

**THE EXECUTIVE**

**Tuesday, 28 June 2005**

**Agenda Item 6. Further Actions to Clean Up the Borough (Pages 1 - 13)**

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## THE EXECUTIVE

28 JUNE 2005

### JOINT REPORT FROM THE DIRECTOR OF REGENERATION AND ENVIRONMENT AND DIRECTOR OF HOUSING AND HEALTH

This report is submitted under Agenda Item 6. The Chair will be asked to decide if it can be considered at the meeting under the provisions of Section 100B(4)(b) of the Local Government Act 1972 as a matter of urgency, so as to avoid delay in obtaining Councillors' instructions and the seeking of the financial necessary consents.

| FURTHER ACTIONS TO CLEAN UP THE BOROUGH   | FOR DECISION |
|---|--------------|
| <p><b>Executive Summary:</b></p> <p>Barking &amp; Dagenham is ambitious to ensure that excellent services, utilising the potential benefits of regeneration opportunities and responding to residents' priorities, ensures an ever improving environment. Additionally, the Council has demonstrated a long-standing priority to ensuring the borough's street scene is clean and well maintained. This report responds to Members' ambitions to improve these services further to ensure a co-ordinated cross-departmental approach is taken to improve the public realm of our borough. The proposals aim to address key priorities over the next 12 months and also the need to identify actions and investment required over the next 3 years to make this the cleanest possible environment for residents.</p> <p>Members will know that our internal work across the Council, the <i>'Done in One!'</i> programme for all services to be more joined up for our customers, is well underway. The proposals set out in this report will mean a proper resource base and schedule of service improvements to complement our ambitions to further improve services.</p> <p>Importantly when these service improvements have been implemented, we will publicise this with residents in order that they are aware of the range of services provided, as well as the shared responsibility of the Council and members of the public to work with each other to further 'Clean up the Borough'.</p> <p><b>Wards Affected:</b></p> <p>All.</p> |              |
| <p><b>Implications:</b></p> <ul style="list-style-type: none"> <li>• <b>Diversity &amp; Inclusion:</b><br/>These proposals will help to ensure that the infrastructure across the whole borough is improved in a balanced and co-ordinated fashion. This will ensure that no one area is favoured over and above any other. There will be no resulting specific adverse impacts insofar as the recommendations contained within this report.</li> </ul> <p>Access issues and arrangements will be considered for people with disabilities and physical improvements and environmental improvements will be made to ensure that the needs of vulnerable users are addressed. Consultation and communication will take place on individual and groups of projects to ensure community engagement.</p>   |              |

- **Crime and Disorder:**

These proposals will make a major contribution to the delivery of the Borough's 2005/08 Crime, Drugs and Disorder Strategy. Tackling environmental issues and improving the living environment will make a positive contribution to reducing crime and the fear of crime.

- **Risk Management:**

If the recommendations within this report are not approved there will not be an overarching cleansing action strategy, thus limiting public realm and infrastructure improvements. Improvements could still be introduced within the Borough through individual development proposals, but only in a piecemeal fashion as and when funding pressures permit.

There is a potential risk of improvements identified in the community strategy and performance improvement requirements for the Comprehensive Performance Assessment (CPA) not being achieved with consequential impacts on the Council as a whole.

- **Financial:**

Adopting these proposals as agreed policy will commit the Council to financial commitments.

The summary financial implications are for revenue growth in the current year (2005/06) of £518,000 to be funded from the projected 2004/05 Revenue underspend that will be carried forward from the last financial year. The full year effect of these proposals is £1,010,000 for 2006/07 onwards. Members are not being asked to formally agree this for 2006/7 onwards because consideration will be undertaken as part of the 2006/07 budget setting process which will include an assessment of the success of the new arrangements at that time. In some cases, if the projects are not funded in 2006/07 then there would be some termination costs to incur.

