

## **BARNSELY METROPOLITAN BOROUGH COUNCIL**

**This matter is not a Key Decision within the Council's definition and has not been included in the relevant Forward Plan**

### **REPORT OF THE EXECUTIVE DIRECTOR PLACE TO CABINET ON 22 SEPTEMBER 2021**

#### **Public report**

#### **Town Centre & Principal Town Cleanliness Enhancements**

#### **1. PURPOSE OF REPORT**

- 1.1 To set out the new town centre service schedules to support the opening of the Glass Works development.
- 1.2 To provide an update on progress of principal town walkabouts and producing service schedules.

#### **2. RECOMMENDATIONS**

- 2.1 For Cabinet to support the report and its appendices that set out the new service schedules for the town centre; and
- 2.2 For Cabinet to support the ongoing work at principal towns
- 2.3 For Cabinet to support the service enhancements set out in section 4.6 & 4.7

#### **3. INTRODUCTION**

- 3.1 The opening of the Glass Works within the town centre is a significant opportunity to improve our offer to visitors. The customer experience must be positive to ensure that people keep visiting and returning to the town centre to shop, work or experience the cultural offer.
- 3.2 In addition, we have invested in our principal towns to improve the overall environment, the local economies and create employment. Further work is required to ensure that the service schedules are appropriate and communicated with Area Councils to ensure improved alignment with commissioned or volunteering resources.

#### **4. PROPOSAL AND JUSTIFICATION**

- 4.1 Presently there are several different council services contributing to the visitor experience in the town centre. Initiatives such as *Joining Forces* and the Purple Flag accreditation are bringing services closer to work together to improve the customer experience. All this is brought together in the Town Centre Programme Board which has developed a 'coordinated way of working' on the place management of the Town Centre. This Board has also developed a

detailed integrated Town Centre Action plan which will be shared with Members in due course.

- 4.2 Each of the services relating to the cleanliness and maintenance of the town centre are set out in the report and its appendices map out the allocation to different services of this work within the town centre. As part of this review, it is evident that there is an opportunity to enhance the present partnership and develop relationships further with other services and stakeholders.
- 4.3 Each directorate that provides cleansing and maintenance services within the town centre has contributed towards the generation of this town centre service schedule.
- 4.4 The following process was used to determine the improvements required.
  - 4.4.1 Site walkabouts to consider the overall condition of the town centre - Appendix three. Each site visit sets out key immediate actions and areas of required investment.
  - 4.4.2 Consideration of the current service offer in Barnsley town centre and the principal towns, with identification of the gaps and opportunities to improve the present offer.
  - 4.4.3 Consideration of the multiple different 'town centre' boundaries. Different services have different "town centre" locations and boundaries to work with, Safer Neighbourhoods Team, Parking Services, Neighbourhood Services and Highways and Engineering Services. Clarifying these boundaries has been done with the aim of providing a definitive town centre location for all services to work to.
  - 4.4.4 In the town centre, a further degree of analysis based upon the Glass Works proposed service level agreement and how the new proposed service levels for the town centre would contextually sit alongside each other.
  - 4.4.5 The present governance arrangements to oversee operational management of the town centre.
- 4.5 Appendix One sets out the proposed boundaries of the Town Centre to be implemented, considering all Council services. The principal area will follow the legal area defined by the current public spaces protection order (PSPO) this is co-terminus with the Neighbourhood Services and Highways definitions of the town centre. Within this area is the Glass Works public realm boundary and within this the Glass Works service charge boundary. For the purposes of this report and its appendices the outer zone will be referred to as Town Centre Zone and the Glass Works Service charge boundary as Glass Works Zone.
- 4.6 In the delivery of the proposed Town Centre Zone service schedules, there are some areas of revenue investment required.
  - 4.6.1 Attending to issues of cleanliness outside of current service hours 06:00 –

18:00. Creating a 3<sup>rd</sup> Town Centre Team to provide cover until 23:00 in line with expected increased footfall. This would be a Grade 5 working manager and 2 Grade 4 staff, including enhancement for working during evening hours c£98k per annum

