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# Report of Director of Environment and Housing

# **Report to Executive Board**

Date: 18th March 2015

**Subject: Parks and Countryside Area Delegation** 

Are specific electoral Wards affected?	⊠ Yes	☐ No
If relevant, name(s) of Ward(s): All		
Are there implications for equality and diversity and cohesion and integration?	⊠ Yes	☐ No
Is the decision eligible for Call-In?	⊠ Yes	☐ No
Does the report contain confidential or exempt information?	☐ Yes	⊠ No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

# Summary of main issues

- 1. Executive Board in July 2008 agreed enhanced roles for the then Area Committees around the development of community parks managed by the Parks and Countryside service under the heading Community Greenspace.
- 2. It is proposed to include the horticultural maintenance of community parks, cemeteries, recreation grounds, urban woodland, natural areas and local green space as part of the delegation to Community Committees set out in the Community Committee Executive Delegation Scheme.
- 3. It is proposed that these delegations will include the prioritisation of investment on these sites to help achieve and sustain Leeds Quality Park standard, along with allocation of resource priorities using the parks asset register to determine requirements and the impact of any proposed changes.
- 4. The delegation scheme will therefore afford Community Committees the opportunity to steer and guide resources appropriately in their localities.
- Decisions on land ownership and property will continue to be managed as part of the Council's asset management function with management of staff and decisions on the procurement and deployment of equipment undertaken by the Parks and Countryside service.
- 6. Many of the service functions within Parks and Countryside are based centrally, or at major parks and therefore cannot be considered at an area dimension; for this reason they have been excluded from the delegation (referred to in paragraphs 3.4.2 to 3.4.4).

7. It is proposed that officers discuss investment decisions and resource allocation priorities at environment sub-group meetings from which recommendations for decision would be taken by the relevant community committee each year. With some priorities already set for the financial year 2015/16 this will be a transitional period before full implementation in April 2016.

#### Recommendations

- 8. It is recommended that Executive Board:-
  - approve the amended Community Committee Executive Delegation Scheme as shown attached at Appendix A to this report;
  - note that some decisions may take more than one year to implement e.g. having a significant impact on machinery deployment, in which case a phased implementation in line with lease arrangements, would need to be agreed;
  - remove the reference to 'community greenspace' as a priority advisory function as set out in paragraph 4.5.1; and
  - Note that the changes outlined above will take effect from 1 April 2015 and that the Chief Officer Parks and Countryside will be responsible for implementing these decisions.

## 1 Purpose of this report

1.1 This report outlines proposals to delegate the development and horticultural maintenance of community parks, cemeteries, recreation grounds, urban woodland, natural areas and local green space to community committees.

# 2 Background information

- 2.1 Current delegation arrangements were agreed at Executive Board in July 2008. At the same time enhanced roles were outlined for what were then referred to as area committees in relation to 'community greenspace' defined as community parks vested with the Parks and Countryside service.
- 2.2 In accordance with the enhanced role Community committees are currently consulted on significant developments or where they impact on more than one site. Where developments are less significant or only impact on one site then ward members and community groups are informed and consulted using established procedures. The Parks and Countryside service provide annual reports to community committees highlighting issues relating to the community greenspace function.

### 3 Main issues

- 3.1 It is proposed that further delegations are made to community committees in respect of the horticultural maintenance of community parks, cemeteries, recreation grounds, urban woodland, natural areas and local green space, thus enabling them to:
  - be responsible for the prioritisation and allocation of investment decisions to help achieve and sustain Leeds Quality Park standard;
  - be responsible for setting resource priorities using the parks asset register to determine requirements and the impact of any proposed changes.
- 3.2 The delegation scheme will therefore afford Community Committees the opportunity to steer and guide resources appropriately in their localities.
- 3.3 Each of these is now considered in more detail.

### 3.4 Scope of Delegation

3.4.1 The current scope relates specifically to the 62 community parks in the city. Additional sites proposed in scope include 95 recreation grounds, 430 hectares of local green space, 156 nature conservation sites, 21 cemeteries and 25 closed churchyards. Parks and Countryside are also responsible for the maintenance of roundabouts included in scope, many of which have sponsored floral features in support of the 'In Bloom' initiative. This secures an income of around £200k each year which in turn enables roundabouts to be enhanced with bedding and other landscape features as well as administering the scheme.

