

Report of the Director of Environment and Neighbourhoods

Report to East (Outer) Area Committee

Date: 20th March 2012

Subject: Environmental Services – Consultation on the 2012/13 Service Level Agreement

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): Crossgates and Whinmoor, Garforth and Swillington, Kippax and Methley, Temple Newsam		
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?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

Summary of main issues

1. This report provides Members with information about services that are to be added to the Locality Team's portfolio and therefore included in the Service Level Agreement (SLA) for 2012/13. The report consults on updated priorities the Area Committee would like to see addressed in the new SLA, which will be presented for approval at the June meeting cycle.

Recommendations

2. The Area Committee is asked to:
 - Note the addition of further services to the delegation as approved by Executive Board on 10th February 2012.
 - Agree the development of the new SLA for 2012/13 to be brought to the June meeting for approval based on the newly delegated elements, additional delivery capacity, responses to Olympic and Queen's Jubilee events and refreshed Elected Member and Area Committee local priorities.

1 Purpose of this report

- 1.1 The purpose of this report is to provide Members with an update on services previously managed at a city wide level that are to be delegated to the Area Committee to oversee and managed through the Locality Team.
- 1.2 It also confirms the local priorities, operational principles and service improvements to be included in the 2012/13 Service Level Agreement (SLA) to be agreed between the new service and the Outer East Area Committee at the June meeting.

2 Background information

- 2.3 At its meeting of 30th March 2011, the Executive Board approved revisions to the Area Committee Function Schedules to include a new delegated responsibility for Street Cleansing & Environmental Enforcement Services.
- 2.4 The Executive Board approved further delegations to be covered by this Function Schedule at its meeting of 10th February 2012: these being "Ancillary street cleansing functions including graffiti removal, gully and ginnel cleansing". The additional elements to be included in the SLA for 2012/13 are described in section 4 of this report and the amended Function Schedule is provided as Appendix A of this report.
- 2.5 The delegation makes clear the responsibility of Area Committees to negotiate, develop and approve a Service Level Agreement (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.
- 2.6 Services included in the original delegation were:
- Street cleansing (mechanical and manual);
 - Leaf clearing;
 - Litter bin emptying;
 - Dog warden services (still managed at a city level);
 - Littering & flytipping regulation;
 - Domestic & commercial waste (storage & transportation issues);
 - Highways enforcement (abandoned & nuisance vehicles, A-boards on pavements, mud on roads and placards on street furniture);

- Graffiti enforcement; and
- Overgrown vegetation controls.

- 2.7 The delegation of the specified environmental services to Area Committees means that service resources, mainly staffing, which were previously managed centrally, are now devolved and managed by Locality Managers.
- 2.8 To enable this to happen, a restructuring of the previous Streetscene service was undertaken. Importantly this separated out the local street cleansing functions from the city's refuse and recycling functions and created for the first time local supervisory/ support roles for a key front line service. At the same time, Environmental Action Teams that had previously just focused on enforcement and regulatory practices were brought together with the street cleansing function to create new Locality Teams.
- 2.9 These resources are organised into three locality based teams for East North East, South South East and West North West. They are geographically aligned to and work closely with the new Area Support Teams (formerly Area Management).
- 2.10 The Service Level Agreements set out for each Area Committee how resources will be used in their area to meet local needs and achieve the outcome of clean streets.
- 2.11 The Locality Managers are accountable for the use of that resource and performance of the service to the Area Committees through the approved SLAs. The Area Committees are accountable to Executive Board.
- 2.12 Following extensive work with Elected Members and consultation through the Area Committee, the 2011/12 SLA for Outer East Area Committee was approved on 13th September 2011.
- 2.13 The new Locality Team went live as a service in early September 2011.
- 2.14 A preliminary progress report was provided to Area Committee at its 13th December 2011 meeting.

