



Report to Policy Committee

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Report of: Richard Eyre, Director Street Scene and Regulations

Report to: Waste and Street Scene Policy Committee

Date of Decision: 22nd June 2022

Subject: Decision on proposals to deliver the 500k budget amendment investment on: Street clean environmental enforcement one-off funding directed specifically to the areas of most need, to deal with issues around litter, vermin and street cleaning.

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? 1199				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-				
<p><i>"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."</i></p>				

Purpose of Report:

To decide on proposals on how to deliver the £500k investment agreed as a budget amendment for 22/23. This was for 'Street clean environmental enforcement one-off funding directed specifically to the areas of most need, to deal with issues around litter, vermin and street cleaning'. This is a one-off budget lift so a mix of invest to save, and one-year improvements are proposed to ensure sustainability.

Recommendations:

To review and agree the spending proposals in the attached report to cover a mix of clean up, increased enforcement and 'invest to save' proposals to deliver quick wins in year and sustainable improvements in the city over years to come.

Background Papers:

(Insert details of any background papers used in the compilation of the report.)

Breakdown of costs at Appendix A

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: Liz Gough and Andrew Kemp
	Legal: Patrick Chisholm
	Equalities & Consultation: Annemarie Johnston
	Climate: Jessica Rick
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>
2	SLB member who approved submission: Richard Eyre
3	Committee Chair consulted: Joe Otton
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.
	Lead Officer Name Ian Ashmore
	Job Title: Head of Environmental Regulation
Date: 10 th June 2022	

1. PROPOSAL

- 1.1 A 500k budget amendment was agreed for 22/23 with the following accompanying text: *'Street clean environmental enforcement one-off funding directed specifically to the areas of most need, to deal with issues around litter, vermin and street cleaning.'*
- 1.2 The delivery of street scene services in Sheffield is complex, with the 2 main SCC contracts (Amey and Veolia) and a range of council services to deliver cleaning, enforcement (including Anti Social Behaviour) and environmental/health protection services. At present there can be differences between environmental and street scene standards in different parts of the city, often due to different levels of reporting of problems. As we continue to recover from the pandemic, there is a huge opportunity to work smarter across the street scene and with local communities to improve outcomes and ensure more streets and neighbourhoods are consistently clean and we set out in this paper how that could happen.
- 1.3 This is one-off funding. If we use it just for temporary enforcement and cleaning, standards may slip again once this extra money has gone. As such we propose a mixed approach: a range of one-off clean ups and enforcement to reset street scene standards where these have deteriorated during covid, together with some key project work that will deliver changes and new approaches that all communities and services will benefit from for years to come. These are outlined below.
- 1.4 **Graffiti/spring clean**
- 1.4.1 Feedback from members, residents and businesses has highlighted that some street scene issues over the pandemic have deteriorated. Graffiti in particular, is a major and very visible issue in too many areas. Our business-as-usual mechanisms will not deliver the major clean up required, in the timescale required, so we propose to spend **£140k** to increase graffiti clean ups this year. Some of this needs to be ahead of major summer events. This reset will be followed by focused enforcement and target hardening on preventing a recurrence. There is a separate project on flytipping and graffiti, working with the LACS, to develop a new reduction and enforcement strategy and site cameras in hotspots etc, however that project cannot deal with the backlog in cleaning but it will help prevent it all coming back.
- 1.5 As this work develops and the enforcement approaches kick in, there may need to be some slight flexibility in this spend in that if alongside the graffiti there are some litter blighted areas that the Amey contract and SCC services do not cover, or can't fund, we may need to divert some of this to paying for litter clearance too or disposal of waste collected by volunteers.

1.6 **A new volunteering strategy and approach**

1.7 There is a huge interest across the city in volunteering on local environmental and social causes. There are a number of very active groups and also businesses and individuals across the city, doing great work to improve local areas. SCC has always had strong partnerships and high levels of volunteering in certain sectors e.g., the friends' groups for parks and now the LACS are working much closer with their local communities and Amey offer support on clean ups. However, we do not as yet have a city-wide strategy or approach for encouraging and working with volunteers on local environmental improvements outside formal public open spaces and parks. There is a huge opportunity to better engage with volunteer groups and potential volunteers and to make it as easy as possible for people to volunteer to help improve many aspects of their local area. This has the potential to increase volunteering and community activity, with all the associated benefits that would bring.

