

Enforcement Unit

Draft Business Plan

2005 - 2008

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1 Executive Summary

1.1 Introduction

The Enforcement Unit is delivered through Leisure and Environmental Services under the Quality of Life Directorate. The service is now sits within the Open Spaces section.

The original vision in 2000 was for a multi-disciplined officer group that, in December 2001, then included enforcement of Decriminalised Parking Enforcement (DPE). This saw the team increase in numbers to 10.5 FTE officers including administration support.

The Enforcement Unit works to support both residents and businesses within the Copeland area through delivering a variety of services that principally protects and helps control the environment and local neighbourhoods. The service supports both departmental and corporate objectives and aims, including promoting social well-being.

1.2 Mission

The mission of the Enforcement Unit is to provide services supporting the improvement of the environment through education and promoting positive enforcement of all acts and legislation available.

"Through advertisement and education we aim to encourage residents, visitors and businesses to assist us in providing a safer, cleaner and greener environment."

1.3 Keys to Success

The next few years will present the department with a number of key challenges, namely to:

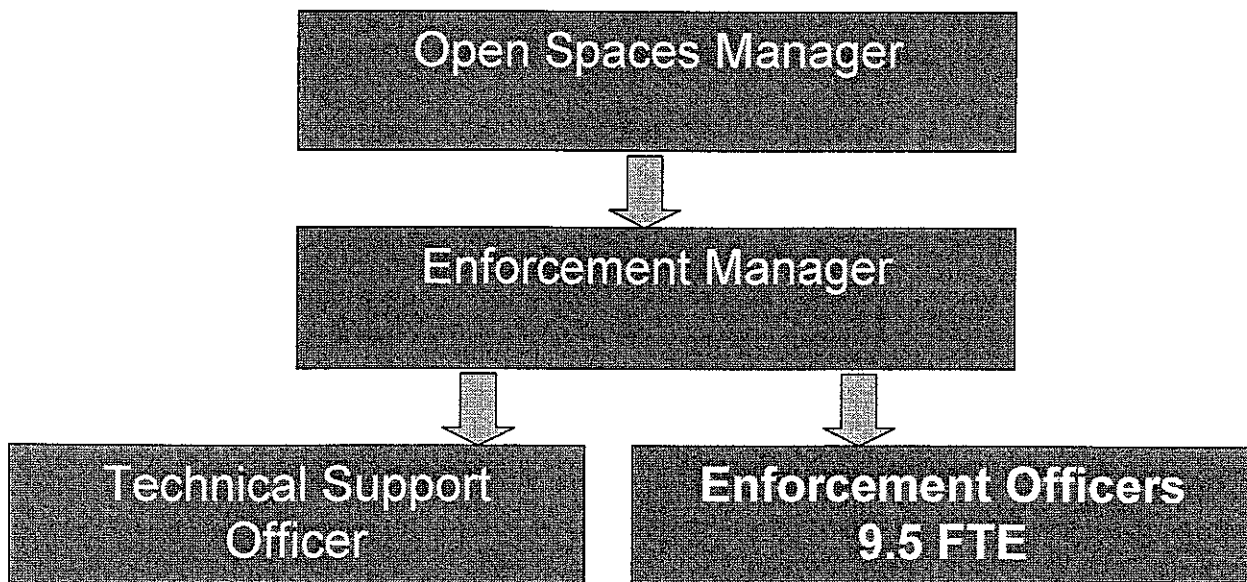
- Operate within budgets
- Achieve plans for financial growth
- Maximise service diversity
- Review and develop current skill base
- Improve cross departmental support and working
- Integrate the service with Copeland Direct
- Cultivate an identity and demand for the service
- Proactively market the services
- Operate the service to Quality Systems and Protocols
- Identify and respond to customer expectations
- To support and grow the customer base
- Review the current Health and Safety procedures, integrate to customer policies
- Review all current procedures and improve our effectiveness
- Review of pricing structure
- Introduce effective performance management

1.4 Organisation Background

The Enforcement Units' principle role is dealing with environmental nuisances in line with improving and maintaining the quality of life for the residents and visitors of Copeland.

The transferring of the technical services (bus shelters, street names etc) to Streetscene under the Council's re-structure in June 2005, allows the department to focus its resources on the environmental issues. The creation of Copeland Direct transferred a member of the support staff to the new team in late 2003 but due to technical issues, the workload did not transfer over which is adding unnecessary pressure to the department. Ultimately, this will change to further support the team.

