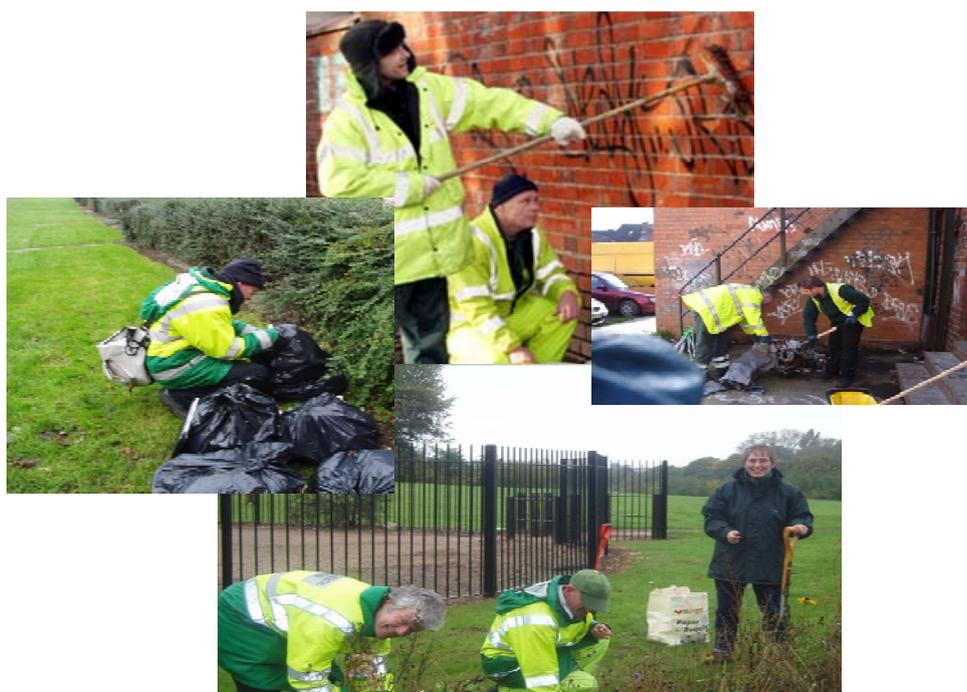




Wardens



A report from Overview & Scrutiny





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Preface

By Councillor Mark Hill

Chairman, Local Services and Community Safety
Overview and Scrutiny Committee



02 December 2008

The wardens operating in wards and constituencies in Birmingham are a much valued service. Members and residents told us of the valuable work they do – cleaning up their neighbourhoods, reporting acts of environmental crime such as graffiti to partners such as the Police and taking enforcement action against offenders.

Wardens are seen as part of the community – “the eyes and ears” of residents, not only taking proactive action to keep the area clean, green and safe but working with schools and residents to raise awareness of issues encouraging young and old to take part and pride in their neighbourhood.

In March 2008 Neighbourhood Renewal Funding, which paid for a number of Warden posts, ceased to exist. Therefore, proposals for a new structure and new funding base have been put forward. As part of this review we aimed to find out how these proposals for a city-wide wardening service would best work to meet the needs of the city.

A key concern was that Environmental Wardens continue to work at a local level. Whilst we support the creation of a Pan-Birmingham taskforce of Environmental Wardens to cover the absences of local wardens, we would like to see a greater allocation of Environmental Wardens to each constituency. We also ask that more resources are directed at this visibly successful Council service. An evaluation of the new scheme should take place after 12 months giving Members the opportunity to feedback on their experiences.

As part of the Review, we were keen to get the views of as many people as possible, including Members, officers, residents and the Police. All reported that the warden service was very valuable and highly regarded.

We are also keen to see key council services work together more closely at a constituency level in dealing with issues of environmental crime and in partnership with our colleagues in the Police and other key agencies. We also support the fact that wardens should be mainstreamed funded giving them financial security. It is right that Environmental Wardens are managed centrally but local direction of work is critical. Therefore, one of our recommendations is that tasking and co-ordination of agencies working in this area should happen at the Constituency level.



Summary

The Local Services and Community Safety O&S Committee undertook a Scrutiny Review of Wardens in order to contribute to the consultation on proposals for a city-wide Environmental Warden scheme. The Committee also felt this was an opportune time to look at all Warden schemes in the city.

The Committee felt it was important to look at all the wardens in the city to ensure that residents were receiving the best possible service – that is the work of all wardens meets the needs of local people to live in a clean, green and safe place. Members therefore sought to ask *“How can the City Council maximise the impact of the warden service in Birmingham?”*

Evidence was taken at formal Committee meetings with council officers, the Police and residents giving their views. A joint questionnaire by the Public Protection Committee and the Local Services and Community Safety O&S Committee was also sent to all Councillors asking for their views on the City's Environmental Wardens and other wardening services.

Overwhelmingly, the view of wardens was positive, reinforcing the findings of an earlier Scrutiny Review of Environmental Wardens that the service is very valuable and highly regarded. Residents felt the wardens to be the “eyes and ears” of the community. Council officers and the Police told of good partnership working where wardens were key in reporting, enforcing and undertaking clearance work.

The evidence from the Member questionnaire showed that for all wardens Members felt that “rubbish, rats and flytipping” should be the three top priorities. Members were clear that Environmental Wardens should focus on enforcement actions whilst Community or Street Wardens should play a proactive role in the reporting of incidents relating to the priorities as mentioned above. It was also felt that these wardens should continue in their role in supporting the community with their presence on the streets.

In addition Members gave their views on the Public Protection Committee proposal for Environmental Wardens in their Constituency. Members supported a Pan-Birmingham taskforce however not to the detriment of the local presence of wardens. Within the resources already identified, Members are keen to see the proposal of 40 Environmental Wardens across the City shaped so that there is a bigger presence of Environmental Wardens in each Constituency (3 per Constituency) and that a smaller Pan-Birmingham taskforce (10 wardens) is deployed to cover absences of Wardens across the city and to work on specific large scale problems. However, it was also felt that more resource should be put into this important area.

Members felt it important that Wardens continue to be locally accountable – that is keeping in touch with local Members and feeding back on the progress of issues at a Constituency Committee meeting. However it was also felt that Environmental Wardens should continue to be centrally managed so that they receive adequate and appropriate expertise and support from specialist staff within Regulatory Services. This would enable Wardens working in constituencies to work more effectively. A key recommendation is that a mechanism is set up in order for Wardens to be tasked and co-ordinated appropriately at a local level (where one does not already exist) – in line with other key local issues aimed at tackling the same issue.



Summary of Recommendations

	Recommendation	Responsibility	Completion Date
R01	<p>Each Constituency Committee and Constituency Strategic Partnership should consider creating an environmental tasking group, where one does not already exist. This should be done with colleagues in the Police and Fire Service and other key local agencies as appropriate. The group should:</p> <ul style="list-style-type: none"> • Co-ordinate responses to issues relating to environmental crime in the Constituency; • Meet regularly within the Constituency; • Report progress regularly to the Constituency Committee. 	Constituency Chairmen	30 September 2009
R02	<p>That the Cabinet Members for Transportation and Street Services, Local Services and Community Safety, Leisure, Sport and Culture and Housing and the Public Protection Committee commit to ensuring their officers take full part in these environmental tasking groups, including:</p> <ul style="list-style-type: none"> • Wardens – Environmental and street, park rangers, caretakers; • Environmental Crime Unit; • Fleet and Waste Management • Grounds Maintenance; • Pest Control; • Housing; • Highways. 	Cabinet Members for Transportation and Street Services, Local Services and Community Safety, Leisure, Sport and Culture and Housing and Chairman, Public Protection Committee	30 September 2009
R03	<p>The Environment Tasking Group' should have the authority to clear council land and other land where appropriate of rubbish after appropriate notice has been given. The Council and partners should then seek to recoup costs from owners.</p>	Chairman, Public Protection Committee	30 September 2009



	Recommendation	Responsibility	Completion Date
R11	Progress towards achievement of these recommendations should be reported to the Local Services and Community Safety Overview and Scrutiny Committee in April 2009. Subsequent progress reports will be scheduled by the Committee thereafter, until all recommendations are implemented.	Cabinet Member for Local Services and Community Safety	20 April 2009



Glossary

Be Birmingham	Formerly the Birmingham Strategic Partnership, an organisation made up of Birmingham's main public-sector agencies, plus representatives of the private, voluntary and community sectors, which work together to bring about improvements in the local community.
Community Chest Fund	The Community Chest is a ring fenced allocation of £100,000 to each ward to be used on locally agreed schemes. It can be used for community activity, environmental improvements or to encourage community involvement. It can also be used to lever funding from other sources. The Community Chest provides wards with the flexibility important for meeting their local needs.
Community Safety Officers	Community safety officers are involved in implementing plans to reduce crime and disorder. They also promote and develop new initiatives to raise awareness of and increase public involvement in community safety.
Constituency Committee	A committee made of 12 councillors who represent either ward in the constituency. They have delegated powers from the Council that give them responsibility for local services and budgets.
Constituency Strategic Partnership	Council and other public agencies, the business sector and voluntary community organisations that develop a shared vision for the area, and plan for local people.
Duty of Care	Anyone who produces or handles wastes, from the point of production to final disposal, is subject to the waste management Duty of Care. This is a legal duty on individuals and organisations to stop waste escaping from control; to store it safely and securely; and to prevent it causing pollution or harm.
Fly tipping	Fly-tipping is a term used for illegally dumping waste somewhere other than an authorised landfill site i.e. on a site with no licence to accept waste.
Local Area Agreement	A set of targets agreed with local partners and central government, giving the Council greater local flexibility and freedom to innovate to achieve the city's vision. It is a three-year plan of how it aims to implement the Community Strategy.
Neighbourhood Caretaker Scheme	An estate-based scheme that undertakes caretaking and cleaning services.
Neighbourhood Renewal Fund (NRF)	A pot of money given to each constituency to improve and renew their areas. From April 2008, this fund will cease and be replaced by the Working Neighbourhoods Fund.
New Deal for Communities	A Government programme to tackle multiple deprivation in most deprived neighbourhoods in the country by giving money directly to those areas.
Non-Regulatory Warden	A warden with no enforcement powers such as a Community/Street/Neighbourhood Warden.
Regulatory Warden	A warden with enforcement powers such as an Environmental Warden.
Ward Based Cleaning Team	A team leader in each ward with a dedicated resource of street cleaners and refuse collectors deployed to keep the streets clean and increase the cleanliness of that ward.
YCYB	Your City Your Birmingham. This is a City Council budget for keeping the City "Clean and Safe".



1 Introduction

1.1 Warden Services in Birmingham

- 1.1.1 There are a variety of warden services operating across Birmingham, many of them funded and deployed at a local level (i.e. Constituency or Ward level). Environmental Wardens¹ have been in existence in Birmingham for approximately five years, introduced mainly via Neighbourhood Renewal Funding to tackle environmental crime. In addition, there are a number of non-regulatory warden schemes working at Constituency and Ward level, including street wardens, alongside services with similar but distinct roles such as park rangers.
- 1.1.2 Since the previous Scrutiny Review on Environmental Wardens was conducted (2006), evaluations of warden schemes have recognised the value of wardens in their contribution to assisting Birmingham people to “live in clean, green and safe communities”. As well as tackling environmental issues such as graffiti and fly-tipping, they work with partners to reduce crime and anti-social behaviour, providing reassurance through their visible presence. Wardens are the “eyes and ears” of the community in tackling these issues and work with schools and communities to help keep the neighbourhood clean and green.

1.2 Funding

- 1.2.1 Prior to April 2008, there were two funding streams for wardens:
- Environmental Wardens working across the city were funded through the Constituencies Clean and Safe budget;
 - The ward-based wardens were funded by Neighbourhood Renewal Funds (NRF) that ceased on the 31st March 2008;
- 1.2.2 In addition other services such as Housing Department Caretakers are funded through mainstream departmental budgets.
- 1.2.3 The Constituency Clean and Safe money and departmental funding remain in place, however, in March 2008 Neighbourhood Renewal Funding ceased to exist. Interim funding (a mixture of central contingency monies, mainstream funding and Working Neighbourhood Fund) has been put in place for 2008/09. The interim budget for Environmental Wardens is £1.2 million, comprising £700,000 held by constituencies and £500,000 from central funds, the balance to be made up by the acting Director of Constituencies. However, some non-regulatory wardens, previously funded through NRF have either been lost or are being paid via other sources of short-term funding.

