

**Report of the ENE Locality Manager, Environment and Neighbourhoods**

**East (Inner) Area Committee**

**Date: 21<sup>st</sup> March 2013**

**Subject: Environmental Services – Consultation on the 2013/14 Service Level Agreement**

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|--|---|--|
| Are specific electoral Wards affected?<br>If relevant, name(s) of Ward(s): Burmantofts & Richmond Hill, Gipton & Harehills, Killingbeck & Seacroft | <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 type="checkbox"/> Yes            | <input checked="" type="checkbox"/> No |
| Does the report contain confidential or exempt information?<br>If relevant, Access to Information Procedure Rule number:<br>Appendix number:       | <input type="checkbox"/> Yes            | <input checked="" type="checkbox"/> No |

**Summary of the Main Issues**

This report consults on which existing and new priorities the Area Committee would like to see addressed in a refreshed Service Level Agreement (SLA) for 2013/14. The new SLA will be presented for approval at the June meeting cycle.

**Recommendations**

The Area Committee is asked to:

- a. highlight it's main priorities for 2013/14; both in terms of continuing existing priorities and any new service issues it would like to see a focus on, within existing levels of resource;
- b. identify issues that it would like to see enhanced services delivered through the buying in additional local resources;
- c. agree to set aside £40k to support the establishment of the proposed "hit-squad" team as set out in appendix B;
- d. agree the development of the new SLA for 2013/14 to be brought to the June meeting for approval based on refreshed Elected Member and Area Committee local priorities;
- e. note the intention for the new SLA to be complemented by improved locality focused performance reports from the Waste Management Service, with a particular focus on supporting local improvements to recycling rates and reduction in land-fill.
- f. note the work ongoing with other complementary services such as Environmental Health and Highways to use the SLA mechanism to improve local influence and reporting.

## **Purpose of this report**

- 1 The purpose of this report is to:
  - a) confirm the local priorities, operational principles and service improvements to be included in the 2013/14 Service Level Agreement (SLA) to be agreed between the ENE Locality Team and the Inner East Area Committee at the June meeting;
  - b) to consult on any enhanced services the Area Committee would like to buy-in for 2013/14 and see added to the SLA;
  - c) ask the Committee to set aside £40k to support the establishment of the proposed “hit-squad” team as set out in appendix B;
  - d) consult the Area Committee on proposals to develop performance information relating to Waste Management Services provided in the area to complement the Environmental Services SLA; with a view sought on what information would be useful to Members in helping to support local increases in recycling rates and reductions in land-fill.
  - e) note the work ongoing with other complementary services such as Environmental Health and Highways to use the SLA mechanism to improve local influence and reporting.

## **Background information**

- 2 At its meeting of 30<sup>th</sup> 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.
- 3 The Executive Board approved further delegations to be covered by this Function Schedule at its meeting of 10<sup>th</sup> February 2012: these being “ancillary street cleansing functions including graffiti removal, gully and ginnel cleansing”. The relevant Function Schedule is provided as Appendix A of this report.
- 4 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.
- 5 Services included in the original delegation are:
  - 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.

- 6 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.
- 7 To enable this to happen, a restructuring of the previous “Streetscene” service was undertaken in 2011. 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.
- 8 These resources are organised into three locality based teams for East North East, South East and West North West. They are geographically aligned to and work closely with the new Area Support Teams (formerly Area Management).
- 9 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.
- 10 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.
- 11 Following extensive work with Elected members and consultation through the Area Committee, the 2011/12 SLA for Inner East Area Committee was approved in September 2011.
- 12 The new Locality Team went live as a service in early September 2011.
- 13 The first full-year SLA was then approved for 2012/13 at the June 2012 meeting. This included the new delegated services of dog wardens, graffiti removal, gully and ginnel cleansing.
- 14 The SLA for 2012/13 also introduced new rolling intervention programme in Environmental Improvement Zones (EIZs) for agreed sets of streets in the Inner East area.
- 15 In early 2013 a restructuring of the enforcement part of the Locality Teams took place to deal largely with historical anomalies/varieties of grades/job descriptions inherited from the transfer in 2011 and to bring the role up to level required to deliver an effective and efficient enforcement service. This included the transfer of the management of Dog Wardens to Locality Teams (1.5 fte per locality).
- 16 This restructuring also took the opportunity to review the streets operations and as a result introduced a new Resource/Caseworker post for each Locality Team. As well as

making sure staffing and vehicle resources are being deployed as effectively as possible so that local issues are being quickly responded to, this post will work along side the streets supervisors to release capacity for more front line supervision and support.