1.8 For this, we need to be clear what level of support we can offer now and in future and how to deal with and support differing levels of community capacity across the city. We propose a temporary project post until March 2023 to develop this work and provide a long-term framework and new systems of work that residents, businesses, our existing services and LACS can tap into for years to come. **This will cost 28k.**

1.9 **Increased street scene enforcement**

1.10 There is a desire for increased enforcement against those individuals who despite all our education efforts and enforcement, continue to litter and deface the city.

1.11 Our street scene enforcement for litter and serving FPNs was more focused on the city centre and the east of the city where high footfall in some areas leads to increased litter. Although we did work across the city, we were unable to fund as much time in district centres and community hotspots as we would like as there was no cash limit for these posts. Prior to covid, high footfall and more littering in some areas such as the city centre, could cover much of the enforcement costs via fpns, but did restrict where we could deploy the officers. Post lockdowns, as we clean up litter and graffiti and develop new longer term target hardening approaches with the LACS, such as increased fencing and cameras on hotspots, we need to bridge the gap with some increased enforcement across the city, but we know fpns will not cover the cost. As such **we propose to spend £78k** (at least 2 FTE) to provide temporary increased enforcement across the city, including weekend working where required. This will be both a visible deterrent and to issue FPNS, any income from which can be ploughed back into further street scene work (although in low footfall areas, FPN receipts may be low).

1.12 **Education and comms to reduce littering**

1.13 To provide long term support for communities, volunteer groups and our services we need a strong education campaign and materials alongside the increase clean up, enforcement and project work. This may include some litter picking equipment and making access to equipment more accessible through using local libraries as collection points if required. We propose to spend **£30k** on this.

1.15 **Increased pest control**

1.16 Over the last 2 years, closed and furloughed businesses and reduced visits to domestic premises, seems to have led to an increase in pest issues across the city both on the street scene and in premises. SCC continues to offer a free rat treatment for people on qualifying benefits, and there has been increased demand for this, plus there are some areas with more extensive problems which require area wide simultaneous treatments. There is also lots of public land which we need to keep clear and there are areas with bait stations inside street litter bins which we monitor and maintain.

1.17 The service has covered this increased demand although as a result it posted an overspend last year. Continuing this high level of response without extra investment is not sustainable but equally we need to develop a more sustainable policy for dealing with rodents on land that is not owned by SCC. As such we propose one off investment to get on top of the current rodent pest problems by treating more street scene settings and land in general, whilst expanding our service of notices on landowners and landlords where rubbish and disrepair is allowing rats to proliferate. We suggest a small contingency for extra legal costs of 19k if required.

1.18 This enforcement approach, linked to potential policy discussions later this year if required, should deliver a more sustainable service and prevent future overspends, with more onus placed on landowners to manage their land rather than using public funds. As such we propose investing an **extra £138k** on extra pest control and pest enforcement. This money would fund 2 temporary pest control officers, a temporary technician post to survey land and serve notices on landowners and take works in default where required, additional material costs, enforcement/legal training, vehicles and some admin support for the increased surveys and notices. We also suggest funding year 1 of a new apprenticeship post, starting September, to work across street scene and pest control services.

- 1.19 **More joined up working across street scene services to reduce costs and benefit the customer**
- 1.20 We have multiple SCC specialist teams working within the Sheffield street scene and 2 major contractors for SCC. There are a number of different back-office systems we have to pull data from and customers have told us that the SCC website portal to report complaints and upload photos is not always user friendly. Many people use 'fix my street' which generates an email to SCC with the details which then have to be re-entered. We propose to **spend 15k** to make IT improvements to help with data transparency and this should make it easier to share info with the LACS.
- 1.21 Cuts during austerity and the desire to protect front line service delivery, have removed many of our service and team managers who would have identified and led change and improvement projects. With rising costs (not least energy and inflation) and other pressures on council budgets we need to urgently find ways to work smarter and more effectively in multi service environments. Customers generally want their problem sorting regardless of who does it, so long as it is done right. Even better if the problem can be prevented before the customer has to contact SCC.
- 1.22 As such we propose a temporary street scene improvement project officer until March 2023, to develop and deliver a number of opportunities to improve how we work and deliver better outcomes for customers in the future beyond the life of this funding pot. **This would cost approx. £38.5k**
- Develop and deliver restructures and or different work processes to relevant street scene services to ensure a more joined up, resident focussed response.
 - Ensure more SCC and partner staff understand wider SCC street scene issues and how they can support street scene improvements, beyond the current boundaries of their role.
 - Create a wider street scene forum with SCC staff, partners and LACS to identify and remove barriers to a better more sustainable street scene.
 - To ensure it is easy for residents, businesses to report problems and upload images with accurate locations
 - To ensure street scene data is visible to a wider audience and can be better used to influence change and identify environmental inequalities across the city.

