



Leeds
CITY COUNCIL

Originator: John Woolmer

Tel: 33 67630

Report of the Director of Environment and Neighbourhoods

East (Inner) Area Committee

Date: 23rd June 2011

Subject: Environmental Services Delegation – Progress Report

Electoral Wards Affected:

Burmantofts & Richmond Hill
Gipton & Harehills
Killingbeck & Seacroft

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Council
Function

Delegated Executive
Function available
for Call In

Delegated Executive
Function not available for
Call In Details set out in the
report

Executive Summary

This report provides members with an update on progress towards the establishment of a new locality based Environmental Service and its delegation to Area Committees. This includes consultation on the Service Level Agreement (SLA) to be agreed between the new service and the Inner East Area Committee and feedback on issues raised at Area Committee workshops.

Purpose of this report

- 1 The purpose of this report is to:
 - a) provide Members with an update on progress towards the establishment of a new locality based Environmental Service (including relevant information relating to the establishment of the new Waste Management Service).
 - b) provide Members with an update on progress towards the delegation to Area Committees including initial resource, budget and performance information to support the development of the first Service Level Agreement (SLA)
 - c) confirm the local priorities, operational principles and service improvements to be included in the Service Level Agreement (SLA) to be agreed between the new service and the Inner East Area Committee at the September meeting.
 - d) provide feedback on other issues raised at Area Committee workshops and ward member meetings.
 - e) Agree the revised role and membership of the Member Environment Sub-group for Inner East Area Committee to manage the detailed oversight of the delegated services with officer support. This would have an advisory rather than formal decision making role and report back to the Area Committee at agreed intervals.
 - f) Agree the Environmental Champion for Inner East Area Committee

Background information

- 2 Work has been ongoing with Members and Area Committees since late 2010 on achieving the successful delegation of certain environmental services in 2011.
- 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 (see extract provided at Appendix A).
- 4 The delegation makes clear the responsibility of Area Committees to negotiate, develop and approve a Service Level Agreement 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 delegation are:
 - Street cleansing (mechanical and manual);
 - Leaf clearing;
 - Litter bin emptying;
 - Dog warden services;
 - 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 will mean that service resources, mainly staffing, which are currently managed centrally, will be devolved. These resources will be organised into three wedge based teams for East North East, South East and West North West, aligned to the new Locality Teams (formerly Area Management). The Service Level Agreements will then set out the detail of the share of wedge resources which will be allocated to each Area Committee.
- 7 Area Committee workshops have been held, in January and March, to involve Members in the development of Service Level Agreements (SLA), through which the delegated services will be delivered at a local level. The workshops also provided an opportunity for Members to consider current service schedules and activity, in terms of meeting the need of local areas.
- 9 Induction sessions were held in late May for new Members elected at the recent local election, to introduce them to Area Committees, locality working and the proposed environmental services delegation.
- 10 A further workshop is planned for Members of the Inner East Area Committee on Monday 14th July, 1pm to 4pm, at the Civic Hall. The purpose of this workshop will be to consider and further influence the proposals and detail of the draft SLA in order that it can be finalised and presented to the September Area Committee meeting for approval.

Update on establishment of the new service and its Locality Teams

- 11 In April 2011, appointments were made to the new Environmental Locality Manager roles. The following officers are now in post and will be responsible for the delivery of services through the approved Service Level Agreements:
- South East – Andy Beattie (Tom Smith from October 2011)
 - West North West – Jason Singh
 - **East North East – John Woolmer**
- 12 Following staff and union consultation throughout April, in early May 2011 approval was given for the revised structure beneath JNC level for the new services.
- 13 Recruitment to the Service and Team Manager posts took place end of May/early June as part of the Directorate restructuring exercise. Recruitment to the key, new supervisory posts is due to be completed mid/late June.
- 14 Street operatives have already moved to shift based working and are delivering a 7 day a week service. Recruitment to fill vacancies took place in April.
- 15 The new Locality Teams should therefore be “live” from the beginning of July.