In addition, capital expenditure of £1.5m (2005/06) is proposed to commence a programme of highways repairs that is aimed to make a significant improvement in the medium term to the poor condition of some roads. This will be covered in the current year by slippage in the current Capital Programme, and resourced in future years by use of the anticipated Local Public Service Agreement (LPSA) Performance Reward Grant. Capital bids of £3.5m (2006/07) and £4.0m (2007/08) are also to be made as part of the 2006/07 budget setting process; all of which will be subject to the Capital Programme Monitoring Office (CPMO) process.

Expenditure of £200,000 for the Cleaner, Greener, Safer proposals is proposed to be met from a roll-forward from 2004/05.

(See Tables 1 and 2 attached as **Appendix A** for details)

- **Legal:**

The Clean Neighbourhoods and Environment Act (2005), and Waste Emissions Trading Act (2003).

## **Recommendation**

The Executive is recommended to adopt the strategy for measures that will further clean up the borough and to:

1. approve net revenue budget one-off growth in 2005/06 of £518,000 to be funded from the projected 2004/05 underspend across the Council.
2. note the inclusion of an ongoing growth bid of £1,010,000 for 2006/07 onwards as part of the 2006/07 budget setting process.
3. note the potential of termination costs if ongoing funding is not identified.
4. approve, subject to the CPMO process and other necessary consents:-
  - (a) Capital expenditure of £1.5m in 2005/06; to be funded from £1m provision for the Accommodation Strategy project in 2005/06 and £0.5m from other projects to be identified by the Director of Regeneration and Environment and the Director of Finance;
  - (b) the replenishment of these virements from the potential Local Public Service Agreement Performance Reward Grant, (para 5.2.2 and 5.2.3).
- 5.. approve £200,000 additional spend on Cleaner, Greener, Safer proposals, subject to approval for a roll-forward from 2004/05;
6. subject to the projects (up to £1.5m) achieving “Four Greens” through the CPMO process, to approve the arrangements for the rapid implementation of these schemes via the Cleaner, Greener & Safer Board, as set out in paragraph 5.2.4 of the report;
7. require a report to be made to the Resource Monitoring Group on progress on these Capital projects; and,
8. note that further co-ordinated actions will be brought forward for the Executive’s consideration in due course on proposals for a long-term strategy of improvement in subsequent years.

**Reason**

To assist the Council in achieving its Community Priorities of *Making the Borough Cleaner, Greener and Safer*” and *“Raising General Pride in the Borough”*.

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## **1. Introduction**

- 1.1 Councillors and residents consistently tell us that the condition of streets and open spaces is a major priority. This highlights the need to improve the condition of the existing public realm and the environmental conditions that residents and visitors encounter in and around the Borough.
- 1.2 The last survey of the district road footpaths, for example, indicated that nine out of ten footpaths needed investigating as their condition was poor. A potential investment figure for minimum improvement of these road and footpaths has been estimated to be in the order of £60m over the next 20 years (£3m+ per year).
- 1.3 The following proposals will deliver real improvements in the cleanliness and appearance of the Borough
- 1.4 In addition, the Borough is in the process of undergoing major change, which could see a significant number of new homes and businesses being developed over the next 10 to 20 years, and a perception of cleanliness etc may contribute to decision to invest or move into the Borough.

## **2. Consultation**

- 2.1 Members and officers have been consulted in producing these proposals. Meetings were held over the last two months to prioritise a number of actions to be presented to the Executive. These have been used as the baseline to produce proposals outlining the actions necessary to improve the environment of the public realm.
- 2.2 The proposals will form the basis of an action plan needed over the coming years to address the concerns raised by residents in every consultation exercise carried out over the last few years. This is also borne out by the regular comments received at Community Forums and in letters and telephone calls from the public to both Members and officers.

