

Overview & Scrutiny

Budget Scrutiny Task Group - Public Realm

All Members of the Public Realm Budget Scrutiny Task and Finish Group are requested to attend the meeting of the Commission to be held as follows

Wednesday, 21st October, 2015

7.00 pm

Room 3, Assembly Hall, Hackney Town Hall, Mare Street, London E8 1EA

Contact:

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Gifty Edila

Corporate Director of Legal, Human Resources and Regulatory Services

Members: Cllr Jon Burke, Cllr Margaret Gordon, Cllr Rick Muir and Cllr Nick Sharman

Agenda

ALL MEETINGS ARE OPEN TO THE PUBLIC

- 1 Apologies for Absence**
- 2 Urgent Items / Order of Business**
- 3 Declarations of Interest**
- 4 Submissions from the Public Realm Division** (Pages 1 - 26)
- 5 Submission from the Leisure and Green Spaces Service** (Pages 27 - 34)
- 6 Minutes of the Previous Meeting** (Pages 35 - 48)
- 7 Any Other Business**

Access and Information

Getting to the Town Hall

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Accessibility

There are public toilets available, with wheelchair access, on the ground floor of the Town Hall.

Induction loop facilities are available in the Assembly Halls and the Council Chamber. Access for people with mobility difficulties can be obtained through the ramp on the side to the main Town Hall entrance.

Further Information about the Commission

If you would like any more information about the Scrutiny Commission, including the membership details, meeting dates and previous reviews, please visit the website or use this QR Code (accessible via phone or tablet 'app')

<http://www.hackney.gov.uk/individual-scrutiny-commissions-community-safety-and-social-inclusion.htm>



Public Involvement and Recording

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the meeting.

Those wishing to film, photograph or audio record a meeting are asked to notify the Council's Monitoring Officer by noon on the day of the meeting, if possible, or any time prior to the start of the meeting or notify the Chair at the start of the meeting.

The Monitoring Officer, or the Chair of the meeting, may designate a set area from which all recording must take place at a meeting.

The Council will endeavour to provide reasonable space and seating to view, hear and record the meeting. If those intending to record a meeting require any other reasonable facilities, notice should be given to the Monitoring Officer in advance of the meeting and will only be provided if practicable to do so.

The Chair shall have discretion to regulate the behaviour of all those present recording a meeting in the interests of the efficient conduct of the meeting. Anyone acting in a disruptive manner may be required by the Chair to cease recording or may be excluded from the meeting. Disruptive behaviour may include: moving from any designated recording area; causing excessive noise; intrusive lighting; interrupting the meeting; or filming members of the public who have asked not to be filmed.

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If a meeting passes a motion to exclude the press and public then in order to consider confidential or exempt information, all recording must cease and all recording equipment must be removed from the meeting room. The press and public are not permitted to use any means which might enable them to see or hear the proceedings whilst they are excluded from a meeting and confidential or exempt information is under consideration.

Providing oral commentary during a meeting is not permitted.

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Budget Scrutiny Task Group – Public Realm 21 st October 2015 Item 4 – Submission from the Public Realm Division	Item No 4
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Outline

The meeting in September heard from the Public Realm Division around the services within the Division, current budget information for these services, insight into the savings already made, and potential directions of travel to achieve further savings in 2016/17.

This item and the papers enclosed are designed to give Members more in depth information around the proposals as to how to achieve savings for 2016/17.

Action

Members are asked to review the attached papers and to ask questions of officers in attendance.

The papers and the discussions should inform their decision as a group on whether they endorse the proposals for savings for 2016/17, or whether they will recommend alternative action.

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21st October Budget Scrutiny – Public Realm

Bulky Waste

Charging in London

Hackney Council is now in the minority of London boroughs providing a free bulky waste collection service. Recent benchmarking showed that 25 of 33 authorities charge for the service and from 1st October 2015 Southwark joined the list, charging a fee of £16.00. Within inner London currently Hackney, Islington and Camden do not charge. The remaining London authorities not imposing a charge are Brent, Newham, Redbridge and Waltham Forest.

Some examples of the range of charging include:

- Barnet is an example where the highest charges are set; white goods/electrical items are charged at £44.85 for the first item and a tiered charge per additional item. Other items are charged at £56.60 for the first item and a tiered charged per additional item.
- Tower Hamlets charged £15.36 for five items and Haringey charge £17.20 for six items. However we understand that Tower Hamlets has now removed its charge and are obtaining further details on this.
- Boroughs generally promote a range of options for dealing with bulky waste including directing residents who can transport their own waste to Re-use and recycling centres and bring sites (eg. for small electrical items) and offering free collections of re-usable items.
- Additionally, some boroughs offer a free collection for residents in receipt of housing benefits. For instance, Tower Hamlets residents in receipt of housing benefit are entitled to two free collections per calendar year. The normal charge will then apply for the third, fourth, etc. collection requested.

Current Operational Arrangements in Hackney

The bulky waste service is managed and delivered by Environmental Operations and is an extremely popular and well used service. Currently there are 24,000 collections made each year.

The service is advertised through the Hackney webpages promoting a hierarchy of options starting with the [furniture re-use service](#) operated in association with Homestore. Other bulky items from residential properties only are currently collected free of charge. The service will collect up to five items per collection and will make up to four collections per household each year. All items must be kept within the residents property boundary whilst awaiting collection, regardless of the waiting time.

The bulky waste service is for items that are too large to go in bin bags with your normal refuse. This includes:

- unusable furniture
- large appliances like televisions, fridges and washing machines
- mattresses.

The service does not collect the following:

- **Building or DIY waste** - Including tiles, carpet, rubble and fencing Residents or their builder must arrange for it to be collected by a licensed waste carrier. The [commercial waste service](#) can collect it for a charge.
- **Small electrical items** - Like DVD players, computers, hair dryers and kettles Residents are asked to use one of our public small electrical items bins or take it to a [reuse and recycling centre](#).
- **Sacks of refuse** - These will be collected as part of your regular household waste collection.
- **Garden waste** - Residents are asked to use the [garden waste collection service](#) or take it to a reuse and recycling centre.
- **Hazardous waste** - Residents should contact the [Corporation of London Hazardous Waste Collection and Disposal Service](#).
- **Large amounts of bulky waste (more than five items)** - Residents are asked to take it to a [reuse and recycling centre](#) or arrange for it to be collected by a private contractor or our [commercial waste service](#).
- **Any waste from landlords, trades or businesses** - Contact our [commercial waste service](#).

The majority of bookings are now made online and processed through the Council's CRM system. Collections are undertaken by Environmental Operations through a combination of dedicated vehicles and street cleansing vehicles maximising the efficiency of the service.

It should be noted that Hackney Homes also clear bulky waste items dumped on their estates. This is a very different service to the scheduled collections provided by Environmental Operations to both street and estate based residents. Although estate residents have the same access to the existing free bulky collection service, a number chose to leave their items next to the domestic waste bin chamber or at some other location on the estate. The last published information from Hackney Homes relating to the clearance of fly tipped bulky items on estates, shows they have 11 dedicated crews clearing bulky items and other waste dumped on estates.

Not all estate residents dump waste out and many do use the existing free service provided by Environmental Operations and book a scheduled collection. The work

around Cross Cutting Public Realm will consider how to reduce this level of flytipping on estates, which will require a mix of communications, greater use of the scheduled service and a firm line of enforcement action, mirroring the approach taken on street. This approach would work to reduce or remove the current levels of flytipping and significantly reduce the current level of resources spent on this clearance from estates.

The savings proposed in this paper will result from changes made to the existing free bulky collection service managed and provided by Environmental Operations and are not dependant on any changes being made to the arrangements in place and operated by Hackney Homes on estates for the clearance of bulky items.

The implementation of a charge may alter the number of collections requested but it would not materially affect the operational collection arrangements. The main service changes required would be in the 'back-office' to accommodate the charging and any exemption arrangements.

ICT Requirements for a Charging Mechanism

The proposal has been discussed with ICT and been made aware of the potential change to the service. From an initial meeting it appears that the likely requirements to enable the service to operate on a chargeable footing, namely a suitable charging mechanism and the availability of resident data linked to an address holding information that can be interrogated to determine exemption status (once criteria are agreed e.g. resident in receipt of benefits, registered disabled), are either in place or possible to develop. There is not a requirement for a new system to be created and there are examples within the authority where elements of what is required are in place and integrating with the same platform used by waste services e.g. licensing payments via Civica APP, payment systems embedded on Council website. Similarly work has already been completed integrating CRM, Civica APP and PARIS, the Councils financial payments system. Resident information is held by the authority within the Citizen Index and will be developed through the creation of the One Account system. It is not envisaged that there will be any data protection issues with the proposed requirement. The main ICT work would centre around identifying what existing systems need to be involved for the service to operate successfully and ensuring these 'talk' to each other.

The major limiting factor in progressing this work in the short term is the availability of ICT resource. At present there is nobody able to take this forward, however, subject to the approval of a business case in Q4 2015/16 and successful recruitment thereafter, a business analyst to lead on this and other Public Realm ICT requirements should be in place by Q1 2016/17. The specification for this service change could be fully developed in advance of this by the Environment and Waste Strategy team, Environmental Operations and ICT staff and the work be added to the post to deliver. The completion of this work is envisaged as feasible during the 2016/17 financial year.

Charging Options

As detailed above, there is currently a range of between £10 and nearly £60 charged by the majority of local authorities for household bulky waste collections in London, although exemptions have been applied in some cases.

There are 3 possible approaches that can be taken:

- Option A - The first is to retain free collections but to increase waiting times for collections.
- Option B - The second option is to move to a full charging scheme.
- Option C - The final option is to introduce a tier approach which allows a set number of free collections with charging introduced after this is met.

In addition the number of free collections for exempt residents could be limited to twice a year. The level of income of any of the above will depend on the take-up of the service once charges are introduced.

Option A - Retaining Free collections but increased waiting times

This part of the proposal involves residents having to wait at least 5 working days for their items to be collected, currently they wait around 48 hours. They may however have to wait longer, if the proposal is accepted, as the actual waiting time for a collection will depend on the number of collections booked. It is likely that at times of high demand that waiting time would exceed 5 working days. In practice a daily limit will be introduced and residents will be directed online to the next available collection day and this may well result in them waiting longer than 5 working days for their items to be picked up.