Currently, the team consists of, when at full strength, one support officer, 9.5 FTE Enforcement officers and a manager who reports to the Open Spaces Manager.



1.5 Services

The unique way in which the service has been set up with the ideal skills base from the Council, means that the Enforcement Unit should have the flexibility to react to provide a variety of services, surrounding the local environment.

The teams aim is to undertake a range of duties supporting Environmental Health, Waste Management and our Legal department and this includes¹:

- Monitoring of parking restrictions, on and off street (DPE)
- Taxi checks
- Fly-tipping investigations
- Abandoned Vehicles
- Trade Waste Licensing Checks
- Dog Control including barking, strays, fouling and outdoor problems
- Licence application checks
- Sunday Trading
- Noise Nuisances
- Door-door sales person checks
- Market Management

1.6 Organisational Development

The principle of continuous improvement and self-evaluation to the department and its services will help to address the increasing demands of our customers and powers made available to us. The Clean Neighbourhood and Environment Act 2005 will bring a suite of powers and as the services offered are limited 'out of office hours', improvements to scheduling will allow for an improved response to our customers. Training has also been limited to DPE and so the skills base will be addressed.

¹ Further powers from the Clean Neighbourhood and Environment Act 2005 (CNEA) will further enhance the teams abilities to react and deal with crimes against the environment, and these will be included once a full understanding of the impact has been assessed by the project team

2 SWOT Analysis

A SWOT analysis has been carried out to identify the strengths, weaknesses, opportunities and threats that may influence the department over the next few years. An impact ranking exercise has then been used to group the status of the risk. This will necessitate action ranging from general monitoring through to contingency and action plans so that the main risks should be addressed as a priority (which can be seen in Section 5.3 - The Action Plan).

2.1 Strengths

- 2.1.1 The unique approach by Copeland Borough Council leading the way to tackle environmental crimes with the introduction of the Enforcement Unit. The principle to have an 'all encompassing' team is the most effective way forward.
- 2.1.2 Suite of powers to become available including the Clean Neighbourhood and Environment Act 2005 will strengthen the units ability to react and deal with environmental issues. We will also be in a better position to support the other internal customers (such as waste management and Environmental Health) with more effective procedures.

2.2 Weaknesses

- 2.2.1 Staffing changes and the restructuring process altered the starting point from which we are looking to build
- 2.2.2 Service delivery and customer expectations could be improved and enhanced by closer focus on:
 - 2.2.2.1 Staff shortages²
 - 2.2.2.2 Systems and procedures for both front line delivery and back office support require greater clarification.
 - 2.2.2.3 Agreeing clearer boundaries of responsibilities and a more structured approach to dealing/reacting to issues
- 2.2.3 The impact of absences and requests for changes to the pattern of working on hours of service
- 2.2.4 The introduction of clearer management protocols and procedures to improve clarity and direction
- 2.2.5 Increasing the profile and customer awareness of the unit and its work through pro-active media relations

² Please see Appendix 1 for figures

2.3 Opportunities

- 2.3.1 Suite of powers under the Clean Neighbourhood and Environment Act 2005 to help protect the local environment and enable the unit to respond more effectively.
- 2.3.2 Project group set up to deliver CNEA to introduce new guidelines and procedures to ensure clarity for all internal and external customers
- 2.3.3 Introduction of new procedures to simplify administration and support our responses to our customers
- 2.3.4 Greater co-operation with external agencies through the introduction of the CNEA to work as building blocks for future partnerships
- 2.3.5 Positive press releases promoting the aim of 'Education through Communication'
- 2.3.6 Educational training to schools, local parish councils and other groups
- 2.3.7 Introduction of pricing for business/residential permits to off-set business running costs
- 2.3.8 Re-branding of the department in line with the new powers that will be available under the CNEA to re-launch a positive message also with the possibility to realign other enforcement and environmental services to the department such as Pest Control and Planning enforcement.
- 2.3.9 Improved charging for services for abandoned vehicles (current cost £130)³
- 2.3.10 Improved charging for dog kennelling and veterinary services for stray dog collection⁴
- 2.3.11 Improved absence management

2.4 Threats

- 2.4.1 Failure to deliver CNEA project
- 2.4.2 Communication to the customers leading to customer dissatisfaction
- 2.4.3 Current image and performance of the unit continuing to lead to negative Images
- 2.4.5 Weak performance management and skills gap

³ Cumbria County Council contribute £60 towards these costs

⁴ Present costs range between £500 - £700 per month

3.0 Aims and Objectives

The department has broad aims covering the main areas of:

3.1 Cross departmental/agency partnership working

We will aim to facilitate and encourage the exchange of information, sharing of good practise and establishment of partnerships within and across boundaries with the aim of raising the standards, looking to support the regeneration, management and sustainability of the local environment and neighbourhoods.