2. **HOW DOES THIS DECISION CONTRIBUTE?**

- 2.1 The benefits of the proposals are outlined above. These all help deliver key elements of the corporate plan:

The corporate plan has the ambition that ‘every community in Sheffield should be a great place to live, with excellent local services, access to high quality green spaces, and a great local centre’. All the proposals move us towards that ambition.

‘We want all people in Sheffield to feel safe, happy, healthy and independent: to love living here’. Reducing environmental detriments wherever you live in the city is a fundamental part of how people feel about their area and their life.

‘Our green spaces are not always of the same quality as in other areas of the city, impacting on use of green spaces and other opportunities for physical activity. We need to capitalise on the strengths that our communities have demonstrated throughout the pandemic, involving people in designing the solutions to these challenges that will work for their places, and contribute to some of the big challenges the city faces, such as climate change and health inequalities’. Encouraging and working better with volunteer groups and doing more to ensure environmental equality, not just re green spaces but also on the street scene is a core element of these proposals.

‘A more effective council, focused on the performance of our services and delivering the improvements the people of Sheffield deserve’. These proposals help us deliver this by striving to learn and work together, taking a customer eye view of our services and the environment they are delivered in, to achieve more cost-effective outcomes for residents and businesses.

‘Make sure that we are equipped to seize the opportunities and rise to the challenges of the coming years. We know that not everything we do as an organisation works and that decisions are taken too far from the people affected by them – that was a clear message from the local referendum in May – and that not all of the services that we provide meet the expectations of the people who use them’. These proposals seek to rectify some of those issues.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 These proposals have been developed in the context of feedback received from customers, businesses, members and SCC colleagues over at least the last 2 years and in some cases longer. That also includes complaints and compliments received re what is working and what is not working. The corporate plan also highlighted priority issues to focus on.
- 3.2 Some of the proposals, not least the project officers would be consulting and engaging with a wider range of customers, partners, members, LACS and SCC colleagues in developing detailed solutions and new services. We have discussed the issues behind some of these proposals with the LAC chairs, some with other members with a particular interest

in specific problems. There have also been regular walkabouts with members, residents and engagement with LAC staff re issues in their areas.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

4.1.1 The details above highlight how we believe there are environmental inequalities in the city (Sheffield is not alone there) and it is known these can exacerbate health and other inequalities. These proposals are a chance to rebalance service delivery and base it more on need and less on being complaint led. Complaint led, rather than preventive services, can result in a greater level of service and higher standards where people have the capacity, time, knowledge and voice to make service requests and highlight detrimental issues but can deliver less in other areas. We wish to increase the eyes and ears on every street to deliver improvements for residents. We will need to ensure any increased enforcement is risk based, appropriate and proportionate.

4.1.2 We will monitor any increase in enforcement action and to whom to understand any potential unintended adverse impacts. We will also via wider monitoring of environmental standards and detriments, track the impact this work has on environmental quality and we will work with a range of services and LACS to develop this.

4.2 Financial and Commercial Implications

4.2.1 This is based on the £500k budget amendment to provide increased investment in topics such as these. All the proposals will be contained within the cash limit of the £500k. It is expected that some proposals will deliver downstream savings or at least better outcomes for the same investment, however the proposals are not a formal invest to save and are based more on doing the right thing for customers rather than achieving a set saving target which can lead to pressures in different parts of the delivery system and poorer outcomes for customers.

Increased graffiti and litter cleaning can be delivered via existing commercial arrangements with our contractors such as Amey and through some SCC services.