If the above proposal is acceptable then a saving of 80k is achievable. This would result from the removal of one of the remaining two dedicated bulky waste collection crews.

Option B - Chargeable Bulky Waste Collections

The main proposal relates to the generation of revenue which will result from applying a charge to the bulky waste collection service. This is currently provided free to residents of the borough. At present residents are able to book 4 free bulky waste collections annually and to dispose of up to 5 items on each occasion.

The existing free service is very popular with residents as we provide around 24,000 collections annually. The service operates Monday to Friday using 2 dedicated crews each carrying out around 50 collections each a day. The figure of 24,000 collections is probably inflated by the fact that many residents don't wait until they have five items to dispose of and often book collections of fewer items in the knowledge that they can get an additional service free of charge later in the year if needed. Charging for the service is therefore likely to drive down the number of collections booked, as residents will ensure that they use their full entitlement when charges are applied.

Take back schemes offered by white goods and furniture suppliers, where old items are collected when new ones are delivered, now often come with a charge for the service. It is likely therefore that residents are likely to become more accustomed to the idea of being charged for removal of old household items in the years ahead. Providing a chargeable service, that's cheaper than white goods or furniture suppliers, is therefore likely to be attractive to residents, particularly as our service will cover a whole range of household goods and not just the item that's being replaced. Additionally residents will benefit from one small fee covering up to 5 items, whereas suppliers tend to charge per item.

The introduction of a chargeable service will also establish the principle of the polluter pays. It will bring home to residents that there is a cost to waste and that they need to think about the consequences to the environment and their own finances before they simply throw items away. Many residents are aware of these issues and therefore introducing a charge to them for this service is likely to come as no surprise. Justifying a collection charge to residents is therefore something that should easily be explained and the view is that most residents will accept this.

The introduction of charges may initially have a negative impact on the number of collections provided and therefore a conservative approach is needed when calculating revenue from this service. In 2017/18 we should allow for a maximum of 15,000 collections, which is only a little over 60% of the number of free collections currently being provided. The number of collections should rise as residents become accustomed to paying for their bulky items to be removed and a figure of 20,000 collections could be achieved in 2018/19, if the service is promoted.

By assuming a charge of £15 per booking, with up to 5 items being collected, the new charge would, if the current level of collections were to be maintained, bring in a maximum of approximately £360,000 per annum. However by using the assumptions above, 15,000 collections in 2017/18 would bring in assuming a reduction to 15,000, this would bring in £225,000. This does not include any level of exemption or free allowance and the impact on income and this would need to be addressed as part of the modelling.

Residents on benefits would still receive 2 free bulky collections, of up to 5 items on each occasion annually. Any further collections requested would be chargeable at the prevailing rate.

The fee of £15 per collection is based on what neighbouring boroughs are charging. For instance Tower Hamlets charges residents £15.36 per collection of up to 5 items. Lambeth charges £20 per collection of up to 4 items with a £5 charge being made for each additional item. Camden charges £25 per collection for up to 5 items and £50 from 5 to 10. A charge of £15 therefore seems reasonable particularly as the total revenue raised will only just cover our existing outgoings of around £220,000 annually for the free service currently on offer.

No major issues expected, although there may well be a drop initially in the number of bulky collections requested by residents. Any displacement of staff in the service area, although this is highly unlikely, can be dealt with by a simple transfer to another part of Environmental Operations. Staff contracts of employment are generic and

therefore should this be required there would be no contractual issues to contend with.

Residents unwilling to pay the collection charges will still have the option to take their items to Hornsey Street in Islington and dispose of them free of charge.

Option C – Tiered approach

There would be possible approaches to this and these would use a combination of the above options. Examples include.

Premium Collection

- All waiting times for collection would be at least 5 days, which will see a potential saving in the region of £80K.
- The option to move to 5 days would allow consideration to be given to the introduction of a premium service, at a cost, to collect within 1-2 days. A conservative estimate of 10% of the 24,000 collections undertaken per annum would at £15 per premium collection, gives potential income of £20,000.

Free Allowance

- This would allow all residents 2 free collections per year, at the 5 day waiting time, and then a set of charges, per visit for any additional visits, with a cap at the current 4. This will require more detailed modelling.

Effect on Local Environmental Quality

The introduction of a charge maybe perceived, by some, to raise the prospect of increased fly tipping in the borough, but authorities that have already imposed charging have not generally found this to be the case. The recent removal of the Civic Amenity Skip service did not lead to a noticeable increase in fly tipping.

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Media Activities on the Public Highway

More local authorities are looking to introduce or maximise income through advertising. Some are looking to achieve this by hiring out some of their public spaces and parks, however the majority are looking at the public realm.

Current Work and Contracts

At present there are a number of contracts and initiatives within various parts of the Council, managing existing works or exploring initiatives or potential schemes. These include:

- JC Decaux (JCD) currently have 60 sites. We get around £21k p/a for all of them but have to pay £10 per site every time we put one of our own ads up, which we do every two weeks. This means we actually only get about £6k p/a in total. This contract expires 31 August 2021.

JC Decaux want to convert 20 sites to digital on one side, keeping the static Council advertisements on the other side. They would pay LBH £5,000 p/a for each site. The potential for greater income through re-negotiation of these particular sites exists.

- Bay Media – the current lamp column banners are booked by campaign, on an ad hoc basis at a cost of around £10,000 per campaign. No income is received as there is currently no planning permission for the lamp post banners to carry commercial advertising.
- Communications commissioned Fortuna to review and identify several sites in January 2014. So far these sites have not been taken forward but it would give us a good start and some examples are shown later in this paper.
- Wildstone are working on proposals for an advertising site at Vince Court by Old Street with the potential for £100k income p/a. This is currently with procurement.
- Regeneration are currently preparing a tender for a four year contract to provide sponsorship agency services. The purpose of this is to appoint a specialist company to procure additional sources of revenue through sponsorship of various council activities such as Make Hackney Sparkle, Bike around the Borough, Hackney House, Hackney Half Marathon etc. As the potential sponsors sourced through agencies are likely to be interested in advertising space, as well as brand association and experiential activities, it may make sense to use the sponsorship agency to drive advertising revenues as well. Most sponsorship agencies also include marketing and PR departments and therefore could be well placed to maximise revenues through the advertising hoardings.

Potential Opportunities

Digital Screens - The big ticket items are large digital screen adverts which are a challenge in planning terms. We could engage a specialist firm, as did Camden with Wildstone, to undertake an audit of the borough to look for suitable sites owned by us (this very much concentrates on high footfall, and obviously some of this is on the TLRN, where our ability to take income gets tricky. This will need early discussion with our planning colleagues to narrow down where there may be suitable sites and what would make them acceptable, and with legal on any ramifications with JCD.

If large screens are not achievable then could smaller screens be used, which maybe more appropriate in certain areas.

Current Contracts – JC Decaux and Bay Media - Also we should take this opportunity to push for a re-negotiation of these contract and also look towards the potential of increasing the number of sites within the borough, on our highways.

The Challenges

Issues around the overall challenge include:

- The content of adverts (we could aim to use the same guidelines as TfL but probably also exclude payday lenders, for example);
- Around aesthetics and the extent of the commercialisation of the public realm
- The model for any contract – just let the sites as landlord, or have a “middle agency” who know the market like we don’t and can get us more but then take a cut, and a contract with someone who then manages the actual rental of the sites;
- Getting the design and the planning side right;
- Not our area of expertise, and need capacity to push it forward.

Example of another Authority

A programme, similar to Camden – which is aiming for £2.5m additional annual income in 2017/18, could consist of the following:

Advertising Activity	2016/17	2017/18	2018/19
Large digital screens (new media)	£0	£0	£1,500,00 (Camden)
Renegotiate current J C Decaux contract	£0	£0	£TBC
Environmental Operations (Recycling, Waste and Cleansing vehicles and new media)		£180,000	£180,000
Bay Media (expanded contract for lamp column banners)			£80,000 Camden
Total:			

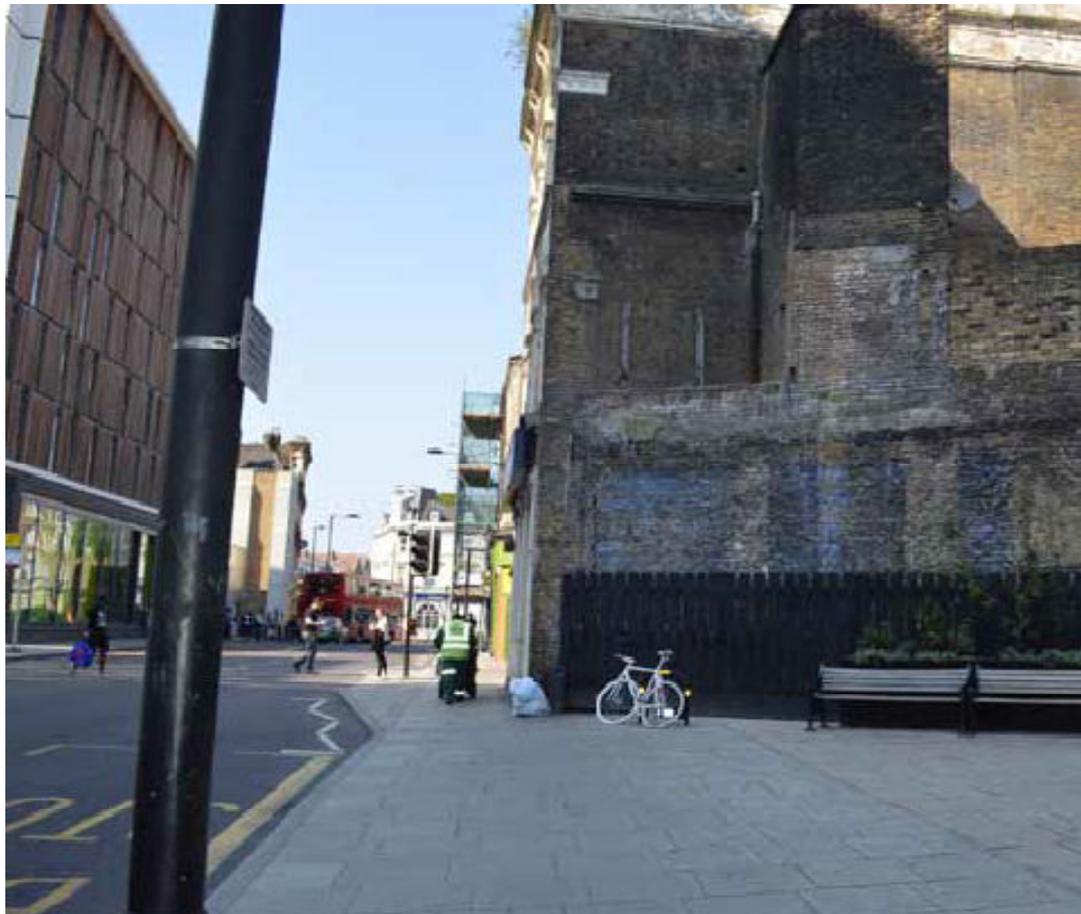
The Next Steps

A working group has already been convened by the AD Public Realm comprising of officers from Streetscene, Finance and Resources, Communications, Regeneration and Planning, to discuss a more joined up approach. One option is for this to be taken forward, on a corporate basis, co-ordinated by Regeneration with a view to deliver, over 2016/17:

- Setting out the full range of opportunities for commercialisation and also the constraints on such an approach.
- To lead a discussion on the how far the commercialisation of the public realm can go and its impacts on place and aesthetics.
- As part of an invest to save process, commission a specialist company to provide a full range of fully costed and achievable proposals for implementation in 2017/8 and 2018/19.
- To set out a full implementation plan and associated income generation and associated governance and member involvement.