- 3.4.2 Many of the service functions within Parks and Countryside are based centrally, or at major parks and therefore cannot be considered at an area dimension. These include the nursery, management of allotments, bereavement services, forestry, playground engineering along with technical and administrative functions.
- 3.4.3 Horticultural maintenance of major city parks are not proposed to be included namely at Roundhay, Temple Newsam, Lotherton, Kirkstall Abbey, Middleton Park, Otley Chevin Forest Park and Golden Acre. In addition gardens in the city centre management area are not included along with golf courses and the 3 crematoria sites in the city.
- 3.4.4 It is important to note that there is a £3.2 million income target each year for parks development of which around £1 million labour is offset against capital, mainly through landscaping undertaken during the autumn and winter period. In practice this means staff who undertake maintenance tasks during the summer supplement 'extra work' teams in winter to undertake parks development. The work itself can take place anywhere across the city depending on where capital schemes are being delivered, so it is very difficult to determine how this could be apportioned or delegated at an area level other than on an arbitrary basis. For this reason parks development work has been excluded from the scope of delegation.

### 3.5 Delegation of investment decisions

- 3.5.1 The Parks and Green Space Strategy approved at Executive Board in February 2009 sets out the vision and priorities to 2020. One of the key proposals contained in the strategy is the aspiration for all community parks to meet the Green Flag standard for field based assessment by 2020. In total there are 138 parks and green space assessed against this standard referred to as the Leeds Quality Park (LQP) standard. These include 62 community parks, 21 cemeteries, 20 recreation grounds, 17 woodland/nature areas, and 18 areas of local green space.
- 3.5.2 All community parks were assessed against this standard in 2014 and will continue to be assessed on this basis in future. The following table sets out performance by each community committee specifically for community parks:

Community Committee	Number of Community Parks	Achieve LQP Standard 2014/15	Percentage
East Inner	5	2	40%
East Outer	7	4	57%
North East Inner	4	3	75%
North West Inner	8	2	25%
North West Outer	8	4	50%
South Inner	5	3	60%
South Outer	9	4	44%
West Inner	7	4	57%
West Outer	9	6	67%
Total	62	32	52%

Table 1: Community Parks assessed

3.5.3 The average across all community committees in 2014/15 is 52%, against a target of 60%. The target for future years to 2020/21 is as follows:

2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
66%	73%	81%	87%	94%	100%

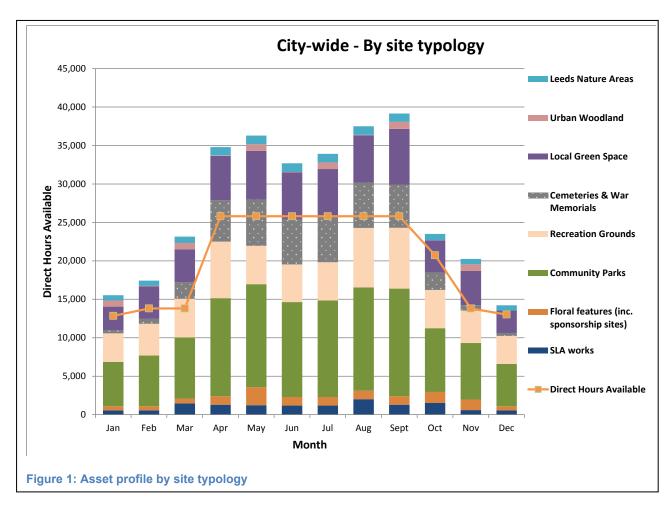
- 3.5.4 In order to achieve this target it is necessary to identify capital investment for those community parks that do not currently reach the standard. It is also important that some allowance is given to sustain parks at the Leeds Quality Standard for those that have already met this target. The level of capital investment required to meet and sustain the Leeds Quality Parks standard to 2020 for all community parks (including fixed play), is estimated at around £8 million, or around £1.3m per annum.
- 3.5.5 Investment is mainly reliant on S106 funding, although there are other grant funding sources particularly Green Leeds and in relation to playing pitches, the Football Foundation. There are often constraints associated with these funding sources either in terms of what the capital funds can be spent on, or geographic e.g. in the vicinity of where the development occurred in relation to S106. There is currently around £3.5m S106 contributions available for green space funding, which includes allocations on a range of improvements including community parks, fixed play, playing pitches and other areas of green space. After 2015, it will not be possible to secure off site S106 developer contributions for green space improvements. This will be replaced by the Community Infrastructure Levy (CIL) for which funding for green space will be allocated in line with agreed policy.
- 3.5.6 Community parks have been prioritised for investment developed since 2005, and in 2006, just 23% achieved the Leeds Quality Park standard compared to 52% in 2014. Resident surveys to nearly 34,500 adults, young people and children demonstrated that due to improved standards there was an increase from 82% in 2004 to 96% in 2009 who visit parks each year. Satisfaction levels for community parks increased during this period by nearly 24%, and resident visits increased by nearly 16%. Community parks represented the second, third and fourth highest visited parks in Leeds (with Roundhay Park the most visited), and there are 6 community parks in the top 10 most visited parks in Leeds.
- 3.5.7 It is proposed that officers discuss priorities on investment decisions at each environment sub-group from which recommendations for decision would be taken by the Community Committee each year. The community committee would therefore be responsible for decisions on the allocation of investment funds available for the relevant parks and green space in their area. It should be noted that decisions on land ownership and property will continue to be managed in a strategic manner as part of the Council's asset management function.

