

OXFORDSHIRE WASTE PARTNERSHIP JOINT COMMITTEE

10 July 2009

Local Area Agreement Street Cleanliness targets

1 Purpose of Report

- 1.1 To report on the failure to reach the Local Area Agreement 1 (LAA1) target for street cleanliness, to understand why the target was not met and to set out measures to ensure that a similar target under LAA2 can be achieved.

2 Background

- 2.1 Local Area Agreement 1 ended on 31 March 2009. OWP had two street cleanliness targets within LAA. The targets were:
- Target 7i - Reduce the proportion of relevant land and highways assessed as having combined deposits of litter and detritus falling below an acceptable standard by 9%, so that no more than 11% falls below standard.
 - Target 7ii - Increase % of people satisfied with cleanliness standards to 69.58%
- 2.2 Target 7i has not been met. In 2008/09, a countywide average score of 14% of relevant land and highways were assessed as having combined deposits of litter and detritus falling below an acceptable standard. This is a 6% improvement over the LAA1 period, but is still 3% short of the target. Partner Councils performed very strongly on the litter component, where only 6.8% of assessed land and highways fell below standard. However, the equivalent score for detritus was 22.4%, giving a combined score of 14.4%. Our countywide performance over the past three years has been as follows:
- 2006/07 – 12%
2007/08 – 8.6%
2008/09 – 14%
- 2.3 More detailed results for each district are given in appendix 1. From this it can be seen that three district councils missed the 11% target in 2008/09 (Oxford City, Vale of White Horse, and West Oxfordshire). There are a number of possible reasons. It may be due to a genuine decline in cleanliness standards in some areas, or it may be due to differences in the way that inspections are being graded by partner councils. Two councils (Cherwell and South Oxfordshire) reached the 11% target but did not over-perform enough to hold the countywide average down to 11%. Vale of White Horse has provided a more detailed explanation of its performance at appendix 2.
- 2.4 OWP has sought to ensure that inspections are graded consistently throughout the partnership. A joint training day for partner councils was held in May 2008. In addition to this the OWP Environmental Quality & Cleansing group has established a programme of peer review visits, where colleagues from one partner council accompany colleagues from another to jointly undertake some inspections and moderate scores. This rolling programme is on-going.
- 2.5 Target 7i was originally measured using Best Value Performance Indicator (BVPI) 199. This indicator was replaced in April 2008 by National Indicator (NI) 195. From this date OWP has measured and reported LAA1 target performance using NI 195. Under NI 195 a countywide average score of 9.8% of relevant land and highways were assessed as having combined

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deposits of litter and detritus falling below an acceptable standard in 2008/09. Meaning that under the NI measurement, target 7i was achieved. However, Government Office for the South East (GOSE) has confirmed that LAA1 performance should be recorded as the BVPI 199 score, as this was the measure in place when the LAA1 target was agreed.

- 2.6 BVPI 199 and NI 195 measure the same thing. Under both measures, streets are graded between A and D according to their cleanliness. The results of the grading inspections completed by district councils are then uploaded to a government website, which generates scores. The difference between the scores under BVPI 199 and NI 195 is due to a change to the weightings within the scoring system. Under NI 195 credit is given on sites where standards fall just below a satisfactory level (Grade B), by halving the weight given to these sites in calculating the overall Indicator scores. This results in a lower score (a better score) under NI 195 than the BVPI 199 equivalent.
- 2.7 The lower scores generated under NI 195 compared to the old BVPI 199 and the switch over to the new NI measure may have masked the dip in performance during 2008/09. This holds true at the OWP and Public Service Board level, where an aggregated county wide score is reported. It should be possible to notice trends at district level, where more detailed survey information is held. Regardless of the measurement system, it is apparent that scores for detritus have increased dramatically in some parts of the county during 2008/09.
- 2.8 Target 7ii was originally measured under BVPI 89. This was a public satisfaction survey undertaken every two years. The LAA1 target was to reach a public satisfaction figure of 69.58%. The results of the last two surveys were:

2004/05 – 62.60%

2006/07 - 71.4%

As with BVPI 199, BVPI 89 was also discontinued in March 2008. GOSE has stated that it is acceptable to base our results on the findings of the new Place Survey. In this case, OWP is not being held to the results of a discontinued BVPI. The Place Survey result is 57%, meaning that this target has also been missed. This result is consistent with national results, where the average satisfaction level was 58%. Only nine English local authorities had satisfaction levels above the Oxfordshire LAA target of 69.58%

- 2.9 OWP also has a street cleanliness target under LAA2. The target is “to ensure that the percentage of relevant land and highways that is assessed as having deposits of litter and detritus that falls below an acceptable standard (below grade B) by March 2011 are 4% and 7% respectively or less”. The target is measured by NI 195. Performance Reward Grant is payable on the litter part only. In 2008/09 performance against this target was:
- Litter – 4.2%
- Detritus – 15.4%

As with the LAA1 target, performance against the litter component is strong, but improvement is needed to meet the detritus part. 2009/10 is the second year of the three year LAA2 period.