## **3. The Specific Proposals**

- 3.1 The proposals (see Appendix A - Table 1) have two overriding aims:
  - To Improve the cleanliness of the Borough's public realm;
  - To Increase the investment needed in the infrastructure of the public realm.
- 3.2 The proposals have been prioritised into seven key actions to be carried out over the next three financial years (2005/08). The campaign will be part of the overall '*Done In One!*' campaign and when service improvements have been implemented badges will be prominently displayed on Council vehicles and customer-focussed sites (the cost of which has been included in the budget).
- 3.3 Current arrangements of working together including joint tasking between Environmental Management Division's, Cleansing, Refuse and Highways teams and Health and Consumer Services Division's Enforcement, Street Wardens and

the Crime and Anti-Social Behaviour teams, to be widened to include Landlord Services.

- 3.4 An event for all managers and supervisors in the near future will be held, including a presentation by the Chief Executive, on the importance of the public realm to residents and the Council's performance (the cost for which will be met from existing budgets). This will in turn be rolled out to all staff through a series of briefings and events (which will be on-going) to make sure we pick up staff joining the Council and to update and refresh the message.
- 3.5 Following discussion with the Chief Executive and Departmental Heads it was agreed that officers would provide a budget for developing an 'Academy' approach to this strategy for our front-line staff (the cost of this can be met from within the existing budgets for the Department for Regeneration and Environment).
- 3.6 The second part of the strategy is for the whole operation to be over-seen by a steering group reporting to the Cleaner, Greener and Safer Board of Portfolio Holders and Chief Officers.
- 3.7 Table 2 (Appendix A) shows the proposal for funding of £200,000 to be rolled forward from 2004/05 into 2005/06 to undertake additional cleansing and enforcement (e.g. footway crossovers).

#### 4. Projects Identified

| Issue   | Project   | Project Commencement   |
|---|---|--|
| <p><b>1. - Rapid Cleansing Team.</b><br/>Need for a high profile, flexible "sort it" team to deal with dirty jobs rapidly in the Borough.</p>   | <p>"Grime busters" – Dirty jobs, eyesore removal team in all public places (including parks), backed up by enforcement action.</p>            | <p>Start Date:<br/>1 August 2005.<br/><br/>"Cleaner Parks" 1 September 2005.</p>               |
| <p><b>2. - Seven Day Street Cleansing.</b><br/>Operation already increased to a double shift which has improved the cleansing of the streets in the Borough markedly since February 2005. Expansion will allow for higher profile, more activity.</p> | <p>Expand street cleansing operation to a seven day operation, 06:30 – 23:00hrs. (= 115.5 hours per week coverage).</p>                       | <p>Start Date:<br/>15 July 2005.</p>   |
| <p><b>3. - Sorting out the Streets.</b><br/>The non-principal highway network has suffered from under-investment and neglect</p>  | <p>Sorting out the streets – investing in streets where people live.<br/>By investing, systematically, £3 million per financial year over</p> | <p>Start Date:<br/>1 October 2005<br/><br/>(NB. This could be done under the existing Term</p> |

|  |  |  |
|--|--|--|
| <p>for more than a generation. This is uniquely compounded by the fact that the highway network was designed and built in a limited period of time, mainly during the building of the Becontree Estate (1930/40s). This series of projects would deal with the issue systematically and rapidly.</p>   | <p>the three year period 2005/08, will go some way to improve the roads in the worst condition (this will not include roads which are the responsibility of Transport for London and is in addition to the funding set aside under the current Borough Spending Plan). A schedule of roads is currently being compiled.</p> <p>This should result in the publics seeing that the Council is doing work and therefore subsequently improve a number of Best Value Performance Indicators (BVPIs).</p> | <p>Contractor, however, specific Executive consent will be required and this will be the subject of a further report in July 2005)</p> |
| <p><b>4. - Community Environmental Action.</b><br/>Sorting out the Streets – Getting rid of unwanted street furniture, unnecessary signage and other street clutter plus tidying up afterwards will assist in the greatly improving the visual impact in the public realm.</p>                         | <p>“Seek – Audit – Destroy”: principle. By working with our partners in Living Streets (subject to their formal agreement), pilot the systematic removal of street clutter in a rolling programme in the Eastbrook, Heath and Alibon Community Forum area, removing unwanted furniture, unnecessary structures and traffic management.</p>   | <p>Start date:<br/>1 October 2005.</p>   |
| <p><b>5. - The Graffiti Removal Team.</b><br/>A second team is needed to complement that in Housing and Health Department to deal with graffiti, hot spots and routine cleansing throughout the Borough.</p> <p>Signs for example in parks have been installed and have quickly attracted graffiti</p> | <p>Additional team to remove graffiti throughout the Borough to be operated through Housing and Health on a call-off basis for hot spots and to carry out planned work.</p>  | <p>Start date:<br/>1 October 2005.</p>   |