- 4.6.2 Increasing the cover for Town Centre Wardens after 2 grade 5 16:00 until 23:00 Mon – Sat and consideration for covering services on Sunday and including enhancement for working during evening hours c£69k per annum.
- 4.6.3 The present street bin stock is old and in poor condition and the compactor used to compact market and town centre waste will be decommissioned. Existing old litter bins should be replaced with new, larger bin covers that house 240lt wheelie bins. This will improve the street scene, whilst offer greater capacity and less frequent overfilling incidents. Emptying will be undertaken by a new mini collection vehicle with an additional driver. Estimated costs for new bin infrastructure is £7k. New vehicle on full maintenance lease-back arrangement is £22k per annum and additional Grade 4/5 driver £29k per annum.
- 4.6.4 Street furniture, like columns, signposts, bollards within Town Centre Zone – Glassworks has increased the quality of the street furniture specification within the town centre. Therefore, where existing street furniture is beyond economic refurbishment to match this higher specification, it should be replaced. We will seek to use existing budgets aligned to enhancing the town centre. To maintain this higher specification level an estimated £20k per annum revenue budget will be required.
- 4.6.5 Regular stone cleaning – the Yorkstone is a porous surfaced light-coloured local stone used throughout the town centre covering c13,300m<sup>2</sup>. In the past, we have undertaken several discrete stone paving cleaning activities, including stone scrubbing, high-pressure water, and high-pressure steam cleaning. With the latter being the most successful method trialled. Through this work we have investigated two options; employing a 3<sup>rd</sup> party company to regularly visit or to procure the latest steam stone cleaning equipment and train our own staff. It is estimated that we would require an investment of c£15k for equipment and consumables, £10k for vehicle hire and then either 2 additional posts c£56k per annum or regrade 2 existing posts c£20k per annum, respectively.
- 4.6.6 Shambles Street – When the town centre was re-paved in 2014, the new 6th Form college was under construction. The Yorkstone paving on the south side of Shamble Street was laid between Church Street and Dog Lane. The new college development necessitated new Yorkstone paving on the north side of Shambles Street, laid between Church Street and John Rideal House, which extends c100m beyond the paving on the south side of Shambles Street. To present a more attractive street scene, it is proposed to extend the paving on the south side to match that on the north side. It is estimated that we would require a capital investment of c£200k. This planned investment will be added to the Council's capital pipeline and subjected to our business case evaluation process.
- 4.6.7 Peel Street resurfacing. The block-paved parking bays on Peel Street have

been identified for replacement. The existing carriageway surface is showing signs of increased deterioration, so opportunity will be taken to achieve a more economically advantageous approach, and to resurface both the carriageway and the parking bays at the same time. This will be a scheme for inclusion in the Local Roads Programme forming part of the Highways Capital Programme 2022/23.

4.6.8 Repairs and upgrades to benches across the town centre. Wooden lats are not aging well and provide narrow gaps for people to wedge litter down, causing delays in cleaning. Replacing these with plastic lats is £350 per bench. There are c35 benches where this work could be carried out which would cost c£15k.

4.6.9 In summary, upon the completion of the principal towns service schedules, we will appoint a new deep clean team. This team will continually undertake regular scheduled tasks and coordinate with the current resources deployed across the principal town locations. This team will adopt a similar arrangement as the additional town centre team, that is a Grade 5 working manager and 2 Grade 4 staff c£97k. A further £10k per annum has been included to refurbish or make good street furniture within the principal towns.

4.7 Enhancement Opportunities beyond publishing the schedules without requiring additional investment:

4.7.1 Better operational service coordination – presently there are several operational forums that consider the strategic and the safety issues surrounding the town centre sitting in different teams. All these reports to the Town Centre Programme Board albeit, this governance needs to be more formalised. The temporary BU4 role of the Urban Centres Project Manager will initially set out an improved model of operational governance and place management to improve the overall operation and management of the town centre including the Glass Works.

It is anticipated that this will comprise of weekly operational meetings, along with regular town centre walkabouts, with the project team reporting into the TC Programme Board, this will form part of the longer-term development of the *Joining Forces* initiative and would result in a coordinated, joined-up dedicated Town Centre Management Team.

Members should also note that the Glass Works Development Board is currently reviewing its role and is likely to transition into a Centre Management Board, with a focus on the management, marketing, and promotion of the Glass Works in the context of the wider Town Centre. This transition will continue through to full Centre opening in Spring 2022 and will inform the future governance arrangements.

