

Report of the Assistant Chief Executive (Customer Access and Performance)

Report to Executive Board

Date: 10 February 2012

Subject: Towards More Integrated Locality Working 2: An early review of the Environmental Services delegation

Are specific electoral Wards affected? All If relevant, name(s) of Ward(s):	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
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 checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. Service level agreements for a locally delegated Environmental Service were agreed with all ten Area Committees in September 2011 and the Service has already reported to area committees on its first three months of activity.
2. This report to Executive Board seeks to articulate the emerging successes and challenges as expressed by Elected Members in discussions at a range of meetings/forums and captured locally. As such, this report is not intended to replace the more detailed and technical performance reporting of the Environmental Service directly to Area Committees or to Executive Board.

Recommendations

That Executive Board:-

- i) Welcome the gradually improving confidence of Elected Members in the delegated service and endorse activities to do more to embed the service locally.

- ii) Approve a constitutional amendment as shown in **Appendix 1** and to authorise officers to set out and agree with Area Committees other appropriate delegations for a further service level agreement – Ginnel/Gully Cleansing and Graffiti.

1 Purpose of this report

- 1.1 This paper seeks to report on an early stage review of the delegation of environmental services and articulates the views of Elected Members across the ten Area Committees as reported by the three Area Support Teams (previously known as Area Management) in ENE, SE, and WNW. In doing so, it lends heavily from a range of discussions at environmental sub groups, tasking meetings, area committee meetings, ward meetings, the views of our Environmental Champions, and from the Area Committee Chairs Forum meeting. As such, this report is not intended to replace the more detailed and technical performance reporting of the Environmental Service directly to Area Committees or to Executive Board.

2 Background information

- 2.1 Executive Board approved a refreshed approach to integrated locality working at its meeting in December 2010 and also approved a set of design principles to underpin its commitment to more collaborative working locally. New arrangements emerged. The responsibility for integrated locality working was transferred from Environments and Neighbourhoods Directorate to the Planning Policy and Improvement Directorate (now called Customer Access and Performance) and three Area Leaders were recruited to lead integrated working in East North East, South East, and West North West Leeds. Executive Board oversight of locality working remained with the portfolio holder for Neighbourhoods, Housing and Regeneration.
- 2.2 The paper received by Executive Board at its December 2010 meeting articulated the need to delegate some services to area committees as one of the key elements of improved locality working and proposed the delegation of an integrated environmental service. A further report to Executive Board in March 2011 on the delegation of Streetscene services and consultation with local Elected Members across all ten Area Committees resulted in the development of a service level agreement. This agreement included the following activities:-
 - Street cleansing (including mechanical and manual)
 - Leaf clearing
 - Litter bin emptying
 - Dog warden services
 - Littering and fly tipping regulation

- Domestic and commercial waste
- Highways enforcement
- Graffiti enforcement, and
- Overgrown vegetation controls

2.3 Ten individual service level agreements were approved – one by each Area Committee - with the service going live for delegation in early September 2011 through three locality teams based in East North East, South and South East, and West North West each led by a Locality Manager for the local service. The service has since reported to Area Committees on its first three months activities against the agreed service level agreements. As a consequence, it is timely to report to Executive Board on an early Elected Member view – as articulated to Area Leaders and their staff by Elected Members at a range of different meetings and forums. As such, this report is not intended to replace the more technical performance reporting of the Environmental Service directly to Area Committees or to Executive Board.

3 Main issues

The constituent parts of this report focus on a composite an Elected Member view on the early impact of the delegation on –

- Member involvement and local accountability
- Partnership working
- Workforce practice and cultural change, and the
- Quality of the environment

The report articulates briefly the emerging successes and challenges and highlights some examples of emerging evidence. The report also makes recommendations on the development of the next iteration of the service level agreement.

3.1 Impact on Member Involvement and Local Accountability

3.1.1 Key emerging themes

Elected Members have reported that there is:-

- Effective local Elected Member engagement, influence, accountability and governance.
- A degree of cross ward negotiation for service resources.
- Direct contact between Elected Members with named/known supervisors.

- An effective overview of the performance of the service level agreement by the Area Committee Environmental Sub Groups and Elected Member Environmental Champions.
- Increasing confidence in senior officers and their staff to work together on the ground.
- Some frustration about the slow progress on some long standing issues and the allocation of some resources.
- A need to consider the involvement of Elected Members in the purchasing and the location of machinery.
- A need to consider the alignment/delegation of the Refuse Service alongside the existing delegation for environmental services.

3.1.2 An example of emerging success: –

- In the WNW – An Elected Member Environmental Champion is leading the exploration of littering and dog fouling enforcement on Armley Town Street.