Examples of where stronger partnerships need to be formed and serviced are:

- West Cumbria Crime and Disorder Partnership
- Cumbria Police
- Fire Service
- Cumbria Joint Working Group on Race and Equality Issues – Gypsies and Travellers
- West Cumbria Anti Social Behaviour Unit
- Dog Trust/RSPCA
- Town and Parish Councils
- Lake District National Park
- Cumbria Tourist Board
- Housing Associations (i.e. Copeland Homes)
- Cumbria County Council
- Safer, Stronger, Greener Communities Fund
- Internal departments within the Council

3.2 Education through communication

We will aim to instigate new methods and improve our lines of communication to all sectors of the market place, businesses, residents and visitors. This will be achieved in a number of ways, primarily:

- Updated information on the website⁵
- Attendance of parish council meetings
- Positive messages through local press
- Effective use of leaflets in various locations across the borough
- Introduction of visits to local schools

⁵ To ultimately include payments for fines and feedback mechanisms as well as the ability to report issues and track their progress, in line with E-Government objectives

3.3 Improving and extending the service provision

By reviewing and extending the core hours of the service (currently based around 'office hours' with very limited work beyond), we will be able to further enhance the service we are providing. This will help to ensure we are able to react and deal, more efficiently and quickly, to the needs of our customers, 24 hours a day, 7 days a week.⁶

We will aim to promote new working methods, systems and procedures to drive the service forward:

- Introduction of new computerised system to enable greater efficiencies and ability to react to customers needs
- Introduction of email capable hand-held units to enable near 'real-time' information to be sent and received to the officers in the field
- Introduction of call centre to take calls 'out of office hours'
- Implementation of the CNEA 2005 complete with a suite of policies/procedures for guidance and enforcement
- Work with IT to introduce an online payment system for all fines issued
- Work with Copeland Direct/Corporate Team to integrate new system with BT Central to enable simpler, swifter, and more accessible information to improve customer service
- Work with other internal departments within Open Spaces to create a business package to sell our services to the private sector
- Use new legislation (Decriminalised Parking offences under the proposals of the Traffic Management Act which is expected to be in force late 2006)

3.4 The Market

The market for the Enforcement Unit primarily surrounds the residents and visitors of the borough in providing an effective and responsive service to a range of environmental issues.

We responded to over 3500 enquires last year, an increase of 8% on the previous year. Of these, 1042 required detailed investigation.

3.5 Business/Commercial Sector

There are opportunities to offer our services to the business and commercial sector to strengthen the Enforcement Units responsiveness and effectiveness. We currently service some of these areas but there are no formal agreements. This presents us with an opportunity to formalise and to promote the services further.

⁶ Under the CNEA 2005, the Council will have to provide certain services, 24/7 – the full determination of how this will be delivered, has yet to be decided under the project working group.

3.6 Residential and Visitors Permits

Currently the issuing of residential and visitors permits is free of charge to our customers with the production of proof of residency. Concerns have been raised for some time with the County Council that the continuing rise in numbers of these permits and running costs cannot be met through fine income from parking.

As reported in the Cabinet report, our current costs for this fiscal year are approximately £5000 with the issuing of 1132 permits.⁷ This is split between:

Residents Permits	: 507 ~ 44%
Visitors Permits	: 625 ~ 56%

Currently each set of visitors permits are issued in an annual batch of 60 free of charge. Compared to Allerdale, they issue 20 per annum and charge for additional sheets.