|   |  |                                       |
|---|--|---------------------------------------|
| resulting in them having to be removed.   |  |                                       |
| <p><b>6. - Enforcement of Environmental Standards and Laws.</b><br/>Enforcement against anti-social behaviour is essential if the Council is going to have the impact that is needed across the Borough. Expanding the Street Wardens from 12 to 22 would provide sufficient cover to deal with hot-spots and routine work in every Ward.</p> | <p>Expand the Street Warden operation. Implement changes in Street Wardens uniforms and operational focus. Provide a high level of enforcement service(s) across the Borough.</p> <p>Alternative methods of providing CCTV footage and other methods of evidence quality will be investigated.</p> | <p>Start date:<br/>1 October 2005</p> |
| <p><b>7. - Ad Hoc Action Team.</b><br/>There is a need for a single pot of resources to deal with nuisance, issues and the outcome of anti-social behaviour where the perpetrator cannot be traced or where enforcement action would mean that the nuisance etc remained for too long.</p>  | <p>Create single pot of cash which can be accessed to pay for nuisance abatement and issues associated with non Council owned land (including the commercial sites) without delay.</p> <p>Any cost recovery that takes place through enforcement action can be used to help replenish the pot.</p> | <p>Start date:<br/>April 2006</p>     |

## 5. Financial Implications

5.1 Adopting the strategy set out in this report as Council policy will lead to recommendations for further financial commitments in 2006/07 and 2007/08. The seven projects identified in paragraph 4 above, including the use of one-off resources in the current year as proposed, will act as a guide, highlighting the priority projects for the Council.

### 5.2 Capital

5.2.1 Capital investment in the footways and carriageways is anticipated to cost £9m over a three year period. This could be phased £1.5m (2005/06), £3.5m (2006/07) and £4.0m (2007/08).

5.2.2 At this stage it is not appropriate to consider funding the full amount in advance of the full review of the Capital Programme, as there may be projects with a higher priority and spending decisions need to be made in the round.

However, in order to progress some projects in 2005/06 it is recommended that funding is identified for £1.5m.

It is recommended that the projected slippage of £1m in the accommodation strategy capital project and a further £0.5m of slippage from other capital projects within the programme (these to be identified by the Director of Regeneration and Environment in consultation with the Director of Finance) be identified as funding.

These projects will need to be funded in 2006/07 so the £1.5m will need to be replenished. It is anticipated that the Council will receive sufficient LPSA grant (see para 5.2.3 below) to replace these funds. However, if the LPSA funding is not forthcoming other capital funding will have to be identified; this would be subject to a further report to the Executive.

### 5.2.3 Local Public Service Agreement (LPSA)

If the Council meets less than 60% of its targets within the Local Public Service Agreement (LPSA) it will receive no Performance Reward Grant, however, if more than 60% of targets are met grant will be received. This ranges from £0 (over 60%) to £4.6m (100%). Half of the Grant would be payable in 2006/07 and the remaining in 2007/08. This Performance Reward Grant can be used for any purpose and there may be benefit in allowing services that have contributed to the grant a share of the "reward". Overall it is hoped that the Council will receive sufficient to fund these £1.5m of capital works.

It is recommended that part of the Grant be allocated towards public highway footpath repair work. This is an attractive option because it demonstrates that the way the Council and our partners have worked together to improve performance and attract reward grant from central government, through our Local Public Service Agreement (LPSA), will be used in part to make a real difference to our highways for the benefit and 'reward' for all residents. The use of the rest of LPSA reward grant will be brought forward in budget reports in due course. Also Members will note that Barking and Dagenham is one of the 15 London Boroughs chosen as a Local Area Agreement (LAA) pilot by Central Government, which gives us the potential freedoms and flexibilities to further improve services.