¹ i.e. those with Regulatory powers – see Chapter 2



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1.2.4 The Public Protection Committee has put forward a proposal as to how this £1.2m should be spent. It will enable the employment of 40 Environmental Wardens, with 20 of those to be allocated to the Constituencies (two to each Constituency) and the remaining 20 making up a Pan-Birmingham task group whose role would be to concentrate on areas of the city in greatest need and cover absences of constituency wardens. This is discussed further in paragraph 4.3.

1.3 Purpose of Review

1.3.1 The Public Protection Committee is currently consulting on the proposal outlined above. The Public Protection Committee also felt this was an opportune time to review the warden service across the City to maximise the impact it will have with the new funding allocated.

1.3.2 Prompted by this, the Local Services and Community Safety Overview and Scrutiny Committee felt this was an opportune time to complement the work undertaken by the Public Protection Committee and look at all of the city's wardening services.

1.3.3 The aim of this Review therefore is to assess the proposals in place to meet the needs of the city. With this in mind the Committee looked at the proposal put forward by Regulatory Services and Constituency services and asked:

How can the City Council maximise the impact of the warden service in Birmingham?

1.4 Methodology

1.4.1 The Committee therefore set out to explore a number of issues relating to wardens, including:

- The number and types of wardens and their roles;
- Co-ordination with other Council services, such as pest control, environmental health and the ward based cleansing teams;
- Options for the management and deployment;
- The responsiveness of warden schemes to local needs.

1.4.2 The majority of evidence for this Review was gathered at formal Committee meetings; key witnesses included representatives from Regulatory Services, Constituency Offices, Fleet and Waste Management, the Police and members of the public.

1.4.3 Additional evidence was received from Elected Members who responded to a questionnaire which had been jointly prepared by the Public Protection Committee and the Local Services & Community Safety Overview and Scrutiny Committee on the current warden service.

1.4.4 A full list of witnesses is contained in Appendix 5: Contributors to this Review. The Committee wishes to express their thanks for their contribution.



2 Background

2.1 Previous Reviews

2.1.1 Prior to this Review, a number of studies and evaluations had been carried out with regard to Birmingham's Environmental Wardens, and it is worth pausing to consider the findings of each.

2.2 2005 Birmingham Strategic Partnership Inquiry

2.2.1 In September 2005, Birmingham Strategic Partnership (the BSP, now Be Birmingham) published its inquiry into why many warden schemes in Birmingham remained dependent on short term NRF funding despite their apparent success.

2.2.2 The Inquiry was conducted by a Panel made up by individuals drawn from the local authority, police, housing associations, voluntary organisations and communities in Birmingham.

2.2.3 The objectives of the Inquiry were to:

- Examine the funding and sustainability of warden schemes in Birmingham;
- Produce a report with recommendations for action by stakeholders;
- Generate, capture and report insights into wider issues affecting the mainstreaming of Neighbourhood Renewal Fund activity.

2.2.4 The BSP Panel compared the roles of regulatory and non-regulatory wardens and found:

- Non-regulatory schemes were more 'community focused' with an emphasis on accountability towards local residents/community groups. The Panel felt that non-regulatory work was more 'preventative'; addressing the underlying causes of crime and environmental problems;
- The costs of the different sorts of warden schemes and initiatives were roughly comparable;
- Environmental Wardens and Neighbourhood Community Wardens worked well together in some parts of the city.

2.2.5 The BSP Panel agreed that the lack of evaluative information (knowing what works, how and why) along with some lack of experience of partnership working, were the main barriers to mainstreaming funding in Birmingham.

2.2.6 They found no evidence of an holistic and evidence-based approach that would have led to a joined up approach to warden schemes. The Panel concluded that there was a need to coordinate and to make sure that the views and experience of partners were taken into account.

2.2.7 The BSP Panel concluded that there was an urgent need to inject some financial stability into Neighbourhood Community Warden schemes in particular and suggested that the future lay in a



well-informed and partnership based approach.

- 2.2.8 The BSP Panel proposed that the BSP and City Council set up a warden mainstreaming programme as a matter of urgency with its aim to draw together the development of warden schemes and related initiatives as a whole but with a particular focus on Neighbourhood Community Warden schemes.

2.3 2006 Scrutiny Review of Environmental Wardens

- 2.3.1 In the 2005/06 municipal year, prompted by the increasing popularity of Environmental Wardens and by questions over the sustainability of their funding, the Local Services and Community Safety O&S Committee undertook a Scrutiny Review of Environmental Wardens.

- 2.3.2 The key question the Committee sought to answer was:

“To what extent is it (i) desirable and, (ii) possible, to fund Environmental Warden projects presently funded through the NRF, via mainstream funding?”

- 2.3.3 Key findings from the Review focused on three issues:

- *The strategic place of Environmental Wardens* – the Review highlighted that the employment of Environmental Wardens in Wards and Constituencies had been on an *ad hoc* basis which had resulted in a ‘patchwork quilt’ of Environmental Warden coverage across the city. A lack of co-ordination in managing Wardens, both at a central and District (as Constituencies were called in 2006) level was highlighted, as was a lack of alignment with other services potentially resulting in duplication of work and/or reduced effectiveness amongst staff. In addition there were different priorities reflecting central line management *vs.* local needs;
- *The role of Environmental Wardens* – there was an element of confusion over the various Warden functions, how they were funded, where they worked and how they were managed or supervised. There were also issues around staffing: the short-term nature of the funding of Wardens promoted employment and financial insecurity which may have resulted in the loss of some talented and motivated individuals in whom the Council has invested;
- *The lack of evaluation and performance monitoring* – no detailed evaluation of the benefits to the City of funding Environmental Wardens had been conducted.

- 2.3.4 Because of this last point, the Committee was unable to answer directly the key question, although they did emphasise the key role Environmental Wardens played in making the city a safer and cleaner place. As a result of the Review, warden plans were drawn up for each Constituency, to better co-ordinate related work, and a full evaluation of the service was conducted (2007).

- 2.3.5 A copy of the recommendations and the final tracking position can be found in Appendix 1.



2.4 2007 Regulatory Services Questionnaire

- 2.4.1 In September 2007 the Public Protection Committee published findings from a satisfaction survey undertaken in respect of the Environmental Warden Service.
- 2.4.2 The survey was undertaken by Regulatory Services in response to a recommendation (RO4) of the Environmental Wardens Scrutiny Report.²
- 2.4.3 Survey questionnaires were sent to (i) members of the public; (ii) elected Members in all wards and Council officers in Local Services and Housing and (iii) partner agencies working with Environmental Wardens.

Survey of Members of the Public

- 2.4.4 178 responses were received from members of the public who knew of or used the services of Environmental Wardens³. They were asked about their experience of Environmental Wardens and how effective the wardens were in responding to requests for assistance. Respondents were also asked to give a view on whether their neighbourhood had improved and the contribution of the wardens to this.
- 2.4.5 The results showed that:
- 86% of respondents had requested an Environmental Warden resolve an issue in their area and 94% of these respondents agreed that the wardens were effective in responding to the request for assistance;
 - Three quarters of respondents (75%) agreed that there had been an improvement in their local neighbourhood over the last 18 months and 86% of these respondents agreed that Environmental Wardens had helped to achieve this improvement;
 - 75% felt that Environmental Wardens helped to improve community spirit in their area;
 - 81% agreed that Environmental Wardens helped them use Council services better than before;
 - The majority of respondents (94%) wanted Environmental Wardens to continue in their area with 85% wanting additional wardens in their area;
 - 93% of respondents were very clear in stating that the council should find alternative funding to support the Environmental Wardens after the cessation of NRF monies.
- 2.4.6 Feedback and comments received from the survey showed that the majority of respondents felt that the Environmental Wardens were a valued service which made a direct contribution to them living in a 'clean, green and safe' environment.

² Scrutiny Review of Environmental Wardens, June 2006

³ 1000 questionnaires were distributed through residents groups, environmental focus groups, neighbourhood forums, community associations, housing liaison boards, community centres, local police and council led tasking meetings, ward committee meetings, neighbourhood watch groups etc. The vast majority of the wards in the city were covered by the survey.



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Survey of Elected Members and Council Officers

2.4.7 A total of 96 responses were received from Elected Members and Council Officers. This group was asked for their experience of Environmental Wardens within their respective constituencies and if there had been an improvement in the environment. Respondents were also asked for their views on the wardens' contribution to partnership working. The feedback received showed that:

- 89% of respondents believed that Environmental Wardens contributed a great deal in improving the environment in their area;
- 80% stated that the wardens had improved delivery of services in the Constituency;
- 77% felt that Environmental Wardens had contributed to better working with local residents;
- 78% of respondents felt that the skills of the Environmental Wardens had brought improvements to the Constituency that would not otherwise have occurred and 77% believed the enforcement powers of the Environmental Wardens contributed to these improvements.

2.4.8 The views of Elected Members and Council Officers echoed those of members of the public; wardens were judged to be providing a highly regarded service.

Survey of Partners

2.4.9 A number of partner agencies contributed to the survey of the Environmental Warden Service. A total of 17 responses were received. Partners were asked about their relationship with the Wardens, the effect on their service and the impact in their respective areas. The responses received from partners were very positive and included:

- All respondents stated that Environmental Wardens helped in delivering their service priorities in their respective areas;
- The majority (94%) felt that they could refer jobs to the wardens that could not be delivered by the organisation itself;
- All respondents felt that working with Environmental Wardens improved their engagement with the local community and that the wardens had a positive effect on the local neighbourhood;
- 82% stated that working together had brought benefits to their own organisation;
- 71% of partners reported that they had noticed improvements in the environment made by Environmental Wardens;
- All respondents felt that the Environmental Warden service should continue if NRF ceased.

Summary

2.4.10 These surveys confirmed views that the service was highly regarded. Respondents from all groups felt that wardens were a positive addition in their locality undertaking good work and working well with the community and partners. Respondents felt that Environmental Wardens should be retained should NRF funding cease.



3 Findings – The Role of Wardens

3.1 Introduction

3.1.1 Something that was immediately apparent to the Committee in this Review – as in the earlier Scrutiny Review – was the number of different warden services that were performing similar functions, for example, Environmental Wardens, Environmental Health Officers, Neighbourhood Wardens, Street Champions, Park Rangers, Community Safety Officers, Housing Department Caretakers, not to mention the number of similar functions provided by partner agencies, such as the Police Community Support Officers and Be Birmingham's Street Wardens to name but a few. The key ones are detailed below:

Environmental Wardens – These wardens have regulatory powers to enforce compliance of the law relating to fly-tipping, litter, refuse collection, dog fouling etc.

Neighbourhood, Community and Street Wardens – Although non-regulatory, these wardens report incidents to the appropriate authority and work closely with residents to improve their area.

Street Champions / Stewards – This is a voluntary role, each Champion or Steward acts as a referral link between residents and services such as waste management, or the Police.

Park Rangers – These rangers work to nationally agreed performance indicators and targets from local Community Strategies. They work closely with local communities in terms of conservation and education programmes.

City Centre Wardens – These work through the Business Improvement Districts to keep the city centre clean and safe.

3.1.2 On the face of it, such a profusion of different but similar roles is confusing and we wanted to see if greater clarity could be achieved. We also wanted to be sure that there was as little duplication or dilution of roles as possible.

3.1.3 Essentially the different types of wardening services fall into one of two categories; that is, Regulatory wardens (those with enforcement powers) and non-regulatory wardens (those with no enforcement powers), and we consider these in turn below.

3.2 Regulatory or Environmental Wardens

3.2.1 Environmental Wardens have regulatory powers to enforce compliance of the law relating to fly-tipping, litter, refuse collection, dog fouling etc. They are managed within the Environmental Health Section of Regulatory Services.