### 3.6 Delegation of resource priorities

3.6.1 In meeting these challenging budget targets the service has already undertaken a number of steps, including reducing the number of managers and back office staff as well as a reduction or elimination of subsidies, notably for bereavement services and allotment provision. Outdoor bowls has also been reviewed working with representatives from the relevant associations resulting in revised season

ticket arrangements that commenced in 2014. In addition, Executive Board recently approved converting Middleton Golf Course to parkland and to work with Gotts Park Golf Club to transfer the management of the course. The service has also sought to be enterprising and innovative including Tropical World refurbishments, sponsorship, concessions, nursery trading and increasing the level of volunteers.

- 3.6.2 It is also important to note that over 50 gardeners have left the service over recent years that in the interim were replaced by 40 seasonal gardeners over the summer period. However, since April 2014 existing permanent staff have commenced working 41 hours a week in summer and 33 hours on average in winter. This has enabled front line jobs to be protected and allows an 11% increase in productivity with an estimated net saving of £140k due to a reduction in the number of seasonal staff employed. It has also enabled the service to implement a second year apprenticeship programme in 2014 with 6 horticultural apprentices, in addition to 11 recruited in 2013.
- 3.6.3 Staff are multi-skilled and deployed throughout the city as and when seasonal pressures demand. All staff within Parks and Countryside who are Craft Gardener level or above, have been, or will be trained to a National Vocational Qualification Level 2 or equivalent in horticulture, with some staff trained to foundation degree level. Staff are also responsible for supervising volunteers and work placements, as well as supervising the safe running of over 720 events each year in liaison with event organisers.
- 3.6.4 The approach that is proposed is therefore to utilise the parks asset register to determine resource requirements, and to use this data to assess and align community committee priorities. The parks asset register is a database of features that require horticultural maintenance on an annual basis. All these features are represented on an electronic mapping system linked to the database. This includes grass, shrub and rose beds, flower beds, hedges, fixed play areas, and sports pitches. From these quantities it is possible to determine the estimated resource requirement to conduct routine maintenance, and therefore the impact of alternative maintenance regimes and the impact of changing priorities.
- 3.6.5 The following asset profile uses the site typology (e.g. community park, cemetery, recreation ground, local green space, urban woodland) to represent staff resources required and the direct hours available to carry out this work. The community committee would be made aware of any implications that would arise from prioritisation decisions whether financial or operational. An illustration of this approach on a city wide basis is shown below.



3.6.6 From this diagram it can be noted that the actual staff resource (based on current allocation) available in terms of direct hours is insufficient to meet the required standards as set out in the asset register. The following table illustrates this by considering the direct hours required compared to those available to meet suitable horticultural standards.

	Direct Hours Required	Direct Hours Available
Summer	216,127	154,838
Winter	112,583	88,053
Total	328,710	242,891
Full-time Equivalent	209 FTE	154 FTE

- 3.6.7 The site typology list is in the current order of priorities (with SLA works the highest priority), which reflects that decision to withdraw from undertaking maintenance duties in urban woodland areas and natural areas, with the primary focus on community parks, recreation areas, cemeteries and local green space.
- 3.6.8 The asset register provides opportunity to model options for community committees to determine resource priorities. If for example a community committee wished to undertake litter picking in an area of woodland, then the resource requirement could be calculated in order to determine the impact that this would potentially have on other managed assets or sites. Clearly, unless

- additional resources were provided, it would be necessary to identify a corresponding reduction in resource requirement for another managed feature.
- 3.6.9 It is important to note that local communities make a significant contribution to improving parks and green spaces across the city, particularly in those areas where direct resources have been withdrawn. Volunteers provide an estimated 29,000 volunteer days each year, equivalent to around 109 full-time equivalent staff as illustrated in the following table.