### **Progress made in the 2012/13 SLA**

- 17 The first half-year update was provided to the Area Committee at the November meeting and progress monitored and discussed at the Environmental Sub Groups meetings.
- 18 The second half update will be provided at the June 2013 meeting.
- 19 A senior manager from the Locality Team has been available for all Ward Members meetings where required to focus in on more local street cleansing issues in particular.
- 20 Examples of progress/further service improvements in the Inner East area made in 2012/13 are:
  - a. Gully cleaning – the Locality Team now directly manages the gully tanker and it's two shift crews for ENE. A ward based cyclical programme of cleaning has been established, with every gully visited in each ward in that cycle. The service has also dealt with the wettest year on record, responding as required and with very little reports of flooding caused by blocked gullies. The service has also responded to all requests for cleaning of blocked gullies and has taken part in coordinated clean up operations with other parts of the Locality team.
  - b. Litter bins – the Locality Team have installed a further 78 new litter bins across the Inner East area. The majority of these were added to existing collection routes and absorbed by improved efficiency/capacity within existing staff resource. Note that 33 of the new bins were paid for from Killingbeck and Seacroft Members' MICE funding.
  - c. EIZs – the Locality Team has changed the way its enforcement staff work by introducing a rolling programme of intervention targeting a small set of streets agreed through Area Committee. The following zones have been established during 2012/13 (with number of legal notices issued so far this year in brackets):
    - Sandhursts (216 legal notices to date)
    - Dorsets and Hovinghams (113 legal notices to date)
    - Markham and Airlies (105 legal notices to date)
    - Bellbrookes (71 legal notices)
    - Nowells (147 legal notices to date)
    - Seaforths and Strathmores (just started)
    - Broughtons (just started)
    - Boggart Hill Shops (no legal notices to date)
    - Hill Tops (not an EIZ but ongoing work in these streets)
  - d. Ginnels - the Locality Team has cleaned ginnels that have been highlighted by Members as causing greatest concern (although ENE Homes clean/cut back most ginnels in Inner East).

## 2013/14 Service Level Agreement

### *Service Principles the SLA is Based Upon*

21 This section sets out refreshed principles that will underpin the new SLA for 2013/14. The Area Committee is asked to consider these and agree any it would want to see the Locality Team focus on in making further improvements.

*a. Outcome focused:*

The ENE Locality Team will focus on delivering the best outcome for residents across the Inner 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 every x weeks, but everyone will be entitled to get their street swept as and when needed if it is the best solution to making sure it doesn't fall to an unacceptable standard of cleanliness.

- *Responsive to local needs:*

The service will be more responsive to local needs. There will be greater capacity built in to react to current hotspots, plan for known local events that may affect the cleanliness of neighbourhoods and go where the problem is at that time. 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 the "team neighbourhood" approach and contribute towards tackling problems identified in the agreed priority neighbourhoods of Burmantofts, Gipton, Harehills, Seacroft and Richmond Hill. We will provide a lead where necessary at tasking meetings on environmental crime/ASB issues and make sure coordinated action is being taken against the local priority. We will target enforcement activity at the streets causing the greatest problems within these priority neighbourhoods through the establishment of Environmental Improvement Zones and agreed interventions.

- *Supporting community action:*

We will closely work with and support local community based organisations (such as In Bloom/Friends of groups) that: add value to what we do, provide eyes and ears, contribute towards making our streets and neighbourhood cleaner and have a role to play in making our service more accountable.