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3.2.2 Appendix 2 contains a summary of the regulatory powers and other non-regulatory activities that Environmental Wardens undertake. To give a flavour of their work, the Committee was informed that, during 2006/07 Environmental Wardens:

- Dealt with 7,854 requests for assistance from Elected Members and members of the public about environmental problems and identified 24,404 environmental problems whilst out on patrol that had not been reported. All of the problems were investigated and resolved;
- Carried out 4,007 Duty of Care inspections relating to disposal of trade waste from businesses. 384 legal notices were served and 21 Fixed Penalty Notices were served to those businesses that had not complied with the initial notice to dispose of waste accordingly. Two successful prosecutions occurred and 14 other prosecutions are in progress;
- Reduced the amount of refuse placed on the street days before collection. 1,346 legal notices were served of which 21 new Fixed Penalty notices were served and eight prosecution cases are in progress to those residents who had failed to comply with the original notice;
- The Environmental Warden Service operates within the Charter Mark standard for excellence in customer service and is accredited with Investors in People.⁴

Table 1: Number of Environmental Wardens

Constituency	Number of warden posts per Constituency as Dec 2007	Actual number of wardens in post per Constituency as 1 November 2008
Edgbaston	2 (YCYB)	2 (YCYB)
Erdington	7 (2 YCYB, 5 NRF)	7 (2 YCYB, 5 transitional funding)
Hall Green	5 (5 NRF)	6 (1 YCYB, 5 transitional)
Hodge Hill	6 (2 YCYB, 4 NRF)	5 (2 YCYB, 3 transitional)
Ladywood	9 (4 YCYB, 5 NRF)	8 (4 YCYB, 4 transitional)
Northfield	2 (1 NRF, 1 NDC)	1 (transitional)
Perry Barr	8 (2 YCYB, 6 NRF)	7 (2 YCYB, 5 transitional)
Selly Oak	5 (1 YCYB, 4 NRF)	3 (1 YCYB, 1 transitional, 1 community chest)
Sutton Coldfield	1 (YCYB)	1 (YCYB)
Yardley	6.5 (2 YCYB, 4.5 NRF)	4 (2 YCYB, 2 transitional)
Total	51.5	44

YCYB – Your City Your Birmingham; NRF – Neighbourhood Renewal Fund

⁴ Source: Business Case For The Provision Of Base Budget Revenue Funding For The Environmental Warden Service, Regulatory Services, September 2007



- 3.2.3 There were 51.5 warden posts in Constituencies in December 2007 – just before the end of NRF, with 44 Wardens are in post at the time of writing this report (see Table 1 opposite).⁵
- 3.2.4 Furthermore, a number of initiatives demonstrate the work of Environmental Wardens in dealing with problems in wards, including how they work with key agencies such as the Police.

Operation Burn Out

- 3.2.5 The City spends thousands of pounds each year in the removal of dumped tyres, for example, to remove 50 dumped tyres from the highway can cost up to £375. Dumped tyres are unsightly and elicit many complaints, both from residents and Members. They promote a perception of crime and degradation. The location of the dumped tyres bears no relation to the location of the business, which may be dumping the tyres. Therefore, one ward may be left with the legacy of the dumped tyres, but not be in a position to tackle the businesses concerned.
- 3.2.6 In June 2007, Operation Burn Out was conducted. The Environmental Wardens in the City identified 70 inner city businesses in five wards where tyre changing was their main concern. On a designated Saturday 16 teams of one Warden and one Police Officer visited each of these businesses to establish if the businesses disposed of their waste appropriately.
- 3.2.7 As a result 35 Legal Notices were served asking those businesses for evidence that their waste was disposed of properly.
- 3.2.8 Regulatory Services are currently (September 2008) pursuing eight prosecution cases against businesses that could not show evidence of their disposal of waste tyres upon the expiry of the legal notices.

Operation Bournbrook

- 3.2.9 Every July the students of Birmingham University vacate their student accommodation and return home. Upon vacating the premises they will normally clear the premises of both rubbish and unwanted furniture to ensure the return of their deposits from their landlords. The result of this can be that waste from these properties is dumped on the streets. This causes significant distress to residents of the area and costs the city a significant amount to clear.
- 3.2.10 In June 2007 the Environmental Wardens led a programme of education and programmed bulky waste collection in Bournbrook to ensure that students used the City's services appropriately and that resources were targeted appropriately over a five week period. The Environmental Warden Service, Selly Oak Constituency, Environmental Services, West Midlands Police and Birmingham University worked together to minimise the effects of the student exodus, including:
- An extra Street Bulky Waste Collection provided to each of the 19 streets in Bournbrook;

⁵ Source: Regulatory Services, October 2008



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- Birmingham University e-mailed students within the Bournbrook area to inform them of the Bulky Waste Collections, other city services and their obligations to dispose of waste properly;
- A team of Environmental Wardens and West Midlands Police Officers patrolled the Bournbrook area daily for a two week period at the end of June and beginning of July 2007 and on these days houses in Bournbrook were door knocked and advice given as to how to dispose properly of waste and provided free black sacks;
- The Environmental Wardens distributed 800 free black sacks and free black sacks were available for students at the student union.

Focussed working – Advanced Sacks

3.2.11 The Environmental Warden Service has been trialling advanced sack exercises – i.e. reducing the amount of refuse sacks placed on the highway prior to collection day – with most of the City's wards focussing on the five worst roads in each ward.

3.3 Non-Regulatory Wardens

3.3.1 Non-regulatory Wardens do not have enforcement powers, and as the BSP Inquiry noted, their role is more 'community focused' and more 'preventative' – addressing the underlying causes of crime and environmental problems (see Chapter 2). These wardens are the responsibility of Constituency Services and report on issues within the Constituency or specific ward to the relevant Constituency Committee. They include:

- **Neighbourhood, Community and Street Wardens** – these wardens report incidents to the appropriate authority and work closely with residents to improve their area;
- **Street Champions / Stewards** – a voluntary role, each Champion or Steward acts as a referral link between residents and services such as waste management, or the Police

3.3.2 There are also **Park Rangers**, who work to nationally agreed performance indicators and targets from local Community Strategies and work closely with local communities in terms of conservation and education programmes. City Centre Street Wardens, funded via mainstream City Council funding and through the Business Improvement Districts, work with the public, business community and neighbourhood and residents' groups to ensure that the streets of Birmingham city centre are clean, safe and welcoming.

3.3.3 These wardens are generally employed within wards and constituencies, according to local need. Some are funded via local organisations (such as Castle Vale Housing Association – which employ 5), others through funding provided by the ward. This latter route has in the past relied heavily on NRF, and since the ending of NRF a number of these posts have been lost (for example the River Rea Ranger, formerly employed in Bournville ward). Others have been kept in post with a mixture of Community Chest and third sector funding (such as the two Moseley Street Wardens). The future funding of these is uncertain.



- 3.3.4 The work of non-regulatory wardens emphasises reporting environmental crime and arranging for collections and clear-ups. The Environmental Wardens do all of the same of the non-regulatory Wardens i.e. arrange for collections and clear ups, but also undertake their investigations serving notice and assisting in prosecutions. The Chairman of the Public Protection Committee is keen for them to focus more on the latter tasks in future.
- 3.3.5 Non-regulatory wardens also engage with the community, schools and the Police to improve the local environment, reduce crime/fear of crime and anti-social behaviour thus improving the quality of life for residents. They also work with other Council services such Neighbourhood Caretakers, Pest Control Officers and Fleet and Waste Management.
- 3.3.6 These wardens are seen as the “eyes and ears” of the community as they are able to provide information to residents as well as getting things done either through dealing with the problem itself or directing it to the appropriate agency so that it is resolved (enabling enforcement action to be taken if necessary).
- 3.3.7 Residents and Members praise the fact that their local Street or Community Warden is able to sort things out quickly and to a satisfactory standard. In addition these wardens are highly visible and are engaged with the local community often having face-to-face contact and interaction with residents.
- 3.3.8 To emphasise their community role, an apprenticeship scheme targeting those young people from priority neighbourhoods in the south west of the City who are not in education, employment or training (NEET) has been set up. So far 42 16-18 year olds are part of a pilot scheme due to start in October. It is anticipated that the scheme will be rolled out to other areas in the city.
- 3.3.9 Apprentices will be trained to NVQ1 & NVQ2 in Horticulture and Caretaking and work alongside Wardens in priority neighbourhoods within Edgbaston, Hodge Hill, Northfield, Selly Oak and Yardley.

Residents views – Shard End

- 3.3.10 As part of this review residents in Shard End gave their views to the Committee on the Street Wardens operating in their ward.
- 3.3.11 Members heard that a Street Warden service has been in place in the Shard End ward for approximately five-six years and that residents have always been satisfied with the service provided. During that period however the number of wardens has decreased from seven wardens to two wardens, due to the ending of NRF.
- 3.3.12 Residents felt that the two most important issues that affected their area were graffiti and flytipping.
- 3.3.13 The residents identified that the warden service in Shard End:
- Provided residents with a visible and valuable service – residents know who to contact to get an issue sorted and wardens provided a deterrent to offenders as they patrolled the streets;



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- Is responsive and helpful in particular where wardens are working in partnership with other Council services and key agencies to help residents get their problems sorted;
- Engages well with the community attending residents meetings, function and events;
- Gives residents an approachable presence on the streets where there is no Police presence.

3.3.14 Overall the residents were highly satisfied with their warden service in Shard End; there was a feeling that the Street Wardens were “indispensable” and were seen as “ambassadors on the street for the Council”. Residents therefore were in support of increasing the number of wardens operating in Shard End.

Castle Vale Community Wardens

Castle Vale is a neighbourhood based in the north of the city in the Erdington Constituency and has a population of about 9,500 people.

The area has undergone a considerable transformation in the last 10 years seeing much of the tower blocks where people lived replaced by a new housing estate – the majority of which is owned by a local housing provider, Castle Vale Community Housing Association (CVCHA).

As part of the regeneration of the area new facilities including a library, shopping parade and local police station have been provided to an area with pockets of relatively high deprivation.

In 2002 CVCHA set up a warden scheme for the benefit of the community. The purpose of these wardens would be to forge links with residents and to make the area feel safe by undertaking daily ‘walks’ in the neighbourhood listening, advising and helping residents.

There are a total of four wardens with one warden manager. The estate is split into four quadrants with each of the wardens responsible for patrolling their own patch. The Castle Vale Community Wardens do not have enforcement powers as their role is to act as a community link to residents and deal with social crime prevention.

In their role in working with the community; wardens undertake a variety of activities with young and old people alike such as co-ordinating and running schemes for young people such as football during the summer holidays in conjunction with partners such as the City Council to ensure that young people have a variety of things to do. Wardens have also taken part in working with older people through a sheltered accommodation scheme helping to prepare and serve breakfast to residents.

The wardens work in partnership with residents and partners such as the Police to reduce crime, the fear of crime and anti-social behaviour. They also work with the City Council, for example, on issues such as dog fouling and the delivery of a programme around the safe use of bikes by young cyclists.

The wardens form part of the CVCHA Community Safety team which aims to encourage people to work together to reduce crime, the fear of crime and anti-social behaviour.



3.4 Roles of Wardens

3.4.1 In light of the evidence presented in this report, it is clear that both regulatory and non-regulatory wardens play a valuable role in our communities – but have we got the right mix of wardens and are the roles they undertake the right ones?

Survey of Members

3.4.2 As part of our survey, jointly undertaken with the Public Protection Committee, we asked Elected Members what they thought the focus and core business of the different wardens should be. The full results are summarised in Appendix 3, however we have set out the top three priorities for each of the different types of wardens below.

Table 2: Top Three Priorities for Wardens

Environmental Wardens	Street Wardens	Street Champions	Park Rangers
<ul style="list-style-type: none">• Littering• Fly tipping• Rubbish and rats	<ul style="list-style-type: none">• Identifying sites for targeted action• Rubbish and rats• Fly tipping	<ul style="list-style-type: none">• Rubbish and rats• Identifying sites for targeted action• Fly tipping	<ul style="list-style-type: none">• Education and community liaison• Conservation work• Fly tipping

3.4.3 Members felt Environmental Wardens should focus on enforcement issues: the top three being littering, fly-tipping and rubbish and rats. There was more of a spread of opinion on the top priorities for Street Wardens and Street Champions. Members felt that Street Wardens should proactively identify sites for targeted action and be deployed to clear rubbish. Whilst Environmental Wardens can take action against those who dump rubbish and organise the clean-up, neighbourhood and community wardens should play an active role in the community by reporting incidents and those areas in need of targeted action to the appropriate authority. Members felt that Environmental Wardens should continue to have responsibility for anti-litter patrol and community litter picks.