	Volunteer Days					
Community Committee	Supervised	Friends of Groups	Work Place- ments	In Bloom	Corp- orate	Grand Total
East Inner	293	40	1,417	0	109	1,859
East Outer	1,760	84	462	2,090	183	4,579
North East Inner	186	337	304	240	34	1,101
North East Outer	1,344	80	0	6,200	92	7,716
North West Inner	309	216	253	600	27	1,405
North West Outer	1,561	614	133	1,520	76	3,904
South Inner	415	40	13	1,719	90	2,277
South Outer	541	942	0	2,472	188	4,143
West Inner	230	38	13	280	76	637
West Outer	177	0	0	640	57	874
Cross Cutting	0	22	0	0	0	22
	6,816	2,413	2,595	15,761	930	28,515

- 3.6.10 This includes over 50 'friends of' groups, over 50 'in bloom' groups, in addition to work placements, community payback, youth rehabilitation and corporate volunteers all of whom conduct practical work on a range of different sites. A number of sites now have community partnership agreements in place which enables community groups to look after sites independently whilst ensuring that safety and public liability obligations are met. The Leeds Parks and Green Space Forum, established in 2012 also aims to engage more local people in caring for parks and green spaces and to support voluntary groups that care for green spaces in Leeds as well as raise funds for the benefit of parks and green spaces and their users.
- 3.6.11 Three examples are now provided to illustrate how different types of green space have contrasting resource requirements and how a community committee might wish to consider alternatives.

### 3.6.12 Example 1: community park compared to woodland

3.6.13 For illustration, the following pictures are of Manston Park and Gipton Wood and highlight the differences in horticultural management, which for a community park includes fine turf management, sports pitch management as well as grass cutting and bed maintenance. It should be noted that with regard to direct hours involved in woodland that this makes allowance for a litter pick every 2 months and does

not include woodland or individual tree management activities undertaken by the forestry section.





**Manston Park** 

**Gipton Wood** 

3.6.14 When comparing a hectare of woodland to a hectare of a typical community park, the following direct hours would be necessary to carry out horticultural maintenance activities:

Typology	Typical Direct Hours per annum for 1 hectare
Community Park	356.7
Woodland	10.2

3.6.15 Community committees may therefore wish to consider where appropriate establishing areas of woodland (utilising grant funding opportunities to cover initial costs) on some areas of green space to prioritise maintenance on other green spaces.

### 3.6.16 Example 2: relaxed mowing

3.6.17 Community committees may wish to consider adopting relaxed mowing where this is appropriate. An example of this (illustrated below) is at Carr Manor Fields which for many years was subject to flooding which in turn impeded grass cutting operations. In consultation with members and the local community an alternative approach has been adopted whereby paths are maintained through areas of grass that are cut once a year. A similar approach has also been adopted at Bramley Falls.



Carr Manor Fields

3.6.18 For illustration, the following table provides a comparison in direct hours for managing amenity grass (typically cut 14 times) compared to managed grassland (cut once a year).

Typology	Typical Direct Hours per annum for 1 hectare
Amenity Grass	37.3
Managed grassland	5.2

# 3.6.19 Example 3: wildflower meadows

3.6.20 Community committees may also wish to consider adopting wildflower meadows. Wildflower meadows contain naturalised grasses, wildflowers and flowering plants that benefit wildlife, particularly pollinating insects, as well as providing colour and a vibrant landscape feature. There are opportunities to create these meadows on some of the larger grassed areas in parks, recreation grounds, roadside verges and on existing housing estates. Illustrations of an 'alliance' mix from Brookfield Recreation Ground and 'rainbow' mix from Stanningley Park are shown below.