Examples of potential sites

a) Dalston Lane



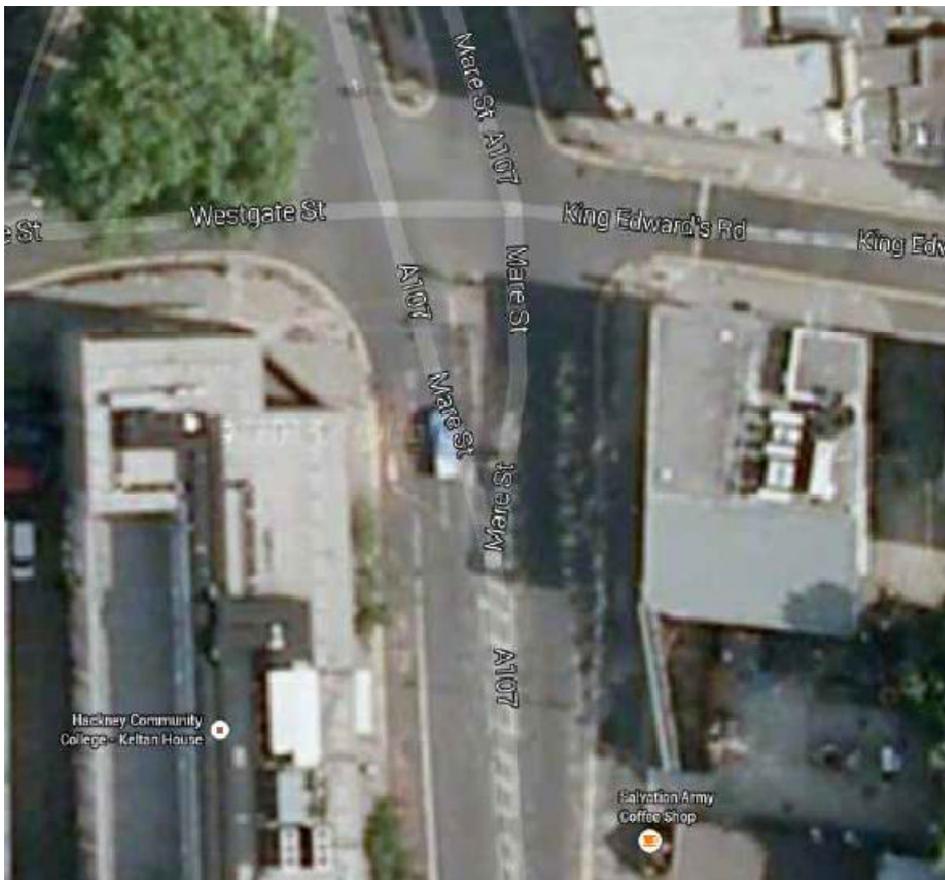


b) A.12 – Eastway





C – Mare Street – Keltan House



21st October Budget Scrutiny – Public Realm

This paper has been produced by the Public Realm division in response to requests to set out the likely impact of any savings to the street cleansing and graffiti/flyposting removal service. This is in line with the Council's approach to review all areas of Council spend, in light of the ongoing government cuts to local authority funding. It is not proposed to take any savings from the street cleansing service in 2016/17, but the paper enables Members to discuss and take a view on the service in relation to future savings the Council may need to find. Members are also invited to consider whether any efficiencies are possible within the graffiti/flyposting removal service, and whether any savings should be taken from this area for 2016/17.

Changes to Street Cleansing and Graffiti/Flyposting Removal Street Cleansing – Statutory Requirements

The standards that residents should expect are defined from the Environmental Protection Act 1990 (EPA90) and the DEFRA Code of Practice on Litter and Refuse, which has existed in its recent form since 2006. The Code sets out the grades against which various levels of litter can be judged and the litter grade awarded affects the reaction time in which the Council or the relevant body can respond. Where this falls below the acceptable standard set out in the Code for longer than the period specified, then there is a duty for the relevant body to clear this.

There are 4 grades:

- Grade A: No litter or refuse
- Grade B: Predominately free of litter and refuse apart from some small items
- Grade C: Widespread distribution of litter and / or refuse with minor accumulations.
- Grade D: Heavily affected by litter and / or refuse with significant accumulations.

Grade A



Grade B



Grade C



Grade D



The Code classifies the different types of land managed by duty bodies into four main zones, however in Hackney only two are relevant for the majority of the public highway; High intensity of use (busy public areas) and Medium intensity of use ('everyday' areas, including most housing areas occupied by people most of the time).

Under the Code, Hackney is expected to set cleansing schedules so that they meet the duty to keep relevant land clear of litter and refuse, and highways clean. In some

areas, these standards can be effectively maintained during daylight hours, however, in others longer hours of management are required, for example, in Shoreditch and Dalston, Hackney Central and other secondary retail or night time economy areas. If the standard in high intensity areas should fall to an unacceptable level during the evening, it should be restored to grade A by 8am. Good practice would be that grade A is achieved earlier, by the time the area begins to get busy. This applies to weekends and bank holidays as well as weekdays.

As a last resort, if acceptable standards of litter and refuse are not met, response times have been set for each of the four categories in the Code (two apply in Hackney) by which land must be returned to an acceptable standard.

The maximum response times in Hackney to restore public highway to grade A standard if it falls below grade B range from ½ day to 1 day depending on the area:

- High intensity of use - ½ day. This means by 6pm if reported before 1pm or by 1pm the next duty day if reported between 1pm and 6pm on the previous day.
- Medium intensity - 1 day. This means by 6pm the following evening

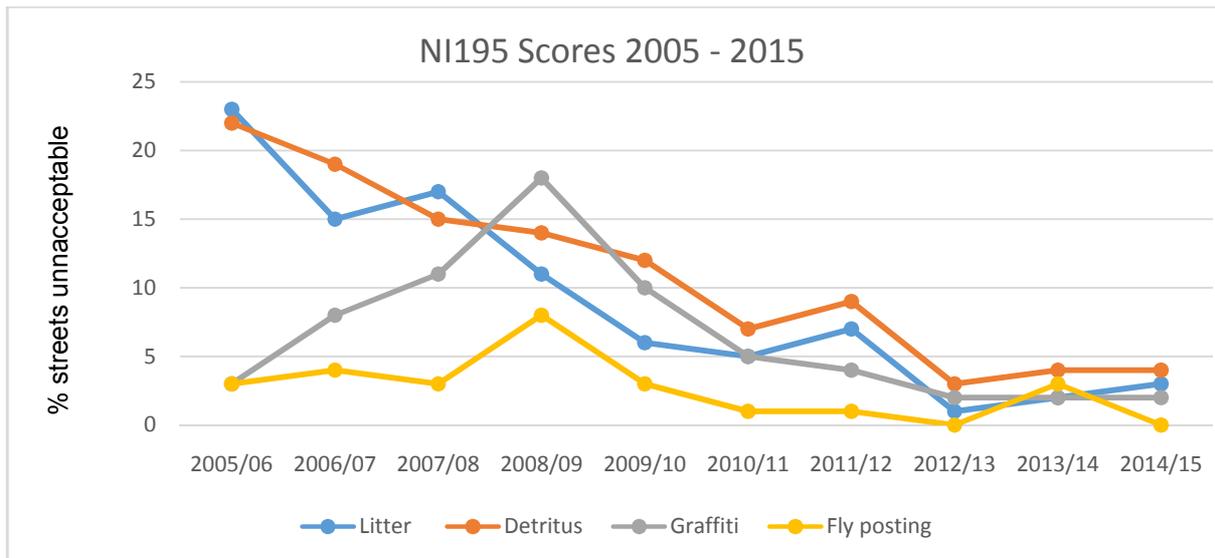
Duty bodies that allow their land to fall below acceptable standards for longer than the allowed response time may be subject to a Litter Abatement Order (section 91) or a Litter Abatement Notice (section 92) issued under the Environmental Protection Act 1990. Anyone can write to the Chief Executive at a duty body giving a five day Notice of Application for a Litter Abatement Order to be issued against them, prior to going to Court.

Hackney's record on cleansing performance

Methodology based on former national performance indicators measure the percentage of streets that are at an unsatisfactory level of cleanliness when compared with the code of practice for litter and refuse. Hackney has a recent positive trend in this corporate indicator.

Hackney was part of the Capital Standards Network and then the London Network which provided independent monitoring and benchmarking for Member London boroughs. Both Networks involved close association with the Keep Britain Tidy Group (KBTG) and Hackney continued with independent monitoring via KBT until 2012/13. Since then surveys have been undertaken in house to the same process.

Graph A – NI 195 Scores 2003-2015



	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
Litter	23	15	17	11	6	5	7	1	2	3
Detritus	22	19	15	14	12	7	9	3	4	4
Graffiti	3	8	11	18	10	5	4	2	2	2
Fly posting	3	4	3	8	3	1	1	0	3	0

In terms of performance against other London Boroughs, Table A below shows Hackney's position where relevant information is available.