- *Education and Enforcement:*

We will develop and implement local strategies which effectively combine education and enforcement approaches to tackling long standing problems. For example; we will

develop a better relationship with schools to work together to prevent litter on school routes, and, have a clearer policy around the cleaning of shop frontages that works in partnership with local businesses to make local shopping centres/main streets clean and pleasant places to visit; for example shopping areas in Seacroft and Harehills Lane.

- *Working with ENE Homes and the Police to deliver more effectively:*

We will work in partnership with ENE and the Police to make more effective and efficient use of our combined resource; focusing on joint approaches to cleaning open land/spaces, maintaining ginnels and enforcing against environmental crime/offences.

- *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. We will help clean up after significant community events planned during the year.

### **Scope for Enhanced Local Provision**

- 22 The 2013/14 SLA will be delivered through use of existing resources allocated to the Locality Manager to manage across the ENE area. This will deliver the agreed level of service as set out in the SLA to be presented to the June meeting.
- 23 However, there is opportunity for Area Committees to enhance the provision within their area through use of local budgets available to them. This is already being done in WNW and SSE localities. For example the Area Committee could “buy-in” additional services such as:
- Weekend/out of hours enforcement patrols (inc dog wardens)
  - Additional one-off litter picks/mechanical sweeps over and above those scheduled
  - Additional scheduled litter picks (i.e. taking on more staff)
  - Additional enforcement staff
  - Additional litter bins
- 24 If this is something the Area Committee would like adding to their 2013/14 SLA then the Locality Manager will investigate and provide a menu of costs with the SLA at the June meeting.
- 25 In the meantime, the Area Committee’s Environmental Sub Group has requested that an enhanced local service is provided that focuses actions on streets/land where estate design is currently causing issues and where work to change behaviours will take a significant amount of time to take effect. The sub group asked for interim proposals to be brought forward and put in place ahead of anticipated wider changes to how environmental services are delivered between the Council and ALMOs.
- 26 Housing Revenue Account monies have been made available to Locality Teams to concentrate on such issues in estates of high council house concentration.
- 27 The proposal recommended by the Sub Group is therefore to match the HRA contribution with Wellbeing to provide sufficient resource to establish a dedicated “grot-

spot” team that can operate primarily in the most problematic residential areas in Cross Green, East End Park, Lincoln Green and Harehills.

- 28 The Environmental Sub Group asked that the proposals include the following elements:
- a. a multi-skilled team – able to undertake a variety of clean-up roles such as driving of the vehicle, basic street cleaning, clearing of land irrespective of ownership, removal of vegetation overgrowth/weeds
  - b. ability to undertake basic enforcement investigation work – gathering intelligence/evidence etc
  - c. include educational capacity to work with local campaigns groups and schools to support the community in behavioural change towards disposal of waste
- 29 A summary of the proposal is attached as appendix B.
- 30 This additional resource and what it will commit to deliver will be added to the SLA for 2013/14. The amount of match funding required from Wellbeing to enable this to happen is estimated at £40k.

### **Proposed Supplementary Reporting to Area Committee**

- 31 Significant progress has been made in joint working with the Parks and Countryside service. The transfer of the management of the grounds maintenance contract to P&C provides further opportunity to ensure that the “litter picking” element of the contract is effective and works to complement the Locality Team’s programmes.
- 32 Work is also being done with other complementary services within the Environmental and Neighbourhoods Directorate that have a significant impact on the environmental condition of neighbourhoods. Although this may not immediately result in such services being added to the formal delegation, it is hoped to bring forward proposals with the SLA to both to provide performance reports to Area Committees that helps Members understand where opportunities to encourage and support improvements are greatest (e.g. in recycling/landfill rates) and to suggest elements of services there could be greater local influence over (e.g. environmental health services).
- 33 To assist these discussions, the Area Committee is asked to consider the services that have an impact on the environmental condition of neighbourhoods and that influence the related civic responsibilities of residents. As a first step, what performance information would Members like to receive that would allow them to better understand where the problems are and help develop local solutions to improve things such as recycling rates?
- 34 In addition to this, there have been discussions with Highways colleagues about how services they provide that have a significant impact on the environmental condition of neighbourhoods could be better linked to the SLA reporting and accountability mechanism. Proposals will be brought back to Area Committee later in the year.

