South Kesteven DC

Pro-forma for Service Plans

Period of the Plan	2006/7 – 2008/9
Service:	Street Scene
Service Manager:	Garry Knighton

Corporate Context

The LSP – The Joined-up Approach

As a leading member of the South Kesteven Local Strategic Partnership, the Council has worked closely with representatives of the business, voluntary and public sector to profile the needs of the area. This has resulted in the LSP adopting the following long-term vision:

To ensure that by 2020 our residents live in one of the ten most desirable locations in the country and are proud that they have the skills necessary to participate in sustainable communities that are safe, healthy and economically vibrant".

In order to translate this vision into action, the LSP has approved the following four priorities, which will guide the new Community Strategy currently being prepared:

> a) **Community safety and health.**
> b) **Housing and sustainable communities**
> c) **Town centres and economic development**
> d) **Improved transport and access.**

SKDC – The Vision

The District council's vision complements and supports the vision of the LSP it is:

'To ensure that the residents of South Kesteven are proud of their district and their Council'

This concept of "Pride" is articulated as a series of five steps detailed in a series of leaflets:

> a) **Performance and Priorities**
> b) **Respect and recognition for diversity**
> c) **Informing and Involving**
> d) **Developing Communities**
> e) **Empowering and enabling**

SKDC - Strategic Alignment

In making strategic choices regarding service delivery the Council has taken account of the shared priorities that have been agreed at national level between representatives from Local Government and the Office of the Deputy Prime Minister (ODPM). These are:

Sustainable Communities and Transport
Safe and Strong Communities
Healthier Communities
Older People
Children and Young Persons

Both these shared aspirations, and the priorities of the LSP, are incorporated into the Council's four ambitions:

Economic Development
Community Safety
Healthy Environment
Community Engagement

SKDC – Operational Alignment

To ensure that all our services are assessed against, and reflect, these ambitions the Council has undertaken a comprehensive service prioritisation exercise using a four-fold classification of service priorities.

The linkage between these new ambitions and our current priorities, which were reviewed in May 2005, is demonstrated in the following table:

Proposed Ambition:	Priorities that it incorporates		Shared national priorities that it reflects
	Category A	**Category B**	
Economic Development	Town-centre regeneration	Business Development Planning Car Parks	Sustainable Communities and Transport
Safer communities	Anti-social behaviour	Diversity. Vulnerable Persons Housing Management Affordable Housing	Safer and Stronger Communities
Healthier Environment	Street Sweeping Recycling	Public Toilets	Healthier Communities
Engagement	Access	Communications LSP and Community Strategy	Children and Young People Older People