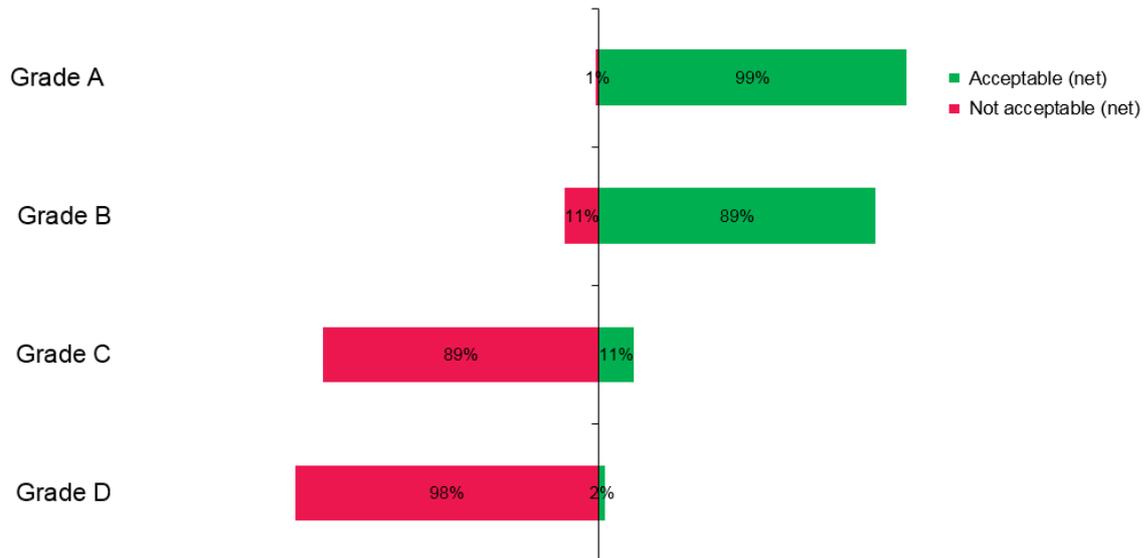
Table A - NI 195 Scores 2003-2015

Local Environmental Quality scores and Keep Britain Tidy (London Network) position								
	Litter		Detritus		Graffiti		Flyposting	
	%	Rank	%	Rank	%	Rank	%	Rank
2003/04	40	26/28	48	13	25	21	16	23
2004/05	30	24/28	31	11	23	23	13	25
2005/06	23	26/28	22	6	3	2	3	16
2006/07	15	17/28	19	8	8	14	4	24
2007/08	17	26/28	15	6	11	23	3	25
2008/09	11	15/22	14	7	18	22	8	22
2009/10	6	15/22	12	9	10	17	3	16
2010/11	5	3/12	7	3	5	5	1	3
2011/12	7	n/a	9	n/a	4	n/a	1	n/a
2012/13	1	n/a	3	n/a	2	n/a	0	n/a
2013/14	2	n/a	4	n/a	2	n/a	3	n/a
2014/15	3	n/a	4	n/a	2	n/a	0	n/a

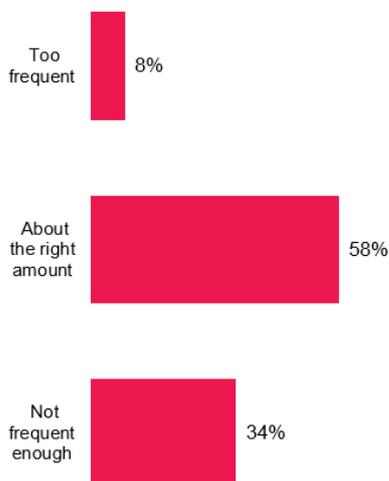
Residents' perception

The 2014 Hackney Matters survey into Litter, Cleanliness and Public Spaces showed an improvement in resident satisfaction with cleanliness of the local area. 77% are satisfied, up from 55% in 2008 and 32% in 2003.

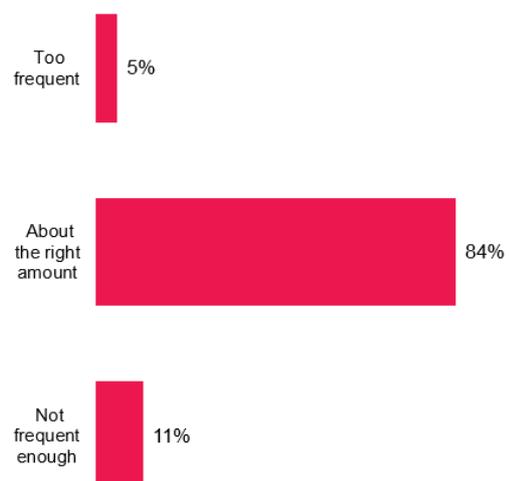
89% of residents feel that a grade B of street cleanliness is either fairly or very acceptable. But only 11% feel that a grade C is acceptable.



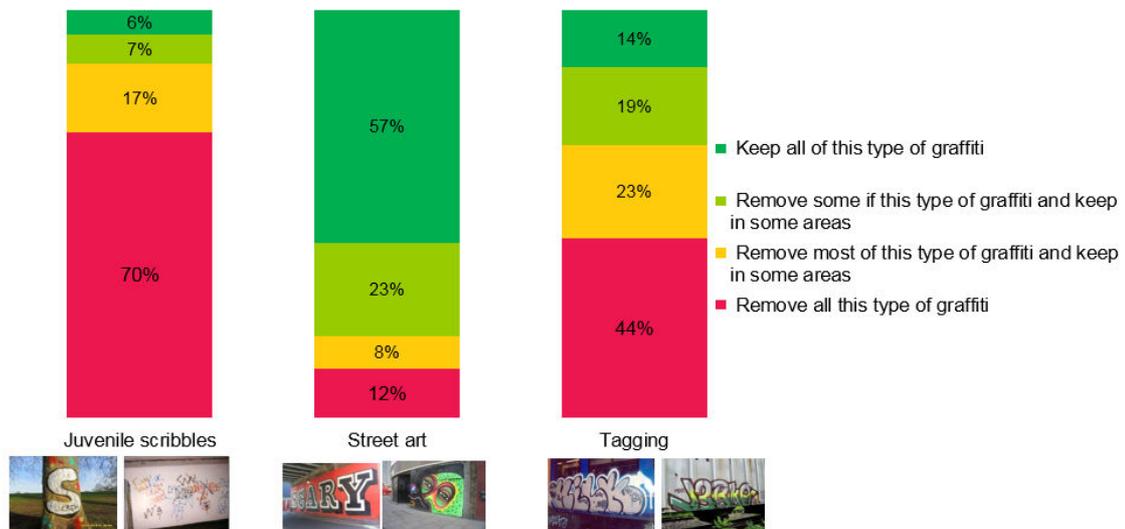
Level of sweeping of residential roads is...



Level of sweeping of high streets, town centre and main roads is...



The majority of residents are not in favour of tagging or juvenile scribbles, but are largely happy to keep street art.



There is greater feeling that everyone should help to keep Hackney clean compared to 2008, with 90% saying people in Hackney should do more to keep it clean.

The current service

The street cleansing service is organised on 2 areas, north and south. Each of the two areas has an Area Manager for cleansing, an Assistant Area Manager and a Supervisor. These also back up the Area Manager for refuse and their assistant.

The evening and night shift services are managed by a dedicated Night Manager who has responsibility for the whole borough. He is assisted by an Assistant Area Manager and Supervisor. Due to the amount of work in the NTWE areas, the service now operates 24 hours a day.

Residential roads: The service is based on a minimum cleansing frequency of a twice weekly sweep for all residential roads and this ensures that streets, in the main, are cleansed within 24 hours of refuse collections taking place. The primary method of cleansing is beat sweeping, which is a traditional method of cleansing and one that delivers a high standard. This method is also the best for ensuring accountability for work performance as it is easily monitored when combined with a fixed frequency of cleansing.

The baseline service is backed up using mobile cleansing crews that visit streets on non-scheduled cleansing days to clear away any litter and deal with any other waste issue that might need attending too. These crews also deal with fly tipped waste including any domestic waste that may have been placed out for collection on non-scheduled collection days. All waste collected by these crews is recorded and the information is used to assist environmental enforcement work.

High Streets and Town Centres: Cleansing of these areas takes place daily, seven days a week. The daily cleansing frequencies range for a minimum of 4 times daily to continuous sweeping in areas such as Hackney Central and Shoreditch. A range cleansing of methods are used and include manual beat, pedestrian operated mechanical sweeping and both manual and mechanical team sweeping.

Night Time Economy Areas: The NTE has steadily grown over the last few years and as a result litter and waste levels have significantly increased. Added to this problem is the fact that visitors tend not to use the litterbins provided and simply throw their waste, including bottles and cans into the street. There is also a problem with unregulated waste coming from commercial premises that do not have any waste arrangements or that overproduce against the contracts that they have with Hackney. Despite the problems these areas are regularly cleared of waste and cleaned overnight, with the final clearance being completed, in most cases, by day break. This approach ensures that complaints from residents living in these areas are kept to a minimum as areas are normally cleared and restored to an acceptable level before they venture out in the mornings. Close liaison and embedding enforcement officers within the Environmental Operations service has meant greater and more effective enforcement action in this area, including a number of successful court prosecutions.

The intention of the overall current service is to meet the Code of Practice for Litter and Refuse on a borough-wide basis. Streets are swept to a Grade A standard and should not fall to below Grade B between the scheduled cleanse. This in effect gives an overall B standard for the borough. In areas that are susceptible to a falling to Grade C and below in a short amount of time, additional cleansing operations are in place to maintain a satisfactory standard. Even with this approach there are areas of Hackney, that fall to Grade C prior to the next scheduled cleanse eg. residential streets near shopping areas and areas of night time economy.

The service currently comprises: (no. of operatives by shift)

	Early	Mid/ Late
Cleansing Resources	115	32

Proposed option of reduced frequency of sweeping

It would be possible to reduce the level of resource currently deployed by the adoption of a once a fortnight sweep in residential roads supported by a weekly litter pick and a reduced level of cleansing of high streets from continuous or up to 8 times daily down to a maximum of twice daily 7 days a week.

