



**11.1 CLEAN STREETS SERVICE REVIEW**

**EXECUTIVE MEMBER: FIONA BLAIR, GENERAL MANAGER, INFRASTRUCTURE AND AMENITY**

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**1. PURPOSE**

1.1 To seek Council's endorsement for the findings and recommendations of the Clean Streets Service Review.

**2. EXECUTIVE SUMMARY**

2.1 Council's *Don't Waste It! Waste Management Strategy 2018-28* specified at Outcome 3 – Priority Action 2 that:

*We will review our street and beach cleaning services to ensure all additional investment is put to best use, and service standards meet community expectations. This includes how we collect and manage data relating to litter, and how this data can be shared and used to improve our services.*

2.2 The services included in the review are:

- Beach Cleaning
- Street Sweeping
- Cleaning of Shopping Centres and Shopping Strips
- Litter Bins and Littering
- Cleaning after Public Events
- After Hours Call Outs
- General Waste Requests
- Dumped and Hard Rubbish Collection
- Biowaste Clean-up (syringes, dog faeces, human faeces, dead animals)
- Summer Management (beach cleaning and litter management)

2.3 This report provides an overview of the key findings and recommendations of the review. A full discussion of the review findings and recommendations are available in the two key documents produced by independent consultants (Appendix 1 and 2).



### 3. RECOMMENDATION

That Council:

- 3.1 Notes that an extensive Service Review has been undertaken during the period November 2018 and May 2019 and the key findings were:
  - 3.1.1 The Port Phillip LGA contains a unique and often complicated environment in which to deliver street and beach cleaning services.
  - 3.1.2 The current service levels provided by the Street and Beach department are of a high standard, compare favourably to other council cleansing services and are generally well regarded by residents, councillors and traders.
  - 3.1.3 Consistency, however, is lacking and reliability in the delivery of these services must be improved to meet community and customer expectations as well deal with the evolving local environment.
  - 3.1.4 The current resources (plant and staff) are sufficient to achieve increased reliability in the majority of cases and meet community expectations, provided these are correctly applied.
  - 3.1.5 Certain areas/issues leaf fall, shopping precinct amenity, laneway cleaning and afterhours service require additional/reallocation of resources to improve.
  - 3.1.6 Specific technology based solutions are also required to bring the service in line with best practice and have potential to greatly improve outcomes for staff.
- 3.2 Notes the following service improvements that were funded in the 2019/20 budget:
  - 3.2.1 Increased services for Autumn Leaf Fall (ongoing) - \$180,000
  - 3.2.2 Technology improve communication - \$32,000
  - 3.2.3 Additional Litter Picking Resources - \$81,000
  - 3.2.4 Implementation of a 'Rapid Response' cleaning crew.
- 3.3 Notes that further improvements are to be introduced over the life of the implementation plan, and are aimed at increasing operational efficiency, engaging the workforce and upgrading the customer experience. These include:
  - 3.3.1 The residential street sweeping cycle be once every 4 weeks, with increased consistency of service delivery.
  - 3.3.2 The Afterhours Service be fully provided by the Beach and Street Service.
  - 3.3.3 Embedding a new 2-way communications approach with staff and an increased focus on staff development, increased engagement and OH&S safety improvements.
  - 3.3.4 Training and development of staff and supervisors to ensure skillsets and roles match service needs.
  - 3.3.5 Consider increased funding for Lane Cleaning (this initiative will have an increased cost).
  - 3.3.6 Setting clear priorities to guide service standards and resource allocation, both within the department and via service agreements with others.



- 3.3.7 The trialling of new approaches and methodologies that can improve street sweeping effectiveness including street parking restrictions during sweeping times.
- 3.3.8 Establishing a Litter Prevention Program (involving numerous stakeholders).
- 3.3.9 The introduction of new technology including GPS and telematics, communications systems, electronic rostering/payroll system, a fleet management system and smart phone-based applications.
- 3.4 Notes that a detailed implementation plan for these recommendations is set within a 3-year timeframe, after which a comprehensive review is advised.