Full details of the categorisation of all services can be found in this report
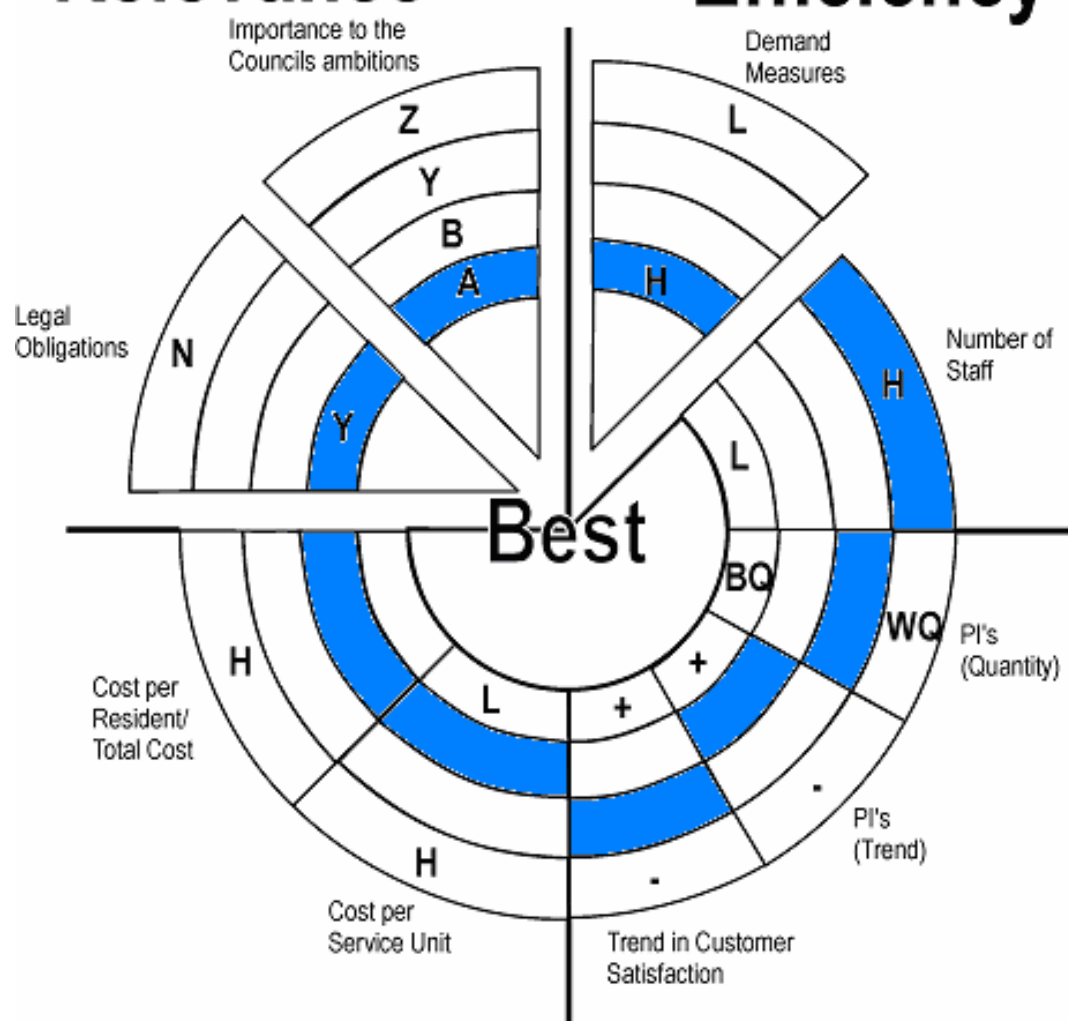
Socio-economic Profile

A fully area profiling of the District was undertaken and reported to the LSP by the Economic Development team in the summer of 2005. A copy of this report is available to assist managers in the preparation of their service plans.

Value for Money and Performance at a Corporate Level

Using data recently made available by the Audit Commission the Corporate Management Team are currently preparing a fully Value for Money assessment of the Council which will be available in September. This will assist managers in understanding how the Council compares at a corporate level and also provide a source of data for drawing comparisons at a service level and populating the balanced scorecard.

Relevance

Importance to the Councils ambitions

Legal Obligations

Z

Y

B

A

N

Y

Efficiency

Demand Measures

L

H

H

L

Number of Staff

Best

BQ

WQ

PI's (Quantity)

+

+

L

·

·

PI's (Trend)

Cost per Resident/ Total Cost

H

H

Cost per Service Unit

Trend in Customer Satisfaction

Economy

Effectiveness

H = High   L = Low   BQ = Best Quartile   WQ = Worst Quartile   A,B,Y,Z = Service Classification
+ = Positive Trend   - = Negative Trend

Section 1 – Setting the Scene - The context, drivers and reasons for service provision

1.1 **Remit of the Service** – Brief Overview of the service:

- *To ensure that all roads and footpaths are cleaned to the standards given in the Environmental Protection Act Code of Practice on Litter and Refuse*
- *To allocate resources to areas identified as having a higher need, based on information provided by the four multi-skilled Area Inspectors*
- *To engage in action against those dropping litter, flytipping and allowing their dogs to foul on public areas*
- *To respond quickly and efficiently to reports of flytipping*
- *To respond quickly and efficiently to reports of abandoned vehicles, with the issuing of statutory notices*
- *To ensure that residents of the district are aware of the Council's objectives to take positive action against those who litter, flytip and allow their dogs to foul on public land*
- *To take appropriate enforcement action where necessary against those littering, flytipping and allowing their dogs to foul on public area*
- *To educate residents on environmental issues relating to litter and street cleaning operation*
- *To engage the local businesses to litter and waste awareness campaigns*
- *To forge partnerships with other authorities, including Lincolnshire County Council, for the promotion of a cleaner environment*
- *To work with voluntary groups to promote street cleanliness and environmental campaigns, such as 'Community Cleaners' and community litter picks*
- *To encourage the use of 'Community Cleaners' in rural areas, supporting users through a grant scheme*
- *To work with existing partners, combining resources where possible*
- *To ensure that the work of the section supports the Council's objectives of making Street Scene a Category A Priority*

1.2 **How does the service contribute to the Vision Priorities and Values of the Council?**

The Street Scene service supports the Council's ambition to provide the residents of the district with a clean and healthy environment. The service provides the facilities for the residents and visitors to ensure that they dispose of their waste in a proper manner. It also works towards dealing with and eliminating litter, dog fouling, flytipping, graffiti and abandoned vehicles, taking enforcement action where necessary.

In order to achieve a healthy environment, the streets of the district must be pollution free, and therefore clear of litter, dog fouling, flytipping, graffiti and abandoned cars.

Providing these services all contribute to a feeling of pride amongst customers. By ensuring that a comprehensive service is in place, improvements in Street Scene and pride in the community can be achieved.

1.3 Key Drivers for the Service

National/Regional

- *Environmental Protection Act 1990*
- o Requires all authorities to clean public roads and footpaths to the cleanliness as described in the Code of Practice on Litter and Refuse
- *Statutory Targets*
- o Sets national targets for the measurement of the standards of cleanliness of the environment within the authorities control
- o The targets consider areas such as litter and detritus, graffiti, flyposting and flytipping
- *Clean Neighbourhoods and Environment Act 2005*
- o Makes changes to the definition of a littering offence, offering clarification to when an offence has been committed
- o Offers advice and changes to the offences of flyposting and flytipping
- *Anti Social Behaviour Act 2003*
- o Enables fixed penalties to be issued for the offence of graffiti
- o Allows fixed penalties to be issued to persons between 16 and 17 years of age
- o Gives stronger powers to help local authorities to tackle flytipping, graffiti and flyposting
- o Gives powers to local authorities to tackle graffiti on public street furniture
- *Dog Fouling of Land Act 1996*
- o Describes the offence of leaving dog fouling on public land
- o Details exemptions to the offence
- *Refuse Disposal Amenity Act 1978*
- o Details the requirements of the statutory notices for dealing with abandoned vehicles
- o Describes criteria for a vehicle being deemed as abandoned
- *Town and Country Planning Act 1990*
- o Describes offence of flyposting and makes beneficiaries responsible
- *Criminal Procedure and Investigations Act 1996*
- o Used in enforcement procedures
- *Regulatory Investigatory Powers Act 2000*
- o Advises on surveillance, and guides on covert surveillance
- *Police and Criminal Evidence Act 1984*
- o Offers guidance for the interviewing under caution
- *Litter (Fixed Penalty Notices) Order 1991*
- o Guides authorities on litter fines and their enforcement

Local

- *Enforcement Policy*
- o Details the Council's policy on tackling breaches to the local Street Scene, such as littering, graffiti, flyposting, flytipping and dog fouling

Section 2 – Where are we now?

How does the service meet Customer expectations?

