



## Report of the Director of Environment and Neighbourhoods

### Outer North West Area Committee

**Date: 26th March 2012**

**Subject: Environmental Services Development of the 2012/13 Service Level Agreement**

Specific Electoral Wards affected: Adel & Wharfedale, Guiseley & Rawdon, Horsforth, Otley & Yeadon	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

## Summary of the Main Issues

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

The Area Committee is asked to:

- a. Note the addition of further services to the delegation as approved by Executive Board on 10<sup>th</sup> February 2012.
- b. 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.

## **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 Outer North West Area Committee at the June 2012 meeting.

## **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 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 West North North West, South East and East North East. 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 Outer North West Area Committee was approved in 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 December 2011 meeting.

### **Progress made in the first six months of delegation**

- 14 Half-year updates will be provided to the Area Committee at all future November/Dec and June meeting cycles and at the Environmental Sub Groups meetings.
- 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 Outer North West 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
  - Establishing good working relations with Town and Parish councils in the area including Horsforth, Otley and Pool Parish Councils and local residents groups.

- Successful delivery of a de-leafing programme across the area during the autumn/early winter months, with capacity to respond to Members' requests
- Introduction of a joint programme of priority ginnell cleansing in Otley & Yeadon- with development work on-going in the other 3 wards in WNW
- New litter bins ordered/ 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
- Improvements required in gully cleansing schedule and communication on 'hot-spots' with members
- Still some occasions where litter bins are overflowing
- More work required in developing local dog enforcement/ cleansing strategies

17 The current structure for the Locality Team for the WNW area is shown in Appendix B.

### **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:

- 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)
- De-leafing
- Litter bin replacements/new sites
- Targeting of zero tolerance enforcement (geographical and issue based)

***(c) Planning for Olympic and Diamond Jubilee Year***

22 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

***(d) Outer North West Elected Member expectations***

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

- Would like to see further work done on arterial routes.
- Would like to see more evidence of the service operating pro-actively, rather than re-actively.
- Would like to see better coordination and accountability of the Grounds Maintenance Contract.
- Would like to see better accountability of refuse and waste management issues.
- Would like to see better joint-working with Parks & Countryside and North West North West Homes.
- Would like to see better communication on gulley cleansing issues particularly in relation to 'hot-spot' schedules.

***(e) Executive Board expectations***

24 In addition, a report presented to Executive Board by the Assistant Chief Executive (Customer Access and Performance) on 10<sup>th</sup> 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 e.g. near bus stops.
- Addressing the approach to orphan land and private estates.

25 The North Outer West 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.

***(f) Outer North West SLA – Refreshed Overall Principles***

26 The following are the proposed refreshed principles to form the basis for the development of the Outer North West SLA for 2012/13:

- *Outcome focused:*

The WNW Locality Team will focus on delivering the best outcome for residents across the Outer North West area - so that the streets and neighbourhoods in which they live are of an acceptably clean standard.

- *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 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 the Holtdales, Henshaw, the King Edwards and Georges, Weston Estate, Queensway and Poets . 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.

- *Supporting community action:*

We will closely with and support residents groups and other community based organisations (such as In Bloom groups) that: add value to what we do, provide eyes and ears in villages/ communities, 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 WNW Homes and the Police to deliver more effectively:*

We will work in partnership with WNW Homes 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 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 the area, 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).

## **Implications For Council Policy and Governance**

- 27 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.

- 28 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.
- 29 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”.
- 30 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**

- 31 The SLA for 2012/13 will be delivered mainly through the resources delegated to the Locality Manager to manage across the West North-North West area. The current Locality Team budget for 2012/13 is summarised in appendix A.
- 32 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).
- 33 The SLA will also set out how partnership resources will compliment 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 WNW Homes on coordinated enforcement activity and sharing responsibility for collection of white bags.
- 34 This report relates to an Executive function and is therefore subject to call in.

### **Recommendations**

- 35 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 10<sup>th</sup> 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 26)



- 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 20)
- 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 WNW Locality Team's responses to addressing the Area Committee Member's local priorities (see section 22)
- v. the WNW 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 23)
- vi. the refreshed service principles (see section 25)

### **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 Committees June/ July 2011***

***Report:** Delegation of Environmental Services – Service Level Agreement, to Area Committees September 2011*

*Report: **Environmental Services - Performance Update on the Service Level Agreement, to Area Committees 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*

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.

# APPENDIX A

<b>SECTION 3D: AREA COMMITTEE FUNCTION SCHEDULES</b>
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<b>Well-Being Schedule</b>	
<b>Function</b>	
<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.

<b>Area Functions Schedule</b>	
<b>Function</b>	
<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>• <b><u>Ancillary street cleansing</u></b></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> </ul>

**functions including Graffiti 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.

- The agreement of the most appropriate 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.