4.7.2 Enhanced street inspection process – Presently the Highways and Engineering Service in BU6, discharge the Council's duties as the Local Highway Authority in accordance with the Highways Act 1980. Highways and Engineering Service undertake safety inspections of all roads at a set frequency determined by road hierarchy. For roads within the new town centre zone it is proposed that these safety inspections also include aesthetics of the environment to programmed

maintenance issues, for example, a slightly leaning or damaged bollard, since it can convey a message that we do not manage the town centre as we might. To protect the investment made in the town centre the inspections in this area will be enhanced.

- 4.7.3 The Council, as Local Highway Authority, has a statutory duty to comply with the requirements of the Highways Act 1980. The Highways Act 1980 is a statute that defines how the Council approaches its responsibilities for roads that have been classified as 'maintainable at public expense', known as 'Adopted Highway'. There are other statutes that need to be considered at the same time such as the New Roads and Street Works Act 1990 and the Traffic Management Act 2004. As the Glass Works project has developed, there are certain areas of land within the project that may benefit the Council to be either classed as Adopted Highway or alternatively 'stopped up' (extinguished) as Adopted Highway.
- 4.7.4 The status of a road as Adopted Highway, introduces several issues that need to be considered in the context of the Glass Works, such as the ability of any statutory undertaker to install their apparatus within the Adopted Highway, i.e., this could be in the new Glass Works square. Alternatively, there is a requirement for the Adopted Highway network to be inspected at regular periods and for the Council to carry out any necessary safety repairs. An example of the conflict caused is that pothole repairs and removal of trip hazards are actioned at a certain depth, which is exceeded by the depth of the water rill. The key reason for rationalising the status of pockets of land within the Glass Works boundary is to minimise any risk to the Council and to ensure that the appropriate status is applied for the benefit of the visitors to the town centre and to protect the authority in the correct way.
- 4.8 The Appendix Two sets out the team, activity, location, frequency with annotated notes and enhancement opportunities. In summary this represents the first time that the collective view of all town centre services have been captured in one place. There are still several areas where 3<sup>rd</sup> party contractors are being secured and periods of defects liability periods left to run. This document should provide the basis for operational management for the town centre and Glass Works zones.
- 4.9 Principal Town work – In addition to this work being carried out in Barnsley town centre, we are also in the process of conducting a similar review in the principal towns across the borough. The same process as set out in 4.4 is being followed with the addition of the plan to work more closely with Area Council managers to better understand how both commissioned and volunteering services could be set out to compliment the service being delivered by in-house teams. Currently, we have conducted principal town walkabouts in Penistone, Hoyland, Wombwell and Goldthorpe with walkabouts for Royston and Cudworth to be completed. Once complete we will set out the gaps and recommendations to produce service schedules in a similar format to appendix two.
- 4.10 At this stage of the principal town walkabouts the overriding gap emerging is centred on service transparency and service coordination. It is anticipated that

cleaning enhancements would be considered on an ad-hoc basis, which will mean that we will seek to leverage the additional resources like stone cleaning etc. from the Town Centre Zone if required.

## 5. CONSIDERATION OF ALTERNATIVE APPROACHES

5.1 Alternative options were considered as part of drafting this cabinet paper, namely not having a Glass Works Zone, and incorporating this into the general Town Centre Zone. This was discounted as an alternative option as the service charge needed a boundary to set out clearly the service physical boundaries and specifications to set a realistic service charge budget.

## 6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS

6.1 Service users of the Town Centre and Glass Works zones will see a better cared for street scene and will see more operatives within the area at the times when the public are present.

## 7. FINANCIAL IMPLICATIONS

7.1 Consultations on the financial implications of this report have taken place with representatives of the Service Director for Finance and S151 Officer.

7.2 The opening of the Glass Works is a significant opportunity to improve the customer experience and leave a lasting memory which will keep people returning to the town centre. Working as one team, through an agreed process which included site walkabouts, all service areas that provide services within the town centre have identified a series of improvements to enhance the service levels and aesthetics of the environment. These consider the current service levels within both the town centre and the Principal Towns.

7.3 Additional one-off and ongoing expenditure is required to deliver the proposed service schedules and identified improvements. These are identified in the table below. The total funding required is £455k split into £31k one-off and £424k recurring. The forecast expenditure will be monitored and considered as part of the MTFS.