Street cleaning remains one of the most front-line services offered by the Council, and therefore, the Customer has high expectations of it. The section continuously strives to meet these expectations, and has done so by:

- *Employing a team of four multi-skilled Area Inspectors, able to monitor and feed information to the Operations Team*
- *Engaging the public in community incentives, such as community cleans and supporting Community Cleaners in rural areas*
- *Reducing customer complaints*
- *Providing an equal service to all residents, breaking any barriers caused by the publics diversity*

Unfortunately, being a highly recognisable service to all residents, their expectations sometimes exceed the capabilities of the service at any one time. This has resulted in a low satisfaction rate in the last Customer Satisfaction Survey, however, the Council are maintaining an average BVPI 199 rate, which is reducing year on year.

How does the service meet its objectives?

Street Scene is a relatively new concept, coming into local government in 2004. The idea was to place activities undertaken to improve the local environment of an area into one category. It is vague as to exactly what an authority deems to fall into Street Scene, and therefore this can differ from authority to authority.

In South Kesteven, Street Scene is used to group the activities of:

- *Street cleaning*
- *Litter enforcement*
- *Flytipping collection and enforcement*
- *Flyposting*
- *Graffiti*
- *Abandoned vehicles*
- *Dog fouling*

In order to gauge the success of the service, the Council must report on BVPI 199. This measures a variety of street cleaning elements, including detritus and litter, flytipping and graffiti and flyposting. The following table shows the targets to be achieved and the actual performance:

YEAR	LOCAL TARGET	ACTUAL PERFORMANCE
2004/5	19%	19%
2005/6	17%	Estimated performance of 14%
2006/7	15%	

Other indicators of the success of this service include:

INDICATOR	2004/5	2005/6 (as available at this time)
Number of litter fines issued	*23*	*158 (Target 60)*
Response time to remove flytipping	*3 days*	*24 hours*
Number of flytipping prosecutions	*1 prosecution in court 4 fixed penalty fines*	*2 fixed penalties*
Number of flytipping incidents	*809*	

Though there has obviously being some improvement in the local Street Scene, there continue to be areas of improvement. Questionnaires are sent to the four Town Centre Management Partnerships every quarter, asking for their report and opinions on the Street Scene of their town. Again, this is a new monitoring tool, and therefore it is difficult to show any changes in opinion. However, initial responses show that the Customer Satisfaction is low, particularly in Stamford.

Key achievements and outcomes
During the last financial year, the service has seen a number of key achievements, mainly the introduction of three Enforcement Rangers in June 2005. The new team travel the district issuing litter fines, offering education and advice about litter and the local environment, and act as a highly visible presence in the district. Within the first 6 weeks of their commencement, the annual target for litter fines issued had been reached.

Recently, there has been a more stable number issued. This is due to the high level of publicity and an increased awareness amongst the public.

Other achievements include the authorisation of all PCSO's in the district and the use of CCTV pictures in the local press asking for identification of noted litter louts.

Monies earnt through the payment of litter fines has been reinvested into improvement of the local Street Scene. A weed removing machine, 'Amos', has been purchased. Often the aesthetics of a street are low because of the number of weeds growing from the kerbstones and gulleys. In turn these weeds trap detritus, affecting the BVPI 199 rating. Though this is a matter dealt with by Lincolnshire County Council, their policy of weed killing rather than removal makes no significant impact on the problem. This new machinery has had some great results and is in use every day.

Other equipment that has been used to great effect is the pressure cleaner, used for removing grease and chewing gum from the footpaths. This has now completed the town centre of Grantham, and has begun working in Stamford.