3.4.4 On the whole, Members endorsed the current split of roles between wardens. There was little appetite for Environmental Wardens to take on additional responsibilities – it was felt their focus should remain on taking enforcement action against fly-tipping and littering. However, comments suggested that Street Wardens could be better used.

Other Environmental Roles

3.4.5 As part of the Scrutiny Review, we considered the role of wardens alongside other roles which have an impact on environmental crime and neighbourhood improvements, including:

- Fleet and Waste Management Ward-Base Cleaning Teams;
- Housing Caretakers;
- Car Park Attendants;
- City Centre Wardens;



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- Pest Control Officers;
- Environmental Health Officers.

3.4.6 As part of our evidence gathering, we heard from officers from Fleet and Waste Management, Pest Control and Environmental Health and discussed how these services currently work together – for example, wardens have an important role alongside Pest Control Officers, as the ‘eyes’ of the service; often being able to provide evidence leading to action taken against the offender. Wardens worked alongside Environmental Health Officers; an arrangement which worked well and enabled close working on operations.

3.4.7 During our discussions, proposals were made for better joint working – for example, a warden could be allocated to a ward-based cleaning team to support joint work and assist with enforcement actions. A joint tasking approach was favoured and it was suggested that this was best achieved via agreements at a local level.

3.5 Summary

3.5.1 Our consideration of the role that wardens play in helping our city stay clean, green and safe has confirmed the positive view recorded in earlier evaluations. We have also seen that the different warden schemes have distinct but overlapping roles – indeed Members who responded to our survey felt that they shared some priorities, particularly around rubbish and rats.

3.5.2 It was clear from the survey results that Members were less keen for Environmental Wardens to take on new roles and activities than they were for them to focus on enforcement activity particularly around ensuring areas were kept clean (rubbish, littering and fly tipping).

3.5.3 All Members who responded to our survey had Environmental Wardens in their Constituency, though the spread of other types of wardens was more patchy. It is our view that the right balance of regulatory and non-regulatory wardens in any area is one for local determination, and we will not seek to make specific recommendations on this point.

3.5.4 However, we would urge any Constituency that does not currently have community or street wardens to consider having some. The unique role that wardens play, in taking on a range of tasks, with good local knowledge and the capacity to undertake joint work with partners is a valuable one that contributes directly to Council priorities. The community involvement role is also critical and one that deserves greater prominence.

3.5.5 There is certainly scope for better co-ordination with other areas of the Council responsible for ensuring our neighbourhoods are clean and safe, and with our partners with similar responsibilities. This is a challenge, given that all the key services are managed within different Directorates, including Fleet and Waste; Housing and Regulatory Services. However, the continuing funding of Environmental Wardens should force a re-assessment of all these related roles to ensure duplication is minimised, and resources are directed to meet local needs.



4 Findings – the Management of Wardens

4.1 Management and Deployment

4.1.1 How Environmental Wardens should be managed was a key issue in the earlier Scrutiny Review, where the discussion focused on whether it was better to have Environmental Wardens managed by Regulatory Services – i.e. centrally – or within the Constituencies.

4.1.2 The advantage of the former lies in:

- Enabling the wardens to have the expertise and support of highly skilled and professional staff;
- Ensuring that all enforcement action is fair, proportional and consistent across the city. The government Enforcement Concordat and the City's Enforcement Policy are rigidly adhered to and provide protection against allegation of abuse of enforcement powers.

4.1.3 Local management on the other hand would emphasise the local responsiveness of the wardens and close working with Members and communities.

4.1.4 There are no proposals currently on the table to change current practice across the city: i.e. Environmental Wardens will be managed centrally by Regulatory Services, and other wardens managed at local level (although Ladywood have submitted proposals to pilot the local management of Environmental Wardens and this will be considered by the Cabinet Committee (Achieving Excellence With Communities) in November 2008). This Review presents an opportunity to re-examine these issues, as getting the management structures right is critical in ensuring we maximise the impact of wardens services across the city.

4.2 Current Management Structures

4.2.1 Currently, Environmental Wardens are managed by Regulatory Services, whereas the majority of other wardens are managed at a Constituency or Ward level. In the case of Environmental Wardens, it is argued that wardens with regulatory powers cannot be managed locally as they require support from Environmental Health Officers and other enforcement officers and fall under the Public Protection Committee portfolio.

4.2.2 Some Environmental Wardens are based in local offices, and are responding on a day to day basis to the demands of local Members and residents (the remainder are based in central office locations with Regulatory Services). There is evidence that this can be confusing for the wardens, as found in the 2006 Scrutiny Review.

4.2.3 The argument for local management is based around the premise that ward based wardens have a more in-depth knowledge of the local area. They can have a greater understanding of ward issues



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and build up strong working relationships with officers from other departments (and local Elected Members) to resolve environmental/street scene issues.

- 4.2.4 The former Scrutiny Review of Environmental Wardens attempted to address these issues with the recommendation that all Constituencies “produce regular and informed warden Plans which also encompass details of both central management/District supervisory arrangements, and funding.” The resulting plans largely focused on Environmental Wardens, which resulted in an agreement between Regulatory Services and Local Services on the management and supervision of Environmental Wardens and set out standards of work. They set out the resources available and how they should best be deployed. However, there is little evidence that they have been used as working documents in all Constituencies (with some Elected Members unaware of their existence). Neither have all Constituencies used them to co-ordinate with other “clean and safe” activities – though it must be accepted that Constituencies do not have control of all these resources.

4.3 The Public Protection Committee Proposal

- 4.3.1 The Public Protection Committee has considered these issues with regard to Environmental Wardens and put forward a proposal based on the funding secured. It does not seek to devolve any services to Constituencies. The aim of the proposal is:

“To provide a cohesive mainstream Environmental Warden Service to the City of Birmingham, that is not restricted by constituency or ward boundaries. Thus ensuring strategic Pan-Birmingham services are delivered consistently in the most efficient, effective and economic way based on need”⁶

- 4.3.2 The details of that proposal are:

- Each constituency has two Environmental Wardens to undertake proactive patrols to tackle environmental crimes and to respond to requests for assistance from Members, residents and the business community;
- A Pan-Birmingham team of 20 Environmental Wardens would operate on a city-wide basis to tackle large scale problems and trigger step change improvements, such as in the case study outlined in 3.2.9;
- The Pan-Birmingham team of Environmental Wardens would cover absences of Constituency-based wardens, operate in teams to undertake work more efficiently, extend patrols from early to late at night by shift working, and undertake pro-active exercises such as:
 - Exercises contributing to the implementation of the City’s Anti-Graffiti Strategy;

⁶ Business Case for the Provision of Base Budget Revenue Funding for the Environmental Warden Service, Regulatory Services, September 2007.



- Tackling rubbish dumping that arises in localities where students leave their privately rented accommodation at the end of the academic year;
- Large scale business waste inspection and enforcement programmes along major arterial routes, the City Centre and in all local major shopping centres;
- Monitoring effectiveness and necessity of street litter control in local major shopping centres;
- Land clearing notices to deal with litter strewn land;
- Activities around recurring advancement 'hot spots' in the City, dumped tyres in the City, pigeon feeding 'hot spots', dog fouling 'hot spots';
- Attendance at major City events.

4.3.3 Wardens from the Pan-Birmingham team may operate all together or alternatively in a number of areas on the same day to maximise their impact. The team would be managed out of designated Regulatory Services offices.

4.3.4 For illustrative purposes, if there were 40 Environmental Wardens working for 42 weeks per year:

- Each Constituency would have two Environmental Wardens giving them 420 days of work per year;
- The Pan-Birmingham Team would have 20 officers giving a resource of 4,200 officer days across the city. These days will be spent in the Constituencies targeting problems at the right time and with sufficient numbers of officers to make significant step change differences.

4.3.5 The reasons given for this proposal were that it would enable the retention of locally based Environmental Wardens but with the capacity to form a proactive project team to deliver targeted exercises within high priority areas, and enable cover for sickness/leave.

4.3.6 It is acknowledged that there is still a need to co-ordinate work on the ground i.e. to link the work of the Regulatory and Non-Regulatory wardens.

4.4 Member Survey

4.4.1 The questionnaire sent to Members put this proposal to them and asked for their response. There was an even split between those who were strongly in favour of Pan-Birmingham working (11) and those who were strongly opposed to Pan-Birmingham working (13).⁷

4.4.2 Those who did not agree with the proposal were strongly in favour of a local warden presence. Indeed, it was clear from the comments received in the questionnaire that a local warden presence is valued by all Members. Members felt that having a warden based locally was important as it

⁷ The question specifically relates to Pan-Birmingham working as detailed in Section 4.3, not to alternative models of Pan-Birmingham such as are set out later in this report.



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allowed Members to identify and prioritise tasks that they felt were important and bring these to the attention of the warden in their ward. It also gave wardens “ownership” of their area and tasks, thus enabling them to take pride in what they have achieved and feel a real connection with that area.

- 4.4.3 Members echoed the views of some residents that ward based wardens work with residents, identifying with issues and that relationship should be preserved. It was felt that these wardens allowed good partnership working with agencies such as the Police and other Council services. In addition Members acknowledged that their ward based warden has good local knowledge.
- 4.4.4 Concern was expressed that if a Pan-Birmingham team were implemented, it would favour some Constituencies over others and that the time would not be equally shared. However, others recognised that some areas had greater need than others.

4.5 Summary

- 4.5.1 The debate around the management of wardens – whether that should be local or central – has not dissipated since we last looked at this issue in 2006. Whilst there is some support for the position held by the Public Protection Committee, that wardens with regulatory powers should be centrally managed to ensure consistency, the overwhelming view is that wardens’ value lies in their responsiveness to local need. Warden services across the city had developed to meet the particular needs of different Wards and that flexibility on service delivery should not be lost in the development of future services.
- 4.5.2 We suggest that Ward Councillors are more mindful of service delivery issues where they are directly responsible for those services, and that devolution of services has meant clearer accountability for local people. If management of some wardens was to be held outside the Constituencies, co-ordination could be more difficult to achieve. Equally however, we accept the need for some central management for wardens involved in regulatory work and prosecutions to ensure consistency and the appropriate professional support to these wardens as necessary.
- 4.5.3 Perhaps the key point here is not about line management but about embedding the practice of different areas of the Council and partners working together. One approach is to make the distinction between management and deployment to allow a full exploration of the options and come up with an appropriately flexible solution. It is possible for a “manager” – whether s/he be in the Constituencies or Regulatory Services – to be responsible for the line management of a warden, but have that warden work to a scheme devised or influenced by others, including where appropriate key partners.
- 4.5.4 In our Member Survey, there were 11 Members in favour of the principle of Pan-Birmingham working, with 13 Members not at all in favour. This shows that, for some Members, an element of cross-city working to tackle bigger issues and to allow for cover would be a positive development, to ensure that all areas of the city reaches a standard that residents would be proud of.



5 Conclusions and Recommendations

5.1 Impact of Warden Services

5.1.1 The key question we sought to answer in conducting this Review was:

How can the City Council maximise the impact of the warden service in Birmingham?

5.1.2 As we have seen, the impact that wardens can have, in summary, is threefold:

- Supporting the corporate priorities of the Council ('Stay Safe in a Clean, Green City') by tackling and reporting environmental crime and working with other areas of the Council;
- Working with local communities, including schools, to clean local areas and inform residents of their rights and responsibilities, and to maintain a visible presence to help reassure residents;
- Collaborating with our partners – such as the Police – to tackle environmental crime and anti-social behaviour locally.

5.1.3 There is now clear evidence of the value that is placed on wardens by members of the public, Elected Members and partners. This was reinforced by our own survey that showed 87% of Members who responded were very or fairly satisfied with the Environmental Wardens in their wards, and over a third with the other types of wardens – Neighbourhood, Community or Street Wardens.

5.1.4 We endorse the view of the previous Scrutiny Review, that wardens are a visible and pro-active presence within our neighbourhoods and greatly assist in the corporate objective of creating "vibrant urban villages" by helping make our neighbourhoods cleaner, greener and safer.

5.1.5 However, more can be done to support wardens to maximise their contribution to communities, and our conclusions and recommendations therefore focus on how the service should be deployed to maximum advantage.

5.2 Management and Deployment of Environmental Wardens

5.2.1 The proposals put forward by the Public Protection Committee for Environmental Wardens do not contain changes to the management structure. Nor have we received evidence of how the proposed continuation of funding for wardens might have an impact on other mainstream environmental services.

