

# Scrutiny Review of Street Sweeping and Cleanliness

**February 2006**



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*Report of the Street Sweeping and Cleanliness Scrutiny Review Panel (sub-committee), London Borough of Haringey Overview & Scrutiny Committee.*

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## **Foreword by the Chair**

Street sweeping and cleanliness in Haringey has improved in recent years and this has been an important element in driving up both the performance of the council, as well as changing the perception of residents about the place in which they live. The cleanliness of streets and attractiveness of the physical environment has important consequences for other areas of social life. It makes the borough a nicer place to live and for young people to grow up in. A better environment produces better citizens and vice versa. It engenders a sense of civic pride and helps to diminish the fear of crime, it benefits the local economy, making the borough a more attractive place to stay and to visit, it promotes a healthy neighbourhoods and community well being.

Improving street cleaning services has been an important part of improving the local environment and further progress is anticipated, but street cleanliness and a clean and healthy environment is also a matter for the whole community. It is in reality a partnership between the council, other local organisations, business and residents. Cleaner streets are not just a consequence of more and more thorough street sweeping, but also a result of building greater respect for local neighbourhoods, for the local environment and for other people who live and work in the borough.

This Scrutiny Review was undertaken during the autumn of 2005 so that we could take stock of the achievements already in place and consider ways to further enhance the delivery of street cleaning services and enhance campaigns to promote a cleaner borough and community engagement. By taking a step back from the executive policy making process and day to day management of these services and bringing in a different perspective, we have attempted to review the policies, partnerships and achievements of these services and make constructive proposals for improvement.

**Cllr James Dawson**

***Chair – Street Sweeping and Cleanliness Scrutiny Review Panel***

## **1. Executive Summary and Recommendations**

- 1.1 The review concludes that there are four areas – contractual requirements; contract-monitoring and enforcement; building on current good practice; and public education – that must be constantly borne in mind in order to effectively keep our streets clean. Under these headings we have developed a number of specific recommendations that will bring clear improvements. Development of the service should not be limited to the specific points identified here by members of the scrutiny panel. Nevertheless the Panel expects that these headings and the recommendations will provide strong guidance for the further development of the service beyond this review.

### **A. THERE SHOULD BE CLEAR CONTRACTUAL REQUIREMENTS FOR STREET SWEEPING IN THE WASTE MANAGEMENT CONTRACT.**

#### **Recommendation 1.**

**That the contract specifications for the new Waste Management Contract be identified.**

- 1.2 The Scrutiny Panel recommends that the contract specifications for the new Waste Management Contract, due for renewal in 2009 be identified now. Specifying clear criteria now will allow for the most time to obtain the best arrangements from the contractor. The terms of the contract must pinpoint the full range of services required and anticipate the need for targeted improvements based upon the indicators of local authority performance. This should also include identification of the provisions for enforcement within the client-side contract performance framework.
- 1.3 The council also needs to identify other possible improvements and developments it would like to negotiate with the contractor, for example a Saturday night refuse collection and street sweeping service.

#### **Recommendation 2.**

**Additional future investment for:**

- **A dedicated detritus removal team.**
  - **Borough-wide timed waste collections on main roads.**
  - **A Saturday night refuse collection and street sweeping service.**
  - **A review of the framework for the frequency of street sweeping based upon need across the borough**
  - **A requirement to sweep the area after large items of dumped rubbish have been collected.**
- 1.4 These were specific areas where it was considered that improved investment would make a major improvement on performance of the service. There would also be a high public recognition of the impact of these services.

### **Recommendation 3.**

**That a Training Programme be agreed with the contractor for street cleaning operatives to ensure that the contractor is able to provide the appropriate quality standard of service.**

- 1.5 A Training Programme for street cleaning operatives should help to ensure that the contractor is able to provide the appropriate quality standard of service in accordance with the requirements for targeted performance improvement. The programme should include induction training.
- 1.6 Recruitment and retention of dedicated staff is important to the service. Training can also be aimed at personal development of staff in order to invest in their futures.

## **B. THE WASTE MANAGEMENT CONTRACT MUST BE LINKED TO EFFECTIVE CLIENT SIDE MONITORING AND ENFORCEMENT.**

### **Recommendation 4**

**That the Waste Management Service seeks to negotiate with the contractor (Haringey Accord Ltd) to develop performance indicators and targets based on CPA requirements, customer satisfaction and the Best Value Performance Indicator 199.**

- 1.7 The current Waste Management Contract does not reflect the new performance framework developed for local authorities. The Scrutiny Panel believes that the Waste Management Service should now negotiate with the contractor (Haringey Accord Ltd) to develop performance indicators and targets up to 2009, based on CPA requirements, customer satisfaction and the Best Value Performance Indicator 199.
- 1.8 Both the client and contractor should also be working to the same method of performance monitoring and there is a need to review the methodology of performance monitoring, which should be robust enough to include interim monitoring to identify street cleaning issues for remedial action as part of an overall quality control framework.
- 1.9 A holistic delivery of council street cleanliness performance targets under BV199 is consistent with central government thinking linking the fear of crime with the presence of street scene issues such as graffiti and vandalism. When setting targets Haringey should consider the Office of the Deputy Prime Minister PSA 8 on Liveability. This PSA has BV199 as a performance measure and includes targets that are likely to influence the national benchmark target set for BV199 between now and 2008.

## **Recommendation 5**

### **That Haringey Council Executive set a target to achieve top quartile performance of local authorities by 2009**

- 1.10 The target date corresponds with the expiry of the current waste management contract and it is envisaged that improvements should be achievable within this timeframe. This would also set a benchmark for the start of the new Waste Management contract in 2009.
- 1.11 The Scrutiny Panel recommends that, in order to drive up street cleanliness performance still further, the Executive should set performance improvement targets that are both set to improve against previous years and also against the performance of other authorities. This is important because, although improvements in street cleanliness performance is in itself an indicator of success, the national trend of most local authorities at this time is to improve in this area and the relative position of Haringey may not improve, or may even fall, in comparison with other local authorities, despite real improvements locally. For this reason, the targets negotiated with the contractor need to be percentage-based (i.e. improve over time) as well as comparison-based (compared with other local authorities).
- 1.12 In order to make fair comparisons to other authorities it is important that similar authorities are used to enable worthwhile findings. ENCAMS recommends that factors such as budget, size of authority, levels of deprivation, private or non-private contractor, unitary or two tier status are taken into consideration.
- 1.13 The Scrutiny Panel recognises that to achieve top quartile performance, services will need to be orientated and focussed upon performance improvement and that additional resources may need to be invested in key areas, in line with targeted performance improvements based around the new performance framework.

## **Recommendation 6**

### **That Haringey Council, in partnership with the Arms Length Management Organisation (ALMO) responsible for the management of housing estates in Haringey, review the level of monitoring required to improve street cleanliness on housing estates.**

- 1.14 The Scrutiny Panel believes that there is a need to review the level of monitoring required to improve street cleanliness on housing estates. Currently there is just one officer responsible for the monitoring of housing estates for the whole borough. The employment of a further officer in this role would enable more effective monitoring of estates to improve cleanliness.
- 1.15 There is also a need for clear systems for cross departmental communication to be strengthened to ensure that issues are identified and followed up. This includes housing services, but also other council

services such as education and council property management.