How does the service compare:
*http://vfm.audit-comission.gov.uk/HomePage.aspx*

To other service providers?
To assess the comparison of this service with external service providers, a process of Formal Market Testing would be required. All authorities within the Council's family group offer their street cleaning service in-house. This is perhaps due to the prices quoted by possible contractors, and the level of service provided.
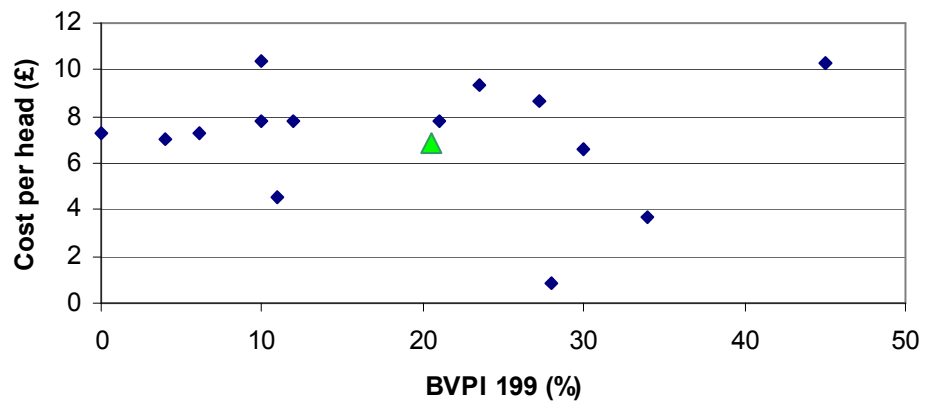
To other Councils?
The following graph shows the authorities in South Kesteven's family group in terms of the cost of street cleaning and the resulting customer satisfaction standards:

SERVICE COSTS AGAINST SATISFACTION STANDARDS
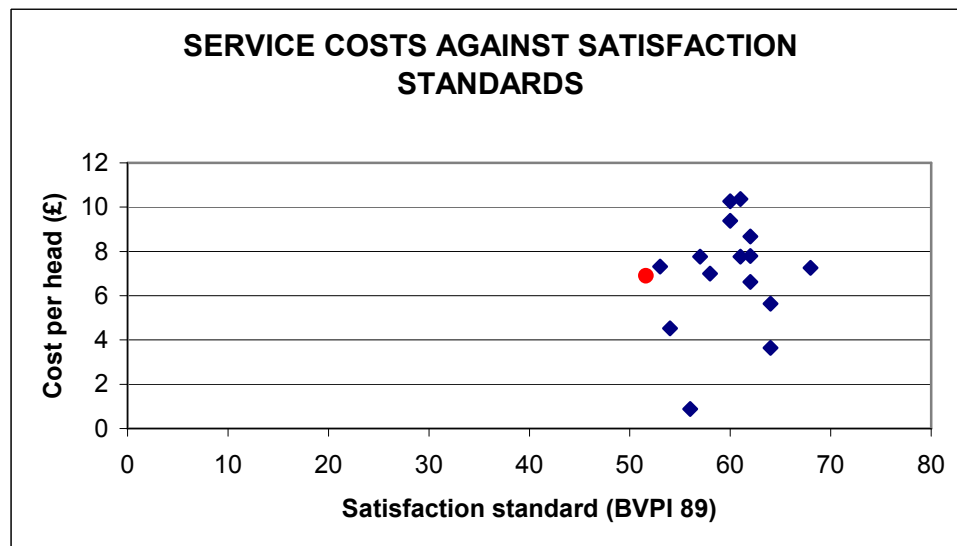
As the graph highlights, the service provision in South Kesteven is of average cost per head, however, the satisfaction standards are the lowest in the family group. On considering the cost per head of street cleaning and the resulting BVPI 199, it is more reassuring that the service provided within South Kesteven is average in terms of the standards achieved. Some of those authorities achieving a higher satisfaction rating (BVPI 89) are actually achieving a poorer BVPI 199 rating.

STREET CLEANING COSTS AND BVPI 199 RESULTS

A scatter plot with x-axis labeled "BVPI 199 (%)" ranging from 0 to 50, and y-axis labeled "Cost per head (£)" ranging from 0 to 12.

Section 3 – Where do we need to be?

The service requires to be flexible and adaptive in order to provide the high standard of service expected. To establish the services position, analytical tools of SWOT and PESTLE will be used:

PESTLE ANALYSIS

This analysis will help to identify SWOT factors, and therefore there is some overlap.