3.2 Impact on Partnership Working

3.2.1 Emerging Successes and Challenges:-

- Improved crime and grime tasking arrangements with senior leadership have provided for action on workforce practice and cultural change.
- Regular neighbourhood focus through walkabouts with Elected Members, Officers from the Council and partner agencies has helped to develop a sense of common purpose around the environment.
- The facility to commit resources locally has improved the speed of response and as a consequence has improved relationships with statutory providers and with residents and community organisations.
- Cross organisational/geographical boundary work has teased out areas of potential conflict and confusion but also resolution between agencies operating in the same area.
- Further work is required to align the work of the Housing and Parks and Countryside with delegated Environmental Services.
- The development of time limited Integrated Environmental Services meetings chaired by Area Leaders is identifying further opportunities for improvement and providing a forum for improved collaboration.
- A constructive dialogue with Parish and Town Councils is emerging which has sought to enhance the relationship between them and Leeds City Council. However, more work could be done to embed the relationship.

- Further work is required to better join up the enforcement elements of the service with our partners such as the police.

3.2.2 An example of the emerging success:-

- In the SE – the Council and its partners have supported a community led clean up initiative by a local Elected Member, the Imam of the local mosque, and worshippers at Friday prayers.

3.3 Impact on Workforce Practice and Cultural Change

3.3.1 Emerging Successes and Challenges:-

- Improved attendance by the service at local meetings has helped improve communication.
- Improved focus and responsiveness have been reported by Elected Members and residents.
- Closer supervision and management of front line staff has promoted the view that walking past a problem is seen increasingly as a negative behaviour within the service.
- Clarity is sought by Elected Members that extra cleaning days are not being used to supplement sickness absence.
- A broader direct engagement of Environmental Services supervision and front line staff with Elected Members should be promoted and would be welcomed.

3.3.2 Examples of the emerging successes:-

- In the ENE - Intelligence sharing between enforcement teams and bulk vehicle teams has led to the removal of over 2000 tyres from various sites in the outer areas.

3.4 Impact on the Quality of the Environment

3.4.1 Emerging Successes:-

- All Area Committees have recognised that it is relatively early days for the delegated service. Nevertheless, Elected Members hold a general view that in the main areas look cleaner.
- Elected Members feel more engaged with associated matters such as the response to littering problems caused by road side traders.
- Improved litter bin emptying in district centres has led to a cleaner open public space.

- An increasing focus on ginnels of concern to Elected Members and the tackling of hotspots of detritus and debris are again contributing to the view that areas seem cleaner.

3.4.2 Emerging Challenges:-

- Further improvements in the rate and consistency of litter bin emptying.
- Further improvements to ginnel and gulley cleansing and graffiti.
- As improvements in baselines are being made other issues such as dog fouling are emerging. Dog fouling in particular is a cause of real concern to Elected Members.
- The accumulation of uncontained waste in back streets as the major streets and roads are addressed is becoming a cause for concern.
- A step change in enforcement and education is seen by Elected Members as a key next step for the service.
- Finding methods and opportunities for the public to feedback views on the service.
- Further improvements in anticipating and planning around major events such as University 'freshers' week are seen by Elected Members as a key next step for the service.
- A further and continued focus on seasonal leaf clearing activities.
- Further improving the response to replacing litter bins, white bag collections, graffiti, dog licensing, and the operation of lengthsman equipment in villages.

3.5 Considerations for a further development and embedding of the service

Elected Members have articulated the following views for consideration by the service and where appropriate for these to be included in a refreshed version of the service level agreement. These include:-

- An account of what the service is doing to become more efficient and effective and how it will evidence productivity gains to Area Committees.
- Strengthening the education and enforcement strategy of the service.
- Improving the reporting of progress to area committees that minimises jargon, uses plain English, describes outcomes and includes resident satisfaction measures.
- Providing for a robust community engagement strategy that draws on intelligence gathering from and feedback to the community.
- Strengthening and providing consistency in the involvement of Police Community Safety Officers in enforcement action.

- Deepening the engagement of Parish and Town Councils in the delegation.
- Providing clarity on the resources and approach applied to binyards and how a range of local resources will be aligned to tackle the problem.
- Providing clarity on the resources and approach applied to ginnel and gulley cleansing and graffiti and how a range of local resources will be aligned to tackle the problem.
- Improving the levels of coordination for white bag collection.
- Providing clarity on the role of the Community Payback Team in environmental improvement programmes.
- Addressing the lack of litter bins near bus stops.
- Addressing the approach to orphan land and private estates.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Extensive consultation with Elected Members has taken place by the service in developing the service level agreement and there is a robust local architecture for engaging Elected Members and some residents in a range of parallel activities that are reported in this paper. Further work is required to strengthen the role of residents and the broader community.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 The more effective targeting of locally managed and deployed resources through this delegated service should lead to a cleaner environment and contribute to improved community engagement and cohesion. Residents are beginning to feel more engaged with their neighbourhoods and there is evidence of residents taking more responsibility for the area in which they live and anecdotally residents are acknowledging improvements in the Council's responsiveness on this agenda.