3 Main issues

Progress made in the first six months of delegation

- 3.1 Half-year updates will be provided to the Area Committee at all future November/ December and June meeting cycles and at Environmental Sub Group meetings. This year, the Area Leader also presented a client-focused report at the February meeting to assess progress so far from a Member perspective.
- 3.2 A senior manager from the Locality Team will always attend Ward Members meetings where required to focus in on more local issues.
- 3.3 The most significant of the successes and lessons learnt so far in the first 6 months of the delegation in the Outer East area are:

Successes:

- The implementation of a new management and supervisory structure has led to improvements in the delivery of services at the front-line and its responsiveness to local issues.
- The implementation of changes to mechanical routes to give capacity in the service to deal with seasonal and reactive issues has improved our responsiveness and enabled us to deal with seasonal issues, such as leaf fall, without impacting the core service significantly.
- The integration of cleaning and enforcement functions into one structure has led to better enforcement outcomes with frontline staff reports leading to more timely prosecutions.
- We have supported several community events, including clean-ups in Garforth and Temple Newsam and Christmas lights switch on events which have proved very successful.
- Strong partnerships have been forged with Aire Valley Homes and Parks and Countryside services, which are beginning to bear fruit.

Lessons learnt:

- Further work is required to review the existing cleaning rotas, particularly in relation to manual cleaning, following feedback from some areas.
- A more flexible and multiskilled resource is required at the front line to enable us to deal with issues more quickly within the service.
- Greater capacity for reactive manual litter picking and cleaning, particularly of arterial routes, is needed within the service.
- Our enforcement resources need to be better targeted to deal proactively with priority local areas.

2012/13 Service Level Agreement

3.4 This section sets out the various considerations for the development of the new SLA for 2012/13. These include new elements within the service, greater capacity in the locality team to commit to more specific actions, significant events to be held in Leeds during 2012, views expressed by Elected Members through Executive Board and a refreshed set of SLA principles.

3.5 The Area Committee is asked to consider these and agree which elements it would want to see included and prioritised in the new SLA for 2012/13.

3.6 *New Locality Managed Services for 2012/13*

3.6.1 The following additional services are to be delegated to Locality Teams to manage and held accountable through the SLA between the team and the Area Committee in 2012/13:

- Gully cleaning
- Graffiti removal
- Needle removal
- Ginnel clearance
- Dog Wardens (included in the 2011/12 SLA but now to be managed in the Locality Teams)

3.7 *Increased Service Commitments for 2012/13*

3.7.1 The Locality Team has developed its capacity and learnt lessons from its first half year of delivering services through a SLA with the Area Committee. It is proposed that the SLA for 2012/13 will include more specific commitments around such issues as:

- Priority ginnels for programmed cleansing/maintenance (see Appendix B)
- Cleaning of arterial routes (in conjunction with the new grounds maintenance contract with Continental Landscapes)
- De-leafing
- Litter bin replacements/new sites
- Targeting of zero tolerance enforcement (geographical and issue based)
- Dedicated enforcement/education patrols resources to be prioritised and directed at a ward level.
- Cleaning around recycling (e.g. bottle banks) facilities

3.8 *Planning for Olympic and Diamond Jubilee Year*

3.8.1 The coming year is also a particularly historic one, with hugely significant events to be hosted across the city and potentially impacting on the locality. The SLA for 2012/13 will therefore also include specific commitments/plans to deal with the impact of:

- Olympics – hosting of visiting teams (in particular the Chinese team)
- Olympics – visits to Leeds of the Olympic torch
- Queens Diamond Jubilee – Royal visits to Leeds and street parties

3.9 *Outer East Elected Member expectations*

3.9.1 Elected Members have been consulted about their particular priorities and expectations for further improvements in the 2012/13 SLA. The following is a summary of their views:

- Members seek increased use of a range of equipment, including barrows and brushes, to get a deeper clean in some areas.
- Further work on the cleaning of arterial routes and embankments is needed to deliver a more planned approach.
- Members would like to see more evidence of the service operating pro-actively, rather than re-actively.

- Members seek to address longstanding issues over land ownership problems leading to environmental issues.
- Members seek increased support for community activities and targeted education and enforcement in local areas.
- There is a need to address the dog fouling issue in most areas by increasing the number of staff who can enforce the issue.
- A programme ginnel maintenance service is required, prioritised at a ward level.

3.10 Executive Board expectations

3.10.1 In addition, a report presented to Executive Board by the Assistant Chief Executive (Customer Access and Performance) on 10th February 2012 included the following summary of feedback from Elected Members on issues they would like to see addressed in the new SLA for 2012/13:

- 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.