This is one year funding which can cause some challenges in rapidly gearing up new provision and we are already 3 months into the year; however, the assumption is that there is no carry forward beyond 22/23.

4.3 Legal Implications

- 4.3.1 Local Authorities have various duties to help maintain the local environment. This includes the activities suggested in this report. Under Part 4 of the Environmental Protection Act 1990 (EPA), local authorities have a statutory duty to keep relevant land free of litter and refuse. Section 33 of the EPA provides for the offence of fly tipping. The Prevention of Damage by Pests Act 1949 requires local authorities to take such steps as may be necessary to secure so far as practicable that their district is kept free from pests.

In relation to their various obligations Local Authorities have the option to take enforcement proceedings by virtue of section 222(1) of the Local Government Act 1972 which states that where a local authority considers it expedient for the promotion or protection of the interests of those who live within a local authority they may prosecute or defend or appear in any legal proceedings. In certain circumstances Local Authorities are also empowered to issue Fixed Penalty Notices in relation to certain offences within its ambit, including for littering offences under section 88 of the EPA, and for fly tipping by virtue of Section 33ZA of the EPA 1990.

The activities envisaged are ones which are existing services already being undertaken to comply with statutory duties and utilising statutory powers to do so.

The measures proposed could lead to an increase in enforcement work which requires the involvement of Legal Services. Provision is made in the report for a contribution to the funding of such increased support. The detail for such support would need to be worked out if agreed.

4.4 Climate Implications

- 4.4.1 These proposals have limited climate impact however anything that helps improve neighbourhoods and removes detrimental issues, may help residents and businesses consider other positive activities and well being in the community. A full Climate Impact Assessment will be carried out.

4.5 Other Implications

- 4.5.1 For the HR elements, we will try to source the project officers and temporary staff through existing SCC project services where possible. We have some street scene teams already training or have trained some colleagues in entry level jobs ready for opportunities in more senior roles should they arise and where those roles can be more easily backfilled.

5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 The main alternative option was to put more or all the funding into simply doing one-year increased cleaning and enforcement and including more litter clean ups in between contractual Amey cleans. However, there is the obvious risk from that, in that there is no sustainability once the money has gone. SCC would risk having to spend another £500k in 23/24 and potentially each year to achieve the same gains. Also having done a huge clean, but not changed how we work and more prevention activities, residents would perceive an improvement and then any subsequent slide very acutely thereby increasing pressure to continue the £500k each year.

Instead, the proposals assume no additional investment in year 2 or beyond to maintain the improvements, although there may be further policy decisions required as the project officers develop proposals. These could be eg on the future level of waste disposal for community litter picks off the network if volunteering does increase, although these are not expected to be large costs compared to the benefit in kind or the original £500k.

6. REASONS FOR RECOMMENDATIONS

- 6.1 We believe these proposals offer the best balance of quick wins which most residents and businesses will benefit from, alongside taking opportunities to change and improve how services work and how we work with residents and businesses to prevent problems in the future. This will ensure improvements can be sustained and at the lowest possible cost.

The street scene and associated communities is a complex environment, and no single solution will radically improve it other than perhaps a genuine commitment to work together, learn and listen and strive to work smarter. These diverse proposals would help deliver that culture change whilst providing a one off, much needed spring clean in some areas.

- 6.2 This is one year funding and each of these proposals could almost have its own committee paper detailing the full issues and opportunities. However, we are already in June and if we are to deliver meaningful change in 22/23 and with an eye on forthcoming large events in Sheffield this summer, we need to move to delivery as soon as possible. As some of these proposals are developed and implemented it should be possible to update members further on progress.