#### 4. KEY POINTS/ISSUES

- 4.1 A service review provides the opportunity and resources to look at all parts of a service and identify improvements which can only be seen when taking a holistic view of a service. Service reviews are an important way in which council seeks to improve services for the community.
- 4.2 In 2014 the CoPP ceased a joint venture with The City of Stonnington to deliver beach and street cleaning. This review provides the first opportunity to examine the services since returning to The City of Port Phillip's management.
- 4.3 Community satisfaction with the service is relatively high and in line with other metropolitan councils, however the community has indicated there is room for improvement. This review examined in detail the range of improvements the community wanted and considered how they could be delivered.
- 4.4 The methodology used is based on *The Australian Centre of Excellence for Local Government Service Delivery Manual (2<sup>nd</sup> Edition 2015)*. The approach is based on understanding the community's needs and what they value in the services, Council deciding the level of service it will provide, and identifying and developing the most efficient and effective way to deliver services to the desired level. This approach was supplemented with process improvement and human centred design methods to examine customers' experience of the service, and a deep dive into the phenomenon of dumped rubbish, and the hard rubbish collection service.

#### Review Findings & Recommendations

##### General Resources

- 4.5 The service's ability to meet the needs and expectations of the community is underpinned by the workforce's capability, capacity and culture. As such, improvements in all these areas will contribute to improvements in the performance of the service.
- 4.6 The service is complex with a large workforce working across a distributed geographic area and across a myriad of shifts. The service effectively operates 24 hours a day, seven days a week. In this context, there are many challenges in developing and investing in the workforces' capability, capacity and culture.
- 4.7 Despite the challenges, there are opportunities to invest in how the workforce operates through improvements in communication supported by technology, by addressing a skewed gender imbalance within the work teams, increasing the opportunity and capacity



for supervision, guidance and support in the field, and increasing capabilities through technical training.

- 4.8 Current vacancies may be better used in the short-term to make immediate improvements to standard operating procedures to help improve occupational health and safety outcomes and help drive improvements and consistency in service delivery.
- 4.9 There is an opportunity to improve occupational health and safety outcomes across the workforce through re-implementing critical reporting systems, updating risk registers, identifying and implementing new risk controls, updating procedures, and providing training and support to staff, supervisors and others.

#### **4.10 Recommendations – General Resources**

- 4.10.1 The full list of recommendations for resourcing are available in the Appendix 2 report, section 4.1.9.

#### Street Cleaning

- 4.11 The street cleaning service provides programmed and responsive street sweeping and cleaning services to residential areas across the municipality. It includes cleaning and sweeping of streets, removal of small amounts of dumped rubbish, cleaning stormwater pits, cleaning and sweeping of nature strips, footpaths, bike paths and traffic treatments adjacent to footpath and nature strips.
- 4.12 The community satisfaction survey suggests that residents see Council is performing well in this service, averaging six points above the state average from 2016-18, but that there is room for improvement. Focus groups with 95 residents revealed that there was some tolerance for leaves in gutters if they were not blocking drains; participants had no tolerance for litter in streets; and low tolerance for the build-up of dirt in gutters.
- 4.13 The current stated level of service for street sweeping is that each street in the municipality is swept every two weeks. In reality, Council does not achieve this service level for most the streets in the municipality. A detailed review of street sweeping data suggests that each street is swept once every three and a half weeks.
- 4.14 The service review concluded that it is not possible for Council to achieve a two-week sweeping cycle without major increases in resources. This is due to the nature of the streets in The City of Port Phillip – including the high tree canopy coverage and high occupancy and limited turnover of on street parking.
- 4.15 The service review has identified that a more realistic level of service would be for Council to commit to sweeping each street every four weeks outside of peak autumn season leaf falls or in streets with less leaf fall. This can be achieved within current resourcing.
- 4.16 Peak requests for street cleaning occur during the autumn season leaf fall. Overall, requests from the community for street cleaning have more than doubled over the last three years. High leaf fall areas require a weekly to fortnightly intervention in the autumn. This cannot be achieved without additional resources – the review estimates that an extra 2.8 crews are required to meet this seasonal need.
- 4.17 The review found that the street cleaning service is heavily impacted by reactive work. This diverts resources away from planned and programmed street cleaning. Reactive work is defined as a response to a customer query or request for service, responding to missed or sub-par program service delivery.



- 4.18 The service review recommends that programmed work be prioritised to ensure consistent service delivery. Doing so is intended to lift the general quality of delivery and serve as a preventative measure to reduce the need for reactive work. This means that requests for extra service levels from individual customers should not be prioritised over delivering the set service levels for the whole community.
- 4.19 Several local municipalities around the world use a variety of ways to increase the efficiency and effectiveness of street sweeping and cleaning. The service review recommends that Council trial some of these in areas of the municipality where there is community interest and support.
- 4.20 Recommendations - Street Cleaning**
- 4.20.1 The residential street sweeping cycle be set at once every four weeks with all residents having a consistent set week in the cycle when their street is swept.
- 4.20.2 Ensure there are a minimum of seven street sweeper drivers available to support the set service levels.
- 4.20.3 The streets impacted by the autumn leaf fall receive an additional intervention level up to once every week as required by the leaf fall.
- 4.20.4 Additional funding of \$180K per annum be provided to achieve the increased autumn leaf season sweeping intervention.
- 4.20.5 Other than for a public safety issues or a genuine complaint (i.e. where service has not been delivered as planned) customer requests for street sweeping should not be prioritised above the set four-week program.
- 4.20.6 Trial new approaches that can improve street sweeping effectiveness, including parking restrictions at set times to provide a clear cleaning opportunity.