Although the service would work to minimise the impact of the proposal, a fortnightly sweep with weekly litter pick on residential roads will result in a significant deterioration in the condition of streets, particularly between scheduled sweeps. Overall a lower standard of street cleanliness would become the norm. The standard of cleansing generally across the borough is likely to be at a Grade B shortly after cleansing, certainly in high streets and within a day or so of cleansing in residential roads. These roads will then deteriorate to a Grade C standard prior to the next scheduled sweep or litter pick. However it should be noted that the longer term impacts of reduced frequencies will further impact on the condition of streets as it becomes more difficult to maintain the cleansing frequencies, due to the increased amount of work at each visit and greater difficulty in achieving a Grade A standard due to the lack of time available. Therefore we can expect a steady deterioration in the condition of streets once the new arrangements are introduced and based on senior management experience of similar situations in the past this would , within a year or even sooner, likely to make the cleansing schedules unachievable and

present a number of difficulties to manage. Unsatisfactory levels of cleansing as recorded by existing monitoring measures will increase. The annual out-turn for litter in residential streets for 2014/15 was 4.58% (unsatisfactory level of performance). The standard in residential streets is already poorer than for the borough overall (3.07%). It is difficult to provide an estimate of the full impact of the proposed change however, Hackney has seen poor levels of performance previously suffering unsatisfactory levels of performance around 20%. It would effectively take Hackney back at least to cleanliness standards experienced in 2007/08 and probably an even worse level of cleanliness.

Revised resource:

Early	Mid/ Late
90	20

The overall reduction in resources to make the saving of £650,000 will be 32 manual staff. The precise split between the early and evening shift has yet to be determined, however the figures above are a good indicator of the levels expected if the saving is taken.

It should also be noted that any proposal from the provision of an integrated service with Hackney Homes, as per the Cross Cutting Public Realm programme, would be impacted by this proposal.

Specific impact on street:

- The twice weekly sweep in residential roads will cease in all cases and there will be less frequent visits by mobile crews to clear fly-tipping outside of the scheduled sweeping visits.
- Significant reduction in standard of cleanliness and litter remaining on street for longer.
- A steady deterioration in the cleanliness and standards of the street environment, with a significant increase in complaints expected. We would attempt to manage this by ensuring scheduling of work takes account of local conditions, for example dealing with streets close to night time economy areas earlier in the week following the weekend's activities.
- It is expected that there will be a challenge around workforce issues and for sickness levels and performance issues to become major issues. Workforce fatigue will become an issue, as will industrial relations issues, due to the setting of unrealistic productivity levels for manual workers to achieve.
- There may be additional fleet and related costs through a likely greater reliance on mechanical sweeping in residential areas.
- Removal of dedicated cleansing operatives from NTE areas. At present waste operatives are split across both the day and night shift services and include dedicated beat sweepers and cleansing crews. Cleaning resources will be moved

into high streets from residential roads to deal with waste from the NTE as priority will need to be given to these areas.

- Litterbins in residential roads, which are currently emptied daily, would receive less frequency attention and may need to be removed altogether. Those in high streets, currently emptied up to eight times a day, will be done twice daily. Litter bins are likely to become a problem as they fill up rapidly.
- There will be a reduction in the frequency of cleansing in all high streets and town centres. Mechanical sweeping in these areas will be reduced from twice to once daily with only a further litter-pick and empty of litterbins provided on the second visit. At present these areas are swept up to 8 times daily and in very high profile areas continuous sweeping and emptying of litterbins takes place.
- We will be unable to provide a litter clearance within 24 hours of the refuse and recycling service due to the reduced frequency of cleansing.
- Recycling on the Go will be less effective, and possibly reconfigured or removed, as the service relies on dedicated beat sweepers in high streets and town centres and these will no longer be present.
- There will be an increase in the presence of weed growth/vegetation in all residential roads and in town centres as detritus levels increase.
- Removal of materials dumped around recycling bins, something that happens regularly at present, will take place less frequently due to the reduction of cleansing resources.
- Collection of recycling materials from flats above shops in residential roads will take place less often.
- Providing a cleansing service for the removal of litter on scheduled refuse and recycling days with either option will not be possible.
- Given previous experience in the period 2002-2006, it is likely that there will be a significant increase in cleansing complaints however the service will not be able to respond to these within the existing 24 hours as is the case at present. Residents would however be told that the problem would be resolved on the next scheduled sweep.
- The cleansing service will respond slower to seasonal challenges and ad hoc incidents than at present eg. Winter maintenance and leaf-fall.
- Reducing cleansing levels in high streets to twice a day, down from currently up to 8 times a day in some areas would result in our major high streets being clean twice a day. The intervening periods of time would see a large build of litter in these areas. Night Time Economy pressures, particularly at weekends would not be addressed overnight and the subsequent early morning cleansing resource would not be able to cope, as it currently does. Recent monitoring of cleansing performance in Shoreditch during the night and weekend has seen a rapid

deterioration in standards between inspections only three hours apart. The level of unsatisfactory inspections increased from 7% to 16% during that period. Although not fully indicative of a reduction in daytime town centre resource it does give to some extent the likely deterioration across much of Hackney's town centres. The standards for NTWE is recovered quickly on the following mornings due to the level of current resource deployed. This would not be possible in the same timeframe with a reduced resource.

- Reductions in street cleansing services coupled with potential future changes to household refuse and recycling collections (eg. reduced frequency of collections), would present considerable difficulties in maintaining Hackney's streetscene at acceptable levels.

Graffiti and Flyposting – current service

The Environmental Operations graffiti removal team carry out work predominately on a pro-active basis. The team also deals with street washing requirements and operates with 5 crews. The work which involves household and commercial properties, street furniture and the public highway is fully identified, catalogued and then scheduled for removal/cleansing. This is a specialist job as it requires a different approach dependent upon the type of graffiti/staining and the surface it has been applied too eg. teams have the responsibility for the clearance of vehicle oil/fuel and blood spillages following road traffic incidents, and gum, dog fouling and paint spillages. It also requires a high degree of contact with residents and businesses.

Proposed option to reduce graffiti and flyposting resource

The proposal is to reduce the service down to 3 crews. With the consequent re-scheduling of remaining resource between street washing and graffiti/flyposting removal.

Specific impact on street: The reduction of graffiti crews will have a very similar impact to reducing cleansing resources. As most areas suffering graffiti are regularly targeted, the reduction would mean that graffiti would be removed less often and therefore graffiti would be visible for longer periods at all locations. Previous experience has shown that the longer graffiti is present at a particular site, the more its graffitied. Neighbouring boroughs are evidence of this, as walls that had relatively small amounts of graffiti on them have now been completely covered, often up to roof level, due to the fact that the Authority failed to remove what was placed there in the first place. Gradually there's a decline and the amount and type of graffiti, due to the lack of control, becomes a detriment to the area. . A good example of this is Hackney Road, where Tower Hamlets approach shows the stark contrast in approach and impact, and is a situation where that authority's approach has an adverse impact on our local environmental quality grades, despite our high level of removal.

There is also evidence to show that there is an element of graffiti that is connected with street gangs and the current frequency of removal has played a major part in

keeping the amount visible to the public at a very low level. Reductions in the resources would result in this type of graffiti becoming more prevalent.

In 2014/15 the following was removed by the Team:

Square meters removed

Flyposting	27,306m ²
Graffiti	19,139m ²
Jet washing	34,620m ²

Items removed

Flyposting	49,371
Graffiti	20,216
Jet washing	6,837

Number of Jobs

Flyposting	9,480
Graffiti	4,706
Jet washing	3,574

The proposed reduction would see these figures reduced by 2/5ths.

Relationship with Integrated Cleansing

The proposals within this paper have not been cross referenced with any potential integration with estates' cleansing operations currently managed within Hackney Homes. Savings and efficiencies can be achieved through both approaches, however, the sensible approach would be to firstly integrate related and similar services to achieve first stage savings; then monitor the impact of the integration, enabling services to bed in and finally seek to achieve further efficiencies with the knowledge gained at that stage.

Comparison of Local Environmental Quality

The 2 sets of photographs below show an example, along Mare Street/Cambridge Road, of differing approaches to cleansing and graffiti. The top row of photographs show the approach to street cleansing and graffiti in other authorities' boundary whilst the bottom row show the approach on similar roads within Hackney.



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Budget Scrutiny Task Group – Public Realm 21 st October 2015 Item 5 – Submission from the Leisure and Green Spaces Service	Item No 5
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Outline

The meeting in September heard from the Leisure and Green Spaces Service around the areas operating within it, current budget information for these, insight into the savings already made, and potential directions of travel to achieve further savings in 2016/17.

This item and the papers enclosed are designed to give Members more in depth information around the proposals as to how to achieve savings for 2016/17.

Action

Members are asked to review the attached papers and to ask questions of officers in attendance.

The papers and the discussions should inform their decision as a group on whether they endorse the proposals for savings for 2016/17, or whether they will recommend alternative action.

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Subject:	Public Realm Task & Finish Group – Leisure and Green Spaces Briefing
Prepared by:	Ian Holland (Head of Leisure and Green Spaces)
Date:	21 October 2015

1. Introduction

- 1.1 As outlined to Members at the initial meeting of the Public Realm Task and Finish Group, the Leisure and Green Spaces Service is part of the Health and Wellbeing Division and is responsible for three main areas of delivery: Leisure (through a partnership with Greenwich Leisure Limited that commenced in 2009 for a term of 15 years), Parks and Green Spaces and Sports and Physical Activity.
- 1.2 This paper sets out proposals for how savings might be achieved from the Service for 2016/17 and onwards.

2. Delivering Savings for 2016/17

- 2.1 It is anticipated that all savings from the Leisure and Green Spaces Service in 2016/17 will come from a renegotiation of the Leisure Management Contract (LMC) with Greenwich Leisure Limited (GLL).
- 2.2 At this stage no savings targets have been set for Parks and Green Spaces Service for 2016/17, given the Service is already reliant on additional corporate funding and has significant pressure on its existing resources. However, given the nature of most of the savings options being explored for 2017/18 and beyond (see Section 3 below), work will need to commence on them quickly (if agreed) as they are likely to require a longer lead-in time to deliver.