Details	Town Centre One-off costs	Town Centre Recurring costs	Town Centre Total	Principal Towns Total - all recurring	TOTAL ALL
	£	£	£	£	£
<b>Additional cleaning teams.</b> Create a 3rd town centre cleaning team to cover the extended hours from 18:00 to 23:00 7 days a week. 1 x team leader/manager + 2 staff including evening	0	97,838	<b>97,838</b>	97,838	<b>195,676</b>

<b>Details</b>	<b>Town Centre One-off costs</b>	<b>Town Centre Recurring costs</b>	<b>Town Centre Total</b>	<b>Principal Towns Total - all recurring</b>	<b>TOTAL ALL</b>
enhancements. Create a 4th cleaning team to cover the Principal Towns.					
<b>Controlling antisocial behaviour.</b> Increasing the cover for Town Centre Wardens between 16:00 to 23:00. 2 posts including Saturday and evening enhancements.	0	69,347	<b>69,347</b>	0	<b>69,347</b>
<b>Bin stock and emptying</b> Replace bins with larger bins. Replacement of bins in Principal Towns is covered by WRAP funding. New hire vehicle Driver	7,000	22,000 28,073	<b>7,000</b> <b>22,000</b> <b>28,073</b>	0 0	<b>7,000</b> <b>22,000</b> <b>28,073</b>
Sub-total	7,000	50,073	<b>57,073</b>	0	<b>57,073</b>
<b>Replacing street furniture</b> (bollards, lamp & CCTV posts).		20,000	<b>20,000</b>	10,000	<b>30,000</b>
<b>Yorkshire stone cleaning.</b> Council team to carry out high pressure steam cleaning on a cycle basis. To include Principal Town buildings as required. Equipment Vehicle hire 2 x grade 5 staff Consumables & training Sub-total	11,500	10,400 56,145 3,000	<b>11,500</b> <b>10,400</b> <b>56,145</b> <b>3,000</b>		<b>11,500</b> <b>10,400</b> <b>56,145</b> <b>3,000</b>
	11,500	69,545	<b>81,045</b>		<b>81,045</b>
<b>Bench repairs.</b> Repairing / replacing c35 benches.	12,250		<b>12,250</b>	10,000	<b>22,250</b>
<b>TOTAL</b>	<b>30,750</b>	<b>306,803</b>	<b>337,553</b>	<b>117,838</b>	<b>455,391</b>

- 7.4 As explained in Paragraph 4.9, the full scale of the repairs and maintenance and cleaning work required in the Principal Towns has not yet been fully assessed. The above additional resources represent best estimates of the additional funding required. Closer working relationships between the different service areas resourcing the town centre together with the £118k funding will provide capacity to carry out regular cleaning within the Principal Towns. This position will be reviewed once the assessments have been completed.
- 7.5 Two other schemes of improvement have been identified for consideration. They are not included in the above table:
- The resurfacing works on Peel Street identified in paragraph 4.6.7 will be included the Local Roads Programme forming part of the Highways Capital Programme for 2022/23.
  - The repaving of the south side of Shambles Street as identified in Paragraph 4.6.6 at a cost of £200k, will be the subject of a separate business case to be considered by the Capital Oversight Board alongside other priorities within the Council's overall capital programme.
- 7.6 Full details of the financials implications are set out in Appendix A.

## **8. EMPLOYEE IMPLICATIONS**

- 8.1 No direct employee implications. Changes in service will be managed through the council's Change management procedure.

## **9. LEGAL IMPLICATIONS**

9.1 Associated with 4.7.3 & 4.7.4

## **10. CUSTOMER AND DIGITAL IMPLICATIONS**

10.1 as 6.1

## **11. COMMUNICATIONS IMPLICATIONS**

11.1 Publishing of service schedules and performance against this will be more transparent.

## **12. CONSULTATIONS**

12.1 As part of drafting this report the following business units were consulted with, BU4, BU6, BU8.

## **13. EQUALITY IMPACT**

13.1 Not applicable – enhancements of existing services.

## **14. LIST OF APPENDICES**

Appendix A: Financial Implications

Appendix One: Proposed Town Centre Zone & Glass Works Zone

Appendix Two: Proposed Schedule of Services

Appendix Three: Action plan update from recent Town Centre Zone walkabouts

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