**Stanningley Park** 

- 3.6.21 The parks asset register can therefore be used to calculate resource requirements and plan alternative management scenarios in line with community committee priorities. It is proposed that priorities are communicated and assessed in discussion with community committee environment sub-groups in late summer/early autumn each year to make preparations for the following peak growing season. Priorities have therefore already been set from April 2015 so the impact of any alternative approaches would take effect from April 2016. It should also be noted that should any change for example have a significant impact on machinery deployment, then a phased implementation in line with lease timeframes would need to be agreed.
- 3.6.22 The community committee would therefore be responsible for labour resource allocation decisions on an annual basis using the parks asset register to calculate requirements and plan alternative management scenarios in line with community committee priorities. It should be noted that this is a service delegation and therefore management of staff, and decisions on the procurement and deployment of equipment will be undertaken by the Parks and Countryside service.

### 4 Corporate Considerations

# 4.1 Consultation and Engagement

- 4.1.1 A consultation report and presentation was conducted at the environment and community safety community committee champions' meeting (chaired by the Executive Member for Cleaner, Stronger and Safer Communities), which has representation from each community committee. A consultation paper was provided for each community committee and in response officers were invited to attend meetings relating to the North West Outer, West Outer, West Inner and North West Inner community committees.
- 4.1.2 In general, the increased scope of delegation and opportunity to have a greater degree of decision-making was welcomed. The use of the parks asset register to graphically display resource requirements and utilisation proved a useful way of engaging in discussion. Furthermore the examples provided relating to woodland and relaxed mowing enabled the potential to visualise alternative management approaches and the impact on resources utilised. There is also the potential for community committees to consider grant funding opportunities as well as directing available investment funding.
- 4.1.3 The over-riding concern is that there is no proposal to delegate budgets or to identify specific resources (i.e. staff members, machinery) to be under the control of each community committee. A related concern was that additional savings were required for the Parks and Countryside budget and that this would reduce the available resource as part of the delegation. Community committees would therefore in effect have to take difficult decisions to reduce the level of resources deployed on managing parks and green space in their area.
- 4.1.4 The consultation paper outlined the need to deploy staff across the city in order to achieve a £3.2 million income target each year by carrying out parks development works. In addition, some larger machines are deployed on routes that cut across community committee boundaries and as a result a budget delegation would result in a loss of economies of scale. It was emphasised in response during consultation that the proposal is for a service delegation based around community committees directing investment and determining priorities for resource allocation. Management responsibility of staff and machinery would therefore be retained by the Parks and Countryside service. It is however acknowledged that some community committees do fund site based gardeners and therefore that this should be taken into account when allocating the resources available.
- 4.1.5 A further key concern raised during consultation relates to the future allocation of funding via planning gain. This is considered at paragraph 4.4.2 below.
- 4.1.6 A query was raised as to whether the delegation proposals included buildings contained on Parks and Countryside land, for which it was confirmed that these were not part of the delegation and would continue to be managed via the asset management function. Where there is any specific horticultural maintenance requirement stipulated in respect of existing funding arrangements these would also be honoured in determining future resource allocation decisions.

### 4.2 Equality and Diversity / Cohesion and Integration

4.2.1 A copy of the EDCI screening form is included in Appendix 1. The screening has confirmed that equality, diversity, cohesion and integration considerations have been effectively considered and that a full impact assessment is not required.

## 4.3 Council policies and City Priorities

- 4.3.1 The proposals in this report support the Vision for Leeds 2011 to 2030 and in particular the 'Best city ... for communities' where people feel able to get involved and make decisions. They also contribute in part to the aspiration that 'there are high quality buildings, places and green spaces, which are clean, looked after, and respect the city's heritage, including buildings, parks and the history of our communities' as part of the overall aim that 'all Leeds' communities will be successful'.
- 4.3.2 The proposals also support the Best Council Plan 2013-17 and in particular objective 1 in 'supporting communities' and 'strengthening local accountability and being more response to the needs of local communities'.