5.2.2 The proposal to continue financing Environmental Wardens is welcomed – the contribution Environmental Wardens make to corporate priorities are clear. However, this funding is coming on top of the other mainstream services already in existence – Environmental Health Officers, Pest



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Control Officers, Ward Based Cleaning Teams etc – and there is a danger we will miss this opportunity to focus on the warden service alongside other mainstream services in existence and ask whether there is scope for re-configuration or rationalisation to ensure that *all* services are as effective, as efficient and as responsive as they could be to local need. The issue is not that all these roles do the same job, however the tasks undertaken will sometimes overlap. For example, cleaning graffiti could be undertaken by both Environmental Wardens and the Ward Based Cleaning Teams. We therefore should address the issue of clarity of roles, co-ordination and tasking.

- 5.2.3 Overall it is appropriate that there are a number of agencies and areas of the Council that contribute to improving the environment. What is certainly lacking is the co-ordination of all those services to ensure duplication is avoided. Our research into other core cities has shown close working and good co-ordination with other agencies, in particular the Police, in improving services. There are many areas of the city with excellent partnership working at a local level and we should ensure this is consistent across the city.
- 5.2.4 Our suggested approach for this is the tasking mechanism that has proved successful with the Police. Many Constituencies already have an environmental / “clean and green” theme group within their Constituency Strategic Partnership and some are using this forum to direct officers at the local level to tackle environmental and community safety issues; enabling services tackling similar issue(s) to become more closely aligned leading to a more effective way of working. However, not all Constituencies use this approach, and even with those that do, engagement is not always as broad as it could be.
- 5.2.5 Our proposal is that representatives from all the relevant agencies engaged in making this city cleaner and safer could meet regularly at a local level, with the remit to undertake a tasking process focused on dealing with local issues. This group could then recommend to the Constituency Committee that the Pan-Birmingham team of Environmental Wardens is deployed in that area to tackle specific issues as required.
- 5.2.6 This approach builds on one of the key benefits of wardens: as the Business Case for Mainstreaming⁸ states:

The Environmental Warden Service has made a major impact in improving the environment by acting as the ‘kingpin’ within Birmingham City Council Services that co ordinate the delivery of partnership working. The service works with Fleet and Waste Management, Housing Department, Economic Development Department, and Transportation Department, on a regular basis to resolve often longstanding problems that cannot have often not been resolved because they require intervention from a number of service providers

⁸ Source: Business Case For The Provision Of Base Budget Revenue Funding For The Environmental Warden, Sept 2007, Regulatory Services (Local Services and Community Safety O&S Committee papers 14 July 2008)



- 5.2.7 A successful tasking approach should take the focus away from how and where Environmental Wardens are managed. What is important is local accountability and responsiveness should be embedded in working practices. We therefore support the view that line management of Environmental Wardens is retained centrally, alongside local tasking.
- 5.2.8 Within this, the question of land ownership should be considered, with this group mandated to take action to clean up land regardless of ownership.

Conclusions

1. **Consideration should be given to the Council's focus on the warden services alongside other mainstream services in existence and ask whether there is scope for re-configuration or rationalisation to ensure that *all* services are as effective, as efficient and as responsive as they could be to local need.**
2. **It is appropriate that there are a number of agencies that contribute to improving the environment. What is lacking is the co-ordination of all those services to ensure duplication is avoided. In some Constituencies, a tasking mechanism has proved successful and would be appropriate here.**
3. **Each Constituency Committee should ensure an environmental tasking group meets regularly in that Constituency. Progress should be reported regularly to the Constituency Committee.**
4. **A successful tasking approach should take the focus away from how and where wardens are managed. What is important is local accountability and responsiveness should be embedded in working practices.**

	Recommendation	Responsibility	Completion Date
R01	<p>Each Constituency Committee and Constituency Strategic Partnership should consider creating an environmental tasking group, where one does not already exist. This should be done with colleagues in the Police and Fire Service and other key local agencies as appropriate. The group should:</p> <ul style="list-style-type: none"> • Co-ordinate responses to issues relating to environmental crime in the Constituency; • Meet regularly within the Constituency; • Report progress regularly to the Constituency Committee. 	Constituency Chairmen	30 September 2009



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	Recommendation	Responsibility	Completion Date
R02	<p>That the Cabinet Members for Transportation and Street Services, Local Services and Community Safety, Leisure, Sport and Culture and Housing and the Public Protection Committee commit to ensuring their officers take full part in these environmental tasking groups, including:</p> <ul style="list-style-type: none"> • Wardens – Environmental and street, park rangers, caretakers; • Environmental Crime Unit; • Fleet and Waste Management • Grounds Maintenance; • Pest Control; • Housing; • Highways. 	Cabinet Members for Transportation and Street Services, Local Services and Community Safety, Leisure, Sport and Culture and Housing and Chairman, Public Protection Committee	30 September 2009
R03	<p>The Environment Tasking Group' should have the authority to clear council land and other land where appropriate of rubbish after appropriate notice has been given. The Council and partners should then seek to recoup costs from owners.</p>	Chairman, Public Protection Committee	30 September 2009

5.3 Public Protection Committee Proposal

- 5.3.1 There are elements of the Public Protection Committee proposal that will support local accountability and responsiveness, including the decision to end career uncertainty for Environmental Wardens by mainstreaming funding for the posts and offering permanent contracts.
- 5.3.2 In terms of how that service is configured, the Committee supports the majority of comments received from Members that it is local wardens working at a local level that is responsible for the success of the service. This primary focus should be maintained.
- 5.3.3 However, we are also mindful that there is little resource to deliver proactive interventions in the area of environmental crime. Whilst the mainstream resources of Environmental Health Officers and Enforcement Officers deliver proactive services based upon the City's statutory obligations; there is scope to do more, and evidence from Regulatory Services state that recent exercises have demonstrated the long term benefit of these.
- 5.3.4 Equally, we must take care to ensure the service does not become overly fragmented, with the attendant dangers of inconsistent delivery of services across the city. Indeed, we recognised that becoming too focused on ward/constituency boundaries is counter-productive – these are artificial boundaries and residents are less concerned with these and more with the focus of resources on evident problems.



- 5.3.5 Therefore, the Committee has agreed to support the implementation of a Pan-Birmingham team alongside the locally based wardens, with some important caveats:
1. That the balance of resource is firmly tilted towards locally based wardens: the proposal of two Environmental Wardens per Constituency is too small a resource at a local level for a city the size of Birmingham. There should be at least three Environmental Wardens per Constituency; and the Pan-Birmingham team should contain 10 wardens;
 2. The Pan-Birmingham team should be used to cover sickness and annual leave when needed, with remaining capacity to be spent on Pan-Birmingham activity;
 3. Any Pan-Birmingham capacity should be shared fairly amongst the wards. Constituencies should have clear methods by which to influence their deployment so that the benefit of the team is not only seen in all areas of the City but is also seen to respond to local need.
- 5.3.6 In respect of the first point, it is true that to have 10 Environmental Wardens in the Pan-Birmingham team is insufficient to meet the ambitions of the service, however if only forty Environmental Wardens are to be employed across the city, the balance must be in favour of local wardens, visible and knowledgeable, as they are a critical part of our efforts to keep our city clean.
- 5.3.7 Members have expressed concern at the level of resource proposed. Comparing our figures with similar figures for other core cities (see Appendix 4: Wardening Services in other Local Authorities), we can see that smaller cities such as Newcastle has 45 and Liverpool has 49 – greater than the number proposed for Birmingham. This equates to around 9000 residents per warden in Newcastle, 6000 in Liverpool, but over 25,000 in Birmingham.
- 5.3.8 We would therefore suggest that 60 Environmental Wardens would be more appropriate, with forty based in the Constituencies and the remaining twenty making up the Pan-Birmingham team. This would ensure the Pan-Birmingham team is better resourced as well as maintaining an appropriately strong local presence. This increased investment would yield greater savings in street services in the future, as less reactive work would be needed.
- 5.3.9 Non-regulatory wardens are not covered by this proposal, and our evidence gathering did point to the advantages of having a family of wardens, the mix of which should be locally determined. (It should however be remembered that, should a Constituency choose to employ more street or other types of wardens, that will mean an increased in reported environmental issues, which would have a knock-on effect on Environmental Wardens' workload, and there must be capacity for the Council to respond).
- 5.3.10 At the moment, it seems the only option for employing non-regulatory wardens is Community Chest, but currently some of these are currently employed in the transitional costs for this year (as referred to in Chapter 1) – what should happen to these wardens? Our suggestion is that these should be absorbed, where possible, into the new structure and be encouraged and supported to become Environmental Wardens.



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5.3.11 It is also important that Members are informed about any changes to warden services in their area.

Conclusion

5. **The Committee supports the Public Protection Committee proposal to create a Pan-Birmingham team in the main but with the following caveats:**
 - i. The balance of resource is firmly tilted towards locally based wardens:
 - a. if the original level of resource is maintained, then there should be three Environmental Wardens per Constituency and 10 in the Pan-Birmingham team;
 - b. within our proposal of 60 wardens across the city, 40 wardens – i.e. four per Constituency – should be locally based with the remaining 20 making up the Pan-Birmingham team.
 - ii. The Pan-Birmingham team should be used to cover sickness and annual leave;
 - iii. Any Pan-Birmingham capacity should be shared fairly amongst the wards.
6. **The mix of Environmental Wardens and non-regulatory wardens in each Constituency is to be locally determined, although we would advocate that at least one Environmental Warden is employed in each Constituency.**
7. **Constituency Committees should be able to influence directly the work of the Pan-Birmingham team, and the work and outcomes of this team should be reported to Constituency Committees regularly.**
8. **The details of the proposed changes to Environmental wardens should be communicated to Members clearly, setting out the likely impact in each Constituency.**



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regulatory wardens. Members were keen to see this role fully utilised – one suggestion has been that wardens can publicise the bulky waste collections provided by the Council.

- 5.4.3 However, some clarification would assist both Members and the public. The Committee highlighted a need for an audit of the roles of the many wardening services that have evolved in Birmingham (including the Environmental Health Officers). This would include clarifying the work of the different warden services; detailing the tasks that are carried out by each function; identifying any duplication in the tasks performed, any statutory responsibilities held by each function and the extent of those statutory obligations. This could extend to other environment-related roles, such as Environmental Health Officers and Pest Control Officers.
- 5.4.4 In addition, the job security of Environmental and other wardens still needs to be addressed. We know that wards are losing wardens after the end of NRF, and Members felt that as a consequence of this review, long-term contracts offering financial and job security to wardens should be secured to ensure that valuable members of staff do not leave due to issues of job security.
- 5.4.5 Issues around line management could also be clarified to assist effectiveness. In particular, we are keen to see wardens report regularly to Members on the activity they undertake, and outcomes they achieve.