#### Laneway Cleaning

- 4.21 This service provides programmed and responsive laneway cleaning services. The scope of services undertaken includes sweeping, some weed removal, debris and silt removal, biowaste removal and some rubbish removal. There are 1,260 laneways which all require different levels of cleaning.
- 4.22 Council receives a high volume of customer requests for laneway cleaning. In a similar vein to street cleaning, this prevents the implementation of programmed and planned work. This creates a vicious cycle of reduced pre-emptive work, decreased customer satisfaction and increased requests for service. The service review recommends that additional resources be provided to allow for the implementation of a programmed and pre-emptive cleansing operation.
- 4.23 The current approach to laneway cleaning involves four different service contractors and an internal crew attending to different aspects of laneways (i.e. dumped rubbish, weeds, drainage issues, surface repairs, sweeping and litter removal). Each service contractor has different service and intervention levels. This adds to the complexity of this service. There is a need to better coordinate and align these different service providers to ensure better laneway cleansing outcomes.

#### **4.24 Recommendations - Laneway Cleaning**

- 4.24.1 Additional funding of \$124,625 be considered in the 2019-20 or later budget to enable the laneway cleaning service to become a programmed service that



aligns the efforts of the in-house operation with the services of Council's contractors.

- 4.24.2 Until funding is available the service continues the current responsive service and works with Council's Waste and Open Space contract managers to align the interventions of the service with Council's other contractors.

### Shopping Precincts

- 4.25 This service includes pressure cleaning major shopping precincts, and sweeping car parks, arterial roads, industrial areas and paths. The service also supports events and rubbish removal, and provides an important litter picking service in shopping precincts. It is predominantly carried out by night shift operations.
- 4.26 Focus group feedback from 95 residents indicated that Elwood, Albert Park and Middle Park shopping strips were considered well cared for, as were farmers and other markets. Port Melbourne (Bay Street) was considered as maintained to an acceptable level.
- 4.27 Feedback indicated that residents perceive the South Melbourne (Clarendon St) and St Kilda (Carlisle St, Acland St and Fitzroy St) areas as struggling with litter. The focus group also highlighted that problems occur outside supermarkets and takeaway restaurants; and hot nights lead to higher incidences of littering.
- 4.28 Council receives frequent service complaints from traders and the public in the shopping precincts of Fitzroy and Acland streets in St Kilda.
- 4.29 In 2017, Council funded an additional pressure cleaning crew to enable seven days per week service delivery to improve the presentation of major shopping areas. Feedback is that the outcomes have not improved sufficiently to justify this investment and service improvements required to meet community expectation.

### **4.30 Recommendations - Shopping Precincts**

- 4.30.1 The pressure cleaning service be reviewed, and improvements implement to improve the service delivery from this function within the existing budget.
- 4.30.2 Seek improvements to amenity in key locations where littering is a problem through efficient service planning use of smart technology such as smart bin sensors and/or solar compacting litter bins.

### Beach Cleaning

- 4.31 This service provides programmed and responsive beach cleaning to the Council managed beach and foreshore areas, including sand cleaning, waste removal, levelling and removing sand drifts, and peripheral clean-ups around events.
- 4.32 The community satisfaction survey reports that residents think Council is performing well in this service but that there is room for improvement. A survey shows that resident satisfaction with the service significantly increased between 2014 and 2015 and stayed high after this time.
- 4.33 The 95 residents participating in focus groups noted recent improvements in the service but also identified improvement opportunities. They thought bins should be provided on the sand areas of the beach; noting that bins were not coping with litter during peak usage (summer, not nights and weekends); and were concerned about the impact of litter reaching Port Phillip Bay. While installation of bins upon the sand is not preferred from an operational, safety and amenity standpoint Council's increased foreshore bin



provision during summer and glass and alcohol bans have made significant headway towards improved outcomes.

