

Report of Locality Manager (WNW Locality Team)

Report to North West Leeds (Outer) Area Committee

Date: 24th March 2014

Subject: New Locality Services and Development of the 2014/15 Service Level Agreement and Performance Update

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s):		
Adel & Wharfedale		
Guiseley & Rawdon		
Horsforth		
Otley & Yeadon		
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

Summary of main issues

This report provides an update on:

1. Proposed changes to the operating model and structure of Environmental Action Service Locality Teams to deliver zonally based services. It outlines the reasons for these proposals and the process for agreeing them. It also describes the process for developing the Service Level Agreements (SLAs) with Area Committees for 2014/15, and,
2. Performance against the Service Level Agreement (SLA) between Outer North West Leeds Area Committee and the West-North West Environmental Locality Team. This report covers the period from 1st July 2013 to 31st January, 2014 – information is attached at Appendix A.

Recommendations

- 1 That North West Leeds (Outer) Area Committee:
 - Note and comment on the proposals for a new working model for Locality Team services.

- Agree the approach to consulting on proposals for changes to the Locality Team operating model, the priorities within the SLA for 2014/15 and proposals for future waste management arrangements
- Note and comment on the performance of the West-North West Locality Team since July 2013 and,
- Provide guidance and direction to service delivery as necessary.

2 Purpose of this report

3 This report provides an update on proposed changes to the operating model and structure of Environmental Action Service Locality Teams to deliver zonally based services. It outlines the reasons for these changes and the process for agreeing them. It also describes the process for developing the Service Level Agreements with Area Committees for 2014/15

4 Background information

4.1 Executive Board approved revisions to the Area Committee Function Schedules to include a new delegated responsibility for Street Cleansing & Environmental Enforcement Services in March 2011. The delegation makes clear the responsibility of Area Committees to negotiate, develop and approve a SLA with the service that achieves, as a minimum, the service standards set by Executive Board. The SLA should determine the principles of deployment of the available resources by:

- the identification of priorities for service delivery annually (both geographical and in terms of types of services delivered)
- the agreement of the most appropriate approaches to be taken to achieve local environmental cleanliness and quality.

4.2 The delegation of environmental services to Area Committee means that service resources, mainly staffing, are now devolved. Resources are organised into three wedge based teams for East North-East, South South-East and West North-West, aligned to new Locality Teams. The SLA sets out the detail of the resources which will be allocated to the Area Committees. The annual SLA for the Outer North West Area Committee which was agreed on 18th June 2013.

5 Main issues

5.1 Background to the changes to the Locality Operating Model

5.1.1 Since October 2013 Housing Arms-length Management Organisations (ALMOs) no longer exist. The services delivered are now within Leeds City Council, within the Environment and Housing Directorate. This provides us with an opportunity to move to one service that covers all of the environmental issues that were previously split between the Locality Team and ALMOs. The integration of these services will provide one point of contact for these issues, leading to faster resolution and easier access for residents and the public. In the current economic climate the council's priority is to protect front-line services. A reduction in the duplication of management, and therefore a smaller number of managers in the service will help to deliver this.

5.1.2 In addition to former ALMO services there are a number of other environmental services currently managed through Locality Teams which are still delivered on a citywide basis. Bulky waste collection services and needles and public convenience removal services are currently managed by South and Outer East Locality Team for the whole city; Graffiti removal is managed by West North West Locality Team and the ginnel team is managed by

East North East Locality. This leads to inefficiencies in terms of travel and resources, but also means that these services are less able to be influenced and prioritised at a local level.

- 5.1.3 Whilst the service has made good progress over the last two years to initially stabilise and subsequently improve our delivery, there are areas which could be more efficient and effective. The current reliance on lone working all year around means leads to inefficiencies and a lack of flexibility within the service. Staff who work on their own have also fed back that they feel isolated and do not see their supervisor or colleagues often enough.
- 5.1.4 Staff have historically had rigid roles which only enabled them to do one task, e.g. litter picking or driving a particular vehicle. This again means we are not as flexible as we could be, and staff also have little opportunity to develop their skills and progress up through the service. Locality Team staff are often confused about their roles and about what tasks they are (and are not) required to do. Again this leads to a lack of flexibility and can cause conflict between managers and frontline staff.
- 5.1.5 Vehicle usage within the service is considerable, largely due to the size of the Locality Team area and the small number of mobile teams. There is a need to reduce travel time, and therefore fuel usage and wear and tear on vehicles to reduce costs and the impact on the environment.
- 5.1.6 The Locality Teams spend a significant amount on overtime to cover sickness and holidays. The reliance on lone workers and specific job roles compounds this problem as the service cannot easily move resources to cover functions and therefore has to use overtime payments. The imperative to protect frontline jobs also means that we should be using any additional budgets to create or protect permanent jobs, rather than to pay for additional hours.
- 5.1.7 Even though the service has made great strides in bringing together enforcement and cleansing functions so that they complement each other and deliver better outcomes, this relationship could be improved further. Collocating services with partners such as the Police and Housing Leeds, is also a key aim to deliver a more integrated, holistic service.
- 5.1.8 Whilst the gully cleansing service has again been stabilised and improved, the delivery of this on a locality basis has been problematic, especially given the level of resources at our disposal (one vehicle per Locality Team) and the close links to Highways Services. A number of factors including the recent high rainfall, no account being made for the kerbside pots and gully cleansing on a number of highspeed roads have resulted in slippage in the gully cleansing frequency.