Political

- *Increased legislation from Central Government regarding cleaner neighbourhoods and Street Scene*
- *Pressure on Central Government to improve local environments*
- *National Government bodies, such as ENCAMS with litter and local environment issues on their agenda*
- *Changes in waste collection legislation, such as Pay by Weight, increasing the incidents of flytipping*
- *Lincolnshire Clean Neighbourhoods and Environment Act Liaison Team, and a joint Lincolnshire flytipping and enforcement strategy*

Economic

- *Increasing fuel prices*
- *Funding availability from Central Government*
- *Employment law and increases in pay*
- *Funding from Lincolnshire County Council, in view of creating a Lincolnshire flytipping and enforcement strategy*

Social

- *Public expectations and changing social correctness making littering unacceptable, though there is still some element of it being the social 'norm' to drop litter, or not pick up dog fouling*
- *'Throw-away' society, increasing amount of excess waste, such as packaging*
- *Increased expectations for street cleaning and Street Scene*
- *Increased awareness of Street Scene and local environment issues*
- *Increased diversity in area, requiring different methods of street cleaning*
- *Increasing economic stability will increase the amount of 'take aways', which could impact on the litter created*

Technical

- *Street cleaning equipment, enabling restricted areas to be accessed with mechanical equipment*
- *Important to address the correct balance between the use of mechanical equipment and manual operations*

Legislative

- *Increasing levels in legislation from the EU*
- *Increasing legislation regarding Street Scene and local clean environments*
- *Increasingly challenging targets for all local authorities*
- *Working Time Directive for drivers and their working hours*
- *Making food outlets responsible for the litter created by their customers*

Environmental

- *Increasing awareness of the impact of flytipping and Street Scene related matters on the environment*
- *Environmental impacts of littering are becoming more known, and therefore legislation from Central Government is beginning to address these issues*
- *Development of town centres will require additional resources, as more people use the facilities*

SWOT ANALYSIS

Strengths

- *Flexibility*
- *Competitive*
- *Strong feeling of teamwork within the section*
- *Great level of experience and knowledge within the section*
- *Working towards a socially acceptable aim, and therefore have public support*
- *Long term contract for the vehicle provision ensures that the costs are not liable to great fluctuations*
- *Stock of graffiti removal equipment and products*

Weaknesses

- *Low customer satisfaction results*
- *Stretched resources*
- *Largely rural geographical area*
- *No complete strategy in place*

Opportunities

- *Commercial and private cleaning contracts*
- *Commercial and private graffiti removal services*
- *Engagement of local businesses to improve the Street Scene of town centres*
- *Vehicle maintenance brought back in-house*
- *Increasing education*
- *Increased awareness through the national Keep Britain Tidy campaign*

- *Central Government funding*
- *Expansion of the Community Cleaner scheme, providing local people the responsibility for their local environment*

Threats

- *Sudden increase in Government statutory targets*
- *Introduction of pay-by-weight legislation, with the possibility of an increase in flytipping incidents*
- *Privatisation*

By nature, this service is always liable to a number of threats, brought about by the changing political, environmental, economical and legislative factors, though by the same factors, a number of opportunities arise.

Considering all of the above, it is recognised that the service needs to be provided with a view to the long-term, as well as the short-term. This will ensure that all residents feel they are being offered a value for money service achieving the standards set by the Environmental Protection Act, and their expectations.

Residents will need to have the methods available to them to take an active and responsible role in the future environment of the district, and help the Council to achieve legislative and environmental targets.

In order to achieve this, educational and awareness campaigns should be a focus for the enforcement team, whilst still maintaining a high level presence of enforcement.

Section 4 How do we get there?