3. Delivering Savings for 2017/18 and Onwards

- 3.1 Based on the renegotiation of the LMC being agreed, the ability to deliver further savings from the contract after 2016/17 will be minimal, unless more fundamental changes are made to provision. Therefore savings will require to be found from the Parks and Green Spaces Service. The following options are currently being considered to deliver these:

a) Community Management

There could be an opportunity for some of the smaller green spaces currently maintained by the Council to be transferred to community management / maintenance. However, the number of spaces is likely to be small, unlikely to generate a significant saving (as funding will still be required for the community groups), still require some maintenance tasks to be undertaken by the Council and the sustainability of this model is questionable as it is often initially reliant on a small core group of enthusiastic volunteers, who often fall away over time and are not replaced. It is also worth noting that there has been little or no interest to explore this option from our most active User Groups, who generally want to undertake occasional and focussed maintenance tasks in their sites.

b) Income Generation

There is certainly an opportunity to exploit more income generating opportunities in parks and green spaces. The main areas where opportunities are likely to exist are:

- **Advertising and Sponsorship**

The Council is regularly approached about advertising and sponsorship opportunities in parks and green spaces. Given that this is not an area that has been exploited by the Council before, it is difficult to predict the level of income that it might generate. However, it is anticipated that if an advertising / sponsorship company was appointed (on commission) to proactively seek advertising / sponsorship for parks and green spaces activities, banner sites, bedding, buildings, displays, events and installations that an income of £30,000 p.a. could be achieved.

- **Concessions**

There are a number of sites / buildings in parks and green spaces that could accommodate a financially viable temporary or permanent catering concession to generate income and provide an enhanced service to users. This may require some initial investment from the Council but could generate an income of approximately £30,000 p.a. depending on the number of sites that are taken forward. In addition, introducing ice cream concessions to some of the main parks and green spaces could also achieve a regular income of £15,000 p.a.

The sites that could be considered are as follows (although ultimately the market will determine what is attractive / viable):

Site	Catering	Ice Cream	Markets
Clissold Park ¹			✓
Hackney Downs	✓	✓	
Hackney Road Recreation Ground			✓
Haggerston Park	✓	✓	
Hoxton Square	✓		
London Fields	✓	✓	
Mark Street Gardens			✓
Millfields	✓		✓
Shoreditch Park	✓	✓	
Springfield Park ¹		✓	
Stonebridge Gardens	✓		
Windsor Terrace	✓		

¹Clissold Park and Springfield Park already provide a catering offer that generates income for the Council

- **Corporate Events**

There could be an opportunity to hire out parks and green spaces (in part or in whole), particularly in the south of the borough, for corporate events / functions (the main opportunity being for Xmas parties). If a space was licenced to a corporate events company for the period from late November to Xmas then there is the possibility of achieving an income of approximately £50,000 p.a. based on similar examples from other authorities.

- **Events**

In 2014/15 77 events were held in parks and green spaces, achieving an income of £104,000. To date in 2015/16 129 events have been held in parks and green spaces securing an income of £129,400. This income is broken down as follows: Community Events (£17,600); Commercial Events including the Half Marathon (£54,000); Corporate Event Days (£12,500); and Funfairs (£45,300). This level of income compares with Haringey and Tower Hamlets who both achieve over £1m income from events in their parks and green spaces.

At present the majority of the events that are held in parks and green spaces are community events (89 so far in 2015/16), and whilst important, they generate a limited amount of income and also require a disproportionate amount of work from the Events Team.

To generate further income from events the following options could be considered:

- **Administration Charge:** At present there is no cost associated with someone submitting an event application, until their event is approved. Unfortunately this means that applications are often submitted with limited thought and consideration, and subsequently withdrawn when a significant amount of Officer time has already been invested in progressing them through the application process. To address this it is proposed to introduce an administration charge of £65 that will be paid on submission of the application. Whilst this won't generate a great deal of income it will hopefully deter applications being submitted without due thought and reduce the amount of Officer time spent on abortive applications.
- **Community Events (excluding Park User Group events):** At present community events have an extremely low charge (see below), even if they are of reasonable size and require significant support from the Events Team. It is therefore proposed to reduce the price of smaller community events, but increase the price of events with larger attendance (the suggested new charge would be £0.25 per head plus an additional fee for set-up days of 25% of the event day fee). This would allow greater cost recovery for larger community events and also enable smaller events to take place more easily. As an example the following table sets out the impact of the suggestions (excluding administration charge):

Event Size	Current Event Day Charge (£)	Proposed Event Day Charge (£)
150	79	37.50
400	115.50	100
5,000	869	1,250

- **Commercial Events:** Holding more large commercial events in parks and green spaces is one option for delivering increased income. With the exception of the Half Marathon, there is currently only one large annual commercial event (Found in Haggerston Park – 7,500 attendance on a single day) held in parks and green spaces. Whilst the fee for each event would be negotiated on a case-by-case

basis, the Council could charge between £1-2 per head for an event day (with additional charges for set-up days). To give members an example this would mean that for a one day 10,000 attendee event charged at £1.00 per head it would generate an income of £10,000 for the event day and if there were four set-up days an additional sum of £10,000; so £20,000 in total.

If the Council were to progress with this option (which is consistent with the current Events Policy) we would seek to increase the total number of large commercial events to 4-5 per year in total in spaces such as Clissold Park, Haggerston Park, Hackney Downs, QEOP and Shoreditch Park. Some of this might have to be at the expense of 'community events' that are utilising significant time in parks and green spaces in the summer. Obviously this proposal would have to be balanced with the impact on the parks and residents.

- **Major Events:** Major commercial events (i.e. 40-50,000) in a park or green space can attract an income of £150-200,000 per event (although they also come with significant challenges and issues). Events of this size could only be held at Hackney Marshes, however, which is Common Land and laid out as playing pitches (cricket, football and rugby). Any proposals to deliver events of this size / scale, therefore, are almost certain to lead to a statutory approval process (with no guarantee of success) that might take up to 2 years to resolve due to the significant opposition that is likely from both user and sports groups.
- **Product Placements and Launch Events:** The Council is regularly approached about holding product placement / launch events in its parks and green spaces. Due to concerns regarding the commercialisation of sites this is not an area that has been exploited by the Council to date. It is therefore difficult to predict the level of income that it might generate if a more open and pro-active approach was adopted.

c) Quality of Service

If savings need to be delivered then an opportunity for achieving these would be to reduce the quality / standard of service we provide (although these are likely to generate other issues and problems). Some examples of where this could be delivered are:

- **Grass Cutting**

At present the Parks and Green Spaces Service undertakes grass cutting at a frequency of 20-22 cuts a year between March and November (this excludes Hackney Marshes and other playing pitch sites that are cut to a higher frequency of 24-26 cuts a year). The number of cuts reflects a desire to maintain sites to a high standard, but is relatively high for a local authority. Some local authorities have reduced their cutting regime to 14-16 cuts per annum (or lower in certain cases) in order to deliver savings or other objectives.

Reducing the frequency of grass cutting from 20-22 to 14-16 cuts per annum in the borough's parks and green spaces would save an estimated £40,000 initially, but could lead to further savings if wider changes were also implemented. However, some of this saving is likely to be offset by increased maintenance costs / breakdowns for machinery that would have to deal with longer grass / arisings. In addition, there would also be a change to the visual aspects of each site; with grass

being left longer, more arisings when cutting takes place, and the potential for more weeds, litter and debris to accumulate in the longer grass making clearance more difficult.

▪ **Locking / Unlocking Sites**

The Service maintains 58 parks and green spaces across the borough. Of these there are a number (25 sites / 87 gates) that are locked at night and opened again in the morning:

Abney Park Cemetery	Clapton Square	Springfield Park (one gate only)
Albion Square	Clissold Park	St Johns Church Yard
Allens Gardens	De Beauvoir Square	St Leonards Garden
Aske Gardens	Hackney Marshes (car park)	St Thomas's Square
Broadway Market Green	Hackney Road Recreation Ground	Stonebridge Garden
Butterfield Green	Haggerston Park	Ufton Gardens (part one and two)
Cassland Crescent	Hoxton Square	West Hackney Recreation Ground
Charles Square	Kynaston Gardens	
Clapton Pond	Shore Gardens	

If this practice was not undertaken year round then a saving could be made in relation to staffing costs (approximately £40,000 p.a.). However, consideration would need to be given to the impact on the animals at Clissold Park and there is also the possibility that leaving sites open overnight could lead to increased vandalism / anti-social behaviour – it should also be noted that with the exception of one site (Haggerston Park) none of the above spaces are lit.

An alternative option could be to only lock the above spaces in the summer when the chances of anti-social behaviour occurring would be at its highest. This would mean that a saving of approximately £20,000 p.a. could be achieved during the winter months.

d) Restructure the Service

As approximately 78% of the Service's expenditure relates to staffing this is obviously where the most significant change would have to take place. Initial proposals are being developed to restructure the service, make it more flexible and to stop its reliance on corporate funding to meet the enhanced summer cleansing / summer enforcement requirements.

4. Conclusion

- 4.1 The views of the Public Realm Task & Finish Group are now sought to inform the proposals that may be taken forward for 2016/17 and 2017/18.



Budget Scrutiny Task Group – Public Realm 21 st October 2015 Item 6 – Minutes of the Meeting 16th September 2015	Item No 6
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Outline

Attached is a draft set of minutes from the meeting on 16th September 2015.

Action

Members are asked to review and agree the Minutes as an accurate record.

Members may wish to refer to the broad range of options for savings which were identified in the previous meeting, to help inform discussions in this one. This meeting is designed for Members to hear more in depth, costed information on these.

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MINUTES OF A MEETING OF THE BUDGET SCRUTINY TASK GROUP - PUBLIC REALM

WEDNESDAY, 16TH SEPTEMBER, 2015

Councillors Present: Councillor Margaret Gordon in the Chair

Cllr Jon Burke, Cllr Rick Muir and
Cllr Nick Sharman

Apologies:

Officers in Attendance: Dr Penny Bevan (Director of Public Health), Mark Griffin (Head of Environment and Waste Strategy), Tom McCourt (Assistant Director - Public Realm) and Kim Wright (Corporate Director Health and Community Services)

Also in Attendance:

1 Election of Chair

- 1.1 Cllr Gordon was nominated to be Chair of the Public Realm Budget Scrutiny Task Group by a Member.
- 1.2 The nomination was seconded and Cllr Gordon was elected Chair.

