocking pavements or not being taxed etc are a constant irritation to residents. Do we have any plans to cut down on this? (please note that this question is outside the remit of the Portfolio but a response has been circulated separately by email).
5. Due to more people being at home have our teams had to deal with much more household waste than normal and has this affected the budget ? (Teams doing a great job at this difficult time)

Response: There has been an increase in household waste collected at the kerbside, both recycling and residual rubbish. 4,000 tonnes more was collected April to December compared to the same period last year, an increase of 5%. Financially this additional waste is projected to cost an extra £494k for the year. This pressure in the disposal budget has been mitigated by the unit costs being lower than budgeted due to the anticipated Refuse Derived Fuel (RDF) tax not yet being implemented and the recycling disposal prices have been more favourable than previously forecast.

6. Could the Cabinet Member update the Board on the plans and progress for the commercialisation of waste collection from non-domestic properties in order to improve the Council's revenue account.

Response: BCP Council have existing legacy Commercial Waste services which incorporates:

- Refuse and recycling collections (Bournemouth - 1500 refuse / recycling bin Customers, Christchurch – 200 refuse / recycling bin Customers, Poole -1200 refuse / recycling bin Customers)
- Garden Waste service to 51,793 properties
- Roll on roll off containers
- Bulky waste
- A skip and grab bag service is currently only operated in Poole
- *Van permits across the BCP Council conurbation (not income generating)*
- *Bin deliveries (not income generating)*

A team of 6.6 Office based FTEs deliver these services. Investment and back office consolidation is required for the Business to progress further. There is no consistency across the legacy Bournemouth /Poole team members regarding systems (there are different legacy logins - *impacting on ability to print and access certain software*, finance packages, customer databases and garden waste systems and as such each legacy team is currently working independently). Work has just started to obtain a new Commercial waste customer database for use across BCP Council.

7. Further, could he give an indication of the volumes of recyclable materials from non-domestic properties which could be collected commercially by the Council and which are currently going into residual waste streams where such an option is not available from private sector waste collection contractors.

It would be difficult to quantify this waste. A recycling service is provided commercially through BCP council and private sector waste collection contractors do operate in our conurbation.

We have been awaiting the Government Waste Plan 2021, a paper was launched yesterday.

<https://www.gov.uk/government/publications/waste-management-plan-for-england-2021>

Previous indicators were that there would be a greater onus on businesses to recycle both dry recyclables and food waste where appropriate. This appears to be the case in this document also.

Questions Previously Submitted Regarding Tree Management in response to request for item to be covered by O&S Board

What is the current BCP organisational structure for the Management of Trees and how many staff are employed in this work? Is all tree work managed within one department or is it a shared responsibility?

In total there should be 14 staff specifically employed on work managing the trees across the conurbation. Seven within Planning and nine within Environment. Planning oversee how all trees should be protected and managed across public and private land. Whilst Environment's work is more of an operational nature managing and planning for the tree stock on BCP owned land.

Planning – Oversee **privately** owned tree stock. There are seven full time equivalent roles in Planning (including a new Team Leader role), plus a manager who also oversees urban design and heritage. Two posts that were vacant for some time have been filled at the start of 2021, one post is still vacant and filled by a temporary tree officer.

Parks & Bereavement (P&B) – This team undertake all aspects of the management and maintenance of the council owned tree stock on the highway and within parks, gardens and public open spaces. The primary functions of the team include delivering the tree risk management programme, dealing with enquires and insurance cases, bio-security, emergency response and tree planting programmes. They produce and contribute to tree strategies, policies and management plans and provide arboriculture advice to other departments. At full strength there are seven in the team - five officers, one manager and one development post (currently four officers and one manager).

P&B also manage two tree works contracts across the conurbation undertaking emergency response and planned maintenance, including high risk work. P&B directly employ several chainsaw trained operatives who are able to pick up lower risk tree works, such as removal of fallen branches, small tree works, basal growth removal, crown lifting and planting.

Greenspace & Conservation (G&C) – No staff specifically designated to trees. Trees are managed as a vegetation component of nature reserves. Specialist advice sought from P&B for trees in high risk areas or complex works. Staff undertake planting and most tree management on BCP nature reserves, planting often undertaken with volunteers. Several chainsaw-trained rangers to deal with lower risk works.

What is the scope and magnitude of tree work undertaken by the Council?

We estimate that BCP manage around 50,000 street trees, amongst an overall BCP tree stock across all BCP sites of between 750,000 and 1,000,000. There are over 450 open space sites across BCP, covering approximately 2,500 hectares.