Objective	Link to Corporate/ Community objectives	Key tasks	Lead Officer	Output Target	Targeted Outcome	Monitoring Arrangements	Risk to achievement	Resources Required	Timescales & Key Milestones
Lower BVPI 199 rate	*Identified as a Category A priority, Street Scene must show some step change improvement*	*Monitoring* *Street Scene operations and street cleaning assessments* *Random street inspections*	*Garry Knighton* *Tony Perrins*	*To decrease the amount of detritus, litter, graffiti, flytipping and flyposting within the district*	*Decreased levels will improve the local Street Scene, and increase the PRIDE felt by local residents*	• *BVPI monitoring*	*Lack of awareness and education amongst residents, and a continuation of acceptance for this unsociable behaviour*	*Inspection team* *Street Scene equipment and operators*	*End of 2005/6, for achievement of BVPI 199 target*
Increase customer satisfaction	*Increase a feeling of 'PRIDE' in the community*	*Consultation* *Education of what is being achieved and promotion of successful prosecutions* *A high level presence of enforcement within the district*	*Garry Knighton*	*To increase customer satisfaction into the upper quartile by 2007/8*	*Results from the annual customer satisfaction survey to show an increase in the satisfaction in their local environment, and therefore an increase in their PRIDE of their local community. Additionally, an increase in the*	*Annual survey* *Quarterly TCMP questionnaires*	*An unrealistic expectation by any one TCMP will reduce the overall result of the questionnaire. Often, though the standards specified in the EPA 1990 have been exceeded, the TCMP have an opinion that this is a failure on the Council's behalf*		*Quarter 3 of 2005/6 – TCMP questionnaire* *Quarter 4 of 2005/6 – TCMP questionnaire* *Annual survey*

					satisfaction levels expressed by the TCMP's each quarter			

Section 5 – Gershon - Efficiency

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	2005/6	2006/7	2007/8	
Target 5%				
Non-Cashable Efficiency Gains				
	2005/6 £	**2006/7 £**	**2007/8 £**	**Evidence**
"Much more for a little more" *Proportionately more outputs or quality for an increase in resources*				
"More for the same" *Increasing performance level (quantity &/or quality) for same inputs*	Increasing developments within the district is resulting in an increase in demand for street cleaning operations, with the same number of vehicles	Increasing developments within the district is resulting in an increase in demand for street cleaning operations, with the same number of vehicles		
Cashable Efficiency Gains				
"More for less" *Achieving improved performance level by reduced costs (procurement, labour costs etc*			Reduced BVPI 199 rate	
"The same for less" *Achieving same performance level by using fewer inputs*		Vehicle maintenance		
Other Savings				
"Less for even less" *Scaling down outputs and inputs*				
"Full disinvestment" *Stopping doing something*				
Totals				
(%) of service budget				

Section 6 – Financial Summary				
6.1 Resources Estimates				
	Rev Budget	Budget	Indicative changes	
	Current	Year 1	Year 2	Year 3
Staff number of FTE by broad pay band s1-11 £11k - £23.5k PM1-8 £24k - £35k Hay £35.9k 0 £46K				
Finance - **Capital** Major Asset acquisitions & improvements or key projects - **Revenue** Employees Premises Transport Third Party Payments Supplies & Services Support Services	**£K**	**£K**	**£K**	**£K**
Information Systems Requirement for investment and development of ICT				

6.2 Explain the major procurement options and proposals over the next three years?

6.3 What are the training and development requirements of this Service Plan?
Ongoing training of own operatives and relevant office based staff

Section 7 - Risk

7.1 What significant risks to the service have been identified and how will they be managed?

Risk	Likelihood	Impact	Action
Breakdown of vehicles	High, Medium, Low *High*	High, Medium, Low *Low*	*Section operates with some spare capacity each week, this allows for breakdowns to be covered on another day. Long term shortage of vehicles can be covered by specialist hiring*
Labour shortage	Low	High	*Section carries own pool of workers to cover such events, however, in emergencies, agency staff will be recruited*
Fuel Shortage	Medium	High	*Have own fuel tanks, but it is likely that the service would be categorised as an essential service, and therefore receive a supply of fuel*
Severe weather	Low	High	*In the short-term this would not cause a problem, however, if the weather conditions persisted over 4/5 days, Street Scene operations would not be possible, and therefore there would be a back-log*