3.10.2 The Outer East Area Committee is asked for a view on the above city wide summary of Elected Member comments/ideas and to identify those which it particularly wants to see addressed in the 2012/13 SLA.

3.11 Outer East SLA – Refreshed Overall Principles

3.11.1 The following are the proposed refreshed principles to form the basis for the development of the Outer East SLA for 2012/13:

Outcome focused:

The SSE Locality Team will focus on delivering the best outcome for residents across the Outer East area - so that the streets and neighbourhoods in which they live are of an acceptably clean standard. It is this equality of standard that every resident will be entitled to, not necessarily the same quantity of service. For example, not everyone will get their street swept the same number of times per year, but everyone will be entitled to get their street swept as and when needed if it is the best solution to make sure it is maintained to an acceptable standard of cleanliness.

The Locality Team will trial different approaches to scheduled cleaning, including better coordination of mechanical and manual cleaning resources and the use of different equipment, to improve the quality of cleaning.

Responsive to local needs:

The service will continue to improve its responsiveness to local need. There will be further capacity built to react to identified 'grot-spots', to plan for known local events that may affect the cleanliness of neighbourhoods and to move resources to areas where problems occur.

We will respond to all requests for new litter bins or relocating existing ones to more effective locations. If the requests can not be met we will explain why.

Common sense approach:

The service will have a common sense approach which supports getting the job done. No cleaning of clean streets, more flexible routes/coverage, no driving/walking past problems.

Working as a team in our priority neighbourhoods:

The service will work as part of a multi-agency approach and contribute towards tackling problems identified in the agreed priority neighbourhoods of Halton Moor and East Osmondthorpe. We will provide a lead at tasking meetings on environmental crime and antisocial behaviour issues and make sure coordinated action is being taken to deal with environmental problems.

Supporting community action:

We will closely work with and support Parish and Town Councils and other community based organisations (such as In Bloom groups) that add value to what we do, e.g. providing eyes and ears in communities, contributing towards making our streets and neighbourhoods cleaner. Parish and Town Councils also have a role to play in making our services more accountable.

Education and Enforcement:

We will develop and implement local strategies which effectively combine education and enforcement approaches to tackling long standing problems such as:

- develop better relationships with schools to work together to prevent litter on school routes.
- develop clearer policies around the cleaning of shop frontages that work in partnership with local businesses to make local shopping centres/main streets clean and pleasant places to visit, to include full use of planning and Licensing conditions where applicable, and enforcement to ensure compliance by businesses under their “duty of care”, for example Halton, Garforth and Kippax commercial areas.
- work with partners to broaden the range of people who can report or enforce against environmental problems, for example PCSOs, ALMO staff, Parks and Countryside staff and Registered Social Landlords.
- address issues associated with dog fouling and dog control through ensuring all Environmental Service enforcement staff are trained and able to undertake dog control enforcement work.
- dedicated enforcement/education patrol resources to be identified for each ward to be prioritised and directed at the local level.

Working with Aire Valley Homes Leeds (AVHL), East North East Homes, (ENEH), Registered Social Landlords (RSLs), Parks and Countryside and other partners to deliver more effectively:

We will work in partnership with AVHL, ENEH, RSLs, Parks and Countryside Service and other partners to make more effective and efficient use of our combined resource; focusing initially on:

- joint approaches to cleaning open land/spaces; and
- delivering an agreed maintenance programme for ginnels (especially in Whinmoor, Garforth and Colton).

We will work to overcome problems caused by lack of clarity of ownership or responsibility for land and take a lead on taking action to resolve these problems.

Planning for seasonal and annual events:

We will ensure that there is sufficient capacity and flexibility in the service to programme in work to deal with leaf fall in autumn and help clean up after significant community events planned during the year. During 2012 this will include preparations and aftermath of the Olympic torch journey through Leeds, other Olympic events that may be held in the community and local events in celebration of the Queen’s Diamond Jubilee (e.g. street parties).

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The services and commitments described in sections 3.6 and 3.7 have been discussed through the Outer East Environmental Sub-Group of the Area Committee. The outcome of these discussion have directly influenced the content of this report.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 There are no Equality and Diversity or Cohesion and Integration issues associated with this report.