5.2.4 Specific schemes (up to £1.5m) will need to be considered and approved through the CPMO process and achieve all other necessary consents. In order to facilitate the rapid implementation of these schemes it is proposed that the Cleaner, Greener & Safer Board be given the responsibility of identifying specific schemes and the funding necessary for each. However, as the Board has no formal decision-making powers it is recommended that the Chief Executive, in consultation with other Chief Officers as appropriate, be authorised to implement the Board's proposals within the Scheme of Delegation arrangements. Any decisions requiring formal Member-level approval will be presented to the Executive.

5.2.5 Initial discussion with the current Term Contractor has been held, and the Term Contractor has indicated that they can undertake all the work under the existing Highways Programme as well as these new projects. There is, however, a risk on delivery of these projects and it is recommended that a formal report be made to the Lead Member for finance, via the resource monitoring meeting, on progress on this project.

5.2.6 The proposed capital spend in 2006/07 and 2007/08 need to be considered as capital bids for the 2006/07 onwards Capital Programme.

### **5.3 Revenue**

5.3.1 The Cleaner Greener and Safer proposals set out in Appendix A - Table 2 are six specific projects. These activities will be contained within the roll-forward budget of £200,000 from 2004/05; all other costs will be additional growth items.

5.3.2 Based on the proposals, a gross additional Revenue expenditure of £575,000 is anticipated in 2005/06, with full year costs of £1,010 for 2006/07 onwards. (See Appendix A – Table 1)

5.3.3 As previously reported to the Executive it is anticipated that there will be Revenue underspends in 2004/05, the final position will be reported to the Executive on 12/7/05. If the Executive wished it would be possible to fund the 2005/06 costs of these proposals from that underspend, if these projects are considered as high priority in the context of the other uses to which the underspend could be utilised.

5.3.4 A Government grant (revenue) for improving Waste Performance and Efficiency (WPEG) of £57,800 was received in April 2005 for 2005/06. The Council has already funded these activities in its base budget and so this funding can be used to offset the proposed costs above. Future year's allocation of this grant is subject to review by Government and a single award may be allocated to the East London Waste Authorities (ELWA). This would be available to fund some of the costs in 2005/06. This gives an overall funding requirement of £518,000 for 2005/06.

5.3.5 The Director of Regeneration and Environment and Director of Housing and Health have not been able to identify countervailing savings to cover this additional cost.

5.3.6 The ongoing commitment to expenditure in 2006/07 of £1.01m would need to be considered as part of the overall budget setting process.

5.3.7 However, a number of the projects if implemented in 2005/06 would have ongoing Revenue implications.

Projects 5 and 6 relate to the creation of teams of staff and if recruitment is made to permanent posts these would incur ongoing commitments of £485,000. (Unless all recruitment is of a temporary nature).

Projects 1, 2 and 4 (£275k) can be managed so that no commitments are made beyond 31/3/06, however' that will require the use of agency staff or temporary contracts.

Project 7 requires no commitment at this stage.

5.3.8 By committing to these projects in 2005/06 and using one-off underspends to fund them there is a risk that if it is not possible to identify funding for these on an ongoing basis when the budget for 2006/07 is considered in February 2006, it will

be necessary to incur the related staffing redundancy costs as contracts are terminated.

## **6. Next steps**

- 6.1 A further report will be presented at the end of summer 2005, with regard to the issues of the current Term Contractor undertaking additional work, and the projects agreed in accordance with recommendation 5.
- 6.2 Further investigations will also be undertaken with regard to future enforcement considerations.
- 6.3 Proposals for other co-ordinated actions will be brought forward for the Executive's consideration in due course on a long-term strategy of improvement in subsequent years.

## **7. Consultation**

- 7.1 Lead Members and officers from Corporate Strategy, Finance, regeneration & Environment and Housing and Health have been consulted in the preparation of this report.

