



Report of the Director of Environment and Neighbourhoods

East (Inner) Area Committee

Date: 22nd March 2012

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

Are specific electoral Wards affected? 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? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of the Main Issues

This report provides Members with information about services 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, to be presented for approval at the June meeting. The report also asks for approval to establish a number of Environmental Improvement Zones within its priority neighbourhoods for which a more targeted approach will be developed and set out in the new SLA.

Recommendations

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.
- Approve the establishment of new Environmental Improvement Zones within its priority neighbourhoods as defined in appendix B.

Purpose of this report

- 1 The purpose of this report is to:
 - a) 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;
 - b) confirm 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 Inner East Area Committee at the June meeting;
 - c) seek approval to establish a number of Environmental Improvement Zones within the area's priority neighbourhoods for which a more targeted approach will be developed and set out in the new SLA.

Background information

- 2 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.
- 3 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 26 of this report and the amended 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. 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 North East Area Committee was approved on 8th September 2011.
- 12 The new Locality Team went live as a service in early September 2011.
- 13 A preliminary progress report was provided to Area Committee at its 1st December 2011 meeting.

Progress made in the first six months of delegation

- 14 Half-year updates will be provide to the Area Committee at all future November/Dec and June meeting cycles and at the Environmental Sub Groups 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.
- 15 A senior manager from the Locality Team will always attend Ward Members meetings where required to focus in on more local issues.
- 16 The most significant of the successes and lessons learnt so far in the first 6 months of the delegation in the Inner East area are:
- a. Successes:

- Established a good relationship with Members with increased confidence and trust that the service will deliver as promised and respond to issues as they arise
- Introduction of a new “capacity day” on mechanical routes has enable the majority of missed routes (e.g. to unplanned leave, bad weather etc) to be recovered and for ad-hoc referrals to be responded to.
- Introduction of a cleaning programme for guided bus routes/lanes (i.e. A64 in Inner East)
- Significant number of successful enforcement actions taken resulting in prosecutions and financial penalties/fines.
- 30 new litter bins installed across the Area Committee

b. Lessons learnt:

- Quicker response to requests for new (and repairs to) litter bins needed
- We have not been able to respond adequately to litter on arterial routes where additional health and safety precautions/procedures are necessary
- Still some occasions where litter bins are overflowing
- Need better cover or recovery arrangements for instances where street attendants in particular are off work for significant periods of time

17 The current structure for the Locality Team for the ENE area together with the associated budget for 2012/13 will be provided at the meeting.

2012/13 Service Level Agreement

18 This section sets out the various considerations for the development of the new SLA for 2012/13. These include new elements to 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.

19 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.

(a) New Locality Managed Services for 2012/13

20 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)

(b) Increased Service Commitments for 2012/13

21 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:

- Specified priority ginnels for programmed cleansing/maintenance
- Cleaning around recycling (e.g. bottle banks) facilities
- Cleaning of guided bus lanes
- Cleaning of arterial routes (in conjunction with the new grounds maintenance contract with Continental Landscapes)
- Litter bin replacements/new sites
- Targeting of zero tolerance enforcement (geographical and issue based) with a focus on supporting intervention in the proposed Environmental Improvement Zones (as described in the next section).

(c) Environmental Improvement Zones (EIZs)

22 At its December 2011 meeting the Area Committee asked its Environmental Sub Group to work up proposals for new Environmental Improvement Zones. These would be small groups of streets or specific public locations where environmental conditions have not improved despite often a disproportionate use of resource and where it is felt a more targeted and sustained approach, based mainly around greater education and enforcement, may change behaviours and support an improvement in conditions.

23 With support from Area Support Team colleagues, the Locality Team gathered evidence and views from a variety of sources; including ward members, local tasking partners, neighbourhood managers, street cleansing and enforcement staff and statistical information such as relevant neighbourhood indices. From this a number of “zones” were arrived at and presented to the sub group for discussion. The sub group agreed a collection of primary zones as a good starting point for developing a new approach and to recommend them to the Area Committee for approval. A further set of secondary zones was also identified for a future focus when capacity allows.