### **C. EXISTING GOOD PRACTICE SHOULD BE RECOGNISED AND ENCOURAGED.**

- 1.16 The Scrutiny Review Panel commends the good practice observed during the Review, in particular the new enforcement measures now in place.

#### **Recommendation 7**

**That Haringey Council sustain and increase the level of litter enforcement.**

- 1.18 Haringey Council needs to sustain and increase the level of litter enforcement to combat environmental crime. Enforcement teams and neighbourhood wardens must make full use of the legal powers available to fight the problem. To this end, the Scrutiny Panel supports the bid to the Neighbourhood Renewal Fund for Street Enforcement and Monitoring enhanced provision. The Scrutiny Panel also proposes that Street Enforcement and Monitoring enhanced provision be supported for future mainstreaming in the 2007/8 Pre-Business Plan Review.
- 1.19 Strategies need to ensure that the Council makes maximum use of existing and new powers on litter enforcement (for instance under the Cleaner Neighbourhoods Act). It is vital that new powers made available through legislative changes are fully assessed by the Council Executive, integrated into the budget and planning of the Environment Directorate and used by council officers.

#### **Recommendation 8**

**That the Council maintain and develop systems to identify and target littering “hotspots”, in order to deal with the worst hit areas of the borough.**

- 1.20 The Scrutiny Panel recommends that a mapping exercise is undertaken to identify and target littering “hotspots” to target improvements to the dirtiest areas of the borough. More detailed mapping and targeting of the borough’s street cleanliness should enable the development of a system to target resources more effectively to maximise performance. It could also enable more intelligent allocation of litter prevention, such as the allocation of litter bins or anti-littering publicity. Mapping information should be available from sources such as the contractor’s performance feedback and from internal and external survey data. The Environment Directorate should also be able to draw on information from staff, councillors and the public in assessing problem areas.

- 1.21 Staff involved in street scene had a high awareness of environmental problems and liaised with colleagues within the Environmental Directorate and the contractor, Haringey Accord Ltd, to get problems dealt with promptly. This is an important ethos and must be encouraged. There should also be effective follow-up of reports to ensure that it has been done.
- 1.22 Mapping information can also inform the number and distribution of litter bins required. The Scrutiny panel was impressed with the provision and emptying of bins, though this is an area that needs constant monitoring and review. Newer bins were black and made from metal, a design that is robust and conspicuous, though not unsightly.

### **Recommendation 9**

**That a Street Cleanliness Action Plan be developed to steer the delivery of strategies to deal with different kinds of identified litter problems.**

- 1.23 The Scrutiny Panel recommends that a Street Cleanliness Action Plan be developed to steer the delivery of strategies to deal with different kinds of identified litter problems, including chewing gum, cigarettes, fast food. The Action Plan should also include specific remedies to particular identified problems – such as: flats above shops with no room for bins which could benefit from timed collections; or leaf fall sweeping.

### **D. There must be effective publicity and communications on street cleaning and cleanliness:**

- i. Haringey's Civic Pride campaign, 'Be+++er Haringey', must be used to focus on the positive aspects of what has been done and on keeping the Borough's streets clean.**
- ii. The Council needs to use appropriate national resources, especially ENCAMS publicity, for local campaigns to focus on the negative aspects of dirty streets. Preventative messages can build further on the message of the 'Be+++er Haringey' campaign.**

### **Recommendation 10.**

**The Civic Pride campaign should highlight the measures being taken to improve the cleanliness of Haringey's streets. In particular residents must be informed on how to access services and to report problems.**

### **Recommendation 11.**

**That a targeted Street Cleanliness publicity campaign be developed, in line with Better Haringey publicity and using appropriate 'Litter Prevention' advice and resources from ENCAMS.**

- 1.24 Street cleanliness is a partnership between the Council and the local community and an important part of delivering a cleaner borough including litter prevention and persuading people not to litter and to take pride in their neighbourhood.
- 1.25 During the Review the Panel considered some of the Better Haringey publicity used to promote the Council's campaign for a cleaner borough. The Panel found this to be a very impressive and effective campaign, which emphasises a positive approach to promote cleaner streets and demonstrate that street cleanliness is a priority for Haringey Council. The Panel also heard about some of the approaches used by ENCAMS publicity material.
- 1.26 The Better Haringey campaign has been very successful in bringing cleaner streets to the top of the Council's agenda and improving public awareness of this issue. Communicating this message to the general public is important because achieving improvements in street cleanliness is in reality not just a matter for council services, but a partnership between the Council and the local community. Community engagement is therefore a vital component of the Better Haringey agenda.
- 1.27 In order for the Better Haringey campaign to have credibility, it was important that it coincided with visible improvements in street cleanliness on the ground, so that the public can see the relevance of the campaign and the improvements that the campaign promotes. The Scrutiny Panel believes that this has been successful and that the public perception of a cleaner borough has developed hand-in-hand with real improvements on the ground.
- 1.28 Better Haringey publicity will develop and evolve to communicate the key messages that the Council wants to make to the community. The Scrutiny Panel believes that the next stage of publicity could also include focussed campaigns for litter prevention targeted at particular groups, e.g. young people, particular neighbourhoods and new communities. Population transience led to concerns that the Council did not effectively communicate with our new residents about the rubbish collection, recycling and street-cleaning services in the Borough. It cannot be assumed that people will find out about these services automatically. The target audience will influence the kind of publicity and key messages being adopted.
- 1.29 During the Review, the panel heard that ENCAMS can provide advice and publicity resources for targeted anti-littering campaigns. These seemed to be aimed more generally at enforcement and litter prevention and it is surmised that this may complement the more positive messages associated with the Better Haringey campaign. ENCAMS publicity material might be commissioned for local campaigns and incorporated into the overall strategy by adding the

Haringey Council or Better Haringey logo to the publicity, already professionally produced for ENCAMS.

- 1.30 Publicity also needs to be targeted at particular localities in the community, to target the right messages at the right people in the right places, this includes:
- Local businesses - takeaways and shops
  - Local schools
  - Local housing estates
  - Transport terminals.
- 1.31 This kind of publicity will enable campaigns targeted at particular identified problem litter, e.g. cigarettes. It is suggested that the council consult ENCAMS to determine what existing campaigns and education materials can be utilised by the authority.
- 1.32 It is suggested that the Better Haringey campaign should also be developed to emphasise local pride and to engage the public and local businesses, public bodies, schools, youth clubs and other organisations in delivering a cleaner environment. If it is feasible, this might even include “Better Haringey awards” to local community organisations.

#### **Recommendation 12.**

**That the presentation and image of street cleaning staff and equipment be easily identifiable with Haringey Council’s Better Haringey Campaign.**

- 1.33 The Scrutiny Panel believes that the high quality standards aspired to for street cleanliness need to be reflected in the image and visible presence of street cleaning officers, operatives and equipment everywhere. In some instances, in particular poor equipment, such as non-wheeled bins being dragged by string, the image does little to inspire public confidence in the service. All staff and equipment should be easily identifiable with Haringey Council and the Better Haringey campaign.
- 1.34 During the Review members of the panel accompanied Environmental Services officers on monitoring and enforcement inspections. The inspections add to the visibility of the Council to the public in improving street cleanliness.