Privately owned trees are covered by Planning – as per first question.

What policies are currently used to manage the planting and maintenance of BCP managed trees and are these legacy Council Policies or have these been consolidated into a single BCP policy?

Local Plans. Tree Preservation Orders. Conservation Area policies. BBC legacy tree strategy. SSSI/SAC/SPA Management Plans. Park management plans. Forestry Commission funded/approved woodland management plans.

Climate & Ecological Emergency – It is also worth noting that teams from across BCP will be working together on tree planting plans to mitigate climate change, filter pollutants and improve biodiversity.

These have not been consolidated across BCP yet.

How is the condition of BCP managed trees assessed? What is the scheduled inspection/maintenance programme and what is the periodicity of this?

Tree health and condition is assessed via information collected on the council's tree management software system, Ezytreev. Data can then be used to analyse factors such as condition, age range and species diversity. This information can then be used to inform management plans and the BCP Tree & Woodland Strategy. Frequency of risk management inspection and maintenance regimes vary depending on the site, location and tree species (e.g. trees in high footfall areas or species prone to disease will be inspected more regularly).

How many requests for Tree Work are received by the Council, what is the process and how are these managed? Is the process the same for all areas?

In Bournemouth during 2019 approximately 350 requests for tree works were received via the tree work request form system (this does not include emails). Poole and Christchurch receive similar numbers giving an estimated total of 1,000 requests per annum. The process is not the same for each legacy area, work is ongoing to align the request system across BCP.

What role does the Council play in the management of privately owned trees?

Management of privately owned trees is largely through the Planning Service and applying Planning legislation relating to:

- Tree Preservation Orders (TPOs), trees in conservation areas, dead/dangerous trees, trees on development sites, enforcement and contraventions.

In 2020 - 1,900 tree work applications were received, arboriculture advice/responses were provided for hundreds of development sites and dead/dangerous trees, dozens of new TPOs were made and dozens of alleged contraventions (enforcement work) were investigated.

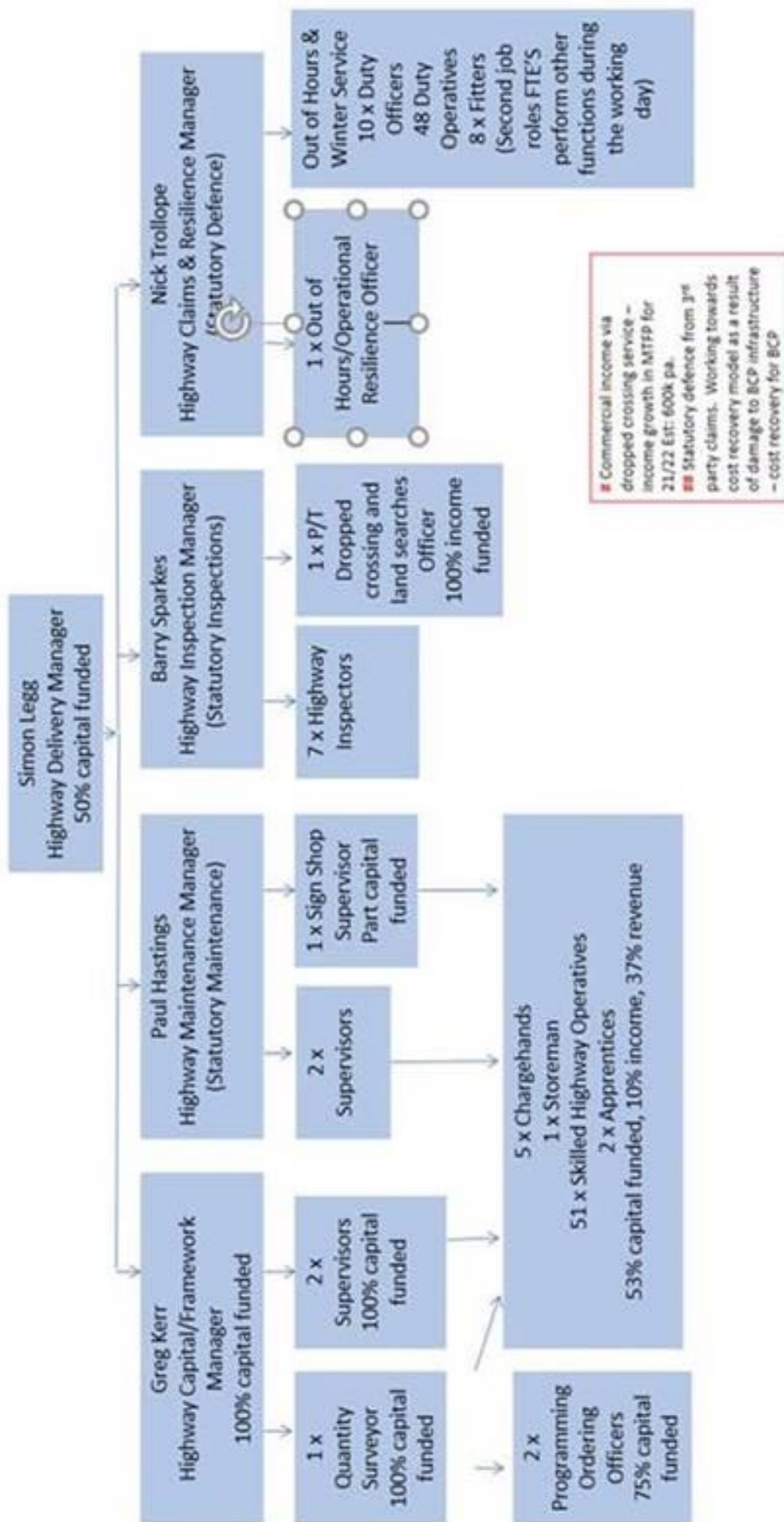
BCP Parks & Bereavement also provide chargeable tree management advice/services to other organisations such as parish councils, schools etc.