24 The primary zones agreed by the sub group are geographically defined in Appendix B and listed below. The approach will sit within the Area Committee’s Neighbourhood Improvement Plans as a key contributor to improving environmental conditions in those neighbourhoods. The zones will provide a focus for local tasking teams in problem solving long standing environmental issues and sharing intelligence on cases that are having the greatest negative impact.

Burmantofts & R’mond Hill	Gipton & Harehills	Killingbeck & Seacroft
Bellbrookes	Back Hilltop Mount	Boggart Hill Drive Shops
Cross Green	Bayswaters	Ramshead Hill Shops

Ivy Street Shops	Coldcotes Shops	South Parkway Shops
Kitsons/Dents/Clarks/Oxleys	Hovinghams and Dorsets	
Lincoln Green Square	Karnacs, Rossalls & Nices	
Nowells	Lambtons	
	Sandhursts	

- 25 Neighbourhood Managers will work closely with the Locality Team to support the development of preventative approaches in these zones to complement the zero tolerance enforcement work.
- 26 The Area Committee is asked to approve the zones so that officers can work on the first phase of these EIZs (i.e. those identified as “primary” EIZs on the maps) to be included in the new SLA. Initial work will be to gather baseline info, building an intelligence picture, reshape the enforcement staff in the team and start some targeted enforcement. The SLA will set out how the approach will be developed during 2012/13, what resources the Locality Team will put into it and how impact/success will be measured and reported through the sub group.

(d) Planning for Olympic and Diamond Jubilee Year

- 27 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

(e) Inner East Elected Member expectations

- 28 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:
- more proactive/planned publicity to provide residents with information about what is being done locally, to give the message that enforcement action is being taken against offences (such as littering, dog fouling/orders and flytipping/waste in gardens) and to support local, resident led campaigns against littering etc.
 - clarity about how staffing resources are redeployed locally when bad weather prevents normal duties
 - better programmed cleaning of arterial routes and subway areas.
 - A more coordinated approach to tackling bin-yard problems
 - Ideally some sort of dedicated resource/crew that could “deep clean” grotspot areas over and above the programmed, standard mechanical/manual service.

(f) Executive Board expectations

- 29 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 gully 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.

30 The Inner 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.

(g) Inner East SLA – Refreshed Overall Principles

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

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 grotspots, plan for known local events that may effect 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, Richmond Hill and Seacroft. We will provide a lead 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, primarily as identified through the proposed new Environmental Improvement Zones.

- *Supporting community action:*

We will closely 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.

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

We will work in partnership with ENE, P&C 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, sharing facilities and working together to enforce against environmental crime/offences.

- *Planning for seasonal and annual events:*

We will help clean up after significant community events planned during the year, for example the community galas held throughout Inner East in summer. During 2012 this will include preparations and aftermath Olympic related events that may be held in the

community and local events in celebration of the Queen's Diamond Jubilee (e.g. street parties). We will ensure that there is sufficient capacity and flexibility in the service to programme in work to deal with leaf fall in autumn.

Implications For Council Policy and Governance

- 32 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.
- 33 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.
- 34 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".
- 35 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

- 36 The SLA for 2012/13 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 2012/13 Locality Team budget will be provided at the meeting.
- 37 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 gulley crews).
- 38 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

- 39 The Area Committee is asked to:
 - a. Note the addition of further services to the delegation (see section 26) 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).

- b. Agree the development of the new SLA for 2012/13 to be brought to the June meeting for approval based on:
 - i. the inclusion of the additional services (see section 20)
 - ii. 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 section 21)
 - iii. 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)
 - iv. the ENE Locality Team's responses to addressing the Area Committee Member's local priorities (see section 24)
 - v. the ENE 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 25)
 - vi. the refreshed service principles (see section 27)

- c. Approve the establishment of a number of Environmental Improvement Zones within the priority neighbourhoods, as geographically defined in appendix B and initially focusing on those identified as primary zones as listed in section 24. To delegate responsibility to the Environmental Sub Group to monitor progress made improving cleanliness in the approved zones and report half yearly to the Area Committee.

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. 30th March 2011

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

*Report: **Environmental Services Delegation – Update and Progress, to Area Committee 23rd June 2011***

Report: Delegation of Environmental Services – Service Level Agreement, to Area Committee 8th September 2011

*Report: **Environmental Services - Performance Update on the Service Level Agreement, to Area Committee 1st December 2011***

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.