## 2. The Review Process

- 2.1 The Scrutiny Review of Street Sweeping and Cleanliness was commissioned by the Overview and Scrutiny Committee because improving environmental cleanliness is a high priority for Haringey Council. Also the time is now right for a review of the policies and strategies in place to build upon the initiatives of the last 5 years in plenty of time before the tendering and commencement of a new street cleaning contract.
- 2.2 New statutory powers have recently been introduced that will assist in the enforcement and prevention of environmental crime, which now need to be taken into account in the strategic policy approach.
- 2.3 The performance framework that the Government uses to measure local authority performance has now been changed and expanded. The council will shortly need to review the requirements of any new street sweeping contract for the delivery of street sweeping and waste collection services in accordance with the new performance measurement.

### Members of the Review Panel

- 2.4 The following Members of the Council were appointed by the Overview and Scrutiny Committee to Members of the Review Panel:
- Cllr James Dawson (Chairman) (LAB)
  - Cllr Herbie Brown (LAB)
  - Cllr Peter Floyd (LD)
- 2.5 The Review was also supported by an External Advisor, *Mr Mathew Watts*, who works with ENCAMS (formerly the Tidy Britain group), an independent charity working in partnership with Haringey and charged with facilitating the independent audit of street cleanliness in London as part of the Capital Standards Programme.

### Aim and Objectives of the Review

- 2.6 The Overview and Scrutiny Committee commissioned the Scrutiny Review Panel with the following aim and objectives:

#### *Aim*

To Review the policies and strategies for street sweeping and cleanliness in Haringey.

#### *Objectives*

- To consider the strategies currently in place for street cleaning and cleanliness of streets and highways.
- To consider the client-side requirements of the contract for street sweeping services in Haringey
- To consider the targeted strategies for litter prevention and enforcement in different parts of the borough
- To consider the targeted strategies for litter prevention and enforcement of different kinds of litter, eg takeaway refuse, cigarettes, flyposting, leaves etc.
- To consider the anti-litter and street cleanliness campaigns in the borough

### Evidence

- 2.7 The Review Panel has considered the range of policies strategies in place, the organisation of services to deliver these and the performance of street cleanliness over the past few years. It has also considered the new statutory framework and the powers and responsibilities the council now has for delivering cleaner streets. It has received evidence from key officers involved in the delivery of services, including site visits with front-line staff.
- 2.8 The Panel attended the Better Haringey Steering Group, chaired by the Executive Member for the Environment, Cllr Peter Hillman, receiving feedback on key points to be considered by the Review Panel.
- 2.9 Cllr Alan Stanton provided an independent view of the issues based on his extensive research into street scene issues and best practice around the world.
- 2.10 Throughout the review, the Panel was advised by an expert from ENCAMS (formerly the Keep Britain Tidy' campaign), the official agency responsible for promoting and supporting cleaner streets.

### Key Conclusions of the Review

- 2.11 The Review Panel conclusions highlight four areas:
- building on current good practice
  - the contractual requirements
  - contract-monitoring and enforcement
  - public education

These areas must be constantly borne in mind in order to effectively keep our streets clean. Under these headings we have developed a number of specific recommendations that will bring clear improvements. Development of the service should not be limited to the specific points identified here by members of the Scrutiny Panel. It is expected that the highly-professional officers

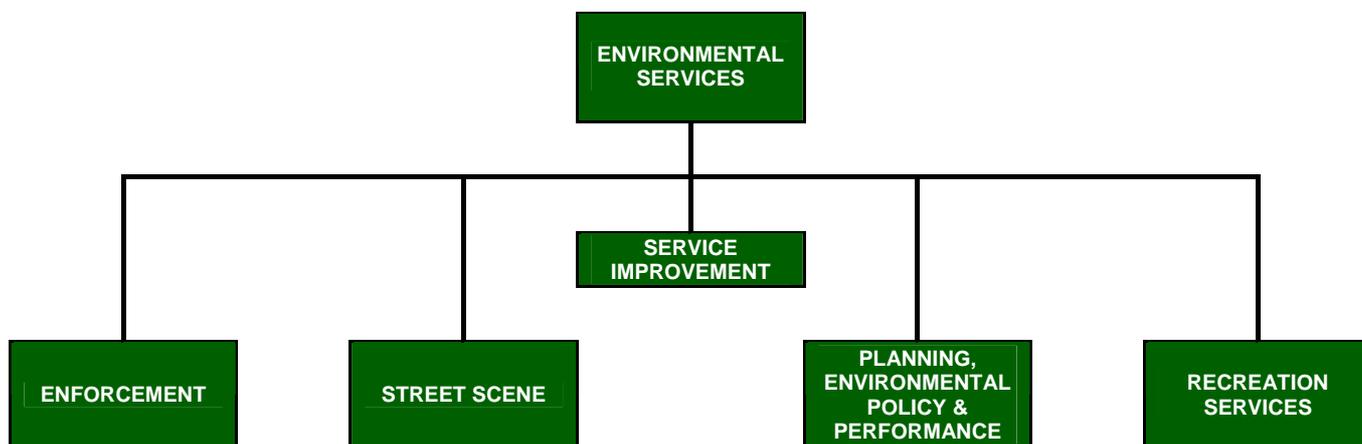
working within the service and best practice identified from elsewhere will also drive it forward.

### The Report and the Council Executive

- 2.12 The report outlines the key conclusions and recommendations of the Scrutiny Review Panel, which will be considered by the Overview and Scrutiny Committee and put forward to Haringey Council Executive for an Executive Response. The Executive will be asked to consider the key conclusions and respond to each of the recommendations with an Executive Decision. The Executive Decision may either:
- Agree the recommendation,
  - Amend the recommendation, or
  - Reject the recommendation.
- 2.13 Where the Executive chooses to amend or reject the recommendation, it is asked to provide the reasons for its decision. The Executive will take account of how the recommendations fit with the Council's overall policy objectives and any financial implications.
- 2.14 The Scrutiny Panel has given due consideration to a range of key issues and looked at the delivery of services on the ground and commends the key conclusions and recommendations to the Executive as part of the programme for ongoing improvement of street cleanliness for a better Haringey.

### 3. The Environmental Services Directorate

3.1 Street sweeping strategies in Haringey are delivered through the Environmental Services Directorate. This department is made up of four main services and the key services for the delivery of street cleanliness are Street Scene and the Enforcement Service.