It is therefore proposed to move the gully service back to a citywide service and to further look at whether this service would be better delivered through Highways Services in future which provide a single point of contact and could better align with flood risk management.

- 5.1.9 Environmental Action Services is therefore reviewing the delivery of our services and structures in order to deal with the challenges above, whilst protecting jobs and pay.

5.2 Proposed Changes to the Operating Model

- 5.2.1 Environmental Action Services propose to move to a zonally based service delivering all the services described above through a multi-skilled team of people.
- 5.2.2 The service will be directly responsible for all current aspects of Locality Team street cleansing services (excluding gully cleansing – see 4.1.7 above) as set out in the SLA:
 - Manual litter picking

- Litter bin emptying
- Mechanical path & road sweeping
- Flytipping removal
- Graffiti removal
- Needle removal
- Ginnel clearance
- Cleaning of arterial routes
- Cleaning around recycling (e.g. bottle banks) facilities
- Leaf clearing

5.2.3 In addition to these in future Locality teams will be also be responsible for:

- Scheduled bulky waste collections
- Void garden clearances (responsibility for clearing the interior of void houses will remain with Housing Leeds)
- Maintenance of Housing Leeds land and estates.

5.2.4 The service proposes that West and North West Leeds area is split into seven zones, with a Team Leader managing both the cleansing and enforcement functions in the area. Table 1 below describes possible zones subject to further work and agreement with elected members. Job roles will be broader and multi-skilled enabling the zonal team to flexibly deliver all the services described above within the zone.

Table 1 – Proposed operational zones

Area Committee	Zone	Ward(s)
Inner West	1	Armley, Bramley & Stanningley
Outer West	2	Pudsey, Calverley & Farsley
	3	Farnley & Wortley
Outer North West	4	Horsforth & Guiseley & Rawdon
	5	Otley & Yeadon, Adel & Wharfedale
Inner North West	6	Headingley & Hyde Park/ Woodhouse
	7	Kirkstall & Weetwood

5.2.5 It is still proposed that there will still be a commitment to a scheduled level of service for some functions, such as mechanical cleaning, litter-picking and bulky waste collection. However these scheduled services would be part of the zonal teams and therefore more flexible and reactive to the needs of the local Elected Members and residents.

5.2.6 Lone-working will be minimised with staff instead working in small teams. This would deliver the same level of scheduled litter-picking service but more quickly and efficiently and, as an added benefit, white bags would be removed at the point of clearance, rather than waiting for a collection crew to arrive.

5.2.7 Overtime cover would reduce as the multi-skilled workforce would be required to cover each other, with managers moving resources around the zones and the locality to meet the

services' needs. A significant proportion of the current overtime budget would instead be used to fund additional permanent frontline posts. A small overtime budget would be retained to cover some specialist services, e.g. mechanical cleaning.

5.2.8 The service is also working with partners, such as the Police and Housing Leeds, to develop proposals for co-location where possible. The sharing of depot facilities in local areas would deliver significant efficiencies in terms of time and fuel usage.

5.2.9 Work is still required to fully develop detailed operational arrangements and to agree resource allocations within each zonal team. The Locality Team proposes to use the same process for the development of the Service Level Agreement for 2014/15 to undertake consultation with Elected Members on the detailed aspects of the proposals.

5.3 Developing the Service Level Agreement for 2013/14

5.3.1 Service Level Agreements with Area Committees have been in place since June 2011. As part of the process to develop the SLA in 2012/13 we undertook ward level workshops to develop priority areas for improvement. Since then, these areas have not been reviewed and several have now improved to the point where no further action is necessary.