- 2.10 OWP officers now receive detailed performance information from each partner council, so that scores for the full range of land classifications are seen for each of the three tranches of annual monitoring. This information is analysed so that any areas falling below target can be identified and reported back to the individual authority. The OWP Environmental Quality & Cleansing Group has also made analysis of NI 195 scores a standing item on their meeting agenda and reiterated the importance of partner councils participating in the peer review system that it has established.

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- 2.11 Under NI 195, around 300 different land transects are inspected by district councils three times a year (so that a total of approximately 900 inspections are made annually per district). In some areas, inspections are undertaken each month of the year, whereas in other districts, inspections are condensed into a shorter block of typically one month per tranche. Whilst the former is perhaps more resource intensive, it does result in more timely information, which may allow trends to be spotted and corrective action taken more quickly. It is recommended that districts consider conducting NI 195 inspections on a monthly basis in future.

3 Financial, Risk and Staff Implications

- 3.1 Target 7i & ii had a pump priming grant of £105,000. This was spent over three years on the following:
- A research report on standards and practices of street cleaning in Oxfordshire, completed in 2007
 - A market research report on public attitudes to street cleanliness in Oxfordshire, completed in 2007
 - Two countywide "Big Tidy up" community litter picking events held in September 2008 and March 2009
 - A campaign to reduce and prevent smoking related litter, including the purchase of new litter bins, a shared item of plant and related promotion.
- 3.2 On successful completion, Target 7i & ii attract a Performance Reward Grant (PRG) of £1,089,962 and £272,490 respectively. 50% of these sums would have been received by OWP and added to the New Initiatives Fund (NIF). The remaining 50% would have been retained by the Public Service Board. A NIF budget statement is included within the quarterly monitoring report on today's agenda.
- 3.3 Normally, a proportion of Performance Reward Grant becomes payable if an improvement of 60% or more is made against a target. An improvement of more than 60% was made against target 7i, however, we are ineligible for PRG as when the target was set, it was agreed that Oxfordshire would reach 12% without the LAA process. This means that a figure of 12% or less has to be reached before any PRG is paid.
- 3.4 The litter component of our LAA2 street cleanliness target attracts PRG, although the value is not yet known.

4 Areas Affected

- 4.1 All partner councils are affected.

5 Effect on Strategic Policies

- 5.1 The OWP Joint Municipal Waste Management Strategy and governance documents do not currently contain specific policies relating to street cleanliness. However, OWP agreed In 2007/08 to become the responsible body for the monitoring and implementation of the environment block targets within Oxfordshire's LAA.

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6 Options or Alternatives

- 6.1 Additional or alternative measures to those set out in paragraphs 2.10 and 2.11, which aim to ensure that our LAA2 street cleanliness target is met, may be proposed.

7 Recommendations

- 7.1 That all partner councils:
- i. continue to provide regular NI 195 performance information to OWP,
 - ii. participate in the peer review monitoring programme, so that NI 195 scoring is undertaken consistently across the county,
 - iii. consider completing NI 195 inspections on a monthly basis.

8 Reasons for Recommendations

- 8.1 To ensure that the Local Area Agreement 2 is achieved.

9 Contact Officer

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Background Papers:

Cherwell	Tranche 1			Tranche 2			Tranche 3			Annual Result		
Land Use	Litter (%)	Detritus (%)	Combined (%)	Litter (%)	Detritus (%)	Combined (%)	Litter (%)	Detritus (%)	Combined (%)	Litter (%)	Detritus (%)	Combined (%)
All areas	6	16	11	4	18	11	6	15	11	6	16	11
Main Retail and Commercial	3	6	4	3	0	1	3	3	3	4	4	4
Other retail and Commercial	3	20	11	0	14	7	3	9	6	2	16	9
Higher Obstruction Housing	14	17	16	3	20	11	3	20	11	9	17	13
Medium Obstruction Housing	9	14	11	17	34	26	9	23	16	14	20	17
Low Obstruction Housing	3	6	4	3	31	17	0	14	7	2	16	9
Industry and warehousing	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Main Roads	9	34	21	3	23	13	3	14	8	6	29	17
Rural Roads	6	11	8	6	14	10	14	26	20	9	18	13
Other Highways	8	28	18	6	26	10	9	11	10	7	25	16
Recreation	0	6	3	0	0	0	14	17	16	5	6	5