2 Apologies for Absence

- 2.1 There were no apologies for absence.

3 Urgent Items / Order of Business

- 3.1 There were no urgent items and the order of business was as laid out.

4 Declarations of Interest

- 4.1 Cllr Adams declared that he was a leaseholder.

5 Terms of Reference

- 5.1 The Terms of Reference was noted.
- 5.2 The Chair noted that the discussions for this evening would be focused on Phase 1 of the programme, involving Members being provided information on and giving consideration to, approaches to budget savings for 2016/17.

6 Submission from the Public Realm Division

- 6.1. The Chair introduced this item by explaining that the paper focused on the Public Realm Division of the Council and not other services outside of this which performed waste collection and cleaning functions for Hackney Homes. She advised that the Any Other Business Item of the agenda would focus on questions that Members may have had around cross cutting review work which encompassed all areas of Public Realm functions.
- 6.2 Tom McCourt, Assistant Director of the Public Realm Division, presented a paper, which was available in the agenda packs.
- 6.2. The substantive points made at this stage were that:
- The Division currently had a budget of around £47 million.
 - It brought an income to the Council of just over £27 million, predominantly from parking operations but also from other growth areas including commercial waste.
 - There were pressures on waste costs; every tonne of waste generated whether residual or for recycling brought a cost within the North London Waste Authority arrangements. Costs were expected to reach £7 million next year and would continue to rise.
 - There was also a challenge of recycling levels plateauing after some years of growth. This was an issue being repeated in other London boroughs, and the Council continued to explore how recycling by block properties could be increased to nearer the levels by street level properties.
 - Markets had been a major cost area for the Council; 4 or 5 years ago subsidy stood at £1.2 million. Changes since this point meant that at the end of 2015/16 would see the service break even.
 - Work in this area and others had meant that on an overall level since 2010, savings of 39% had been achieved within the Division.
 - With an assumed need for the Division to contribute to the estimated £60 million savings needed in forthcoming years, further options for savings were being explored for consideration by Members. Examples included the possibility of advertising on operations vehicles and revising fees and charges.
 - On a more fundamental level, the street cleansing model would be looked at. On this point however, it was evidenced that the operation worked well in Hackney and at relatively low cost. Considerations around scaling it back would need to include any detrimental impact that this could have in wider areas including inward investment, resident satisfaction and regeneration.
- 6.3. Moving onto questions, the Chair noted that the paper showed that 40% of the staff in Streetscene were revenue based and 60% non-revenue based. She asked what the split was in terms of duties.
- 6.4 Andrew Cunningham, Head of Streetscene advised that revenue based work included routine inspections and maintenance of roads, streets, bridges and road safety work. Fee earning work included capital works, TFL funded work, and work outside new developments funded by Section 106 money.

- 6.5 In response to a question around the extent to which the Council was making full use of technological advances in its environmental operations, the Assistant Director of Public Realm advised that his services did keep these under review. In terms of cleansing, the intelligent use of technology had meant that mechanical sweepers were generally used where it was practical, with hand sweepers deployed in areas where mechanical sweepers were not suitable or where they were shown to deliver wider benefits. Software enabled coverage be ensured, with mechanical sweepers covering 4.5 km each day (on both sides of the road). Other examples of technology included in Parking, where a system measured all elements of performance. It informed where resources could be allocated according to a dual consideration of the areas where parking issues were and which areas residents were concerned about.
- 6.6 In response to a question from the Chair as to whether the service did or could work with companies in Tech City to deliver innovative new products, the Assistant Director advised that in general new IT products that the Council required met value thresholds where the EU wide tendering process were triggered. They would therefore need to consider any interested providers.
- 6.7 In response to a question whether street lights were using LED bulbs the Head of Streetscene advised that at the point of the last capital renewal of streetlights, that this technology was not viable. Further advancements had meant that it now was, although the savings that using these could achieve would not outweigh the costs associated with replacing all bulbs. Usage of LED bulbs was increasing however, with street furniture in the borough using these.
- 6.8 In response to a question on recycling and around whether other Councils with similar characteristics had also seen a plateauing in levels, Mark Griffin, Head of Waste Strategy, advised that some had seen fluctuations, including drops. As inner London developed further and the share of street properties continued to fall, reporting stable levels as Hackney had done in recent years was positive (although increases were continually sought). The Borough had a target to reach 34.1% as a minimum by 2020, up from a current rate of around 23 or 24%. There were a number of measures being considered around how to achieve this which could be reported back to this group via the Cabinet Member.
- 6.9 In response to a question on bulky waste, and the Council's currently policy of free collections, the Assistant Director of Public Realm said that Members might want to consider different models. Options could include limiting the number of free collections or charging according to weight. However, consideration might also be given to any detrimental impact on levels of fly tipping that changes could bring a risk of.
- 6.10 Cllr Demirci, Cabinet Member for Neighbourhoods said that the Council was committed to further improve levels of recycling. She reiterated that the greatest challenge was around block properties and estates, and significant work had gone into piloting new approaches on 13 of these. What worked would be rolled out across the borough. These changes on estates would be coupled with measures already taken, including moving from a kerb side sorting arrangement to a comingled one. Further decisions would be needed on whether there was more to be done to drive up recycling levels among street

- properties further. This could potentially involve introducing allowance levels for residual waste.
- 6.11 Philip Glanville, Cabinet Member for Housing, added that he and the Cabinet Member for Neighbourhoods wanted Hackney to be the best in London for recycling on estates. £5 million had been allocated to the pilot that had been mentioned and a Project Manager put in place. He said that he would be pleased to report back further to the Task Group on this.
- 6.12 The Chair asked if there was a figure in mind as to what savings would be required for 2016/17 from the Division.
- 6.13 The Assistant Director advised that his services was trying to identify whether a further 10 or 11% could be added to the 39% already saved since 2010, without having a substantial effect on service levels. Plans would go through the corporate process and he would look forward to any opportunity to feed back to the Task Group further.
- 6.14 Elaborating on this point and further to a question from a Member as to why there was not a specific target for 2015/16 savings in the paper, Kim Wright, Director of Health and Community Services said that it had been the case in the past that targets had been set according to budget size, and had been proportionately the same for each area. However, this was now thought to be a rather crude approach, and one which did not in the most effective way tackle that vast challenge on savings that there was likely to be. Services were being asked to think as creatively as possible to produce a range of options for consideration. Wider thought was also being given as to whether some shares of Revenue Contributions to Capital Outlay and Community Infrastructure Levy money could feed into the £60 million requirement.
- 6.16 A Member noted that there would be discussions under the Any Other Business item around any movement towards bringing together waste and cleansing functions which currently sat separately in the Council and Hackney Homes. However, he wished to state at this point that he saw integration as vital, and that it should happen as soon as possible. Once the full Public Realm elements of the Council were fully integrated he felt that the services could be marketed as being available to housing providers and others, and that there was a duty to get this completed quickly.
- 6.15 In response to a question around the options that would be considered to deliver saving, it was confirmed that these would include looking at the scope for, and impact of, caps on residual waste allowances and reducing street cleansing activity.
- 6.16 Responding to a question around whether there were campaigns that aimed to achieve greater citizen responsibility, the Cabinet Member for Housing said that there were, and that behaviour change was being actively promoted. She said that a key challenge was around continuing to meet a high standard of cleansing and waste collection which had come to be expected by residents.
- 6.17 Bringing discussions on this item to a close, the Chair thanked the officers for the information. She said that discussions at later meetings should be focused

on a range of options for savings for 2016/17 in the Public Realm Division (as is) with details of the impact that each would be predicated to have.

7 Any Other Business

- 7.1 The Chair brought Members attention to two additional papers which had been provided in advance of the meeting. Both have been appended to these Minutes. These were:
- An update from Joanna Sumner (Assistant Chief Executive), giving some information on the cross cutting review of services falling in the wider area of Public Realm – not just relevant services of the Council but Hackney Homes as well. This cross cutting review would look at models for post the bringing in house of Hackney Homes, and potential savings for 2017 onwards.
 - An update from Hackney Homes' Estates Cleaning Improvement Board
- 7.2 Cllr Glanville opened the item by advising that the Public Realm Cross Cutting Review was looking at a range of services within the Council and Hackney Homes, including those managing parks, waste, cleansing and streetscene, The outcomes of this work would be expected to deliver savings from 2017 onwards.
- 7.3 This said, the Cabinet Member for Housing said that significant work had been done and more was planned to help secure improvements to Hackney Homes services prior to its transition into the Council. One example of work currently underway was the Estate Cleaning Improvement Project which Jim Patterson (Head of Building Maintenance and Estate Environment) would talk through shortly. There were others, and the Cabinet Member for Housing would welcome the opportunity to present to the Group at a later date on further details of these.
- 7.4 At this point, the Head of Building Maintenance and Estate Environment presented the project update to Members. The full update document has been appended to these Minutes. However, the substantive points made were that:
- This project had been established in a context of poor perceptions among residents as to cleansing services delivered by Hackney Homes.
 - The Project was looking at how various initiatives – the Decent Homes programme and others – could be better joined up to ensure that the overall effects of them could be better felt. An example was with painting programmes to be delivered to blocks at the same time as other improvement works.
 - There was work going on to identify the estates where cleaners did not have easy access to water, and to take action on this.
 - In terms of areas of cross over with services delivered by Hackney Homes and the Council, these included bulky waste collection, graffiti and flytipping removal, and grounds maintenance. Close work was being done with the Council on where and how these services could be aligned.