5.3.2 In addition the development and agreement of zonal resource allocations work will also be required to support the next phase of fortnightly black bin collections in parts of west and north west Leeds where this has not yet been rolled out. Several areas will not be put onto fortnightly black bin collections and consultation with Elected Members is needed to ensure agreement about both the areas to be excluded and the approach to future collections in those areas.

5.3.3 We therefore propose to undertake ward-based workshop sessions in April, May and June to cover three main issues:

- Review SLA priority areas;
- Consult on proposals for final zones, resources in each zonal area based on an analysis of need; and,
- Consult on proposals for future waste management arrangements for areas where fortnightly black bin collections will not be implemented.

5.3.4 The results of this consultation will then be shared with the area committee's sub-group before sign-off by the Area Committee.

6 Corporate Considerations

6.1 Consultation and Engagement

6.1.1 Initial consultation on the above has been undertaken with the Outer North West Environmental Sub-group of the Area Committee.

6.2 Equality and Diversity / Cohesion and Integration

6.2.1 A key principle of locality working and the Service Level Agreement is a focus on delivering the best outcome for residents across the area, so that the streets and neighbourhoods in which they live are of an acceptably clean standard. This principle underpins equality and community cohesion, seeking to bring neighbourhoods with poor environmental quality, up to an acceptable standard, whilst improving all areas of Leeds.

6.3 Council Policies and City Priorities

6.3.1 The delegation of environmental services to Area Committees, via an approved Service Level Agreement, will significantly contribute towards the Stronger Leeds section of the new Safer & Stronger Communities Plan 2011-15. By delivering services at an Area Committee level, the priority to '*ensure that local neighbourhoods are clean*' will be much more achievable.

6.4 Resources and Value for Money

6.4.1 There are no resource implications.

6.5 Legal Implications, Access to Information and Call In

6.5.1 There are no legal implications.

6.5.2 The report contains no information that is deemed exempt or confidential.

6.6 Risk Management

6.6.1 There are no risk management implications within this report.

7 Conclusions

7.1 Whilst good progress has been made to improve delegated services over the last two years, for a number of reasons as outlined, we now propose to change the operating model for Locality Teams. This change will deliver a more flexible, local driven service and build upon the good work so far.

7.2 We need to make sure that any changes are developed in consultation with local Elected Members and therefore recommend that a ward-based workshop approach is taken to do this effectively.

8 Recommendations

8.1 That North West West Leeds (Outer) Area Committee:

- Note and comment on the proposals for a new working model for Locality Team services.
- Agree the approach to consulting on proposals for changes to the Locality Team operating model, the priorities within the SLA for 2014/15 and proposals for future waste management arrangements
- Note and comment on the performance of the West-North West Locality Team since July 2013 and,
- Provide guidance and direction to service delivery as necessary.

9 Background documents¹

7.1 None

¹ The background documents listed in this section are available for inspection on request for a period of four years following the date of the relevant meeting. Accordingly this list does not include documents containing exempt or confidential information, or any published works. Requests to inspect any background documents should be submitted to the report author.

Appendix A

Service Performance Update:

- 3.2.8 Between July, 2013 and February, 2014 there were 2038 requests for service emanating from the Area Committee area. Of these, 589 were for Adel & Wharfedale, 403 for Horsforth Ward, 495 for Guiseley & Rawdon and 551 for Otley & Yeadon ward. The largest volumes of service requests across all four wards were for fly tip, followed by gullies, and overgrown vegetation.
- 3.2.9 In the same period the Locality Team served **73** legal notices across the area - mainly for advertising boards, over-grown vegetation and bins on streets. **2** FPN's were also issued in the same period.
- 3.2.10 Covert CCTV funded by Area Committees will also be in place shortly and used across the wedge area to further support enforcement and prosecutions.

Education and Enforcement:

- 3.2.12 Enforcement work and dog-control work continues to be provided Monday to Friday from 7am to 7pm – evening/ early morning and weekend work is provided by prior arrangement. The majority of enforcement work in Outer North West involves responding to requests to service via the contact centre or increasingly from residents and ward members directly.
- 3.2.13 Key local enforcement priorities have now been identified by ward members, team members and residents. Resources are now being allocated to supporting enhanced enforcement work on these priorities which include:
- Work with the High Schools on littering education,
 - Dog fouling awareness and control audits particularly around key parks in all four wards
 - Grass verge enforcement policy development,
 - Bin-yard cleanliness and control
 - Overgrown vegetation,
 - Bins on streets,
 - Better signs and deterrent to dog-fouling,
 - Priority ginnel clean-up and enforcement plan,
 - Environmental audits and litter/ dog-fouling patrols,
 - Fly-tipping and garden waste
 - Littering on in town centre locations, and,
 - Vehicles for sale

3.2.14 It has also worked to raise awareness of problems associated with dog-fouling in across the area and is actively monitoring for dog-fouling.