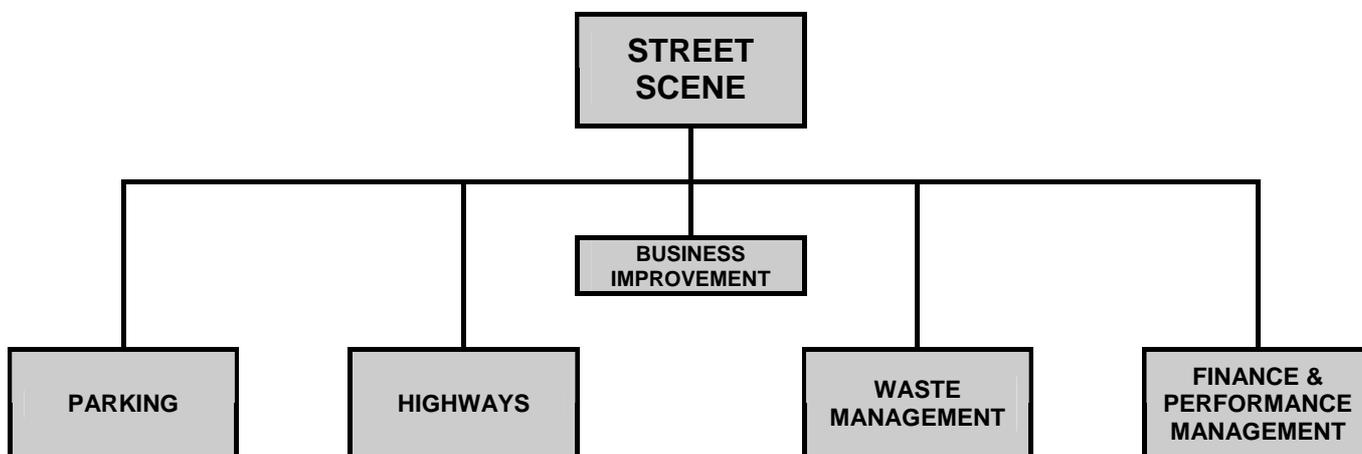


#### Street Scene

3.2 Streetscene provides services to keep the streets of the borough clean, well maintained, safe and accessible. Services include:

- Refuse collection and street sweeping
- Recycling of waste – kerbside, estates, schools, reuse and recycling centre, commercial and education on recycling
- Clinical and hazardous waste collection service
- Graffiti & flyposter removal service
- Licensing skips and scaffolding and other works on the highways
- CCTV procurement, monitoring and maintenance

3.3 Street Scene is made up of 3 service delivery groups: Parking, Highways and Waste Management.



3.4 The Waste Management service is responsible for the management and monitoring of the waste management contract, which provides for street cleaning services.

3.5 Street Scene priorities for 2005/6 are:

- To meet waste minimisation and recycling targets
- To deliver road safety targets
- To continue to improve borough cleanliness
- To improve road condition and street infrastructure.
- To improve enforcement

3.6 Street Scene is a visible frontline service and many of its officers involved in delivering services, including waste management monitoring and highways inspection; spend much of their time on the streets or on site. The public have access to the service via telephone service requests and the Council's web-site. Street sweeping and waste management services are delivered through an external contractor.

### The Enforcement Service

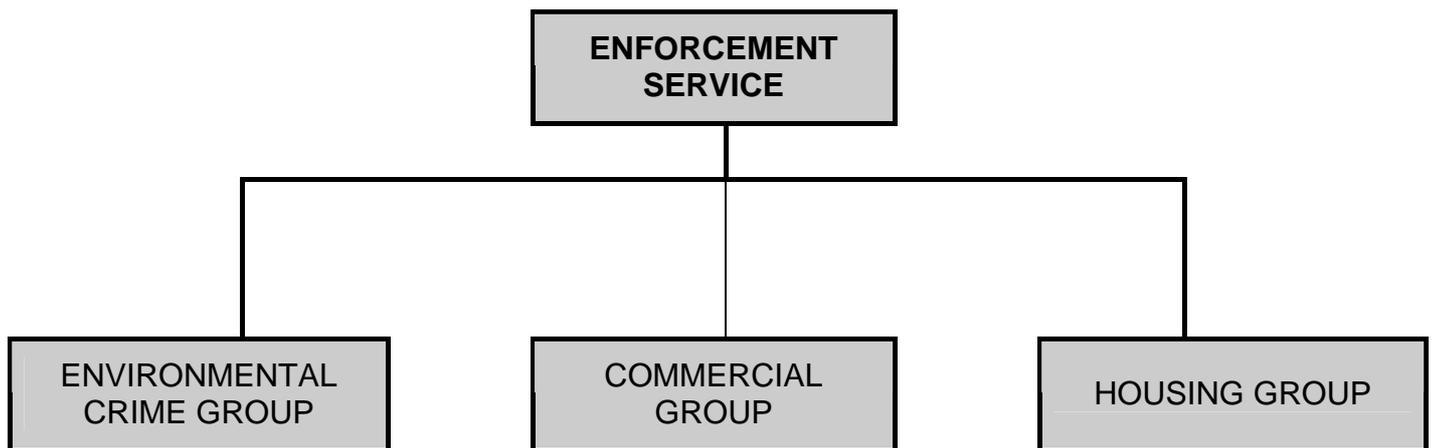
3.7 The Enforcement Service has responsibility for the delivery of enforcement initiatives to prevent and combat litter. The Enforcement business unit was created in 2003 as a result of a Best Value review of enforcement in 2002. This was to provide a focussed service delivering "tougher" enforcement interventions as part of the Better Haringey programme enforcement of waste, litter and street cleanliness.

3.8 Since 2003 a number of changes have been made to both the establishment and deployment of Enforcement resources and the legislative powers available to tackle litter and waste.

3.9 In September 2005 the service established a Street Enforcement team to deliver a uniformed patrolling and investigation service, developed from existing resources and using additional investment made available for 2004/5.

3.10 The Enforcement Service is made up of 3 service delivery groups:

- The Environmental Crime Group
- The Commercial Group
- The Housing Group.



3.11 The Environmental Crime Group is a recently configured service which includes:

- Street Enforcement
- Heavy Enforcement.
- The Wardens Service
- Planning Enforcement

#### Street Enforcement

3.12 Street Enforcement is a new team, which became operational in September 2005 and has been developed by combining the roles of Waste Enforcement and Environmental Response, Street Trading and Trading Standards.

3.13 Seven officers are assigned to patrolling duties focusing on major thoroughfares and shopping districts. Each is allocated to a Neighbourhood Assembly area and will be a point of contact for Neighbourhoods, Safer Neighbourhood police units, Estate Management officers and Waste Client officers.

3.14 Street enforcement deals with complaints handling, checking compliance on enforcement notices and cleansing schedules and visiting dumping hotspots. It also deals with intelligence led initiatives, identifying and dealing with waste and fly posting hotspot areas and the monitoring of CCTV.

#### The Heavy Enforcement Team

3.15 The Heavy Enforcement Team (HET) was created in 2004 using investment released following a Best Value review. This team delivers a number of key enforcement priorities including:

- *The Eyesores programme* - to tackle neglected and abused sites. Initial sites being targeted are Network Rail locations chosen by the

Better Haringey Steering Group. This includes action to clean up littered and dumped embankments, littered and vandalised stations, and pigeon proofing bridges to prevent fouling of footpaths.