- 4.34 The service has higher levels of demand in summer due to the increased usage of the beach and foreshore areas. Smart bins could be a potential solution to increased summer usage. These solar powered bins can hold larger amount of litter and send a message when they are nearing capacity.

**4.35 Recommendation - Beach Cleaning**

- 4.35.1 Seek improvements to amenity during the summer peak service demand through efficient service planning use of smart technology such as smart bin sensors and/or solar compacting litter bins.

Events

- 4.36 This service provides support in the form of street sweeping, beach cleaning, litter picking and sometimes specialist cleaning to the approximately 200 annual events which occur in the municipality each year.
- 4.37 Many events occur on the beach and foreshore areas. Feedback gathered from the community indicated that a feeling that that Council did an adequate job of post-event clean-ups.
- 4.38 The Council Events Team identified opportunities for better integration with this service to ensure resourcing of post-event clean-ups was consistently adequate for all events.

**4.39 Recommendations - Events**

- 4.39.1 That support for events be integrated into normal service delivery operations.
- 4.39.2 That this service be recognised as a partner to Council's Events Team and provides expert advice regarding event preparation.
- 4.39.3 That internal service level agreements be developed between Council's Events Team and this service.

Litter Picking, Litter and General Cleansing

- 4.40 This service provides removal of biowaste (including vomit, condoms, faeces and dead animals), collection of syringes, and litter picking in key locations. This service contributes significantly to the general appearance of the public areas within the municipality.
- 4.41 A community satisfaction survey showed that residents thought Council was performing well in this service but that there is room for improvement. Litter picking commonly occurs around shopping strips. In the focus groups, they identified that there is more frequent littering on hot nights and weekends, around supermarkets and take-away shops, and surrounding laneways.
- 4.42 In 2017/18 there were 308 requests to remove biowaste. The response target for Council responding to biowaste is two hours. This service level is significantly higher than in other municipalities.
- 4.43 In 2017/18 there were 224 requests to collect syringes. The response target for Council to collect syringes is one hour. Other benchmarked councils provided no service at all, or has a service level response of up to two days. The target for collection of syringes



could be extended to two hours, in line with the biowaste target. This would have the advantage of combining requests and creating efficiencies.

- 4.44 Requests to remove biowaste and syringes have been increasing over the last three years, from 395 requests to 673.
- 4.45 Increased instances of people experiencing homelessness in the municipality has required additional Council resourcing to remove accumulated goods and belongings, and instances of biowaste.
- 4.46 The community understandably has a low tolerance for instances of biowaste. Council aims to meet community expectations by having high service levels to address these issues. Maintaining this service level has a detriment on other activities as it requires resources to prioritise biowaste above other cleansing activities. This is further exacerbated by Council's current approach to managing the amenity issues arising from people experiencing homelessness in the community. It is recommended that a rapid response crew be funded that would be charged with responding to biowaste related issues and assisting with the homelessness response activities.
- 4.47 Many of the littering issues raised relate to broader community and trader behaviours and societal attitudes to littering. Behaviours and attitudes cannot be changed through increased litter picking. A litter prevention program, as identified in the Council's Don't Waste It! Waste Management Strategy 2018-28, is a more appropriate mechanism to reduce instances of littering and the associated responses required. This program would consolidate and formally align many of the current programs being actioned to address litter by numerous Council departments.
- 4.48 Any litter prevention program will take time to impact on littering behaviour. In the meantime, additional litter picking remains the most pragmatic solution to ensuring an acceptable level of public amenity in the short to medium term.

**4.49 Recommendations - Litter Picking, Litter and General Cleaning**

- 4.49.1 Increase the response time for syringe pick-up to two hours to align with other biowaste.
- 4.49.2 Consider the establishment of a litter prevention program to consolidate and strategically align the litter prevention work currently being conducted across numerous departments.
- 4.49.3 Consider funding (\$81k) of additional litter picking resources. (Included in the endorsed 2019-20 Council budget)
- 4.49.4 Consider the implementation of a rapid response crew to assist Council is meeting the high service level standards for responding to biowaste and managing amenity issues associated with people experiencing homelessness in the municipality. (Included in the endorsed 2019-20 Council budget).

**Litter Bins**

- 4.50 This service provides and collects litter bins in all public areas of the city other than the foreshore.
- 4.51 Council does not currently have a documented, systematic, evidence based method for deciding on bin locations, or managing requests for additional bins from the community or traders. To date the service has made decisions about bins based on staff knowledge rather than data combined with a robust methodology.