This figure is expected to rise with the additional developments within Millom and Whitehaven. Also combined with this is the addition of new permit zones within Whitehaven that have been approved by the local area committee in September 2005. This is anticipated that the result would be an additional 500 permits leading to a combined total cost (of £4.45 per permit) of £7225 (excluding temporary permits)

3.7 Business Permits

Presently, Copeland do not issue businesses working on properties/delivering to properties any form of permits although this is a regularly requested item. We allow them use of disc zones as a general rule to try and support them in their works but is supplied free of charge.

Allerdale currently charge £5 per 24 hours up to £50 for more than 4 weeks for a business/works permit.

To further support the charging of residential permits, the introduction of a daily/weekly/monthly/annual charge would help to ensure consistency and fairness in applying the regulations.

⁷ This figure excludes temporary permits issued due to new residents being unable to provide full proof of residency and so this figure should be multiplied by a factor of 18% to give a true figure. This would be equal to an additional 204 permits @ approximately a cost of £4.45 per issue.

3.8 Team Development

We will aim to develop the team through a variety of areas to ensure our customers continue to receive best value, and to support the Investors in People status of the Council.

A key point in delivery these objectives and the service is around the teams' abilities to be able to effectively respond, with the correct systems and training in place, along with the improved communication channels, will ensure the right delivery.

Continuous improvement will achieve by:

- Introduction of monthly 1:1's with the manager
- Assessment of skills gap
- Development of training skills database
- Improved absence management
- Review of policies and procedures
- Introduction of effective Performance Management including individual targets and reviews
- Attendance of internal and external training courses

Some elements of the above have already been introduced to help address the needs of the team to give improved knowledge, training and skills. This will be, as with any development plan, an ongoing project to enhance the teams, abilities to strengthen the department.

4.0 Business Highlights and Development

The single biggest highlight of the Enforcement Unit is its conception; a unique approach that is now being modelled by other Councils across the country. Being at the forefront of the units' development will help to continually address the significant needs of protecting the local environment and neighbourhoods.

4.1.1 Town Centre Management Group

Despite present issues surrounding elements of parking management and the first half performance of this financial year (05-06), the department has seen some recent successes through joined up/partnership working. As an outcome of a meeting with the Town Centre Management Group, we have been able to link issues that the local Police were having surrounding Tangier Street with Crime and Disorder and Anti social behavioural problems.

This resulted in notices to the local Takeaways (whom are operating outside their permitted planning hours into the early hours of the morning) being issued with the threat of prosecution. Tangier Street and the surrounding areas are currently No1 and No3 in the worst areas of Cumbria and through this approach a positive step is being made to address this problem.

4.1.2 Police Community Support Officers

We are also working with the Polices Community Street Officers to address littering and dog fouling within the borough. This will lead to improve standards and awareness, it is planned to have these officers supporting before Christmas.

4.2 Re-branding – The Environmental Protection Unit

Utilising the strengths and new powers of the CNEA, coupled with the current image of the Enforcement Unit, then this an opportunity to review the branding of the department.

The timing of the re-brand to link into the new powers available will help identify the unit more in line with its work as an **Environmental Protection Unit**. The Enforcement label is, we believe, a strong 'beat with a stick' type approach and whilst the task obviously will not change, the whole package of services is surrounding and supporting the Councils objectives for Environmental Protection.

This will help identify the unit more to its customers and also enables future development of the unit by looking at the possible introduction of Pest Control⁸ and other aspects of statutory nuisances such as noise.

Additional support to the planning department by helping to enforce the new licensing conditions is also an option, linking in with late night taxi checks, noise control and dog fouling/stray collection.

All of this helps to strengthen the units' presence in the communities by extending the tasks available to the officers. When the officers are present and already enforcing other duties, it presents opportunities to provide a best value approach, as well as swift responses, to our customers.⁹

⁸ Under the CNEA, the Council has to provide reactive services as Insects become classed as a statutory nuisance

⁹ It is the aim of the department to gain support of members within the Council for this idea to help more actively and more positively promote the services we offer.

4.3 Future Services

4.3.1 Clean Neighbourhoods and Environment Act 2005

As highlighted, the CNEA will present additional services that the Enforcement Unit will be able to provide to improve standards within the local neighbourhoods and environment. This key factor will help determine, through the Project Working Group, the full extent of the service that we will be able to provide.

4.3.2 Traffic Management

Further powers will be available through the Traffic Management Act 2005 next year that will enable us to deal with moving traffic offences. Further powers around the Disability Badge Scheme will also be introduced allowing officers to inspect blue badges to help combat abuse or fraud.