- *Nuisance Garages* – to tackle antisocial businesses that repair and abandon vehicles in the street, abuse parking restrictions, create noise nuisance and dump or fail to control trade waste.
- *Persistent Environmental Criminals* – a number of offenders are being targeted for action including known fly-tippers and fly posting distributors.
- *The Enforcement Coordination Group* acts as an additional resource to focus enforcement activity on environmental crimes and problem locations where one or more enforcement agency is not achieving compliance.
- HET also participate in joint operations, which flood an area with enforcement activity in combination with other agencies through HET. Tailgates targets will often reflect major high road locations and businesses that fail to control their waste.

### The Warden Service

- 3.16 The Warden Service comprises of four teams covering the wards of Northumberland Park, Bruce Grove, Tottenham Green, Noel and Bowes Park, Seven Sisters and West Green.
- 3.17 Its main role is to improve community safety and reduce the fear of crime, but each team has the flexibility to respond to key local concerns and issues. Six wardens have been appointed to enforcement warden roles and are trained and authorised to take street enforcement action, including the issue of fixed penalty notices for litter. Wardens also work in schools and in the community to educate people to protect their local environment (e.g. through the junior wardens scheme). This has included citizenship work through the Better Haringey programme.
- 3.18 The Enforcement Service also includes Commercial and Housing Enforcement Groups, which contribute to litter control and improved cleanliness through initiatives such as inspection of trade waste arrangements at commercial premises including under packaging and waste regulations; enforcement of waste control at tenanted premises; animal welfare and responsible pet ownership; pest control and action to reduce sources of food and harbourage.

## 4. Standards and Performance

### Standards of Cleanliness

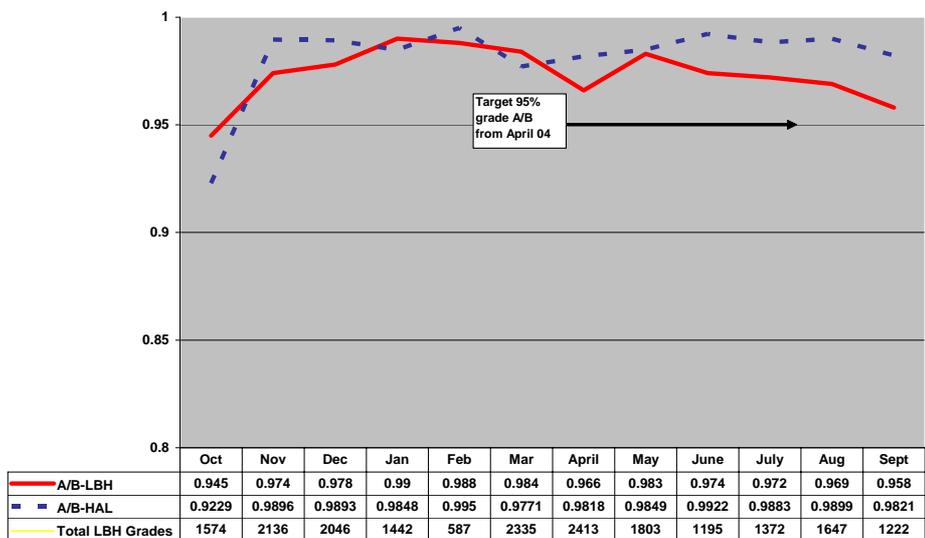
- 4.1 The Environmental Protection Act (EPA) defines local councils such as Haringey Council as a *principal litter authority*. Principal litter authorities have a duty under Section 89(1) of the Act to keep land for which they are responsible clear of litter and refuse. This includes public highways, land on and around housing estates, parks and open spaces.
- 4.2 The Code of Practice on Litter and Refuse (COPLR) was issued in accordance with the EPA in 1991 and updated in 1999. COPLR provides cleanliness standards based on land use and time scale specifications. It sets out grades of cleanliness and divides land into zones according to usage and volume of traffic. If the cleanliness of an area falls, COPLR sets out a response target time for the duty body to restore the land to a particular grade of cleanliness.
- 4.3 Grades of cleanliness are set out in COPLR graded from A – D. Grades A and B are generally considered acceptable, grades C and D are considered unacceptable.

#### ***Grades of cleanliness***

<b>Grade A</b>	no litter or refuse
<b>Grade B</b>	predominantly free of litter and refuse apart from some small items
<b>Grade C</b>	widespread distribution of litter and refuse with minor accumulations
<b>Grade D</b>	heavily littered with significant accumulations

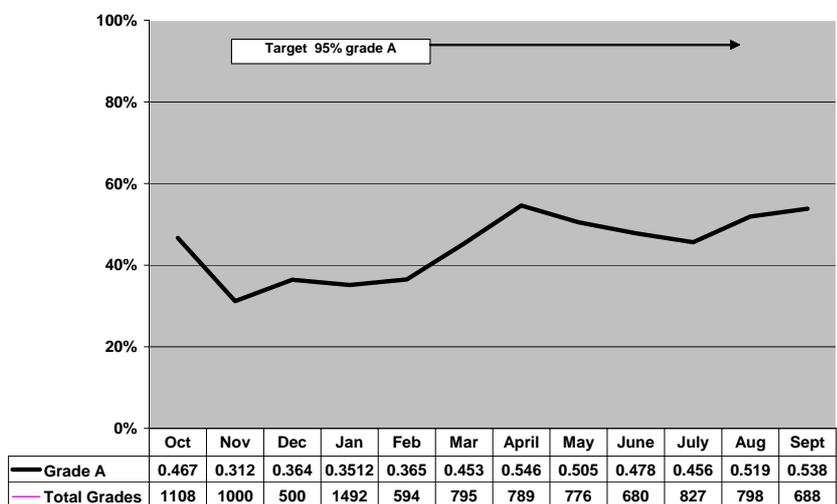
- 4.4 The graph below shows the percentage of zone 1 land of a high or acceptable standard of cleanliness, grade A or B.

**Appendix B**  
**Zones 1 Roads**  
**Grades A/B achieved October 04 to September 05**  
**Comparison of LBH and HAL scores**