- 16 The structure for the Locality Team for the ENE area is shown in Appendix B. This includes appointments known at the time of print. Any further updates will be provided verbally at the meeting.

Progress towards delegation

- 17 At the April Area Committee Chairs' meeting a number of Chairs stated their support for the delegation of services to be done thoroughly and not rushed through just to meet the original timescale of June/July. There was agreement that the appointment of the environmental Locality Managers provided opportunity and capacity to look at street cleansing services more objectively, independently and creatively and in more detail than previously.
- 18 A decision was therefore made to continue work on the development of the SLAs for a further Committee cycle, and for approval of the SLA to be sought in September.
- 19 The Locality Managers have been looking closely at operational aspects of street cleansing, especially with regard to resources and the capacity to deliver scheduled work and also have the flexibility to respond to unplanned but urgent work when the need arises. This, together with the feedback from local community forums, environmental sub groups and the earlier Member workshops, has helped identify operational issues that must be addressed in order to be confident of the deliverability of future street cleansing functions.
- 20 An example of this is the scheduling of routes for mechanical street and pavement sweeping/cleaning. Members have consistently been voicing concerns and questioning the reality of how often scheduled routes are actually cleaned. Locality Managers have challenged the way routes have been historically devised/programmed and undertaken work to break down the reality of how routes are covered – for example looking at downtime for travel, daily maintenance, breaks/lunch and off loading. Even allowing for the potential for increased efficiency it was clear that routes are not realistic in their size, and that the length of routes previously indicated to Members as part of the initial work on developing the SLA are simply undeliverable – confirming Member's own reality checks. Locality Managers work then focused on establishing what is deliverable with the existing resources available to Area Committees.
- 21 As a result of the Locality Manager's initial considerations, two main pieces of work have emerged, one being a short-term service evaluation accompanied by quick fixes/adjustments to existing local operational arrangements, the other a longer term, fundamental review which could lead to a radical overhaul of street cleansing services.

Short-term Review

- 22 The review is already underway and is assessing the existing scheduled services in terms of their deliverability within the resource capacity currently available, with a focus on achieving a satisfactory standard of cleanliness rather than prescriptive inflexible fixed periodic cleansing cycles. It is intended that this will result in a better understanding by all parties of what is expected to be delivered through the SLAs.

- 23 It is also intended that this review will identify a flexible resource to be available to respond to ad hoc, or planned but significant street cleansing matters/events, as well as Member/public referrals, without impacting on scheduled cleansing activities.
- 24 Working alongside the short-term review is work to disaggregate the budgets from the old Streetscene service to the two new Waste and Environmental Services – and then further to the three Locality Teams. This is not as straight forward as may seem; staffing is relatively easy (although there are anomalies to resolve around some staff being shared across areas), but other budgets such as fleet vehicles, fuel, fixed penalty notice costs/income/provision for bad debt, legal costs are not. This may need a pragmatic approach in the first year as to the basis for splitting the budget with a review at the year end to assess a more realistic figures as the benefits of accounting at an area level produce a more accurate picture to work from. It is hoped to present the interim budget position for the new Locality Teams at the Area Committee meeting to give an idea of the scale and scope involved.
- 25 The review and budget exercise will be completed by the end of June, with the outcomes being shared with Members at the next round of Area Committee workshops to take place in July. The conclusions and new flexibilities that the short term review will create will of course be reflected in the first SLA, to be approved in September.

Long-term Review

- 26 This review will take approximately 6-12 months dependent upon the issues raised and will be a more significant fundamental review which will include a redesign of street cleaning services and changes to current operational arrangements. This will also coincide with work now being commenced to review existing and future fleet requirements and future procurement of a new fleet contract to be in place from 2012. It is intended that Members will be kept involved and fully up to date with the progress of this review through Area Committee reports, Environment Sub-group meetings and ward member meetings.
- 27 It is anticipated that the review outcomes and subsequent service change programme will be completed by the next municipal year (2012/13) when the Area Committee's year two SLA will take effect, reflecting the new ways of working.