Utilising these to the powers will further help improve the standards within communities and support the Council in its environmental objectives.

4.3.3 Market Development

Work is already underway to help support and promote the local markets within Whitehaven and Egremont and this will continue in a number of ways, the unit have established a Market Traders Forum Group which meet on a quarterly basis.

4.3.3.1 Whitehaven Market

The monthly Farmers Market has just completed its second month having moved into the main market area in the town centre. Working in partnership with the 'Made in Cumbria' group, we hope to build on the successes to date and continue to build the number of traders attending.

4.3.3.2 Whitehaven Christmas Market

We are currently working with the 'Made in Cumbria' group to look at the possibility of bringing a craft market to the town centre on the weekends (possibly Sundays with support road closure) leading up to Christmas. This would run alongside the existing traders on the additional day to try and further support Whitehaven as a shopping destination.

4.3.3.3 Egremont Market

Working again with the 'Made in Cumbria' team and the Town Centre Manager, we are looking to try and incorporate the existing farmers market into the main market if possible to make the market, and town centre, a destination for the local surrounding communities.

4.4 Market Deliverability

The Enforcement Unit operates within competitive market. Understanding this market and delivering dependable services means the team have to be operationally flexible and responsive to market trends and customer needs.

Through cross-departmental working, with departments such as the Parks and Open Spaces, Waste Management, Streetscene, there are opportunities to provide a competitive package of services. This could include the management of parking, pest control, grounds maintenance, abandoned vehicles, dog fouling and litter.

If marketed and packaged correctly, this will promote the services the department can offer and help to maintain (and gain) further income streams for additional employment for the local communities.

4.5 Service Providers Analysis

The parking management industry is highly competitive and made up of a number of independent companies. Apco, being the main local supplier, is already well known to the Council, having bought the multi-story and a number of other car parks. Whilst they operate within this area, their services are limited to off street parking.

4.6 Alternatives and Usage Patterns

Customers look for a range of standards from the Enforcement Unit. These are:

- Quick and effective response
- Reliable and consistent
- Represent best value for the services

Although there are a number of parking companies servicing the market, Copeland's Enforcement Unit, along with the Open Spaces Department, can offer a unique package of services. This puts us in an enviable position against our competitors and one that we aim to maximise in the future.

4.7 Financial Considerations

The Enforcement Unit operates under two main revenue streams, firstly through the delivery of its chargeable service to the commercial business sector and issuing of Fixed Penalty Notices/Penalty Charge Certificates for various environmental enforcement activities as well as income from the management of the markets and car park machines. The second area (albeit more limited) is through the council revenue stream, which supports the concessionary/free services that we offer (stray dog collection etc).

The main strategy is the growth of the services through service income and introduction of charges to the issuing of residential permits (See Section 3). Addressing service standards outside of current restrictions will also help to provide further areas of income but will also see some further expenditure.¹⁰

It is also recognised that two further financial considerations also affect service planning:

- Income v's budget – On performance, the projected income target has not been achieved (parking enforcement) which indicates:-
 - Levels expected are high, also a downward trend of fines issued¹¹
 - Low performances of the team (hours of coverage/productivity)
- Budgetary savings – to minimise the impact of the performance for 05/06, concerted efforts have been made to control service spending. This will give potential savings this financial year but may require further investment next year to maintain standards to our customers.

These financial considerations are providing service delivery challenges, to which this business plan fully recognises and aims to address.

¹⁰ This being dependant on the outcome of the CNEA Project Working Group but expected to have to provide the services 24/7

¹¹ Off Street Parking is presently 8.3% up on last year for the first half but is still 12% down on target, which includes a downward trend of tickets of approximately 30-40 per month. This trend is expected to continue.