Questions Previously Submitted Regarding Tree Management in response to request for item to be covered by O&S Board

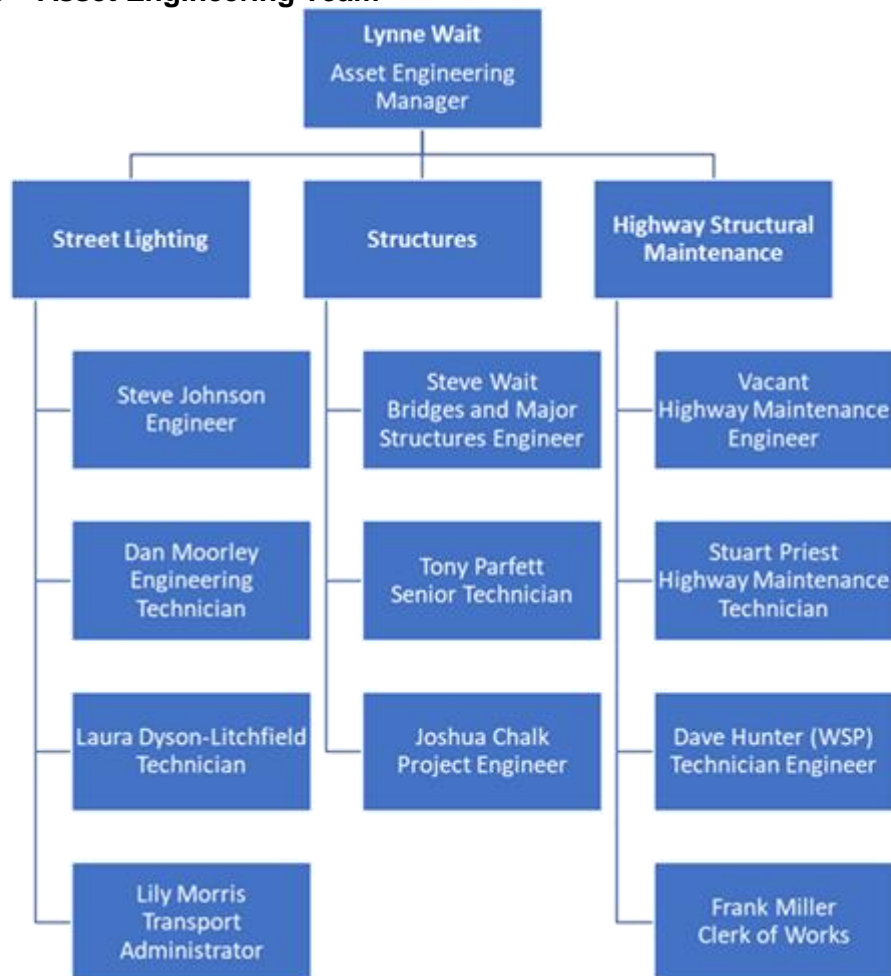
- What is the current BCP organisational structure for Highways and how many staff are employed in this work?