## **Implications for Council Policy and Governance**

- 35 The Council's Constitution was amended, approved at Executive Board in March 2011 and ratified at the Annual Council meeting held on 26<sup>th</sup> May 2011, to include the environmental services delegation within the Area Committee Function Schedule.
- 36 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.
- 37 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".
- 38 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.

## **Legal and Resource Implications**

- 39 The SLA for 2013/14 will be delivered mainly through the resources delegated to the Locality Manager to manage across the East, North-East area. A summary of the approved 2013/14 Locality Team budget will be provided as an appendix to the SLA.
- 40 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 closer working with the Parks and Countryside service on sharing facilities, addressing problem ginnels/rights of ways and litter bins around park perimeters, and, work with ENE Homes on coordinated enforcement activity and sharing responsibility for collection of white bags.

## **Recommendations**

- 41 The Area Committee is asked to:
- a. highlight it's main priorities for 2013/14; both in terms of continuing existing priorities and any new service issues it would like to see a focus on, within existing levels of resource;
  - b. identify issues that it would like to see enhanced services delivered through the buying in of additional local resources from local budgets;
  - c. agree to set aside £40k from the Wellbeing Budget to enable the establishment of the proposed "hit-squad" team as set out in appendix B
  - d. agree the development of the new SLA for 2013/14 to be brought to the June meeting for approval based on refreshed Elected Member and Area Committee local priorities;
  - e. note the intention for the new SLA to be complemented by improved locality focused performance reports from the Waste Management Service, with a particular focus on supporting local improvements to recycling rates and reduction in land-fill.



- f. note the work ongoing with other complementary services such as Environmental Health and Highways to use the SLA mechanism to improve local influence and reporting.

### **Background Papers**

*Leeds City Council Constitution*

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

*Report: Delegation Of Executive Functions In Relation To Street Scene Management To Area Committees. To Executive Board. 30<sup>th</sup> March 2011*

*Report: Delegation of Environmental Services. To Area Committees, March cycle 2011.*

**Report: Environmental Services Delegation – Update and Progress, to Area Committee 20<sup>th</sup> June 2011**

**Report: Delegation of Environmental Services – Service Level Agreement, to Area Committee 5<sup>th</sup> September 2011**

**Report: Environmental Services - Performance Update on the Service Level Agreement, to Area Committee 12<sup>th</sup> December 2011**

*Report: Towards More Integrated Locality Working 2: An early review of the Environmental Services delegation. To Executive Board, 10<sup>th</sup> February 2012*

*Report: Delegation of Environmental Services – Service Level Agreement, to Area Committee July 2012*

**Report: Environmental SLA – 6 month update, to Area Committee December 2012**

# APPENDIX A

## SECTION 3D: AREA COMMITTEE FUNCTION SCHEDULES

### Well-Being Schedule

| Function   |   |
|--|---|
| <b>To promote and improve the economic, social and environmental well-being of the Committee's area.</b> | 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   |  |
|--|--|
| <b>Community Centres</b>   | <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"> <li>oversee controllable revenue budgets, operational arrangements and the use of the centres;</li> <li>agree and implement a schedule of charges and discounts for directly managed centres;</li> <li>make asset management and investment proposals to ensure the portfolio is sustainable and meets local needs.</li> </ul> |
| <b>CCTV</b>  | To maintain an overview of the service in the Committee's area and receive regular information about it.   |
| <b>Neighbourhood Management Co-ordination</b>  | <p>In relation to the Committee's area:</p> <ul style="list-style-type: none"> <li>to agree priority neighbourhoods (through the approval of the Area Delivery Plan); and</li> <li>to agree and monitor Neighbourhood Improvement Plans for the Committee's area.</li> </ul>   |
| <p><b>Street cleansing &amp; Environmental Enforcement Services:</b></p> <ul style="list-style-type: none"> <li>Litter bin emptying</li> <li>litter picking and associated works</li> <li>Street sweeping and associated works</li> <li>Leaf clearing</li> <li>Ancillary street cleansing functions including Graffiti removal, Gully</li> </ul> | <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"> <li>the identification of priorities for service delivery annually (both geographical and in terms of types of services delivered)</li> <li>The agreement of the most appropriate</li> </ul>                                 |