Appendix A

Breakdown of proposals

Issue	Proposal	Cost	Who	Outcome
Pest issues increased during lockdown	Increased enforcement, increased area treatment. To include up to 2 fte temp pest control officers (grade 5 – 30k* and 22.5k), 1 temp technical officer (grade 7 30k), .8 temp admin support (grade 3 15k), transport (12k), materials – bait etc (15k), fuel (2k), equipment and printing (3.6k). Training incl enforcement (perm staff) – 8k. All 9 months apart from 1 *fte temp pest control officer already in post and was retained into 22/23. 12 months).	£138k	Env Services (env regs)	Reduced pest problems More notices served to require action, funding for some area action and to allow unfunded post in high-risk areas to continue to meet demand for free rat treatments and area-based work. Increased short term capacity and enforcement will ensure more sustainable approach in 2023/4.
Too much littering	Increased comms to build on streetsahead comms investment	30k	Streetsahead	Increased comms on reducing litter, materials etc, may include some litter pickers etc
No volunteering strategy, not clear offer to residents, inconsistent approach to volunteering.	Temporary project officer until March 2023 to develop a new volunteering strategy and practical support, focussed on local environmental improvements, to build on existing good practice and encourage more volunteers and how we work with them. Grade 7 8 months (28k)	28k	Streetsahead	More volunteers, more community action, framework for LACS, long term benefit, clearer how we work with residents, ‘the Sheffield deal?’ clearer what we offer, make it easier for residents to get involved.
Need a spring clean – many areas have problems with litter and graffiti	One off spring clean to get us back on track and then easier in future. Some of this will be via agreed Amey contract routes for additional work and also directing P+C teams to graffiti clearance (an existing capability) or the env services clearance team if additional capacity is required.	140k	P+C, city centre management.	Less graffiti, hotspot businesses offered a one off clean but future costs to be borne by commercial building owner and or occupier. Domestic premises receive a free service.

<p>Most fpn enforcement is limited to small team with no cash limit, fpns previously covered salary cost in city centre high footfall areas but not for neighbourhood areas. Weekend work in page hall no longer funded. Since covid hit, footfall lower and unable to use them across the city as fpn income low so unable to cover all costs.</p>	<p>One off increased enforcement to deal with street litter and work with businesses and help train other services. At least 2fte. (70k) Existing temp g6 enforcement officers were retained at end of 21/22 when the increased enforcement funding was announced and they have continued working since.</p> <p>Vehicle/fuel 8k</p>	<p>78k</p>	<p>Env Regs</p>	<p>Better spread of fpns across city including low footfall areas. More businesses dealing with waste correctly (better business standards) more littering and fpn enforcement done across the city, less litter and waste tipped. LACS can request focussed litter enforcement.</p>
<p>V complex street scene in Sheffield with multiple contracts and services. Opportunities to work smarter/more efficiently – lack of capacity to identify and deliver improvements.</p>	<p>Temporary senior project officer to deliver range of street scene ‘work smarter’ projects which will offer long term benefits including more joined up street scene services, better joint working across the contracts and street scene teams, street scene workshops to identify improvements, joint working/approaches with new sustainable communities’ wardens. G9/10 8 months</p>	<p>38.5k</p>	<p>Env Regs/Street scene and regulation</p>	<p>Cleaner street scene, long term sustainable benefits, more effective work for given spend. More consistency on environmental standards across city.</p>
<p>Increased enforcement may lead to more court cases – limited capacity in legal for extra cases without support, and some costs are not recovered in legal action, particularly if defendant is on low income.</p>	<p>Provide contingency pot for issues such as legal costs (19k) in enforcement cases in case prosecutions increase due to more clearance notices for rats and rubbish served. To date, few prosecutions as we tend to do works in default and place a charge on the premises, but we may need to prosecute some cases.</p>	<p>19k</p>	<p>Legal</p>	<p>Reduce pressure on legal services if more cases required – option to increase capacity if costs not being recovered.</p>

Some street scene reporting e.g., flytipping in confirm is on different data sets so hard to track and make visible. Also reporting into SCC with photos and geographical locations needs improvement. Recent work on website completed, still being tested.	Some IT investment to ensure we can present better picture of ongoing flytipping issues and incidents and drive down offences. Confirm system support potentially up to 10 days (15k). If recent website improvements not sufficient, may need to balance this pot across back and front office improvements.	15k	Waste management and streetsahead	More visibility on offences, better data, easier to share info with LACS, easier reporting, potential improved geographical links.
We have an aging workforce in street scene and pest control services so need to do succession planning and develop training pathways. Some services have no apprentices.	Take on an apprentice to work across services including pest control, streetsahead, environmental protection and hub customer services. Year 1 commitment £13, 270 salary (plus minor expenses), Services will cover year 2 costs for succession planning.	13.5k	Street scene and regulation	SCC commitment to improving street scene with new apprentice. Help with succession planning and aging workforce.
Total		500k		

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