Other related work

- 28 Work is underway to overlay refuse collection schedules with the current street cleansing programme, in order to achieve more effective co-ordination of services. It is anticipated that this work will be completed by June and be incorporated with the street cleansing review outcomes to deliver a more efficient and effective service within the resource capacity available. A similar piece of work will take place regarding the current grounds maintenance schedules.
- 29 There is much to do to improve upon the use and deployment of the current resource on street cleansing. The issue of localising equipment storage and disposal points to minimise travel and downtime; the additional supervision to improve general attendance and productivity and the full attention of managers and staff on street cleansing rather

than being drawn towards refuse collection services will all improve the impact of the current level of resource.

- 30 Discussions with other services/organisations around land vesting issues are being progressed by the Area Leaders and the Locality Managers. At an area level, discussions are taking place between the Locality Manager and the Partnerships Team in ENE Homes to ensure at the very least that good co-ordination and working relationship exists between the estate caretaker roles and the Locality Teams (when created in July). An immediate opportunity is to work together on how to best utilise the local budgets approved by the ENE Homes Board to complement local neighbourhood management budgets set aside by the Area Committee from Wellbeing – to problem solve and respond to local priorities for environmental improvements. In addition, the possibility of transfers of land ownership to the majority land owner in areas where the picture is confused is being pursued, together with more pragmatic arrangements based on agreeing the natural lead organisation for different parts of the area. Meetings have been arranged, and are currently taking place with the respective organisations/parties to discuss land vesting issues. An update on progress of these discussions will be given at the Area Committee meeting by the Area Leader.
- 31 The new service is keen to identify and connect with any local capacity through residents associations and other locally active groups in terms of their potential to contribute to promoting responsible behaviour and to assist in clean-ups or cleanliness monitoring & reporting in their areas. The developing Community Leadership Teams in the Inner NE area should provide a good opportunity to steer local discussion through.
- 32 Connections into ‘Community Payback’ as another potential avenue to increase service delivery are being pursued. This presents a particular opportunity in the ENE area as both Inner North East and Inner East Area Committees have SLAs with Probation Services for additional payback teams for their areas. Positive discussions are also taking place with WY Police regarding the use of PCSOs to help regulate local environmental cleanliness as a part of their day to day work.
- 33 The restructuring of Environmental Services, including Waste Management is coming to an end in terms of agreeing the new structure and recruiting to the new roles created. This is due for completion by July, from when the additional significant supervisory capacity that will benefit street cleansing services will be in place. Also at that time, the separation of refuse services and street cleansing will allow staff and managers to fully dedicate their time to one area alone, which has been an issue for street cleansing services as refuse has taken the greater priority over time.

Service Level Agreement

- 34 Appendix C (to be tabled at the meeting) sets out findings of the ENE Locality Manager in relation to the services that will be part of the new Locality Team for ENE and some specific, initial capacity analysis for Inner East area.
- 35 In order to steer the development of a draft SLA to be discussed through the final Area Committee workshop in July, the Area Committee is asked to consider the following

principles on which the final operational and service delivery proposals will be then based.

- 36 The suggested principles are based on the findings/feedback from the previous workshops, discussion at ward members meeting, initial findings from service capacity and delivery review work and reflect the delegated responsibility that the Area Committee has been given to ensure a standard of cleanliness across all its area.