|  |   |
|--|---|
| <p>and Ginnel cleansing.</p> <ul style="list-style-type: none"><li>• Dog Controls (fouling, straying, dogs on leads, dog exclusions)</li><li>• Fly tipping enforcement</li><li>• Enforcement of domestic &amp; commercial waste issues</li><li>• Litter-related enforcement work</li><li>• Enforcement on abandoned &amp; nuisance vehicles</li><li>• Overgrown vegetation</li><li>• Highways enforcement (placards on streets, A boards, cleanliness)</li><li>• Graffiti enforcement work</li><li>• Proactive local environmental promotions.</li></ul> | <p>approaches to be taken to achieve local environmental cleanliness and quality.</p> <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> |
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## **Outline Proposal to Establish a Temporary Additional “Hit Squad” Team**

### **Aim**

To plug the current gaps in provision that the existing configuration and delivery mechanisms of related environmental services (LCC Locality Team, LCC Refuse Service and ENE Homes) struggle to respond to in our more problematic estates. The additional interim service will plug this gap whilst the related service reviews and redesigns are implemented and importantly it will also complement the existing focus on changing behaviours through a targeted enforcement and community education approach (Environmental Improvement Zones). An aim of the additional capacity/resource is to introduce and trial new ways of working with staff, testing new JDs, work patterns and equipment to inform the future service redesign.

### **How**

We will establish a “hit-squad” team that will work primarily in the environmentally problematic estates of: East End Park/Cross Green (inc problems caused by terraced housing areas and bin yards), Lincoln Green (inc shopping areas), Ebor/Torres (in particular issues caused by multi-occupancy flats), Nowells and Bellbrookes (to complement enforcement action being taken in gated back streets), Beckhills (estate design causing service access issues) and parts of Chapeltown and Harehills where access is a problem. The team will probably comprise of a vehicle and equipment needed to do the job properly, a number of staff all trained and equipped with the skills and expertise to undertake a variety of tasks/roles, including driving of the vehicle, basic street cleaning, clearing of land, removal of vegetation overgrowth/weeds etc, the ability to spot, gather and report intelligence to enable enforcement against environmental offences, work and communicate with residents and build trust and good relationships. There will be a role within the team specifically to build relationships with local schools and support local keep tidy campaigns. The team will be managed and supervised by the Locality Team from existing resources. There may need to be a seniority role established within the “hit squad” to take day to day responsibility for the work and safety etc.

### **Process to get there**

It is important that we bring staff along with us and involve them in working up the detail of the proposal. The current intention is to recruit temporary appointments from within the ENE Locality Team and ENE Homes. It will be up to each service to then backfill those posts as appropriate. Proposals will need to be agreed through the Inner East Area Committee if we are to secure match funding that will allow us to extend the operations of the team to parts of Harehills. We will aim to get the funding secured, necessary new JDs, job evaluations and post approvals, vehicle and equipment lease/purchases all in place for 1<sup>st</sup> April. The work will start as soon as the recruitment process and backfill arrangements are completed.

### **Indicative Costs**

We will be working on the assumption that we have around £120k to do this for a 12 month period. The exact breakdown depends on the detail of how we construct the team so that it has the right balance of required skills and flexibility. There may also be an opportunity to meet a significant part of the vehicle costs from elsewhere. However, the following provides an idea of what may be involved: vehicle - £10k, PPE/equipment - £5k, staff – 1 x £25k (senior role), 4 x £20k (one of which has a education role) = £100k. This doesn't include a budget for cover costs, educational/publicity materials or hire of skips etc. There may be opportunity to look at Area Panels for additional funding for the “add-ons”. It is likely that we would need a contribution in the region of £40k from Area Committee Wellbeing budget.