Conclusion

9. **Having only one type of warden would not be appropriate in Birmingham as Members and the public value the different roles different wardens play and we would not like to see that diversity lost.**
10. **Some clarification would be appreciated – particularly around the different roles other environmentally-related officers and teams fulfil.**
11. **Work should continue to reduce the loss of wardens through job security fears.**
12. **Regular updates – preferably quarterly – should be reported to Elected Members for wardens on the activity they undertake, and outcomes they achieve.**

	Recommendation	Responsibility	Completion Date
R09	The Cabinet Member for Local Services and Community Safety should work with Cabinet colleagues to clarify and co-ordinate the work of the different warden and other environmentally-related services (including ward based cleaning teams) and see this information communicated to elected members and members of the public.	Cabinet Member for Local Services and Community Safety	30 September 2009



	Recommendation	Responsibility	Completion Date
R10	Quarterly updates to be given to Elected Members from wardens on the activity they undertake, and outcomes they achieve.	Chairman, Public Protection Committee / Cabinet Member for Local Services and Community Safety	30 September 2009
R11	Progress towards achievement of these recommendations should be reported to the Local Services and Community Safety Overview and Scrutiny Committee in April 2009. Subsequent progress reports will be scheduled by the Committee thereafter, until all recommendations are implemented.	Cabinet Member for Local Services and Community Safety	20 April 2009



Appendix 1: Scrutiny Review of Environmental Wardens 2006

Recommendations

	Recommendation	Responsibility & Completion Date	Tracking Category and Evidence
R01	The Cabinet Member for Local Services and Community Safety should ensure that Regulatory Services and Districts work together to produce regular and informed Warden Plans which also encompass details of both central management/District supervisory arrangements, and funding.	Cabinet Member for Local Services and Community Safety District/Constituency Committee Chairs 30 September 2006	2 - Achieved (Late) The Senior Assistant Director (Regulatory Services) tabled a report to the Strategic Director for Local Services' Joint Management Team that agreed the management and supervision of Environmental Wardens between Regulatory Services and Local Services. The Environmental Warden work programmes 2007/2008 have been produced for each Officer and outturns are reported quarterly to the Constituency Directors. The Environmental Warden work programmes 2007/2008 outlines the minimum work expected and covers:- <ul style="list-style-type: none"> • Duration of proactive beat patrols p/week. • The number of duty of care inspections for commercial waste per month. • The number of exercises per month to minimize advanced waste from domestic premises on the street. • The number of community litter picks. • Engagement in litter charter for schools. • The response time to RFAs.
R02	That the Cabinet Member instigates a programme of city-wide mapping of all Warden schemes (not just Environmental Wardens) which are drawn up at District level.	Cabinet Member for Local Services and Community Safety District/Constituency Committee Chairs 30 September 2006	1 - Achieved (Fully) A city wide review has taken place [The resulting map and the warden scheme position statement as of the 13/09/06 was attached to the Committee's papers – please contact the Scrutiny Office if you would like a copy]



	Recommendation	Responsibility & Completion Date	Tracking Category and Evidence
R03	Drawing on the experience other Local Authorities, Regulatory Committees should explore the benefits of combining regulatory functions for Environmental Wardens, where sensible to do so, and report back on this to the Local Services and Community Safety O&S Committee.	Chair, Public Protection Committee 30 September 2006	2 - Achieved (Late) Regulatory Services attends quarterly meetings of the West Midlands Warden Resource Centre and has attended the National Wardens Conference. The Warden Resource Centre has produced a spreadsheet of work undertaken by other Local Authority Warden schemes. A report has been produced and submitted to the September 2007 meeting of the Public Protection Committee.
R04	The Cabinet Member for Local Services and Community Safety to undertake a monitoring exercise on Environmental Wardens, assessing their impact and performance, including: Benefit to the City Council; Benefit to local neighbourhoods; Benefit to other partners, e.g. the police, Fire Service.	Cabinet Member for Local Services and Community Safety Chair, Public Protection Committee 30 September 2006	2 - Achieved (Late) [The Environmental Warden Service Customer Satisfaction report 2007 was attached to the Committee's papers – please contact the Scrutiny Office if you would like a copy]



Appendix 2: Regulatory Powers of Environmental Wardens

Environmental Wardens are currently authorised to deal with the following issues:

Bag advancement – Section 46 of the Environmental Protection Act.

Prior to service of this notice leaflets and doors are knocked to educate the residents in the area/road in question. If problems persist a bag search would be carried, where evidence is found identifying the source of the rubbish a notice informing the person how, when and where they should put their rubbish. If further evidence is found then prosecution evidence is gathered.

Littering – Section 87 of the Environmental Protection Act.

If a person is witnessed dropping litter on the public highway, a fixed penalty notice can be issued, which carries a penalty of a £50 fine. However this situation requires the assistance of the Police as only they can demand the name and address of the offender. They also provide a health and safety presence in this possible conflict situation. If litter is witnessed being dropped from a vehicle, the registration number can be checked with D.V.L.A and send a Fixed Penalty Notice via post. Non-payment of the fixed penalty notice will lead to prosecution.

Fly tipping – Section 33 of the Environmental Protection Act.

When a fly-tipped area has been identified, evidence would be gathered as to the offender. The offender may face a fine of up to £50,000. Doing a land search or calling City Terriers will trace the owner of the land. CCTV equipment may be considered in order to gather evidence.

Duty of Care – Section 34 and section 47 of the Environmental Protection Act.

All traders are required by law to hold a trade waste agreement with a waste disposal contractor to dispose of their waste in an appropriate manner. Section 47 requires the business to obtain a bin in order to manage trade waste effectively. Initially a Duty of Care letter and information leaflet are sent to the premises, followed by an initial visit to check documents. If the owner fails to provide proof a notice is served giving them 14 days to obtain a contract. When the notice expires and no waste contract is in place evidence will be gathered for prosecution.

Fly posting – Town and Country Planning Act 1990 section 224-225. Regulations 5&27 of T&CPA (Control of Advertisements) Regulations.

Schedules can be served on the persons responsible requesting them to remove them in seven days. 2 schedules have been served during 2005/06. These locations are reported to the Environmental Crime Unit who is investigating this crime citywide.

Rubbish and Rats - section 4 Prevention of Damage by Pests Act 1949.



Rat infestation and rat complaints are reported to the District Pest Control Officer who will verify whether or not the area is providing harbourage to the rats. If this is verified a notice under section 4 can be served requiring the treatment and/or clearing of the land. Non-compliance can lead to the Council undertaking the work and recovering the costs.

Dogs Fouling of Land Act.

Fixed Penalty Notices can be served with the presence of a Police officer or Dog Warden.

Note: The recently enacted Clean Neighbourhoods and Environment Act has introduced some changes to the above regulatory powers. The main changes are in relation to the greater use of fixed penalty notices in lieu of prosecution for some of the above legislation i.e. £300 fixed penalty notice for no duty of care contract.

Non – regulatory activities of Environmental Wardens

In addition to the enforcement activities listed above, the Environmental Wardens undertake a range of non-regulatory activities including:

- Reporting of graffiti
- Small scale cleaning of graffiti e.g. on street signs and furniture, on park signs and furniture, cable boxes etc.
- Reporting of damaged street furniture
- Identifying sites detrimental to the amenities of the neighbourhood
- Identifying sites for 'Hit Squad' and 'Your City Your Birmingham'

The Environmental Wardens also have an educational role, engaging with a variety of community groups, particularly young people. Examples of educational activities include:

- Schools Litter Charter
- Basic 21
- Allotment schemes
- Anti-litter education patrols
- Community litter picks
- 'Greening-up' projects
- Attendance at local community events
- Encouraging civic pride between neighbours and in their road



Appendix 3: Member Survey – Headline Results

A questionnaire was sent out to each of Birmingham's 120 elected members, seeking their views on the City's Environmental Wardens and other wardening services. This questionnaire was jointly prepared by the Public Protection Committee, chaired by Councillor Neil Eustace, and the Local Services and Community Safety Overview & Scrutiny Committee, chaired by Councillor Mark Hill.

This appendix summarises the responses received to the questionnaire.

Response Rate

The questionnaire was sent out to all 120 elected members on 22nd July and again on 11th August; 26 responses had been received – a response rate of almost 22%.

Key Findings

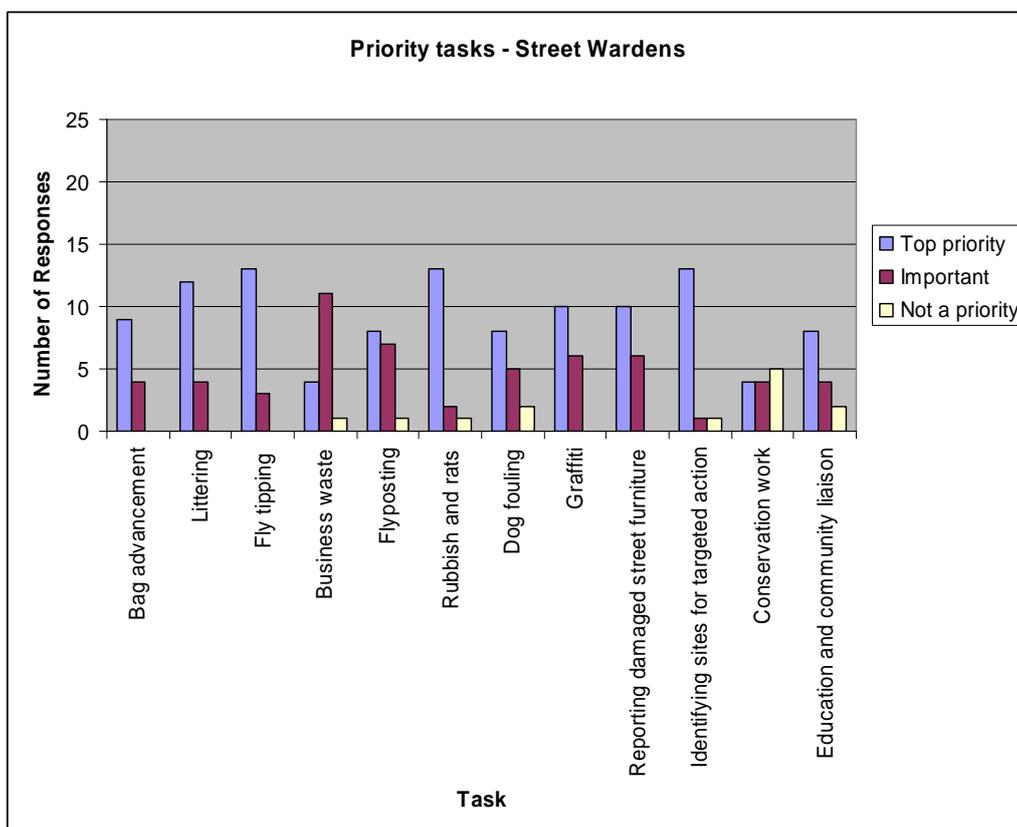
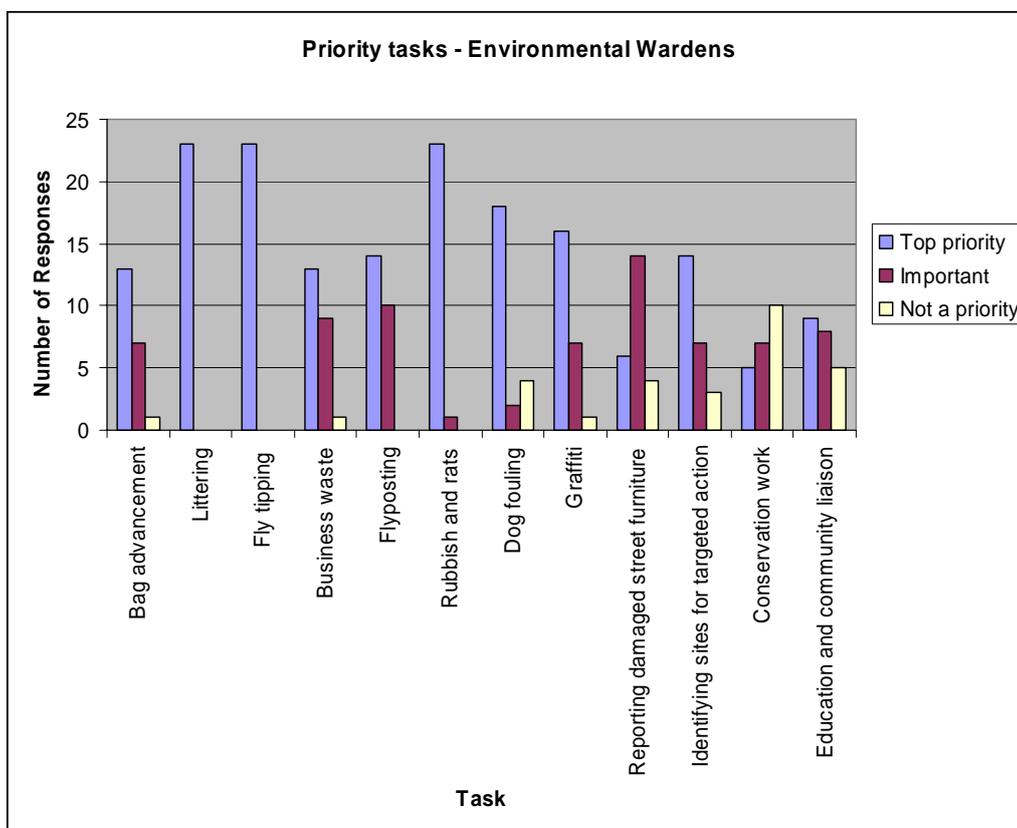
Tasks undertaken by wardens

Respondents to the questionnaire were asked to rate a set of tasks that could be carried out by wardens in terms of their importance; i.e. whether they were a top priority, an important task or not a priority.