Highway Delivery/Maintenance Team

See Next Page



Engineering Services – Asset Engineering Team



- What is the scope and magnitude of Highway work undertaken by the Council?

Highway Delivery/Maintenance Core Service Functions

- Well Maintained Highway Infrastructure Inspections involving 658 miles of Highway
- Delivery of Routine Maintenance Programmes
- Delivery of Transport Capital Improvement Schemes
- Vehicle Access Service (dropped crossings)
- Winter Service Provision
- Out of Hours Service Provision
- Drainage & Gully Emptying
- Traffic Management
- Street Furniture provision and maintenance
- Sign Shop

Stats and Facts

22 miles (35+ km) of safety barriers	13,000 scheduled highway inspection per annum across highway network
70,000+ road gullies	c.8000 ad hoc repairs completed pa.
Rolling log of c.1,500 defects to repair	Road lining – often a night-time activity and weather dependent
Respond to 500+ out of hours calls	Average 30 Winter Service deployments per annum
c.360 pa. vehicle access (funded by property owner)	Direct deliver £6m + Capital Local Transport Plan Improvement Schemes

Asset Engineering Team

- Highway Structural Maintenance (Delivery of highway maintenance other than routine maintenance)

- Street Lighting
- Highway Structures and Bridges

- What policies are currently used to manage the maintenance of the BCP road network? Are these legacy Council Policies or have these been consolidated into a single BCP policy?

As part of LGR process legacy Borough of Poole Inspection Policy which had already been brought up to date and in line with the latest Well Maintained Highway Infrastructure Code of Practice has been adopted as the single policy for BCP Council. It is in the process of being made available on the Council website.

Each legacy authority had its own Highway Asset Management Policy and Strategy. A new BCP Policy and Strategy for Highway Asset Management has been drafted and will be presented to Cabinet in April 2021 for adoption. In producing a new BCP Policy and Strategy, we have reviewed these legacy documents against current best practice and produced a set of documents that can be adopted and will shape the way we deliver our highway maintenance programmes for the next 5 years.

- How is the condition of highways (roads and pavements) assessed and how are the priorities for repairs determined?

From a Highway Delivery/Maintenance function, as stated in the National Code of Practice “Well Managed Infrastructure” Safety Inspections are designed to identify all defects likely to create danger or serious inconvenience to users of the network or the wider community. Such defects should include those that are considered to require urgent attention as well as those where the location and sizes are such that longer periods of response would be acceptable.

Inspections are focused on safety related defects (identifying condition, defects and signs of deterioration). Any knowledge and data gathered will also be used to inform decisions on network reliability and integrity.

Condition Assessment for Structural Maintenance Programme

Condition information collected in an annual programme of surveys is used as a basis for assessing the condition of individual roads in order to determine a priority listing in for the Council’s Structural Maintenance Programme.

The conditions surveys comprise:

SCANNER – this is a survey carried out using a special vehicle that measures the condition of the highway surface recording the texture, profile and cracking. This survey is undertaken on the classified network (A, B and C roads).

SCRIM – this is a machine based survey which measures the skid resistance of the road surface. All A and B roads are surveyed.

MRM – this survey records the same details as a Scanner survey with the exception of cracking defects. It is mounted on a smaller vehicle so is more suitable for unclassified roads. 25% of all unclassified roads are surveyed each year.

The surveys give a condition index (RCI) for all roads surveyed which provides an initial list of roads for treatment.

A prioritised programme can be produced using software available through our Pavement Management System based on input of specific scheme criteria for levels of cracking, loss of profile and surface texture and minimum lengths of roads to be treated. The RCI is supplemented by data from safety inspections on where reactive repairs are being carried out and from officers local knowledge of particular sites as there can be occasions where the machine survey records are not totally reliable for example some trench reinstatements can be picked up as cracking by the survey

The programme is drawn up in consideration of trying to satisfy all of the criteria listed above.

A lot of information is contained on our website- <https://www.poole.gov.uk/streets-and-travel/roads-highways-and-pavements/highway-maintenance/>

- What methods are used for road and pavement resurfacing and what is the life expectancy of each method?