Cleansing:

- 3.2.15 **Mechanical Path and Road Sweeping-** The reliability of mechanical cleaning services has improved slightly across the last three reported periods (since July 2013), we have completed an average 87.5% of scheduled routes in the area committee area. The delivery of manual cleansing as per the schedule has also improved however further work is required to improve our cover and holiday arrangements to better maintain services when staff are absent. In Outer North West we continue to provide daily, weekly, 3 weekly and 12 weekly mechanical sweeping across both wards - work cycles are based on an 8-day week - this enables an extra day of 'spare' capacity to be programmed in which allows the service to recover days lost due to leave, sickness or vehicle breakdown. Between October 2013 and January 2014 path and road sweepers were prioritising leaf clearance hot-spots within their prescribed routes.
- 3.2.16 **Manual Litter Picking** - continues to be undertaken on pre-set routes - there are currently 4 manual litter pickers covering neighbourhoods in Outer north west each day of the week- a number of litter picking routes have been altered and diverted across the area due to member and resident feedback.
- 3.2.17 **Litter Bins** - are currently emptied and the immediate vicinity checked for cleanliness by one of the teams litter-bin crews. We continue to meet the SLA commitment that all bins will be emptied without any over-flowing and that frequencies of visits will be adjusted to ensure this commitment is met.
- 3.2.18 Over the last year **40** additional litter bins have been installed across the area(as well as a further 16 funded by ward members) - further new/ replacement bins will be installed over the next 6 months.
- 3.2.19 **Fly-tipping, Hotspot and Bulky Item Teams** - the service continues to deploy its dedicated fly-tipping crews across 7 days. The crews work largely on reactive basis following requests for service from the contact centre or increasingly from residents and members directly -they also monitor and clean regular hot-spot areas proactively such as: Yorkgate, Holt Lane, Penfold Lane in Adel & Wharfedale ward; Carlton Lane, Gill Lane, Queenswat, Bayton Lane, Moorfield Estate (rear of White Swan) in Guiseley and Rawdon Ward; Ilkley Rd and Gay Lane in Otley and Yeadon ward and Knott Lane in Horsforth. These crews have been successfully used in a flexible way to meet SLA commitments across Outer North West ,for example, supporting to the leaf-clearance programme across the area, cutting back and removing over-grown vegetation which is an SLA priority. These to support additional clean-ups and ginnel clearance activity in Outer North West.
- 3.2.20 **Gullys** - we continue the service the circa 52,000 gully's across WNW Leeds using 2 dedicated crews over 7 days. The crews work on a ward programme basis in the following order: Pudsey, Armley, Bramley Farnley & Wortley, Bramley & Stanningley, Calverley & Farsely, Guiseley and Rawdon, Otley & Yeadon, Kirkstall, Horsforth, Adel & Wharfedale, Weetwood - they are currently working in Farnley & Wortley and it is anticipated that each ward can take up to six weeks to complete - one of the 7 days is used for member/ referral reactive activity across WNW. The programmed work is supported by a city-wide wet-spot team which covers known flood/ wet-spot areas and all beanie-blocks. Over the last 6 months we have worked with highways to develop protocols around reporting and mapping collapsed gully's across Outer North West and have identified priorities for capital spend to repair key gullies. In terms of programmed cleansing - gullies in Guiseley & Rawdon were last cleansed in July 2013, in Otley & Yeadon they were last cleansed in March 2013 – gullies in Horsforth are and Adel & Wharfedale are due to be cleansed this summer - It is currently taking approximately 24 months to revisit each ward for programmed cleansing.

- 3.2.21 **Graffiti Removal** - the team currently manages the city-wide graffiti team – we have 2 crews working 7 days a week across the city - we aim to remove all offensive graffiti within 24 hours of receiving reports. The team are also deployed to proactively remove graffiti in known hot-spot locations.
- 3.2.22 **Bush & Ginnel Team** - a number of referrals for each of the wards have been made for to the bush and ginnel team - these form part of the on-going ginnel cleansing work via ward member and sub-group meeting - the locality team now visits key ginnels for cleansing purposes across Outer north west and work with Parks & Countryside, Grounds Maintenance and the Bush and Ginnel Team to cut-back overgrown vegetation in ginnels.
- 3.2.23 **Needle Team** - we continue to make referrals for needle removals across Outer North West to the city-wide needle team.