4.3 Council Policies and City Priorities

- 4.3.1 The paper directly addresses our four year priority for ensuring our neighbourhoods are clean and green by reducing the percentage of streets in Leeds with unacceptable levels of litter. In engaging residents and communities it provides for an increased sense of belonging that builds harmonious communities. Alongside the reduction in anti social behaviour and crime, it also provides a platform to become the Best City for Communities.

4.4 Resources and Value for Money

- 4.4.1 The subject of this report is a delegated service with resources locally managed and deployed. Productivity gains through more effective targeting of resources and greater scrutiny of impact through the performance management of a local service level agreement should lead to improved value for money.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 There are no envisaged legal or access to information considerations in respect of this paper.

4.6 Risk Management

- 4.6.1 The risk is that the delegated service does not meet the expectations of Elected Members and local residents and this leads to a loss of reputation for the Council. Additionally, that locally managed resources are deployed inappropriately, that productivity gains are not realised, and that there is no facility for the service to plan ahead and be proactive. The efficacy of the current service level agreement, proposals for a future iteration, and arrangements for monitoring, reviewing, and performance managing the service response are key to managing the risk effectively.

5 Conclusions

- 5.1 Overall, Elected Members have concluded that in these early days of the delegation it has been supported locally and that there is evidence that genuine early progress is being made. There is confidence amongst Elected Members that the service is beginning to perform to accurate and agreed schedules. However, given that the Council has set out its ambitions for integrated locality working to deliver better, more responsive services to residents, they have advised that there is more work to be done locally to embed the service. There is now a sound platform to shape further delegations. Delegations to Area Committees of environmentally related and other services should be given consideration if this delegation should prove successful. Indeed, many Elected Members have already made specific reference to ginnel/gulley cleansing and graffiti removal.

6 Recommendations

- 6.1 That Executive Board:-

- i) Welcome the gradually improving confidence of Elected Members in the delegated service and endorse activities to do more to embed the service locally.
- ii) Approve a constitutional amendment as shown in **Appendix 1** and to authorise officers to set out and agree with Area Committees other appropriate

delegations for a further service level agreement – Ginnel/Gully Cleansing and Graffiti.

7 Background documents

- 7.1 Executive Board Report: "Towards Integrated Locality Working 1" - Shaid Mahmood and James Rogers, 15 December 2010.
- 7.2 Executive Board Report: "Delegation Of Executive Functions In Relation To Street Scene Management To Area Committees" - Helen Freeman, 30 March 2011.
- 7.3 Update Note to Area Committee Chairs Forum: "Environmental Services Delegation" Helen Freeman, 13 January 2012.
- 7.4 Area Committee Report: "Service Level Agreement Performance Update", Jason Singh, Tom Smith, John Woolmer, December 2011/January 2012.

APPENDIX 1

SECTION 3D: AREA COMMITTEE FUNCTION SCHEDULES

Well-Being Schedule	
Function	
To promote and improve the economic, social and environmental well-being of the Committee's area.	To take decisions about, and monitor activity relating to the use of the annual capital and revenue allocation to each Committee.

Area Functions Schedule	
Function	
Community Centres	<p>In relation to each community centre identified by the Director of Environment and Neighbourhoods as within the Committee's area, to:</p> <ul style="list-style-type: none"> • oversee controllable revenue budgets, operational arrangements and the use of the centres; • agree and implement a schedule of charges and discounts for directly managed centres; • make asset management and investment proposals to ensure the portfolio is sustainable and meets local needs.
CCTV	To maintain an overview of the service in the Committee's area and receive regular information about it.
Neighbourhood Management Co-ordination	<p>In relation to the Committee's area:</p> <ul style="list-style-type: none"> • to agree priority neighbourhoods (through the approval of the Area Delivery Plan); and • to agree and monitor Neighbourhood Improvement Plans for the Committee's area.
Street cleansing & Environmental Enforcement Services: <ul style="list-style-type: none"> • Litter bin emptying • litter picking and associated works • Street sweeping and associated 	To develop and approve annual Service Level Agreements to achieve as a minimum, the service standards set by Executive Board. Via the Service Level Agreement, to determine the principles of deployment of the available resources

<p>works</p> <ul style="list-style-type: none"> • Leaf clearing • <u>Ancillary street cleansing functions including Graffiti removal, Gully and Ginnet cleansing.</u> • Dog Controls (fouling, straying, dogs on leads, dog exclusions) • Fly tipping enforcement • Enforcement of domestic & commercial waste issues • Litter-related enforcement work • Enforcement on abandoned & nuisance vehicles • Overgrown vegetation • Highways enforcement (placards on streets, A boards, cleanliness) • Graffiti enforcement work • Proactive local environmental promotions. • 	<p>by:</p> <ul style="list-style-type: none"> • 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. <p>To be responsible for monitoring and reviewing the delegated activities in relation to the service outcomes specified in the SLA.</p> <p>To be responsible for negotiating amendments to the SLA with service providers to accommodate unforeseen events or patterns of service failure, during the course of the SLA.</p>
--	---