#### **4.52 Recommendation – Litter Bins**

- 4.52.1 Develop an approach and/or policy to guide decisions related to the provision, placement and requests from the community and traders and other matters related to location of litter and recycling bins.

#### **After Hours & Emergency Call Outs**

- 4.53 This service provides a 365 day per year, 24-hour service for emergency and urgent community issues. The service is provided through a combination of in-house Council staff and resources and a contractor.
- 4.54 The service responds to emergencies which might cause injury or cause damage to property. This includes responding to amenity issues, which during normal hours would be responded to within two hours (i.e. removal of biowaste), and to such requests as those regarding personal belongings that have fallen into public drains or under decks.
- 4.55 An issue for this service is that the contractor provides a lower level of service compared to Council in-house team. Although the contractor provides the service for 50% of the year, they only responded to 59 requests from the community compared to the Council team's 196 requests.
- 4.56 Most these requests are received by Council's ASSIST afterhours service. The scripts used by the afterhours service provider do not currently make clear the different service levels. This small change will immediately help to set community expectations regarding the response times to such issues.
- 4.57 Council does not seek reimbursements for any of the requests for afterhours service. In some instances, it could be acceptable to the community for Council to charge a fee for service. Cost recovery activities could potentially include responding to accidents, the provision of temporary construction fencing, responding to issues arising from failures of water and sewerage infrastructure, and retrieving valuables dropped in drains or through decks. It is suggested that Council explore opportunities for cost recovery for some afterhours activity.

#### **4.58 Recommendations - After Hours and Emergency Call outs**

- 4.58.1 With a view to harmonising services levels between Council's staff and contractors, commence discussions with the contractor to identify their interest in increasing service levels and ascertain cost increase/decrease.
- 4.58.2 Review and update as required the scripts used by the ASSIST afterhours service provider to respond to afterhours requests.
- 4.58.3 Consider seeking cost reimbursement for services provided after hours to members of the public and other authorities.

#### **Hard Waste and Dumped Rubbish**

- 4.59 The hard waste service provides four pick-ups free of charge per year of hard and green waste per house, and six free pick-ups per year per apartment block.
- 4.60 Dumped rubbish is a service provided to clear away larger items of rubbish that have been abandoned in public places, such as footpaths, laneways and carparks. (Note that the bulk of information about these two services is explored in the Appendix 2 report).



- 4.61 While the vast majority of dumped rubbish collections are conducted by Council's collection contractor, the street and beach team and Council's parks maintenance crews also action some dumped rubbish requests. Having three different teams deliver the service has the potential to create confusion. With the dumped rubbish collection contract, due for re-tendering, an opportunity to minimise confusion about responsibilities between Council teams and the contractor is possible.
- 4.62 Underpinning the physical collection, recycling and disposal of hard waste and dumped rubbish are the customer service functions that enable members of the community to request collections or report illegal dumping. 40% of all customer service requests received by Council are related to hard waste or dumped rubbish.
- 4.63 The current system involves a convoluted arrangement of Council's ASSIST service and the contractor both receiving requests from the community. Whilst well intended the current arrangement adds significant complexity to the management of hard waste bookings and dumped rubbish notifications. Issues arising from this arrangement include duplicate requests being logged and requests being incorrectly logged. This leads to double handling, erroneous data and ultimately a lower level of service delivery than should be reasonably expected.
- 4.64 The coordination issues between the contractor and the Council's ASSIST team are exacerbated by some of Council's IT systems. This includes the lack of access that the contractor has to Council's customer relationship management (CRM) system. This CRM system will be significantly upgraded through the Council's investment in the customer experience transformation (CX program).
- 4.65 The upcoming tender for a new hard waste management contract and the CX transformation present opportunities to simplify the administrative and customer service systems that underpin Council's response to hard waste requests and dumped rubbish.
- 4.66 Customers often ring Council to report a hard rubbish pick-up that has been scheduled for collection because they have mistaken it for dumped rubbish. When this happens, Council and the contractor experience large amounts of needless duplication and investigation, and it increases the double-handling of information between Council and contractor. Better ways for the community to identify hard rubbish pick-ups is required to reduce mistaking these pick-ups for dumped rubbish.
- 4.67 Much of the dumped rubbish coincides with areas of the municipality with higher numbers of apartment buildings and multi-unit developments. Many owner corporations schedule hard rubbish pick-ups for the apartment blocks on specific dates. With high turnovers of renters, the lack of flexibility in this approach for people who are moving in and out of their apartments at various times of the year is likely a significant contributor to instances of dumped rubbish.
- 4.68 In the focus groups, about half of respondents indicated they were unaware of the hard waste and green waste collection services that Council provides.
- 4.69 Recommendations - Hard Waste and Dumped Rubbish**
- 4.69.1 When the contracted hard waste and dumped rubbish contracts are re-tendered, the specification should ensure as much as possible that overlaps between the in-house services and the successful contractor are limited and where there are overlaps the impacts are identified and managed.
- 4.69.2 Consideration should be given to improving the awareness of the hard rubbish service in the community through measures such as providing stickers that can



be placed on hard waste identifying it as having been properly reported for pick up. Stickers could be distributed through a variety of mechanisms (i.e. rates notices, owners' corporations, etc.).