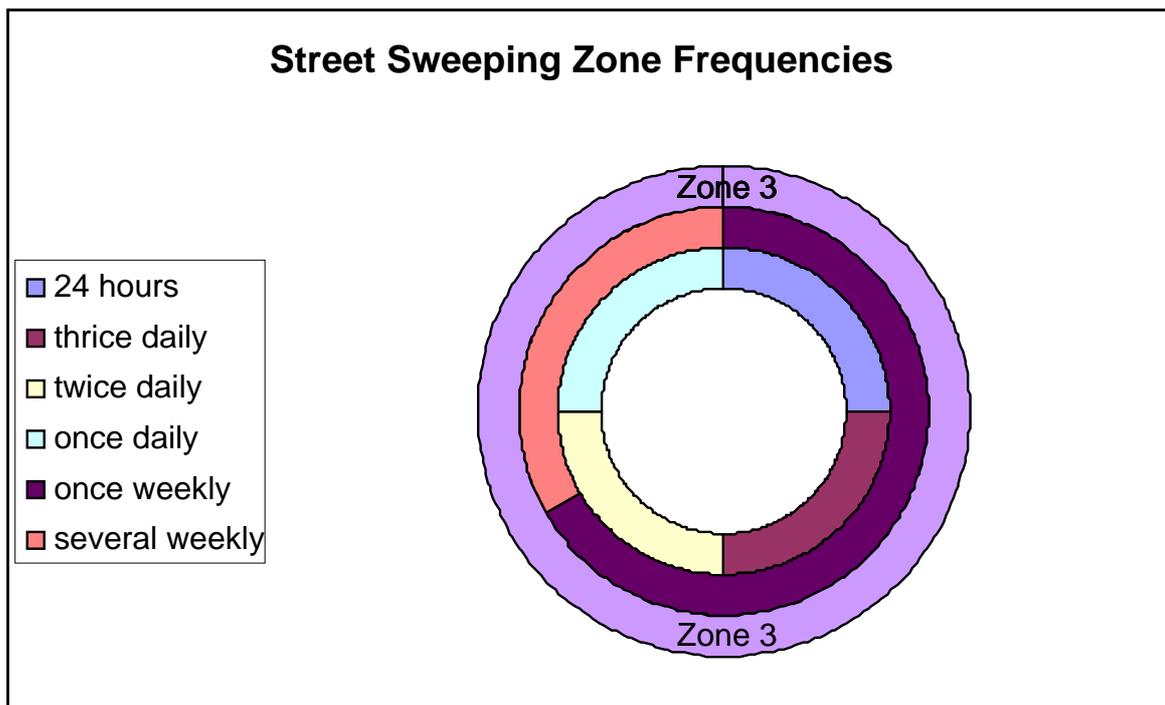
4.5 The graph below shows the percentage of zone 2/3 Housing and non-Housing land of a high standard of cleanliness (grade A) after scheduled sweep.

**Appendix C**  
**Zone 2 & 3 Housing and Roads**  
**Grade A achieved October 04 to September 05**  
**LBH figures only**



4.6 The EPA requires litter authorities to categorise relevant land into defined geographical areas or zones. There are a number of different zones but only three are applicable to Haringey (see table below).

	<i>DESCRIPTION</i>	<i>EXAMPLE</i>
Zone 1	high numbers of pedestrians	transport and shopping centres.
Zone 2	high density residential	terraced residential streets and parks.
Zone 3	low density residential or industrial	residential streets with detached houses or streets with factories and garages.



- 4.7 COPLR does not state how often sweeping is to be carried out but requires that acceptable levels of cleanliness are maintained. It states that if cleanliness falls to unacceptable levels it must be returned to acceptable levels within defined timescales. Required response times are fastest for zone 1 locations, less fast for zone 2 locations and less fast still for zone 3 locations.
- 4.8 In the Waste Management Contract streets categorised as zone 1 are further broken down into four sub-categories from W to Z.
- 4.9 Sweeping frequencies in the Waste Management Contract are as follows:

ZONE 1W	24 HOURS MONDAY TO FRIDAY	06.00 TO 22.00 HOURS ON SATURDAY AND SUNDAY.
Zone 1X	sweep three times per day Monday to Friday	once per day Saturday and Sunday.
Zone 1Y	sweep twice per day Monday to Friday	once per day Saturday and Sunday.
Zone 1Z	sweep once per day Monday to Friday.	
Zone 2 and 3 streets	sweep once per week.	
Zone 2 Housing Land	sweep once	twice or three times per week as directed for each site.

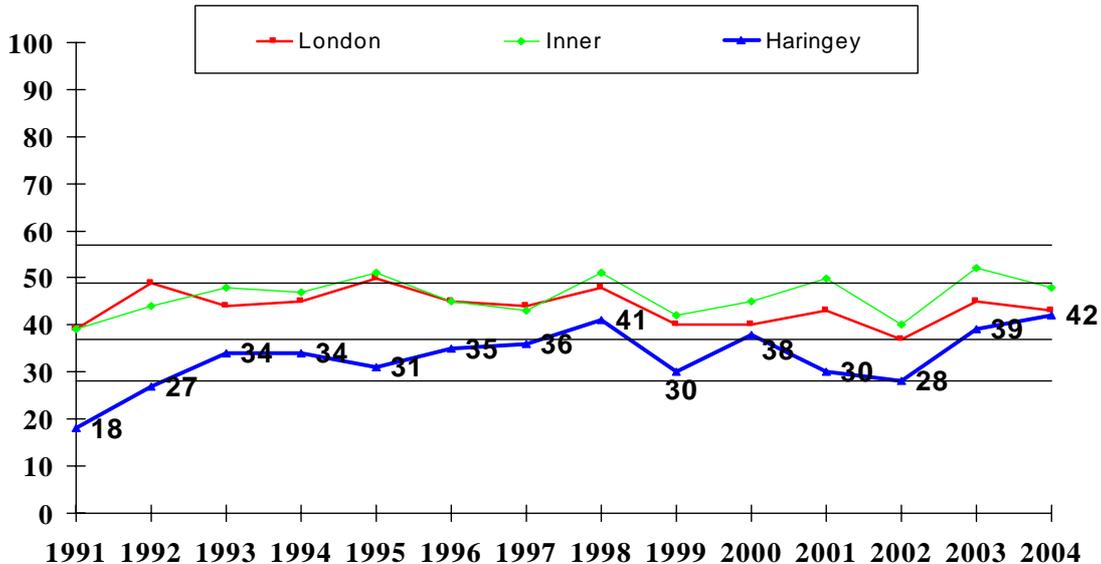
- 4.10 The sub-categories created for zone 1 streets show that particular attention has been given to providing higher cleaning resources on certain zone 1 roads than others, according to the intensity of litter anticipated. **Appendix A**, shows how each zone 1 street in the borough has been sub-categorised in the Waste Management Contract.
- 4.11 The service delivery strategy allows the council to publish details of required sweeping activities in a way that residents can easily understand.
- 4.12 The Waste Management Contract contains performance targets that relate directly to street sweeping, along with threshold standards which have been set.

### Street Sweeping, Current Contractual Requirements

<b>Percentage of people satisfied with cleanliness standards.</b>		
Red	less than 40%	Current performance based on 2004 residents' survey is 42% (amber).
Amber	from 40% to 55%	
Green	greater than 55%	
<b>Percentage zone 1 land of a high or acceptable standard of cleanliness (grade A or B).</b>		
Red	less than 90%	September 2005 performance based on council monitoring is 95.8% (green) and based on HAL self monitoring is 98.2% (green), see appendix B.
Amber	from 90% to 95%	
Green	greater than 95%	
<b>Percentage zone 2/3 Housing and non-Housing land of a high standard of cleanliness (grade A) after scheduled sweep.</b>		
Red	less than 90%	September 2005 performance based on council monitoring is 53.8% (red).
Amber	from 90% to 95%	
Green	greater than 95%	

## Residents' Satisfaction

4.13 The Residents Survey of 2001 showed that litter was the highest environmental concern of residents when it peaked at 37%. The graph below shows the latest results from the residents' survey relating to environmental concerns of residents and satisfaction with street cleansing respectively.



