

Report of the Director of Environment and Neighbourhoods

Report to North West (Inner) Area Committee

Date: 12th April 2012

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

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Headingley; Hyde Park & Woodhouse; Kirkstall; Weetwood.	<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 (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 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)

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 North West Area Committee at the June 2012 meeting.

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 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 Inner 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.

Main Issues

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 Inner 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 partner (mainly the police and universities) and local residents groups.
- § Successful delivery of a de-leaving programme across the area during the autumn/early winter months, with capacity to respond to Members' requests
- § Developing and delivering an intensive 'clean-up campaign' in the Headingley and Hyde Park area covering 3,400 properties - this has entailed: bin-labelling; pulling bins back into properties, hand-delivering a detailed information letter to each of the 3,400 households setting out a number of key messages about improving the environment as well as personal security during the on-set of dark nights; a door to door community engagement exercise where we have spoken to over 1,700 households about environmental issues and concerns and a focussed environmental enforcement campaign which has resulted in the serving of Section 46 Improvement Notices and fixed penalty fines (fpn's) for bins on streets offences.
- § Continuing work on extensive graffiti removal within the Hyde Park and Headingley Neighbourhood area.
- § Working with residents to identify and undertake regular additional cleaning in known 'hot-spot' areas.
- § Supporting Parks & countryside colleagues with litter picking and litter bin-emptying on Woodhouse Moor and other green-spaces in the area.
- § Supporting the development and implementation of shared waste management facilities in the Beamsleys neighbourhood.
- § Following concerns expressed by local councillors and residents about the schedules for manual litter-picking - routes have now been reviewed in inner north west to better coincide with refuses collection days. Mechanical street and pavement cleansing has also been undertaken as scheduled.
- § A number of locations have also been identified through resident engagement for **additional manual cleansing** and litter-picking - these include: Cardigan Triangle, Chapel Lane and Back Chapel Lane, the Beamsley's, Hyde Park Corner, The Granby's, The Brudnells, Back Regents Avenue and Terrace and Duncomber Street.
- § Officers have been engaging with local residents and councillors on suitable locations for additional litter bins in the area - an order has been placed.

b. Lessons learnt:

- Need for an integrated environmental service in the inner north west area covering refuse, cleansing, enforcement and communication - this approach is currently being developed by the locality team.
- 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 local hot-spots more regularly
- Cleaning around recycling (e.g. bottle banks) facilities
- 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 the inner north west area of the Olympic torch
- Queens Diamond Jubilee – Royal visits to Leeds and street parties

(d) Inner 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 accountability of the refuse and waste service
- Would like to see a better balance of proactive work in all four electoral wards.
- 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 year round communication on service issues and not just around 'change-over' and 'freshers'

(e) Executive Board expectations

24 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 e.g. near bus stops.
- Addressing the approach to orphan land and private estates.

25 The North Inner 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) Inner North West SLA – Refreshed Overall Principles

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

- *Outcome focused:*

The WNW Locality Team will focus on delivering the best outcome for residents across the Inner 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 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 Hyde Park, Little London/ Woodhouse, and Hawksworth Wood. 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 work 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).

Corporate Considerations

Consultation and Engagement

- 27 Various consultation and engagement exercises have been undertaken with members and residents to help influence the service to date. The Environment Sub Group is being used to feedback progress on this engagement. A series of update reports have been provided to the Area Committee meeting since October/November 2010 (see background documents for full details).

Equality and Diversity / Cohesion and Integration

- 28 There is no specific impact on equality and diversity or cohesion and integration as a result of this report. Although a key principle of locality working and the Service Level Agreement is a focus on delivering the best outcome for residents across the area, so that the streets and neighbourhoods in which they live are of an acceptably clean standard. This principle underpins equality and community cohesion, seeking to bring neighbourhoods with poor environmental quality, up to an acceptable standard, whilst improving all areas of Leeds.

Council policies and City Priorities

- 29 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.
- 30 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.
- 31 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".
- 32 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.

Resources and value for money

- 33 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 will be shared at the sub-group and appended to the final SLA.
- 34 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).
- 35 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.

Legal Implications, Access to Information and Call In

- 36 Under the Council Constitution - the Area Committee has the legal powers to approve the Service Level Agreement and therefore formally undertake the delegation of services set out within it – this includes influencing the delivery of services and deployment of resources lined to the delegation. There are no further legal implications. The report contains no information that is deemed exempt or confidential.

Risk Management

- 37 The Area Committee is being asked to note update report and agree the broad principles the 12/13 SLA will be developed against. The 2011/12 service level agreement was agreed by the Area Committee on 22nd September 2011. This report seeks to ensure that the area committee is able to implement and steer the delivery of services within the SLA effectively. A number of risks to service delivery have been highlighted as part of the previous SLA negotiations which took place last year - any additional risks will be highlighted when the SLA is presented for agreement in June 2012.

Conclusions

- 38 A lot of effort has gone into merging the former cleansing and enforcement teams into the new locality team and sharing the area committee's vision within the SLA with front-line staff - this has also included emphasising the way in which the accountability of the service has changed and that this will mean changes to the way the services are delivered. Through the 12/13 SLA the service will seek to further embed the principles of the delegation whilst focussing more attention on control and influence of the enforcement teams activity through detailed ward plans. Officers are also developing proposals for an integrated environmental service for the Inner North West student area in response to member and resident concerned regarding a possible disconnect with the waste service.

Recommendations

- 39 The Area Committee is asked to:
- c. 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).
 - d. Agree the development of the new SLA for 2012/13 to be brought to the June meeting for approval based on:
 - vii. the inclusion of the additional services (see section 26)
 - viii. 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)

- ix. 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)
- x. the WNW Locality Team's responses to addressing the Area Committee Member's local priorities (see section 22)
- xi. 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)
- xii. the refreshed service principles (see section 25)

Background documents¹

- 35 *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 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, 10th February 2012

¹ The background documents listed in this section are available for inspection on request for a period of four years following the date of the relevant meeting. Accordingly this list does not include documents containing exempt or confidential information, or any published works. Requests to inspect any background documents should be submitted to the report author.

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 removal, Gully and Ginnet</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

<p><u>cleansing.</u></p> <ul style="list-style-type: none"> • 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. 	<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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