In addition, to gauge where members felt the focus should be for each of these tasks, respondents were also asked to classify the importance of these tasks for a range of wardening services: Environmental Wardens; Neighbourhood, Community and Street Wardens; Street Champions/ Stewards and Park Rangers.

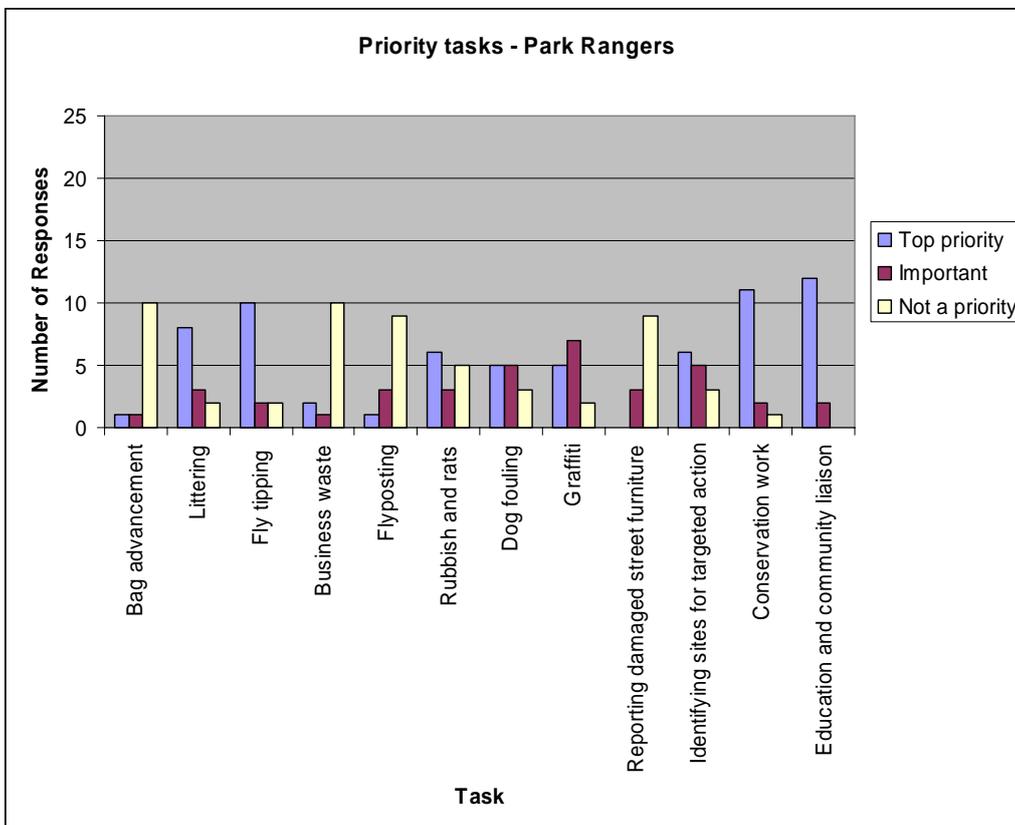
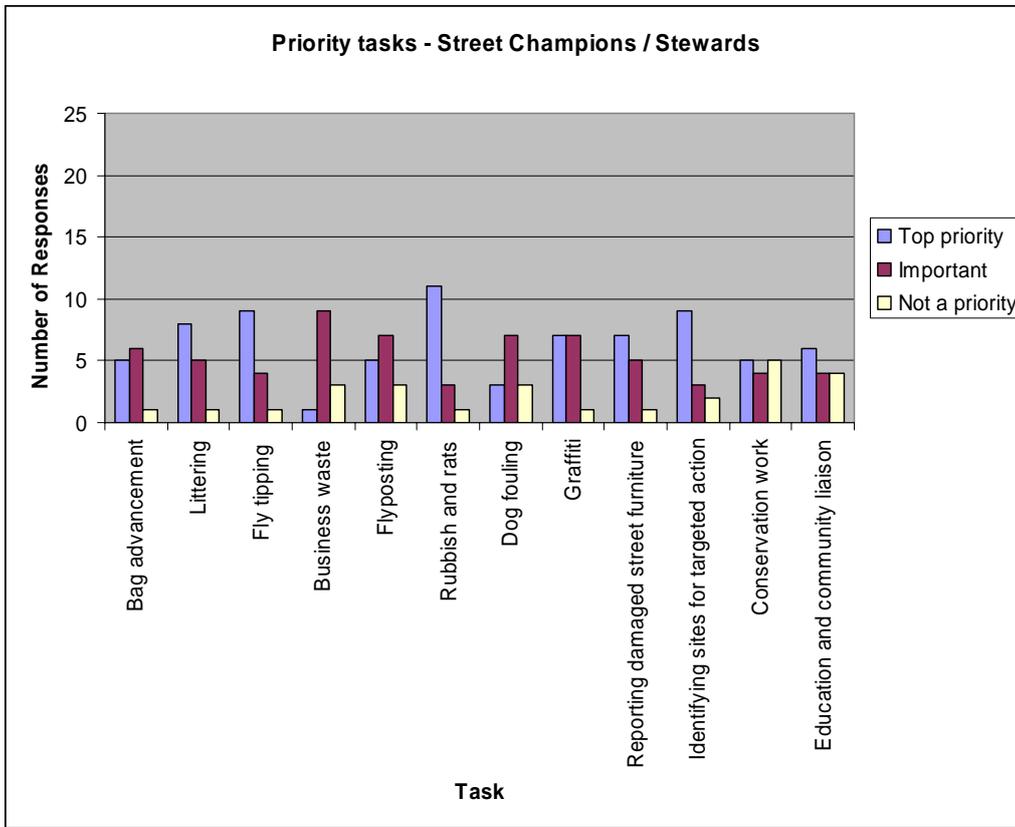
More respondents answered this question for Environmental Wardens than for any other type of warden – this could be for a number of reasons, such as they did not have the full range of wardens operating in their Ward; they were only concerned with Environmental Wardens (as in the Public Protection Committee's review); or they did not see these tasks as relevant to non-regulatory wardens.

The results are contained in the following four graphs.





Wardens





Educational and community liaison activities

Respondents were asked whether they wished to see more educational and community liaison activities provided by Environmental Wardens. The table below details the levels of responses received for each named activity. The highest scoring activities are in bold text.

	Yes	No	Don't know	Response Count
Schools Litter Charter	88.0% (22)	4.0% (1)	8.0% (2)	25
Basic 21 (e.g. sustainability)	54.5% (12)	18.2% (4)	27.3% (6)	22
Allotment schemes	62.5% (15)	25.0% (6)	12.5% (3)	24
Anti-litter education patrols	100.0% (25)	0.0% (0)	0.0% (0)	25
Community litter picks	100.0% (25)	0.0% (0)	0.0% (0)	24
Greening-up projects (e.g. In-bloom)	78.3% (18)	8.7% (2)	13.0% (3)	23
Attendance at community events	90.5% (19)	0.0% (0)	9.5% (2)	21
Encouraging civic pride	81.8% (18)	4.5% (1)	13.6% (3)	22

Additional Tasks

Respondents were asked if there was anything that wardens do not currently deal with that they would like them to do.

Below is a list of the suggestions received for regulatory wardens:

- More enforcement;
- Enforce the removal of building material, cement, bricks, overflow skips;
- Visits to privately owned properties to enforce the removal of litter/rubbish which harbour rats;
- Vehicles on grass verges should be discouraged;
- Assist with street collections.

Suggestions for non-regulatory wardens included:

- Noting untaxed cars;
- Promoting recycling schemes in flats/apartments and controlled access;
- Take a pro-active approach to resolving minor issues.

Satisfaction

Respondents were asked about their levels of satisfaction with the different types of wardens currently working in their Wards and Constituencies.



Wardens

The table below gives the ratings as a percentage of the responses received, with the actual number of responses detailed in brackets; the most popular score for each type of warden is shown in bold text.

Type of Warden	Very Satisfied	Fairly Satisfied	Fairly dissatisfied	Very dissatisfied	Don't know	No Wardens	Response Count
Environmental Wardens	41.7% (10)	45.8% (11)	4.2% (1)	4.2% (1)	4.2% (1)	0.0% (0)	24
Neighbourhood, Community and Street Wardens	35.7% (5)	7.1% (1)	7.1% (1)	0.0% (0)	21.4% (3)	28.6% (4)	14
Street Champions / Stewards	7.1% (1)	14.3% (2)	7.1% (1)	0.0% (0)	50.0% (7)	21.4% (3)	14
Park Rangers	35.3% (6)	11.8% (2)	11.8% (2)	0.0% (0)	29.4% (5)	11.8% (2)	17

Public Protection Committee Proposal

In question 6 the proposal set out by the Public Protection committee was set out (as on page 24). Respondents were asked if they supported the principle of Pan-Birmingham working. The results were:

- Yes – definitely in favour: 11
- No strong view: 1
- No – not at all in favour: 13

(N.B. as the question specifically relates to Pan-Birmingham working as detailed above; other proposals have subsequently been put forward such as a Constituency suggestion of 80:20 with 80% of Environmental Wardens in the Constituencies and 20% deployed centrally).

Respondents who did not agree with the Pan-Birmingham proposal were asked what they would prefer to see instead. The following suggestions were received as alternatives to Pan-Birmingham working:

- Preference for ward allocated wardens / the existing scheme retained:
There would be no clear "ownership" of the area. Ward Environmental Wardens know their area, they have and take pride in what they do/have achieved for the community. Removing the service to a central one will not achieve anything.
- Inadequate numbers proposed / extra resources required:
[There should be] one warden per ward with scheduled time for Pan-Birmingham and for cross-ward activities
- Fear that some areas may be disadvantaged:



If Pan-Birmingham working is in addition, OK, but the system must be fair to all districts, with no one district being favoured above another, no ward more than another.

Why not share out the Pan Birmingham Wardens too – otherwise wards like mine won't get a fair share

Respondents were also asked whether they agreed with the proposal to allocate 2 Environmental Wardens to each constituency, working in conjunction with the Pan-Birmingham team. Figure ix) overleaf shows the levels of responses received.

- Yes – definitely in favour: 12
- No strong view: 3
- No – not at all in favour: 10

Those respondents not agreeing with the proposal were asked what they would like to see instead, the following responses were received:

- Preference for ward allocated wardens / the existing scheme retained:
I would like to see all wards have their own individual warden
- Inadequate numbers proposed / extra resources required:
Firstly, these we have the budget for already so you are taking away all the existing wardens we invested in very heavily, at some profit to your Department, and graciously telling us you will centrally direct the personnel for when we have a devolved budget! Some cheek! The proposal is grossly inadequate to deliver any sort of effective service. Cllr Eustace should be ashamed of himself.

Preferred methods of communication

The overwhelming majority of respondents expressed a preference for e-mail and telephone based communications (just under 95% and around 55% respectively of respondents to this question). A number of people stated that they preferred to communicate with the warden directly rather than going through the Warden Team Supervisor, Team Leader or Manager.

Respondents were asked how they would most like to be updated on the performance of the warden service; the clear preference was for monthly reports to be e-mailed directly to Members (17); with the next favoured option being to receive quarterly updates at the Ward Committee (16) either by email or by letter. The least favoured option was via a warden service website (4).



Appendix 4: Wardening Services in other Local Authorities

Research was undertaken to establish what wardening services were in place in the Core Cities.

Authorities were asked:

- How many wardens do you currently have/ or what do you have in place to cover the city?
- How many wardens do you have; and how are they shared out (e.g. are they ward/neighbourhood based)?
- How long has the warden scheme been in existence?
- Who manages the wardens and what areas of work do they cover/tackle?
- How do wardens work with other Council departments and external organisations?
- How are the posts of wardens funded? Mainstreamed or externally funded?
- Do the wardens have enforcement powers? (i.e. regulatory or non-regulatory)?

The responses received are set out below. It should be remembered that there may be differences in definition of "warden" across the cities and therefore may undertake slightly different roles.

Bristol

Bristol do not currently have a warden service in place. There are however enforcement officers who can issue fixed penalty notices for environmental crime such as fly-tipping and littering. There are proposals to introduce a wider service where officers will have enforcement powers and more presence on the streets of Bristol. This is likely to be in place for 2009.