Type of Surface	Material	Service Life	
		From	To
Surface Treatments	Surface Dressing	10	15
	Micro Asphalt	10	15
	Slurry Surfacing - Carriageway Footway	6 10	
	Asphalt Preservation	5	8
Asphalt	Hot Rolled or High stone Content Asphalt	20	25
	Stone Mastic Asphalt	10	20

Surface Dressing

Surface Dressing involves the even spray application of an emulsion bituminous binder through a purpose built spray tanker onto the existing road surface followed immediately by the even application of aggregate chippings to 'dress' the binder. Surface dressing offers many advantages;

- Seals the road surface against ingress of water which is known to be one of the major causes of asphalt pavement deterioration.
- Arrests the deterioration of the road surface and underlying road pavement structure.
- Restores the necessary level of skid resistance to the road surface with the resultant benefits of reduction in skid related traffic accidents.
- Timely intervention will enable worn out road surfaces to last longer thereby increasing the time to when structural maintenance is required.
- Can help to reduce spray caused by vehicles travelling on wet road surfaces.
- Maximises the cost effectiveness of limited highway maintenance funds.
- Can be used on all classes of roads from unclassified to national speed limit motorways

Micro Asphalt and Slurry Surfacing

These materials are cold-applied, thin bituminous surface courses incorporating bitumen emulsion and fine graded aggregate with fillers.

These materials can be used to restore the surface condition on roads, footways, cycleways, car parks, playgrounds, central reservations, traffic islands, amenity areas.

Slurry Surfacing is a single coat up to 6mm thick

Micro Asphalt incorporates a polymer modified binder and is a two coat application laid mechanically or manually to a maximum thickness of 15mm

Micro Asphalt offers many advantages

- Rapid curing characteristics – Able to receive traffic within twenty minutes.
- High daily output means less traffic disruption.
- Restores surface texture and improves skid resistance.
- Impervious membrane prevents ingress of water into the pavement structure.
- Seals and preserves existing surfaces.
- Suitable for overlay on wide range of existing surfaces.
- Micro-surfacing has the ability to reshape and re-profile existing surfaces.

Asphalt Preservation

A protective emulsion applied to surfaces to seal them and help prevent potholes.

It is used on roads showing early signs of deterioration as a cost effective early intervention as they cannot improve a road surface or reshape the profile

Resurfacing/Reconstruction

Surface Dressing and Micro Asphalt cannot be applied to roads that have a high degree of deterioration in the surfacing or underlying layers.

Survey data and visual inspection is used to determine which sites are unsuitable for surface dressing or micro asphalt.

This information is also used to determine the depth of any reconstruction. For example, if the survey data indicates a high degree of cracking but no loss of profile, then it is likely that replacing the top surface layer (typically 40mm deep) would be sufficient.

Prior to confirmed the depth of resurfacing cores will be taken to confirm the depths of existing bituminous layers and the test for the presence of tar.

- Are road repairs carried out by BCP staff or are they subcontracted? If the latter, how is the quality of subcontracted work assured?

Works are carried out both in house and by contractors. Where works are contracted, the works are supervised to ensure compliance with the specification.

All contracts include a maintenance period during which the contractor must return to repair any defects that are due to poor workmanship or defective materials at their own expense. The maintenance period is a minimum of 12 months but for some projects is 2 years. In addition a retention is held that is only released at the end of the maintenance period if all notified defects have been repaired. The retention is usually 2.5% of the works value.

- Is the quality of highway work carried out by Service companies (Internet, gas, electric water etc) checked by the Council?

Yes - Under section 71 of the New Roads and Street Works Act 1991 (NRSWA) an Undertaker executing street works must when reinstating the street comply with whatever specification may be prescribed for materials to be used and standards of workmanship to be observed as per the Specification for the Reinstatement of Openings in Highways Code of Practice. The Undertaker must ensure that the reinstatement conforms to prescribed performance standards – in the case of an interim reinstatement, until a permanent reinstatement is effected, and, in the case of a permanent reinstatement, for the prescribed period of either 2 or 3 yrs after completion of the reinstatement depending on road type. The Council can charge the Undertaker for inspecting a sample of their reinstatements and if found to be defective can issue a defect notice and carry out, issue and charge for further defect inspections and notices until such time as the defect is corrected. The Council has established a properly resourced and managed street works inspection team that routinely carries out sample inspections and takes appropriate corrective actions. Since April 2020, to date, there have been a total of 1737 inspections carried out by BCP Council.

- How is the condition of road markings assessed and at what periodicity? Does the Council manage this work or is it a subcontracted service?

Line markings – now based on Risk Assessment as per all other highway safety defects. >50% wear on Resilience Network and >70% on other parts. Legacy arrangements where split across service units but have now been consolidated. Backlog of work as previously reactive demand led, rather than risk lead. Delivered by third party supplier – tenders closed yesterday for new arrangements.