- 4.69.3 In the short term, better customer service could potentially be achieved by restricting communication through a single channel, directly to the contractor. Council's customer experience program should work with the waste service to investigate the feasibility of outsourcing all channels of communication to book the collection of hard and green waste and dumped rubbish as part of the new waste contract.
- 4.69.4 Council should continue to explore opportunities to work with owners' corporations, contractors and residents, leveraging digital services, and trial multiple experiments before scaling a city-wide hard waste collection service that's appropriate for apartments. Work with, and place responsibility on, owner corporations to provide more appropriate options for residents to dispose of hard waste and significantly reduce dumped rubbish.
- 4.69.5 Council can stimulate opportunities for new and growing small businesses and jobs, increase awareness through opportunities for collective, local action, and in the process of reducing waste to landfill. Council can do this by testing nine initiatives in well-designed experiments on a small scale, and scaling up the successful initiatives (see Appendix 2 report on page 7 for details of the initiatives).

### Service Challenges

- 4.70 The following section outlines several challenges which cross over different services.
- 4.71 As outlined elsewhere in this report, some services are provided through a combination of in-house Council teams and contractors. These arrangements add significant complexity to the management of these services. This often leads to contractors and Council staff inadvertently impacting each other's ability to provide consistent and high quality service to the community. Where this happens, it is very important for each team to work together to create a seamless experience for customers. This needs to be written into contracts to ensure it happens.
- 4.72 As the needs of the community change over time, the requests on Council's services are increasing. For example, recent expansions to the services have included increasing help with post-event clean-ups and the amenity response associated with increased instances of people experiencing homelessness in the community. Council should use the annual budget process to review any additional expansions to the service and acknowledge and formally include them in a service catalogue. Also, where relevant, service level agreements should be developed with other services within Council (i.e. the Events Team) to ensure appropriate service levels are provided.
- 4.73 All new and improved infrastructure installed in the public space requires ongoing maintenance and cleaning and can impact on the workload of a range of Council services. The staff responsible for maintenance and cleaning can have important perspectives on how to design infrastructure to minimise maintenance and cleaning costs and should be included in the project assessment phase.



#### **4.74 Recommendations - Service Challenges**

- 4.74.1 All contracts for Council's maintenance and cleaning services should require the contractors to work in conjunction with other Council contractors and in-house service providers to ensure the integration and effectiveness of services to the community.
- 4.74.2 Establish a formal annual review process (at budget time) where changes to services are acknowledged and included in the service's service catalogue or equivalent.
- 4.74.3 Internal service agreements are developed for services provided on an ongoing service to other areas of council.
- 4.74.4 Services that will be required to maintain and/or work in and around new infrastructure are consulted at the planning and design stage.
- 4.74.5 The ongoing maintenance and cleaning costs for new infrastructure is considered as part of the project assessment for new infrastructure.

#### **Alternative Delivery Models**

- 4.75 Some councils in Victoria deliver the waste services included in this review via an in-house service, others use contractors, and some councils using a mix of both.
  - A number of factors need to be considered in the decision to outsource a service, including some of the following (for a full list see Appendix 1):
  - Generally, a high performing internal team will outperform an external supplier unless the external provider has proprietary technology or can achieve economies of scale.
  - Large in-house services can be adjusted rapidly according to need with no immediate cost impacts.
  - Other parts of Council can use an in-house service without always incurring the extra costs that contractors would charge for any extra work. Therefore, an in-house waste service provides superior flexibility.
- 4.76 The service should be reviewed in the future and if there has been insufficient improvement then council can consider outsourcing those parts of the service that are easy to specify and have limited variability.

#### **4.77 Recommendation - Alternative Delivery Models**

- 4.77.1 While the service continues to improve its performance, it should be maintained as an in-house directly managed service. Council should review the service performance at the end of the three-year implementation period.