Leeds

Leeds have 37 warden posts with an additional 8.5 posts funded locally through local councillors "well-being budgets" and through contributions from local housing providers.

Up until March 2006 the Neighbourhood Warden Service operated from within the Council's Community Safety Division, contributing to "Safer Leeds" (the Crime and Disorder Partnership for the City). At this point the warden service was managed centrally although the wardens operated in defined local areas.

From April 2006 the warden service moved to the Regeneration division. The team was split into five teams working within Area Management teams which operated within five geographical areas of Leeds. Following a restructure of Area Management the number of Area teams was reduced to three.

Wardens are deployed slightly differently in the three areas. In the East Inner area, teams of three wardens are allocated to a council ward. This is the area of Leeds where the most wardens are located. In



other areas where there are fewer wardens, specific geographical areas are covered however wardens can be moved into other areas to react to specific needs as and when required.

The wardens are managed locally by officers within the Area Management Teams. Generally they are managed by the Area Community Safety Co-ordinators who have strong links with the Police Divisional Partnerships.

Wardens in Leeds do not have enforcement powers (City Centre Wardens did carry out this function and received accreditation through West Yorkshire Police, however these no longer operate). The wardens do however work closely with the Environmental Enforcement Officers and carry out initial enforcement action on their behalf, such as issuing warning letters regarding untidy gardens, providing photographic evidence of flytipping etc. Wardens monitor responses to early enforcement action and if not complied with, their evidence is passed on to the enforcement officers to take further enforcement action.

Each Neighbourhood Warden is responsible for their own patch and carries out uniformed patrols within that area, making contact with local people and identifying issues which need addressing. Wardens are also involved in planned activities, in conjunction with a variety of agencies, to encourage the regeneration of targeted areas. They deal with three main areas:

- **Environmental:** reporting of issues such as fly tipping, graffiti, abandoned vehicles, vandalism, repairs to street lighting and street furniture etc; arranging and contributing to community clean ups; awareness initiatives with local schools and community groups; contributing to enforcement initiatives with environmental enforcement teams.
- **Crime/Anti-Social Behaviour:** providing a visible uniformed presence within an area; supporting victims of crime and anti-social behaviour; involvement in preventative initiatives such as property marking and security advice; liaising with Police, PCSOs and ASB officers regarding problem areas and individuals.
- **Community Support:** acting as a link for the community with service providers; encouraging community and residents groups and assisting with planned activities; carrying out talks and presentations to schools and local groups on a wide range of subjects; facilitating and publicising youth diversionary activities in association with local partners; acting as a link between minority groups and the local community; enabling access to relevant support groups and organisations.

Wardens work closely with the following council services: City Services, Youth Services, Environmental Health, Empty Property Strategy, Dog Wardens, Parks Watch, Social Services, Estate Caretakers, CCTV Education Leeds and Leeds ALMOs. They have clear defined communication links with reporting centres and are involved in partnership work with these across a range of issues. In addition wardens work closely with a number of external agencies including community safety, statutory, voluntary and other organisations including universities.

The core warden service is currently funded through LCC core funding and through NRF transitional funding. There will be a significant drop in NRF transitional funding next year and this will stop altogether



Wardens

in 2010/11. A review of the warden service is currently being undertaken in light of funding issues and also to co-ordinate the service with a wide ranging review of other council services such as environmental action teams.

Liverpool

There are currently 49 wardens in Liverpool including 6 Supervisors. These are divided into 6 teams which operate within the Neighbourhood division. Three teams operate as mobile units that are deployed to areas of high need and directly target areas highlighted as specific problems.

A fourth team is based within the City Centre (made up of 2 Supervisors and 13 wardens) working as part of the Business Improvement District (BID). There are also 2 teams working in partnership with local social landlords (one Supervisor and 7 wardens) who directly target areas highlighted as specific problems have some input into the tasking and coordination of the wardens help to set priorities. However the overall tasking and deployment of staff remains with City Watch.

Liverpool has operated a Street Crime Warden (SCW) scheme since 2003, when it was granted funding through the Office of the Deputy Prime Minister (now Department of Communities and Local Government), this funding was extended and although the Street Crime Wardens have not been mainstreamed they have been successful in expanding through external funding and with partners.

The SCW's are managed within the City Watch Service - this incorporates SCW's, Patrol and Response (Mobile Patrolling Service for Schools, Parks, Gardens and Civic Buildings) CCTV, Radio and Alarm Monitoring as well as Static Security Guarding throughout the city. This enables a fully integrated security service which can be called on to respond to a variety of complex needs.

The SCW's work to deliver upon a wide range of priorities, including, environmental issues such as litter and environmental enforcement, auto crime especially associated with football traffic, ASB in conjunction with partners as well as providing high visibility patrols throughout communities.

Wardens are tasked and coordinated in direct response to crime statistics provided by Police and Citysafe Analysts, as well as building a local picture from local problem solving groups and Neighbourhood Partnership Working Groups.

The wardens have links both with the communities and partners. They undertake joint operations with Neighbourhood Management Teams to tackle environmental issues such as drugs, homelessness and environmental crime such as littering, flytipping and graffiti.

The wardens do not issue FPN's directly; instead they take the details of the individual, cautioning them and then provide the details on to legal services. Legal Services will then assess if a prosecution is within the interest of the public and subsequently issue notices of prosecution through the mail.

Manchester

Manchester have two types of warden service: a city centre based service and a city wide service.



There are a total of 12 wardens plus two Senior Street Wardens. There are two teams of six wardens who are headed up by a senior street warden. The wardens are dispatched to city wide locations as and when needed. Their primary role is to tackle and report ASB issues and environmental crime as appropriate by either reporting it to the necessary partner agency (for ASB this would be the Police or appropriate Council department) or by issuing a FPN.

The city centre based wardens have regulatory powers and can issue FPN's for graffiti, flytipping, littering etc.

The wardens work closely with Police to report ASB and attend meeting of the Crime & Reduction Partnership (CDRP) as well as attending Neighbourhood Tasking Meetings.

In 2003 Manchester created the Street Management Service, its broad remit to improve the physical environment of the city and create neighbourhoods of choice, to promote overall prosperity by encouraging people to live and work within the city.

One of the main elements in the creation of Street Management was the establishment of the post of Street Environment Manager (SEM). There are 23 such officers working across the City's 32 wards. Where possible an officer is allocated to where the need is greatest, all wards are covered, the busiest wards have one officer, wards where the need is not as great share an officer.

The posts are mainstream funded, they work closely with many departments and external partners. This includes a very close working relationship with the Police in recognition of the link between environmental appearance and perception of safety.

Newcastle

Newcastle City Council have 45 wardens across the city, located in specific neighbourhoods.

Wardens have been in place in the city since 2001. They are part of Localised Services which sits under Environmental Services.

The wardens work to three council objectives which are tackling ASB, environmental crime and the fear of crime. The wardens work with Council departments and external organisations in order to achieve these objectives.

50% of warden posts are funded through a mainstream budget with the remaining 50% being funded by a local housing provider and housing pathfinder.

Wardens have the power to issue FPN's.

Nottingham

Nottingham had Neighbourhood Wardens until September 2006. They then became Community Protection Officers (CPO). This acronym is now quite well known within Nottingham and complements the Police support role of Police Community Support Officer (PCSO).



Wardens

CPO's are have been based in Police stations since April 2008 and are tasked by their Police colleagues (although line managed by council staff) to provide a more integrated and proactive service to the customer.

There are currently around 100 CPOs in Nottingham. This is the figure the city aims to have at all times. They are based within the Community Protection service which sits within the Community and Culture Directorate and is fully integrated into the wider 'policing family' of Nottinghamshire Police City Division. Each team of between 8-12 CPOs is headed up by a Team.

Community Protection is mainstream funded within the Community and Culture service area of Nottingham City Council. CPOs are accredited by the Chief Constable of Nottinghamshire Police and by the Chief Executive of Nottingham City Council with powers as described in Schedule 5 of the Police Reform Act 2002.

The main aim of the Community Protection service is to reduce the effect that anti-social behaviour has on Nottingham. CPOs:

- Work closely with schools and youth clubs to deal with anti-social behaviour and other issues that may arise;
- Help to make public areas safer and cleaner by patrolling the street, improving public confidence;
- Work in partnership with the Police and other Council staff addressing environmental issues such as graffiti and reporting issues to the appropriate agency for action;
- Deal with calls from the public to a 24hr Anti-social behaviour helpline reporting anti-social behaviour issues.

There are 10 CPO teams across the conurbation of Nottingham City. The majority of teams work within Safer Neighbourhood Teams and the 'beat' is made up of:

- PC Beat Manager;
- PCSO;
- CPO;
- Special Constable (in some teams).

In addition there are:

- Rapid Response: This team are 'hotspot' tasked on a fortnightly basis and can be sent to a particular area to provide support to the existing team.
- Central Response: These officers are based in the City Centre.

Sheffield

Sheffield's Warden scheme started in September 2007 and is funded through mainstream monies.



Sheffield is split into 6 neighbourhoods with 6 wardens per neighbourhood headed up by 2 senior wardens. Each area manages their own work force. It is a localised service that works on community engagement and surveillance. The wardens have no enforcement powers.

The wardens tackle Anti Social Behaviour (ASB) alongside the ASB team and in partnership with PCSOs. They also report criminal and environmental damage and carry out community engagement with residents as well as visiting schools to talk to children on the work they do.

Summary

The aims and objectives of the warden services in the core cities are broadly the same, that is to: tackle environmental crime, anti-social behaviour and to be pro-active in working with communities in partnership with other council services and partner agencies from the community safety, statutory and voluntary sectors.

Most of the core cities deploy wardens to wards or neighbourhoods.

It is worth noting however that not all authorities have a mix of regulatory and non-regulatory wardens as is the case with Birmingham. Having either regulatory (with the power to enforce) or non-regulatory where the warden reports the incident to the appropriate agency is the norm.

The warden service historically is shown to be funded through external monies; neighbourhood renewal funding for example has been a popular source. There is however with the cessation of this stream of funding a move by local authorities to incorporate wardens into a mainstream service therefore making a budget secure and offering employees job and financial security. As demonstrated by the evidence gathering as part of this review, residents and communities nationally recognise the impact and quality of the warden service.

Leeds City Council are also undertaking a review of their warden services as the current NRF transitional funding will cease in 2010/11.

It is interesting to view that core cities have a varied way of managing wardens. Most are centrally managed, though there is clearer evidence of working with partners, particularly the Police. Leeds City Council wardens are managed locally by Area Community Safety Co-ordinators who have strong links with the Police Divisional Partnerships. The wardens are also deployed on a 'greatest need' basis and can be moved to other areas within the city if and when the needs arises in. This is similar to the Pan-Birmingham model as suggested by the Public Protection Committee.

In Manchester the wardens are part of the Street Management Service and officers whose remit it is to improve the physical environment of the city are deployed on a 'greatest need' basis. However all of the City's 32 wards are covered by 23 officers; wards where the need is not as great share an officer.

Both Liverpool and Nottingham City Councils place greater emphasis on the community safety aspect to wardening and provide a more integrated service in line with the Police support role of Police Community Support Officer (PCSO).



Appendix 5: Contributors to this Review

The Committee wishes to thank the following for their contribution to this review:

- Jacqui Kennedy, Director, Regulatory Services
- Mark Croxford, Head of District Services, Regulatory Services
- Caroline Stewart, District Services Area Manager, Regulatory Services
- Simon Williams, Pest Control Manager, Regulatory Services
- Louise Elliot, Lorraine Angus and Jayne James, Environmental Health Officer Team Leaders, Regulatory Services
- Shawn Woodcock, Environmental Warden Team Leader, Regulatory Services
- Terry Walsh (Springfield Constituency) and Martin Holloway (Yardley Constituency) – Environmental Wardens, Regulatory Services
- Ifor Jones, Acting Director of Constituencies, Housing and Constituencies
- Kevin Mitchell, Head of Strategy and Customer Services, Fleet and Waste Management
- Chief Superintendent Russell Smith, West Midlands Police (Lead on Core Priority Group “Safe and Clean Neighbourhoods” – Birmingham Community Safety Partnership)
- David Pithie, Margaret Greenaway and Linda Bradbury – Shard End Residents Group
- Richard Mytton and Phil Bertie, Castle Vale Community Housing Association