- 7.5 At this point the Cabinet Member for Neighbourhoods said that she had a clear aspiration for one standard of service across the borough in terms of cleansing and waste management on estates, parks, and streets. She said that she was very keen to work towards these services being managed as one overall function. By achieving full integration and realising the efficiencies which would be involved, the Council could in theory offer a strong and effective service to Registered Housing Providers and others. It was vital that services were joined up and improved.
- 7.6 A Member of the Group said that he agreed with this in full. He felt that there needed to be an immediate move to a fully integrated service. He said that he did not see the integration as being a substantial challenge and that there should be urgent movement on progressing it.
- 7.7 The Cabinet Member for Housing responded to this point by saying that substantial work had been done to both improve the services delivered by Hackney Homes on cleansing and waste, and to prepare for moves towards integration. He said that he would welcome the opportunity of presenting the task group with this information.
- 7.8 However, the Cabinet Member for Housing said that while there was a strong case for more and greater integration, that there were significant challenges to consider. Work needed to be carefully managed to ensure that improvements were delivered alongside it being ensured that there would not be upward pressures on residents' service charges as a result of changes. In addition, there were differences in the complexities of integrating waste and cleansing services which functioned on a road to entry door (of estate blocks) basis, compared to that of incorporating entry door to front door cleansing operations into a merged service.
- 7.9 Another consideration was that Tenant and Resident Management Organisations had full choice over the cleansing services they decided to procure.
- 7.10 The Cabinet Member for Housing remained of the view that while improvements to as is services should continue to be achieved, that it was prudent and sensible to carefully manage wider integration to ensure that it was done effectively with efficiencies and service improvements successfully delivered.
- 7.11 The Assistant Chief Executive added to this by saying that the Cross Cutting Programme was collating and analysing a wide range of information which to progress integration further to the transition of Hackney Homes into the Council. This was being done alongside work to secure immediate improvements.
- 7.12 In response to a question from a Member of the Task Group, both the Cabinet Member for Housing and the Cabinet Member for Neighbourhoods confirmed that there would need to be a fully integrated service for cleansing and waste achieved by the end of the current administration in 2018. The Cabinet Member for Neighbourhoods said that it should be achieved considerably before this given that she felt that it would deliver savings to help achieve the vast amounts

required, and in a way where residents would feel less detrimental impact of the reductions.

- 7.13 A Member reiterated his view that integration needed to be achieved quickly, and could be done in a faster manner than was currently planned. He suggested that a paper be submitted to the Task Group outlining a plan for the fastest adoption possible, an approach to overcoming challenges, and information on the savings that would be achieved from this.
- 7.14 Bringing the item to a close, the Chair advised that this meeting and any others planned over forthcoming weeks formed part of Phase 1 of the programme, which considered savings for 2016/17 and not beyond this. Phase 2 of the Programme in the New Year would then consider options for 2017/18 and beyond. This said however, and following the discussions, she felt that thought needed to be given as to how Members could be given opportunity to be assured around moves towards greater integration of Hackney Homes and Council Services. She said that she would give consideration as to how this should be managed.

8 Submission from the Leisure and Green Spaces Service

- 8.1 Ian Holland, Head of Leisure and Green Spaces, presented a paper, which was available in the agenda packs.
- 8.2 The substantive points made at this stage were that:
- The service incorporated:
 - Leisure with a budget of £1.51 million, the majority of which was allocated to the management fee for the management of Leisure Centres in the borough.
 - Parks, with a budget of £2.93 million, which was largely accounted for by staff costs.
 - Sports and Physical Activity with a budget of £290,000 to fund the delivery of a number of services enabling physical exercise.
 - The amounts above did not include the costs associated with some facilities which were currently corporately funded or paid for via reserves.
 - Significant pressures on the services included:
 - An explosion of usage of Parks as more residents wished to use the much improved green spaces of the borough. This was a huge positive but also brought pressures on already aging infrastructure in terms of paths and buildings.
 - In regards to London Fields in particular, the popularity of the site as a summer venue and an area to socialise in had brought challenges around increased summer cleansing cost and the need to greater enforcement. £310,000 had been allocated from the corporate budget to fund summer cleansing and enforcement, but the service needed to work towards funding this itself.
 - There were growing levels of anti-social behaviour in green spaces as they were increasingly used as party venues.

- On grounds maintenance, there were demands for the service to use different methods of weed control than Glyphosate. However, this was a cheap and effective method compared to weeding by hand.
 - Increased use of Leisure facilities (Clissold Leisure Centre and London Fields Lido in particular) brought issues around capacity and the ability to continue providing a good service. This was coupled with a number of facilities being advanced in years (the Kings Hall and Britannia Leisure Centres). These issues went alongside (rightfully) expectations of increasing quality.
 - The high use of some facilities compared with a low usage of others (West Reservoir and Queensbridge Sports Centre)
 - Increasing costs of utilities
 - A significant amount of funding for sports and physical activity came from external sources, and was time limited.
- Since 2010 savings of 38% had been achieved from the Leisure area of the service, predominantly through renegotiations on the management fee for leisure facilities.
 - Parks and Green Spaces had delivered 24% savings, through a number of staff restructures but latterly more from income generating activities.
 - The service was confident that renegotiations on the Leisure contract would bring additional savings.
 - To answer the pressures for additional spending reductions, there were a number of potential options which Members might use the Task Groups to debate:
 - **The potential for further income generation from Parks.** This could include **greater advertising** and the raising of money from **ice cream** and other **catering concessions**.

Thought could also be given to the extent that **events in parks** (and outside of them) should be used as an income generator. The Service expected an income of £130,000 from this in 2015/16. The Hackney Half Marathon (£50,000) and funfares in parks (£45,000) were the biggest contributors. Haringey and Tower Hamlets reported income levels of around ten times this (although the caveat was that they had the very large venues of Finsbury Park and Victoria Park).

The lowest level of income from events in Parks came from community events, which also involved the majority of officer input. Consideration could be given to the viability of continuing support.

The Task Group could use a future meeting to explore their appetite to partly meet increasing financial challenges by catering for more large scale events. At present there was one 7,000 to 10,000 event in Haggerston Park.

Consideration could be given towards the appetite for more of these, alongside information on the income that would be likely to be gained.

It did need to be noted that only one venue – Hackney Marshes – was of a size that could cater for events of 50,000 – 100,000 people, and the Task Group might wish to give consideration to the potential benefits and disbenefits of accommodating requests for the delivery of events of this size.

- **Possibilities for higher amounts of sponsorship**

Adidas had paid £30,000 to the Hackney Marshes Centre for 1 month. An exploration could be made as to any further opportunities.

- **Changes to locking and unlocking arrangements.**

Currently 50% of parks remained open at night (often due to them being common land).

- **Stopping seasonal bedding in parks.**

- **Less grass cutting**

At present cutting was done 20-22 times per year. This was reflected in the attractiveness of parks. However, a number of other Councils were doing 14-16 cuts.

- **Licensing more services currently delivered in Parks privately**

This could include fitness classes and professional dog walkers.

- 8.3 A Member of the Task Group noted that the paper did not give figures on the savings required. He said that while it appeared that more events could help meet saving requirements, that he would like more information on the impact that these would have. He asked where the majority of savings would be likely to come from for 2016/17.
- 8.4 The Head of Leisure and Green Spaces said that the majority of any savings achieved for 2016/17 were likely to come from renegotiating the Leisure Contract. Generally, any savings in addition to this would either need to come from savings on staff (which accounted for 78% of the overall service) with a resulting impact on quality, or from increased income generation. In addition to the general pressure to find savings, the Service needed to find a way of funding the summer cleansing and enforcement activity in London Fields which had been temporarily funded corporately.
- 8.5 In response to a question on how a reduction in subsidy per Leisure visit had been achieved, the Head of Leisure and Green Spaces said that this had been through increased general usage and renegotiations on the leisure contract.
- 8.6 It was celebrated by a Member that the Leisure and Green Spaces Service had been brought together with the Public Health function. He went on to ask whether, with funding for the Council falling, whether there could be an end result of some private leisure providers in the borough catering for the affluent while the offer for other sections of the population lessened. He asked if greater means testing for Council owned facilities could be introduced to help continue provision for all.

- 8.7 The Head of Leisure and Green Spaces said that he did not foresee the leisure offer for all residents reducing. The renegotiation of the contract would not result impact on levels of provision. The Mayor's Manifesto committed the Council to expanding provision. Steps already taken as a result of this had been lighting in London Fields activity area. Further areas for improvement were being explored. Means testing was not currently being looked at, but there continued to be free centre usage for some residents, and NHS referrals also.
- 8.8 A Member said that in his view that, across a range of its services, the Council needed to make clear to residents the standards that it was able to deliver with the resources that it had. It then needed to invite and explore community offers of support. He was aware of work community groups did to improve their environments; examples were the Tree Musketeers and residents in the Dalston Square development who were now doing their own planting. He asked whether the Leisure and Green Spaces Service was using the capacity of community organisations and if there was room for it to do more.
- 8.9 The Head of Leisure and Green Spaces said that the service did use the community to make improvements. In terms of the Tree Musketeers, their commitment and knowledge was invaluable and the service was exploring how it could offer funding and support to enable them to maintain and plant more of the trees in parks. Allotments were now managed by the Allotment Association and this worked well.
- 8.10 A note of caution needed to be sounded however around the capacity of the community to fully answer the shortfalls in public funding. Initiatives in communities often worked really well and were driven by a motivated and engaged resident. However, upon the community champion no longer being able to commit, the Council often needed to step back in. Making these arrangements stable was a challenge. Also, while community champions provided a valuable and inspirational role, by necessity spaces they helped manage were often still reliant on Council Services such as grounds maintenance and waste collection.
- 8.11 The Cabinet Member for Housing added to this and said that while community run gardens worked very well, that there were still significant support costs involved.
- 8.12 The Chair thanked the Head of Leisure and Green Spaces for the presentation and for answering the questions asked so thoughtfully and comprehensively.

9 Date of next meeting

- 9.1 This item was used to discuss whether further meetings around the Phase 1 element of the programme were needed and, if they were, the focus that these should have.
- 9.2 Further to a discussion among Members, it was agreed that there should be two further meetings before the end of October.
- 9.3 The first meeting (provisionally suggested as the 5th October) should focus on the ideas for immediate savings for 2016/17 which had been mentioned in the meeting (advertising on refuse vehicles, sponsorship in parks, scope for and

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potential income from a range of events in parks etc.). These should be put forward with greater clarity about the amounts of savings they would be forecast to deliver and the level of impact that they would have. They should be provided in advance of the meeting for Members to consider.

- 9.4 Despite the cross cutting Public Realm Review being geared to achieve savings after 2015/16, Members also felt that this area warranted early focus. They asked that detailed proposals on cost savings expected from integration of services and a skeleton proposal for merging services was produced in time for a further meeting on the 21st October.

Duration of the meeting: 7.00 - 9.40 pm

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