STREET CLEANING - Satisfaction with service - Graph showing percentage of people satisfied with cleanliness standards.

4.14 Attention has been focussed upon performance against the targets for the residents' satisfaction surveys and zone 2/3 Housing and non-Housing land in order to bring performance into the green category.

4.15 The residents' survey result for satisfaction with cleanliness does not fall into the green category, although the results over the last 2 years have improved and satisfaction levels were higher in 2004 than at any time in the previous 13 years (see [Appendix A](#)). In addition, Haringey satisfaction levels in 2004 were only just under the London average, whereas in previous years satisfaction levels were markedly below the London average.

## Improving Performance

4.16 In most cases the PIs laid down in the Waste Management Contract require year by year improved performance for the first 3 years to April 2004. The council is entitled to take remedial action should performance not meet the agreed targets.

### **BV199 Local street and environmental cleanliness**

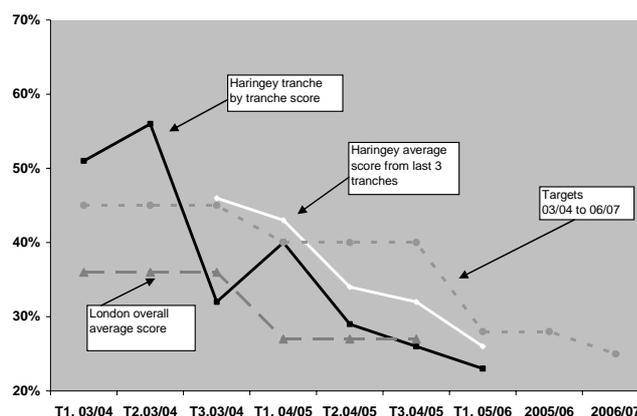
The proportion of relevant land and highways as defined under EPA 1990 Part IV section 86 (expressed as a percentage) that is assessed as having combined deposits of litter and detritus (e.g. sand, silt and other debris) that fall below an acceptable level.

*Data Source: BVPI*

4.17 Haringey's BVPI 199a performance, has steadily improved since the indicator was first introduced. The graph in [appendix D](#) illustrates the improvement.

4.18 The graph below shows how the council's performance against BVPI 199a has improved both in terms of cleanliness levels achieved and in terms of how Haringey compares to other London boroughs surveyed by ENCAMS.

**Appendix E**  
Capital Standards / ENCAMS BVPI 199 Results  
T1, 2003/04 to T1 2005/06



4.19 The Review Panel noted the key strategies that have been put in place to achieve improvement:

- Survey planning training for key monitoring staff.
- BVPI 199a assessment training for all Contract Monitoring Officers (CMOs), detritus scores now recorded alongside litter scores on routine inspections.
- Circulation of ENCAMS survey target ward maps to Haringey Accord Ltd, Parks, Highways and Enforcement in advance of the survey taking place.
- Pre-ENCAMS surveys by CMOs to locate sites which are not up to standard for reporting to and action by the relevant service provider.
- Development of defined central reservation and traffic island cleaning schedule, BVPI 199a surveys are back line to back line.

- Mechanical sweeping service currently under review.
  - Bespoke Haringey BVPI 199a land use map currently being produced.
- 4.20 The first task which was undertaken to improve street cleanliness was to strengthen the Contract Monitoring Team to ensure that the requirements of the Accord contract were being met. In 2003 the number of Contract Monitoring Officers (CMOs) was increased from 3 to 6. With the introduction of additional services during the ensuing period, notably recycling collections, the number of CMOs has now increased to 8.
- 4.21 Additional funding for sweeping was made available to deal with locations where the frequencies of sweeping in the Waste Management Contract were insufficient to deal with the intensity of litter. Such locations were identified through routine inspections, as well as by complaints and suggestions received from residents and Members.
- 4.22 The Review panel also noted the following further measures which have been taken to improve cleanliness levels:
- Contract monitoring with CMOs dedicated to defined geographical areas of the borough.
  - One CMO dedicated to monitoring of Housing Land.
  - Daily joint monitoring between CMOs and Haringey Accord Ltd managers to detect poor performance and ensure grades recorded are consistent.
  - A Leaf Fall Plan has been devised to minimise the impact of leaf fall season on cleanliness standards.
  - Links have been built with colleagues in Highways, Parks and Enforcement to help deal with green areas on public highways that trap litter and to deal with businesses whose activities cause litter on the street, for example timed collection service.
  - Focus on particular aspects of service to ensure effectiveness, for example, formal schedule for cleaning central reservations and traffic islands.
- 4.23 Litter bin installation programme, during the last 2 years approximately 600 new litter bins have been installed mainly on zone 1 streets, shopping areas and at bus stops. The Council has moved to the use of metal bins which are more resistant to vandalism or arson.
- 4.24 It was noted that the performance for zones 2 and 3 Housing and non-Housing land does not fall into the green category. The presence of one cigarette butt on a 50 metre stretch of pavement, which is otherwise clear of litter, is technically sufficient to cause the grade of cleanliness to fall from A to B.

Percentage of zones 2 and 3 Housing and non-Housing land of a high or acceptable standard of cleanliness (grade A or B). - <i>September 2005</i>	
council monitoring	96.4%
Contractor self monitoring	99.1%,

- 4.25 Where standards of performance fall into the amber or red categories, the council can invoke performance monitoring clauses in the Waste Management Contract and issue rectification notices to the contractor which can result in strategic deductions (financially based) from the contractor. It was noted that in respect of street sweeping services the council has issued one rectification notice resulting in a strategic deduction in June 2003, in relation to performance on zones 2 and 3 Housing and non-Housing land.
- 4.26 The council's current strategy for improving street cleanliness is being developed to ensure that Haringey meets the CPA requirements on street cleaning and in particular BVPI 199a.
- 4.27 In order to drive up street cleanliness performance still further, the Executive should set performance improvement targets that are both set to improve against previous years and also against the performance of other authorities.
- 4.28 The targets negotiated should be percentage-based as well as comparison-based. Percentage-based targets will aim to secure improvements in actual cleanliness standards achieved and will be constructed to drive year by year improvement.
- 4.29 The last two years of ENCAMS surveys have shown that improving cleanliness standards alone is not enough to move into higher performing quartiles because performance levels of other councils have also improved. Comparison-based targets will aim to show that Haringey is driving to be in the top quartile of London boroughs. For this reason, the targets negotiated with the contractor need to be comparison-based (i.e. compared with other local authorities), as well as percentage-based (i.e. improve over time).
- 4.30 In order to make fair comparisons to other authorities it is important that similar authorities are used to enable worthwhile findings. ENCAMS recommends that factors such as budget, size of authority, levels of deprivation, private or non-private contractor, unitary or two tier status are taken into consideration.
- 4.31 The Scrutiny Panel recognises that to achieve top quartile performance, services will need to be orientated and focussed upon performance improvement and that additional resources may need to be invested in key areas, in line with targeted performance improvements based around the new performance framework. **The**