Inner East SLA - Overall Principles

- The SLA focuses on how the Environmental Service, through the ENE Locality Team, will deliver the best outcome for residents across the Inner East area in 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.
- The service needs to be more responsive to local needs. There needs to 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.
- The service needs a common sense approach which supports getting the job done. No cleaning of clean streets, more flexible routes/coverage, no driving/walking past problems.
- The service needs to contribute towards tackling problems identified in the agreed priority neighbourhoods and support the development of a "Team Neighbourhood" approach to locality working.
- We need to work better with community based organisations that add value to what we do and contribute towards making our streets and neighbourhood cleaner.
- We need a better relationship with schools to work together to prevent litter on school routes
- We need to have a clearer policy around the cleaning of shop frontages and work in partnership with local businesses to make local shopping centres/main streets clean and pleasant places to visit.
- We need an agreement reflected in the SLA as to how we will work in partnership with ENE Homes to make more effective use of our combined resources

- 37 Appendix D (to be tabled at the meeting) provides initial baseline information that it is intended to develop into the basis for how performance of the service is measured and judged. Members views on the relative merits of these indicators would be helpful and it

is suggested that this is looked at in more depth at the July workshops and at the Environmental Sub-group.

Member Environment sub-group

- 38 At its meeting of 30th March, the Executive Board agreed that the discharge of this new service delegation requires new governance arrangements at a local level for each Area Committee. It was agreed that these should be structured to enable the Area Committee to oversee the delegated function flexibly, using existing delegated powers to ensure that monitoring, review and decision making can be made outside of formal Area Committee agendas where necessary.
- 39 Most Committees now have an Environment Member Champion and some have an existing Environment sub-group or working group. It was agreed that all Committees be asked to establish a Member Environment working group to manage the detailed oversight of the delegated services with officer support. This would have an advisory rather than formal decision making role and report back to the Area Committee at agreed intervals.
- 40 Where formal decisions are required outside of Area Committee meetings these can be referred to the appropriate Director or Chief Officer for approval under the scheme of delegations. This will avoid the need to add further decision making arrangements and layers of complexity to the Area Committee Procedure Rules. This approach will be monitored and developed as a model for the management of subsequent delegations to Area Committees.
- 41 The Inner East Area Committee is therefore asked to consider the establishment of a member sub-group with responsibility to manage the detailed oversight of the new, delegated service.
- 42 The Area Committee is also asked to agree the membership of the sub-group and confirm the Environmental Champion for Inner East.

Implications For Council Policy and Governance

- 43 The Council's Constitution has been amended, approved at Executive Board in March and ratified at the Annual Council meeting held on 26th May, to include the environmental services delegation within the Area Committee Function Schedule.
- 44 Amendments have also been made 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.
- 45 The proposed delegation of environmental services to Area Committees will significantly contribute towards the Stronger Leeds section of the new Safer & Stronger Communities Plan 2011-15. By delivering services at an Area Committee level, the priority to '*ensure that local neighbourhoods are clean*' will be much more achievable.

Legal and Resource Implications

- 46 At this point in time there are no additional financial or resource implications. It is the intention to present information on resource provision at the Area Committee, following work to realign budgets to the new team configurations.

Recommendations

- 47 The Area Committee is asked to:
- a. note progress towards the establishment of a new locality based Environmental Service and the structure for the ENE Locality Team.
 - b. note progress towards the delegation to Area Committees including initial resource, budget and performance information to support the development of the first Service Level Agreement (SLA).
 - c. approve the principles (as set out in section 36) on which to base the operational and service delivery proposals to be included in the Service Level Agreement (SLA) and to agree that this will form the basis for the July workshops with the final SLA to be presented at the September meeting for approval.
 - d. agree the establishment and membership of a Member Environment Sub-group for East NE Area Committee to manage the detailed oversight of the delegated services with officer support.
 - e. confirm the Environmental Champion for Inner East Area Committee for 2011/12

Background Papers

Leeds City Council Constitution

Report: Devolvement of Environmental Services to Area Committees. Area Committee Chairs Meeting, 3rd December 2010.

Report : Devolvement of Environmental Services to Area Committees – Development of Service Level. To Area Committee Chairs meeting, 14th January 2011.

Report: Briefing Note on Proposed Delegation of Elements of the Streetscene Service. To Area Committees, Oct/ Nov cycle 2010.

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. 30th March 2011

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

Report : Devolvement of Environmental Services to Area Committees – progress report. To Area Committee Chairs meeting, 15th April 2011