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Oxford City	Tranche 1				Tranche 2				Tranche 3				Annual Result		
Land Use	Litter (%)	Detritus (%)	Combined (%)		Litter (%)	Detritus (%)	Combined (%)		Litter (%)	Detritus (%)	Combined (%)		Litter (%)	Detritus (%)	Combined (%)
All areas	6	26	16		10	23	16		6	8	7		7	19	13
Main Retail and Commercial	3	6	4		30	12	21		7	3	5		13	7	10
Other retail and Commercial	3	32	18		6	9	8		7	7	7		5	16	11
Higher Obstruction Housing	12	38	25		6	39	23		13	23	18		10	34	22
Medium Obstruction Housing	9	38	24		6	27	17		10	10	10		8	26	17
Low Obstruction Housing	0	30	15		6	12	9		3	0	2		3	15	9
Industry and Warehousing	6	29	18		9	30	20		3	3	3		6	22	14
Main Roads	6	15	11		0	0	0		0	7	3		2	7	5
Rural Roads	N/A	N/A	N/A		0	50	25		0	0	0		0	27	13
Other Highways	9	22	15		27	31	29		7	15	11		14	23	19
Recreation	6	15	10		9	0	7		7	17	10		7	12	9

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SODC	Tranche 1				Tranche 2				Tranche 3				Annual Result		
Land Use	Litter (%)	Detritus (%)	Combined (%)		Litter (%)	Detritus (%)	Combined (%)		Litter (%)	Detritus (%)	Combined (%)		Litter (%)	Detritus (%)	Combined (%)
All areas	9	40	24		2	7	5		0	7	4		4	18	11
Main Retail and Commercial	3	27	15		0	10	5		0	0	0		1	12	7
Other retail and Commercial	17	30	23		10	10	10		0	7	3		9	16	12
Higher Obstruction Housing	0	45	22		0	7	3		0	3	2		0	18	9
Medium Obstruction Housing	3	27	15		0	10	5		0	10	5		1	16	8
Low Obstruction Housing	7	57	32		0	10	5		0	14	7		2	27	15
Industry and Warehousing	7	23	15		7	13	10		0	7	3		4	14	9
Main Roads	3	34	19		0	3	2		3	7	5		2	15	8
Rural Roads	0	50	25		0	0	0		0	14	7		0	21	11
Other Highways	50	65	57		7	10	8		0	15	6		19	29	23
Recreation	3	67	14		0	0	0		0	0	0		1	6	3

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VOWH	Tranche 1				Tranche 2				Tranche 3				Annual Result		
Land Use	Litter (%)	Detritus (%)	Combined (%)		Litter (%)	Detritus (%)	Combined (%)		Litter (%)	Detritus (%)	Combined (%)		Litter (%)	Detritus (%)	Combined (%)
All areas	0	22	11		9	50	29		11	43	27		7	38	22
Main Retail and Commercial	N/A	N/A	N/A		N/A	N/A	N/A		N/A	N/A	N/A		N/A	N/A	N/A
Other retail and Commercial	N/A	N/A	N/A		N/A	N/A	N/A		N/A	N/A	N/A		N/A	N/A	N/A
Higher Obstruction Housing	0	9	4		7	82	44		24	60	42		10	50	30
Medium Obstruction Housing	0	18	9		13	64	39		2	49	26		5	44	24
Low Obstruction Housing	0	27	13		2	49	26		11	42	27		4	39	22
Industry and Warehousing	N/A	N/A	N/A		N/A	N/A	N/A		N/A	N/A	N/A		N/A	N/A	N/A
Main Roads	0	11	6		13	20	17		18	33	26		10	21	16
Rural Roads	0	13	7		13	44	29		0	11	5		4	24	14
Other Highways	0	38	19		13	73	43		20	58	39		11	56	34
Recreation	0	40	20		2	13	8		0	42	21		1	32	16

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WODC	Tranche 1				Tranche 2				Tranche 3				Annual Result		
Land Use	Litter (%)	Detritus (%)	Combined (%)		Litter (%)	Detritus (%)	Combined (%)		Litter (%)	Detritus (%)	Combined (%)		Litter (%)	Detritus (%)	Combined (%)
All areas	10	19	14		9	21	15		10	24	17		10	21	15
Main Retail and Commercial	N/A	N/A	N/A		N/A	N/A	N/A		N/A	N/A	N/A		N/A	N/A	N/A
Other retail and Commercial	9	18	13		6	9	7		6	3	4		7	10	8
Higher Obstruction Housing	12	45	28		9	21	15		6	16	11		9	27	18
Medium Obstruction Housing	3	30	16		12	21	16		6	9	7		7	20	13
Low Obstruction Housing	0	18	9		3	15	9		9	9	9		4	14	9
Industry and Warehousing	3	3	3		0	16	8		12	29	21		5	16	11
Main Roads	26	9	18		26	15	21		35	26	31		29	17	23
Rural Roads	26	18	22		21	35	28		12	47	19		20	33	26
Other Highways	9	10	10		6	38	21		9	48	28		8	33	20
Recreation	0	N/A	0		0	N/A	0		0	N/A	0		0	N/A	0

Countywide annual final figures

Litter	Detritus	Combined
6.8	22.4	14.4