5.0 Strategy and Implementation

5.1 Objectives

The Enforcement Unit's objectives are:

- To operate within budgets and to achieve plans for financial growth through:
 - Maximising service diversity through extending hours and services through the introduction of the CNEA and improved management
 - Review and develop current skill base and ensuring that the new powers available are effectively communicated and trained to the team
- Continue to improve cross departmental support and working
- Integrate the service with Copeland Direct to enhance the Customer Service standards
- Cultivate an identity and demand for the service by:
 - Re-branding to promote the service more in line with the work to become an **Environmental Protection Unit**
 - Looking at the effectiveness and listening to our customers to continually improve
 - Self evaluate and continually question ourselves to do better
 - Proactively market the services to the external markets in partnership with the Parks and Open Spaces Department
- Operate the service to Quality Systems and Protocols and seek for the department to be awarded the Quality Guild and support the North West Business Awards (Parks Department Finalists 2005)
- Identify and respond to customer expectations
- Review all current procedures and improve our effectiveness
- Review of pricing structure of parking, residential and business permits, abandoned vehicles and kennelling charges to help maintain effective running costs
- Utilise technology to support the department in both its management of health and safety of the team and maximising its effectiveness through improved multi-tasking of officers. This will also include E-government objectives to enhance our service and communication with our customers through the website.

5.2 Strategy and Implementation Summary

The Enforcement Units strategic focus is centred on delivery of a service to both the domestic and business markets. The customers of the service expect and demand high levels of standards and it is here that the action plan objectives will address these, and other, needs.

5.3 Action Plan – The next steps

The Enforcement Units expectations on itself, save the customers, is very demanding and the first year of this plan will set some exciting challenges. Once achieved, these will lay strong foundations for the future building of the unit.

***NB** – It should be noted that this business and subsequent strategy/action plan is based on current knowledge and understanding of the CNEA and its probable implications. This plan has been written on the basis of the potential services that we may introduce and a perception of that service. It will be a key element of the PWG to establish the full extent of the service provision and make recommendations to the Elected Members for their approval. It is assumed for the basis of this plan that this would be fully given.*

5.3.1 – Six Monthly Action Plan

Objective	Actions	Measure	Lead	Timescale	Review
Reduce current Shortfall in performance	Introduce Pl's to team to manage Performance Recruit Staff	Monthly 1:1's with team Individual targets set	EU Manager	September 05	Monthly
	Manage sickness ¹²	Team up to full strength by November 05	EU Manager HR	November 05	November 05
	Target poor Performing areas	RTW's and home visits For LTS	EU Manager HR	April 06	Monthly by EUM
	Training of team	Improvement (to nearer target) of all areas	EU Manager	April 06	Monthly by EUM OS Manager
Implementation of CNEA	Set up of project Working group	Dog control/DPE training Completed	EU Manager	April 06	Monthly by EUM
	Review of current IT systems	Project initiation document approved	EU Manager	November 05	November 05
	Re-launch department	New system tendered and reviewed for business Plan	EU Manager	November 05	November 05
	Re-brand and Promote service	'New' service launched	EU Manager	April 06	Monthly

¹² Current sickness levels running at 18% for first half 05-06

5.3.2 - Year 1

Objective	Actions	Measure	Lead	Timescale	Review
Implementation of CNEA	PWG meetings	Achievement of milestones	EU Manager	August 06	Monthly
	Training of team	Effective implementation	PWG	August 06	Monthly
	Effective Communication	Consultation exercises press releases Presentation to groups	EU Manager PWG	August 06	Monthly
	Effective procedures And policies in place	Implement new software	EU Manager PWG	August 06	Monthly
Interactive Web	Development of New pages for Information	writing of new pages	EU Manager	December 05	January 06
	Online services	Payment of fines online	EU Manager PWG for E-G	June 06	Monthly
		Online requests for Service and updated Information	EU Manager PWG for E-G	June 06	July 06

5.3.3 - Year 1-3

Objective	Actions	Measure	Lead	Timescale	Review
Education through communication	Attendance to Parish/town councils	6 meetings attended per year	EU Manager	April 07	October 06
	Information to Schools	Attendance at 4 schools providing information	EU Manager	April 07	October 06
	Web information Updated	New pages/interactive promoting services	EU Manager	April 07	October 06
Business development	Package Available to Businesses	Online package set up	EU Manager OS Manager	October 06	November 06
		Marketing pack produced	EU Manager OS Manager	October 06	November 06
Interdepartmental Working	Working with the Sandwith Ward Group	Incorporating Neighbourhood Wardens to the Services	EU Manager	June 06	September 06
	Anti-Social Behaviour Group	Attendance of meetings to support action plan	EU Manager	April 06	September 06