#### **Technology & Systems Improvement**

- 4.78 There are many opportunities to improve the services provided by the street and beach teams through the broader use of technology. There are many examples across the world where local government authorities are capitalising on recent technological



innovations and the decreasing cost of hardware and software to improve efficiency and quality in maintaining public assets.

- 4.79 Council is in the process of making a significant investment in improving many core enterprise applications through the customer experience program (CX program). This provides opportunities to magnify the benefits of investments in complimentary technologies for frontline staff, especially in the street and beach team.
- 4.80 Council operates a large fleet of light and heavy passenger, commercial and trade vehicles which are used in the provision of street and beach cleansing services. As part of Council's fleet management system, vehicles are being progressively fitted with GPS and telemetric monitoring units. The data that can be collected by such systems can provide benefit in an operations and service delivery context. Data can be used to optimise street sweeping routes, quantify transit and operational times, and to improve preventative maintenance to increase the lifespan, resale and efficiency of plant and equipment.
- 4.81 Council's CX program will deliver improved mobile access to core enterprise systems, combined with appropriate hardware, this could be of great benefit to the street and beach crews. For example, this could take the form of tablets being installed in trucks. This could enable the field crews to better manage their programmes of work, report issues in the field, improve safety through providing easy access to standard operating procedures, reporting systems, etc. and even provide the ability to respond dynamically to customer requests in near real-time.
- 4.82 Furthermore, data collected should be made available to the community. This could be as simple as having data on when a street was last swept available on the Council website or as complex as providing open source data on the volumes of rubbish or tonnage of sweepings collected.
- 4.83 The street and beach teams currently rely on manual and paper-based rostering systems which are time consuming, laborious and inaccurate. By replacing these systems with modern, electronic systems, these vital tasks can be made easier and more efficient. Additionally, data from these systems can inform resource allocation, decision making and rostering approaches. Examples of contemporary technology in this area include the use of biometric tap in/tap out for timekeeping. A consultative approach with staff would be required during implementation to ensure the full value of such a system can be realised.
- 4.84 Currently there is no Council provided system to communicate with staff when they are outside the office. This lack of system means that there is a default reliance on staff using their personal mobile phones for contact. This approach is not a sustainable or consistent system of communication. Most staff have personal smart phones and therefore it would be possible, with the right incentives, for them to use their phones for work related matters by downloading corporate applications that would provide access to systems, and provide a reliable way for staff to communicate with each other. It is proposed that staff are offered a monthly payment to facilitate a more reliable form of communication.
- 4.85 Council systems and processes are predominantly designed for desk-based staff, and aren't appropriate for the unique nature of on-the-ground operations. A review of existing processes needs to occur to ensure gains are achieved from the implementation of any new or improved technology. This needs to include a review of sign-offs in line with an appropriate risk approach, maximising delegation of decision making where risks are low.



#### **4.86 Recommendations - Technology and System Improvement**

- 4.86.1 Continue to implement GPS and telematics installations on the Council's fleet and ensure that there is integration with the CX program to enable the integration of that data into decision making.
- 4.86.2 Implement an electronic rostering, timekeeping and payroll system for use by field based staff.
- 4.86.3 Implement smart phone-based communications and operational systems with additional funding of \$32,000 in the 2019-20 Budget for application licencing and the provision of an employees' phone allowance.
- 4.86.4 Review existing processes that are impacted by the proposed new technology and ensure that the processes are aligned and maximise outcomes from the technology.
- 4.86.5 Identify processes that require multiple sign offs and consider whether a two-signature approval approach can be used while managing risk.

#### **5. CONSULTATION AND STAKEHOLDERS**

- 5.1 The service review used a range of approaches to understand what the community thought of the service and where improvements could occur. This included using data from previous conversations with the community ranging from community satisfaction surveys to data collected from workshops with traders about improvements they wanted in their shopping strips, as well as collecting more data based on questions not answered from previous consultations or research.
- 5.2 Ten focus groups were conducted with 95 residents with the assistance of an independent facilitator. These covered the broad range of topics included in the review, including attitudes and behaviours around dumped rubbish, thoughts on acceptable levels of leaves/dirt/litter in gutters, and the locations of overflowing bins and when they occurred. This information was used to inform both key reports.
- 5.3 Nine in-depth interviews were conducted with residents to understand their attitudes towards waste in their community. This information was used to inform the work on hard waste and dumped rubbish services in particular.
- 5.4 In addition to using data from recent consultations with traders in shopping strips, traders were asked through a regular newsletter from council if they would like to contact council about any waste issues they experienced. Council also reached out to the Fitzroy Street traders' representative for comments.