4.3 Council policies and City Priorities

- 4.3.1 The Council's Constitution was amended, approved at Executive Board in March 2011 and ratified at the Annual Council meeting held on 26th May 2011, to include the environmental services delegation within the Area Committee Function Schedule.
- 4.3.2 Amendments were also made at that time to the Area Committee Procedure Rules to make allowance for the decision making powers being devolved to Committees, which will run concurrent to the same authority given to the Director of Environment & Neighbourhoods.
- 4.3.3 At its 10th February 2012 meeting, the Executive Board approved the following further additions to the delegation: "Ancillary street cleansing functions including graffiti removal, gully and ginnel cleansing".
- 4.3.4 The delegation of environmental services to Area Committees significantly contributes towards the Stronger Leeds section of the 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.

4.4 Resources and value for money

- 4.4.1 The SLA for 2012/13 will be delivered mainly through the resources delegated to the Locality Manager to manage across the South and Outer East area.
- 4.4.2 It is anticipated that further resources will be allocated at a locality level during the financial year once work has been completed on how best to split and reshape those services previously managed at a city level (e.g. the dog wardens, ginnel/bush, car parks, graffiti and gully crews).
- 4.4.3 The SLA will also set out how partnership resources will complement and add value to the Locality Team resources in helping jointly deliver the outcome of cleaner streets and neighbourhoods. For example: working more closely with Parks and Countryside service on sharing facilities, addressing problem ginnels/rights of ways and cleanliness issues in and around parks and; the development of 'shared supervision' arrangements between ourselves and Aire Valley Homes on their estates.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 There are no legal, access to information or call in implications.

4.6 Risk Management

- 4.6.1 There are no risk management implications.

5 Conclusions

5.7 Feedback is sought both on the new locality managed services and increased service commitments within the Locality Team. On the basis of initial feedback a draft set of revised principles and priorities has been developed. The Locality Team now seeks approval for these priorities in order to progress to the next stage of development of the SLA for 2012/13. The timetable for the development of this SLA can be found in Appendix C.

6 Recommendations

6.1 The Area Committee is asked to:

- Note the addition of further services to the delegation (see section 3.6.1) and the required amendment to the Street Cleansing & Environmental Enforcement Services section of the Area Committee Function Schedule as approved by Executive Board on 10th February 2012 (see Appendix A).
- Agree the development of the new SLA for 2012/13 to be brought to the June meeting for approval based on:
 - a. the inclusion of the additional services (see 3.6)
 - b. the inclusion of the specific service commitments on issues that improved capacity achieved through more efficient working and a flexible local management of resources/budget now allows (see 3.7)
 - c. the inclusion of local service responses to challenges presented by the hosting of Olympic teams, visits to the city by the Olympic torch (and other local Olympic related events) and local events associated with the Queen's Diamond Jubilee celebrations (e.g. street parties) (see 3.8)
 - d. the SSE Locality Team's responses to addressing the Area Committee Member's local priorities (see section 3.9)
 - e. the SSE Locality Team's responses to expectations for further improvements raised by Elected Members across the city as presented through Executive Board in February (see section 3.10)
 - f. the refreshed service principles (see 3.11)

7 Background documents¹

7.1 Leeds City Council Constitution.

7.2 Report: Delegation of Environmental Services. To Area Committees, Jan/Feb cycle 2011.

7.3 Report: Delegation Of Executive Functions In Relation To Street Scene Management To Area Committees. To Executive Board. 30th March 2011.

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.

- 7.4 Report: Delegation of Environmental Services. To Area Committees, March cycle 2011.
- 7.5 Report: Environmental Services Delegation – Update and Progress, to Area Committee 20th June 2011.
- 7.6 Report: Delegation of Environmental Services – Service Level Agreement, to Area Committee 13th September 2011.
- 7.7 Report: South and Outer East Locality Team Service Level Agreement Performance Update, to Area Committee 13th December 2011.
- 7.8 Report: Towards More Integrated Locality Working 2: An early review of the Environmental Services delegation. To Executive Board, 10th February 2012.