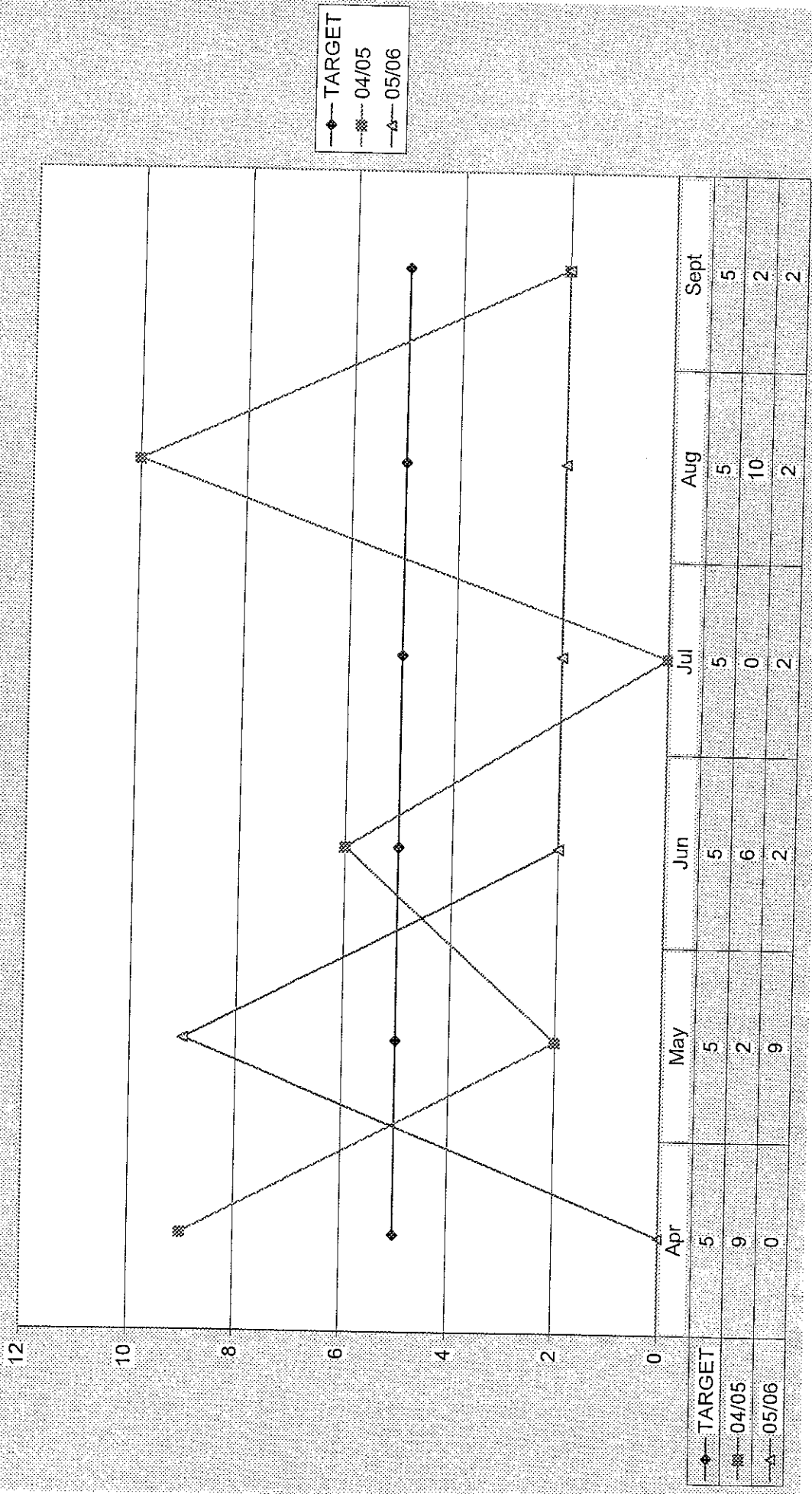
Appendix 2

DPE Accounts for Cumbria

District	PCN's for 03 -04	PCN's for 04 - 05	Percentage difference
Allerdale	11031*	18648	69%
Barrow	10319	7898	(23.5%)
Carlisle	14000	13022	(7%)
Copeland	4762	3876	(18.6%)
Eden	8110	6481	(20.1%)
South Lakes	16918	8080	(52.2%)

* First Six months figures only

FPN's Issued Dog Fouling April to September 04/05 & 05/06



◆ TARGET
 ■ 04/05
 ▲ 05/06