## **Background Papers**

- The Clean Neighbourhoods and Environment Act (2005)
- Anti-social Behaviour Act (2003)
- Waste Emissions Trading Act (2003).

**Table 1 – Further Actions to Clean Up the Borough Proposals**

Key:  
 DRE= Department for Regeneration and Environment  
 H&H = Housing and Health Department

| Item | Issue                                  | Project  | Costs 2005/06 (Part Year)<br>£'000s | Costs 2006/07<br>£'000s | Costs 2007/08<br>£'000s | Areas Chargeable                     | Lead Dept |
|------|--|--|-------------------------------------|-------------------------|-------------------------|--------------------------------------|-----------|
|      | <b>REVENUE</b>                         |  |                                     |                         |                         |                                      |           |
| 1    | Rapid Action Sort It Team              | Grime busters (To use existing vehicles and plant) | 75                                  | 100                     | 100                     | £75,000 Highways.<br>£25,000 Leisure | DRE       |
| 2    | Street Cleansing                       | Expand to seven Day Operation                      | 40                                  | 50                      | 50                      | £50,000 Environment                  | DRE       |
| 4    | Community Environmental Action         | Seek Out and Destroy street clutter                | 95                                  | 125                     | 125                     | £125,000 Highways                    | DRE       |
|      | Sub Total DRE                          |  | 210                                 | 275                     | 275                     |                                      |           |
| 5    | Graffiti Removal Team                  | Housing and Health Team                            | 95                                  | 125                     | 125                     | £125,000                             | H&H       |
| 6    | Enforcement of Environmental Standards | Expand Street Warden Team                          | 270                                 | 360                     | 360                     | £360,000 Housing and Health          | H&H       |
| 7    | Resource for ad hoc action             | Graffiti / rubbish removal / nuisance abatement    |                                     | 250                     | 250                     | £250,000                             | H&H       |
|      | Sub Total Housing and Health           |  | 365                                 | 735                     | 735                     |                                      |           |
|      | <b>TOTAL Revenue</b>                   |  | 575                                 | 1,010                   | 1,010                   |                                      |           |
|      | <b>CAPITAL</b>                         |  |                                     |                         |                         |                                      |           |
| 3    | Sorting Out the Streets                | Footway and Carriageway Repairs                    | 1,500                               | 3,500                   | 4,000                   | £9.0m Highways Capital / LPSA        | DRE       |



**Table 2 - Cleaner, Greener and Safer Proposals** **APPENDIX A (Continued)**

| Item | Issue                         | Project   | Costs 2005/06 Part Year | Costs 2006/07 | Costs 2007/08 | Areas Chargeable | Lead Dept |
|------|-------------------------------|---|-------------------------|---------------|---------------|------------------|-----------|
|      | <b>REVENUE</b>                |   | £'000s                  | £'000s        | £'000s        |                  |           |
| 1    | Improving Cleansing Standards | Extra (One Off) Cleansing on non Council Land               | 20                      |               |               | Environment      | DRE       |
| 2    | Improving Cleansing Standards | Removing Debris from non Highways / Council Land            | 20                      |               |               | Environment      | DRE       |
| 3    | Improving Cleansing Standards | Removal of Fly-tipping from non Highway land                | 50                      |               |               | Environment      | DRE       |
| 4    | Improving Cleansing Standards | Sundry cleansing initiatives (Councillor advised hot spots) | 45                      |               |               | Environment      | DRE       |
| 5    | Improving Cleansing Standards | One off, unforeseen incidents of environmental dumping      | 35                      |               |               | Environment      | DRE       |
| 6    | Front Garden Parking          | Enforcement of Footway Crossings                            | 30                      |               |               | Highways         | DRE       |
|      | <b>Total Revenue</b>          |   | <b>200</b>              |               |               |                  |           |
|      | <b>Funding</b>                | <b>Roll forward from 2004/05</b>                            | <b>200</b>              |               |               |                  |           |

End

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