APPENDIX A

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.
<p>Street cleansing & Environmental Enforcement Services:</p> <ul style="list-style-type: none"> Litter bin emptying litter picking and associated works Street sweeping and associated works Leaf clearing <u>Ancillary street cleansing functions including Graffiti</u> 	<p>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 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

**removal, Gully and Ginnel
cleansing.**

- 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.

approaches to be taken to achieve local environmental cleanliness and quality.

To be responsible for monitoring and reviewing the delegated activities in relation to the service outcomes specified in the SLA.

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.

APPENDIX B

Ginnel Project – Proposal for Programme Maintenance Approach

Purpose of the Project

Service Level Agreements with all Area Committees commit the service to finding a solution to the problem of ginnels in each area.

Working with a number of partner agencies with land ownership responsibilities, we intend to review and introduce new working arrangements for the effective monitoring, cleansing and maintenance of ginnels across the city irrespective of ownership.

The project will:

- assess the cleanliness and accessibility of a group of priority ginnels;
- bring the identified ginnels up to an acceptable standard of cleanliness using different methods and partners to undertake the work, including Parks and Countryside, ALMOs and Community Payback (where appropriate);
- review the outcome of this work to assess the resources required to clean and maintain ginnels of different types;
- seek to identify and map all ginnels across the city in one GIS system.

Progress to date

61 priority ginnels were identified by Councillors citywide and have formed the basis of the project. Each of the 61 has been identified, mapped and ownership established.

In order to make sure that the project is delivered effectively and to aide coordination, ginnels in ENE and WNW areas have been referred to those Locality Teams for action as service requests. The remaining 48 South South-East ginnels were then used as the basis for the project.

The 48 ginnels were split equally between Locality Team, Parks and Countryside, Aire Valley Homes and Highways Services and visited for assessment. The assessment included photographing the ginnel and describing the level of cleanliness and accessibility in terms of vegetation.

On the basis of this assessment the 48 ginnels have now been allocated into 1 of three categories:

- Category 1 – High priority – urgent clean/clear before end November and monitor (12 ginnels)
- Category 2 – Medium priority – clean/clear before end January and monitor (16 ginnels)
- Category 3 – Low priority – no clean/clear necessary at present – monitor only (10 ginnels)

Each ginnel was allocated to a lead agency, and brought up to an acceptable standard. The resources used for this have been recorded for use in developing the maintenance programme.

Proposed Next Steps

From the information gained above we will now look to develop an approach for the maintenance of ginnels on a citywide basis. The proposed development of this programme is as follows:

1. Identify Resources

Identify resources available to undertake ginnel work across the three council agencies: Locality Team, ALMOs and Parks and Countryside. Each agency asked to commit to dedicating a number of hours of resource per month to ginnel maintenance. South South East Locality Team can coordinate this discussion with Parks and Countryside and Aire Valley Homes, but other ALMOs will need to be engaged with through ENE and WNW Locality Teams.

The resources available will then be translated into a number of ginnels that can be cleaned per month. Resources will then be allocated to each ward on an equal basis initially (in lieu of any better information at present).

2. Member consultation

Ward by ward meetings to be arranged, possibly with the inclusion of Area Committee Environmental Champions. Large scale ginnel maps (A0 size) based on the existing Highways information (see appendix b) to be provided for these meetings. Ward Members will then be asked to identify priority ginnels in the ward and allocate to one of three levels of priority:

- a. Priority 1 – to be proactively cleaned on an X monthly cycle (frequency can be determined locally depending on available resource days).
- b. Priority 2 – to be proactively visited on an X monthly basis to determine whether action is necessary (frequency determined by the issue in the ginnel, e.g. overgrown hedge, and/or the resources available). The action could be cleaning, but this would also be where we would deal with overgrown hedges, targeted enforcement work etc. Given the nature of these I would recommend that these visits are carried out by CEO/CESO staff in Locality Teams.
- c. Priority 3 – only cleaned when reported, i.e. reactive service.

The number of ginnels falling into each of the priorities above is therefore determined by the level of resources available to clean and to monitor in consultation with Ward Members.

3. Agree Programme in SLA – 2012/13

The agreed programme of maintenance will then be included in the next SLA and agreed through Area Committees as per the programme.

APPENDIX C