#### **6. LEGAL AND RISK IMPLICATIONS**

- 6.1 Many of these service interventions eliminate or reduce risks to the community's health and safety. Services need to be consistent and responsive to achieve these outcomes.
- 6.2 Consistent and responsive approaches to occupational health and safety issues and well-designed jobs and work practices will reduce risks to staff health and safety.
- 6.3 Changes proposed that impact on employees can expose the Council to legal and industrial relations risk. Implementation of all major changes will need to be carried out in accordance with the requirements of the City of Port Phillip's Enterprise Agreement using appropriate consultative processes to ensure staff are consulted where appropriate.



## 7. FINANCIAL IMPACT

7.1 The majority of the changes that the review recommends are cost neutral or create additional outcomes for the same cost. The following recommendations will have a “one off” or ongoing cost as indicated: The following proposals have been approved by Council for the 2019-20 financial year:

- Autumn Leaf Fall - \$180,000 ongoing
- Additional Litter Picking Resources - \$81,000 ongoing
- Rapid Response Crew - \$176,000 ongoing

7.2 It is recommended that \$125,000 additional for lane cleaning be considered by Council for inclusion in subsequent budgets pending the outcome of the 2019-20 program.

7.3 Each proposed experiment, listed in Appendix 2, will require some seed funding to test the initiatives at a small scale. Scaling up initiatives may require further funding. The initiatives also should consider cost savings through the reduction of waste to landfill. The timing and resourcing of the experiments will be considered in alignment with the Don't Waste IT! Waste Management Strategy 2018-28.

## 8. ENVIRONMENTAL IMPACT

8.1 A key outcome from effective city cleansing services is the reduction of litter and other materials finding its way into the bay and other waterways through the storm water system. A programmed and consistent street sweeping service will improve this effectiveness. As services achieve more consistent programs there will be a reduction in truck and vehicle movements which will reduce carbon dioxide emissions.

8.2 Initiatives which reduce waste to landfill and encourage a second-hand economy will have significant positive impact on the environment.

## 9. COMMUNITY IMPACT

9.1 The services included in this review are high profile services. After household waste collection, these services are the services most likely seen and expected by the community. Waste and cleansing services generate the majority of requests for service and complaints from the community. All improvements arising from the review will have a positive impact on the community or sections of it.

9.2 Clean and well-presented public spaces increase the health and wellbeing of the community. These services contribute to clean and well-presented spaces. This service review identifies how these services could be improved.

9.3 Suggested improvements to the hard waste service should increase customer satisfaction with the service for ease of use and timeliness, particularly for apartments.

9.4 Reduction in dumped rubbish will also increase resident and visitor satisfaction in the amenity of the municipality.

9.5 More opportunities to collectively reduce waste to landfill will have a positive impact on the community, particularly where other social cohesion outcomes are also supported.

9.6 The experimental initiatives documented in Appendix 2 provide opportunities to increase the local second-hand economy through better use of 'waste products'.



- 9.7 Well-presented public spaces in and around retail/shopping areas provide the base from which retailers can use their expertise and capital to develop and maintain successful businesses.

## **10. ALIGNMENT TO COUNCIL PLAN AND COUNCIL POLICY**

10.1 This report aligns with Strategic Direction 3 – We have smart solutions for a sustainable future in the Council Plan 2017-27. Specifically, 3.5 A sustained reduction in waste.

10.2 This report also aligns with Council's Waste Management transformation.

## **11. IMPLEMENTATION STRATEGY**

### **11.1 TIMELINE**

11.1.1 An implementation plan has been included in the first report found in Appendix 1.

11.1.2 The recommended initiatives in Appendix 2 will be prioritised and aligned with all other review recommendations and the Don't Waste IT! Waste Management Strategy 2018-28, and will consider budget and resourcing.

### **11.2 COMMUNICATION**

11.2.1 A change management plan which includes a communication plan for staff will be developed to assist with the implementation of recommendations.

11.2.2 Implementation of technology recommendations will improve the ability for Council to provide live information about waste services in residents' streets.

11.2.3 All external Council communication channels will be updated to ensure service level standards and processes are readily accessible to the community.

## **12. OFFICER DIRECT OR INDIRECT INTEREST**

12.1 No officers involved in the preparation of this report have any direct or indirect interest in the matter.

**TRIM FILE NO:** 92/07/01

**ATTACHMENTS**

- 1. Clean Streets Service Review report 2**
- 2. Clean Streets Service Review - report 1**