### 4.4 Resources and value for money

- 4.4.1 It is proposed that officers discuss priorities on investment decisions at each environment sub-group from which recommendations for decision would be taken by the Community Committee each year. The community committee would therefore be responsible for decisions on the allocation of investment funds available for the relevant parks and green space in their area.
- 4.4.2 A key concern raised during consultation relates to the future allocation of funding via planning gain. At present this allocation is ring fenced but in the near future it will not be possible to secure off site S106 developer contributions for green space improvements. This will be replaced by the Community Infrastructure Levy (CIL). There is around £1 million of S106 funding spent each year of parks related development. The concern highlighted is that investment funding for green space will reduce under competing pressures for other infrastructure projects, and that this will have a major impact on the quality of parks and green space across the city. Furthermore around £1 million of the £3.2 million income target supports the Parks and Countryside staffing budget and this could represent a pressure if future allocation under CIL was reduced.
- 4.4.3 The parks asset register would be used to calculate resource requirements and plan alternative management scenarios in line with community committee priorities. It is proposed that priorities are communicated and assessed in discussion with community committee environment sub-groups in late summer/early autumn each year to make preparations for the following peak growing season. Priorities have therefore already been set from April 2015 so the impact of any alternative approaches would take effect from April 2016. It should also be noted that should any change for example have a significant impact on machinery deployment, then a phased implementation in line with lease timeframes would need to be agreed.

### 4.5 Legal Implications, Access to Information and Call In

4.5.1 Executive Board in July 2008 approved the following enhanced role for Area Committees:

Community Greenspace	This covers 73 community parks vested with the Parks and Countryside Service. These include a wide variety of recreation facilities, sports pitches, play areas, formal and informal horticultural features.
	Area Committees will influence the development and use of community parks and be consulted about proposals for the development and use of them, for example proposals for refurbishment and installation of new play equipment'

- 4.5.2 It is proposed that the Community Committee Executive Delegation Scheme is amended to include the functions referred to above as set out at Appendix A to this report.
- 4.5.3 The proposed revisions to the community committee delegations will enable investment decisions and allocation of available resources within each area to be best utilised to meet local need.
- 4.5.4 It is proposed that the amendments to the Constitution will be effective from 1st April 2015 to allow planning to begin on changes to existing arrangements although any changes may not be implemented until April 2016. The proposed delegation will increase the current scope to include the horticultural maintenance of community parks, cemeteries, closed churchyards, recreation grounds, urban woodland, natural areas, roundabouts, floral features and local green space (noting the exclusions set out in paragraphs 3.4.2 to 3.4.4).
- 4.5.5 Furthermore, it is proposed that officers discuss priorities on investment decisions at each environment sub-group from which recommendations for decision would be taken by the community committee each year. The community committee would therefore be responsible for decisions on the allocation of investment funds available for the relevant parks and green space in their area. Finally, community committees are responsible for labour resource allocation decisions on an annual basis using the parks asset register to calculate requirements and plan alternative management scenarios in line with community committee priorities. It should be noted that should any change for example have a significant impact on machinery deployment, then a phased implementation in line with lease timeframes would need to be agreed. Finally, this is a service delegation and therefore management of staff, and decisions on the procurement and deployment of equipment will continue to be undertaken by the Parks and Countryside service.
- 4.5.6 There are no issues identified with access to information and the report is subject to call in under the Council's constitution, rules and procedures.

### 4.6 Risk Management

4.6.1 There are no significant risks identified with the recommendations contained in this report.

### 5 Conclusions

5.7.1 It is proposed to include the horticultural maintenance of community parks. cemeteries, recreation grounds, urban woodland, natural areas and local green space as part of the area delegation. In addition it is proposed to delegate investment decisions on these sites to help achieve and sustain Leeds Quality Park standard and resource priorities using the parks asset register to determine requirements and the impact of any proposed changes. Many of the service functions within Parks and Countryside are based centrally, or at major parks and therefore cannot be considered at an area dimension; for this reason they have been excluded from the delegation (referred to in paragraphs 3.4.2 to 3.4.4). Investment and resource allocation priorities would be discussed with officers at environment sub-group meetings from which recommendations for decision would be taken by the relevant Community Committee each year. The priorities from April 2015 have already in effect been set so the implementation of any changes would take place from April 2016. With some priorities already set for the financial year 15/16 this will be a transitional period before full implementation in April 2016.

### 6 Recommendations

- 6.1 It is recommended that Executive Board:-
  - approve the amended Community Committee Executive Delegation Scheme as shown attached at Appendix A to this report;
  - note that some decisions may take more than one year to implement e.g. having a significant impact on machinery deployment, in which case a phased implementation in line with lease arrangements, would need to be agreed;
  - remove the reference to 'community greenspace' as a priority advisory function as set out in paragraph 4.5.1; and
  - note that the changes outlined above will take effect from 1 April 2015 and that the Chief Officer Parks and Countryside will be responsible for implementing these decisions.

### 7 Background documents<sup>1</sup>

7.1 None.

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<sup>&</sup>lt;sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.