**Scrutiny Panel recommends that Haringey Council Executive set a target to achieve top quartile performance of local authorities by 2009 (Executive Summary recommendation 5)**

Measuring Performance

- 4.32 COPLR defines a standard through outputs to be achieved from street cleaning and does not seek to define the frequency required to achieve this standard. A contract based solely on the Code would be *output-based* in that it would not state how often any sweeping should happen, only that the stated cleanliness standards and response times are to be maintained.
- 4.33 The current Accord contract is mainly *input-based*, street cleaning frequencies are defined, although it is also loosely based on the Code. When sweeping has been carried out, the standard achieved is measured against the grades of cleanliness, defined in the Code.
- 4.34 New performance indicators on street cleanliness, which form part of BV199, have been introduced this year.
- BVPI 199b - graffiti.
  - BVPI 199c - flyposting.
  - BVPI 199d - flytipping.
- 4.35 There have been significant changes to the way in which council performance on street cleanliness is measured by the Government. In particular, this changed from the Code of Practice on Litter and Refuse (COPLR) to BVPI 199 (now BVPI 199a) in April 2003. The main difference is that the COPLR focuses on the level of *litter* present, whereas BVPI 199 focuses on both the level of litter and the level of *detritus* present.
- 4.36 To measure street cleanliness performance, BVPI 199a surveys require 300 random inspections to be made in a four month period, three times per annum. The inspections are broken down equally into ten defined land uses within a rotational spread of 5 wards based on the Index of Multiple Deprivation. The land uses bear only limited relation to the zones under the Code. At each inspection a litter score and a detritus score are recorded. The survey result is one combined score based on aggregated litter and detritus scores. It is expressed as a percentage where the lower the percentage the better the performance.
- 4.37 In Haringey these surveys are currently carried out independently by ENCAMS, who also survey for 27 other London Boroughs as part of the Mayor's Capital Standards programme. The result for Haringey in 2003/04 was 46% and in 2004/05 it was 32%; both scores were below the London average. The score for Haringey for the first survey of

2005/06 was 23%, this shows further improvement and now places Haringey *above* the London average.

- 4.38 The Government Department for Environment, Food and Rural Affairs (DEFRA) oversees BVPI 199a and sets a benchmark for council performance. For last two years the benchmark has been lowered from 30% to 25% in recognition of the progress that all councils have made.
- 4.39 The scoring for both BVPI 199b and 199c is carried out at the same time and sites as the scoring for BVPI 199a. The score is percentage based where the lower the score, the better the performance. The ENCAMS surveys have been capturing these scores since April 2003. Retrospective scores are not yet available but the scores for the first survey for 2005/06 are:
- BVPI 199b - graffiti - 5%
  - BVPI 199c – flyposting - 2%
- 4.40 These scores compare well with the 27 other London Boroughs surveyed by ENCAMS.
- 4.41 BVPI 199d for flytipping will be a score to show how well councils are doing to reduce the level of flytipping that occurs in their borough along with increasing the level of enforcement action that is taken to deal with offenders. One annual score will apply in a range of 1 to 4. A good score will be one that shows falling levels of flytipping allied to rising levels of enforcement. As yet it is not possible to provide an indication of how the council is performing for BVPI 199d. A Scrutiny Review of Flytipping has been provisionally planned for 2006/7.
- 4.42 In addition to the monitoring carried out by ENCAMS regular monitoring is carried out by both council monitoring officers and by the contractor, to ensure a rapid response to problems and to maintain quality standards. It is a requirement of the contract that the contractor carries out self-monitoring inspections against the PIs set out in the contract and reports the results to the council on a monthly basis.
- 4.43 The standard of cleanliness in Haringey has improved over the last 2-3 years. Evidence of this is provided by the results of the residents' survey, client monitoring inspections and the ENCAMS surveys. Even so, two of the three contractual PIs are not in the green category.
- 4.44 The introduction of BVPI 199a as the means by which the council is measured for performance on cleanliness, provides the council with an opportunity to review the original contractual performance indicators. The council can use these to negotiate new performance indicators with Haringey Accord that will not only drive up expected standards of cleanliness but comply with the new BVPI itself. **The Scrutiny Panel recommends that the Waste Management Service seek to negotiate with the contractor (Haringey Accord Ltd) to develop**

**performance indicators and targets based on CPA requirements, customer satisfaction and the Best Value Performance Indicator 199 (Executive Summary recommendation 4).**

## **5. Street Cleansing Strategies**

- 5.1 During the Review Members considered the strategies currently in place for street sweeping and cleanliness of streets and highways, including the targeted strategies for litter prevention and enforcement in different parts of the borough.
- 5.2 The strategy for street cleaning in Haringey has been developed in accordance with the legislative requirements of the Environmental Protection Act, 1990 (EPA), the integrated Waste Management and Transport Contract with Haringey Accord Ltd (the Waste Management Contact), the Better Haringey programme and the requirements of the Best Value, Corporate Performance Assessment (CPA) and Residents' Survey performance targets.
- 5.3 Uniformed patrolling officers have been operating across the borough since September 2005, October being the first full month of deployment. Officers are tasked with a range of duties, including inspecting all traders on their beats and inspecting for offences relating to duty of care arrangements and street trading conditions. This work is assisted by information supplied by the contractor on trade waste revocations and variations, commercial officers and joint working with Street Scene client monitoring officers.

### Littering, Street Cleansing and the Law

- 5.4 The Environmental Protection Act 1990 (EPA) and the Clean Neighbourhoods and Environment Act 2005 (CNEA) provide the main statutory framework for street cleaning and litter enforcement. The Clean Neighbourhoods and Environment Act 2005 (CNEA) will introduce significant new powers for environmental enforcement, including fixed penalty notice options. Many of these powers will not be available until April 2006 and DEFRA has recently consulted on guidance to support these new powers. Currently the main service delivery mechanisms for litter and cleanliness enforcement are delivered through the Environmental Crime Group and substantially through Street Enforcement officers and Enforcement Wardens.
- 5.5 Strategies need to ensure that the Council makes maximum use of existing and new powers on litter enforcement (e.g. under the Clean Neighbourhoods Act).

### Fixed Penalty Notices

- 5.6 Fixed penalty notices are an effective and visible way of responding to low-level environmental crimes and the Government is encouraging their use. The CNEA provides powers for a litter authority to establish fixed penalty fine levels, with default payments of £75 or £100 for relevant offences.

- 5.7 The CNEA will significantly extend the availability of the Fixed Penalty Notice option and provides a power to a litter authority to authorise persons, other than those it employs, to issue fixed penalty notices. This is supplemented by arrangements under the Police Reform Act 2002 to allow Police Community Support Officers and other accredited persons to be provided with this power.
- 5.8 During the Review, Members considered the council strategies in place to deal with different kinds of litter and the current and prospective statutory powers for enforcement.

### Littering Offences

- 5.9 The Environmental Protection Act 1990 (EPA) establishes an offence of depositing litter in public open spaces or other relevant land. Under the CNEA this has been extended to all places that are open to the air, including private land and land covered by water. Offences for littering can result in a fine up to £2,500 or under the EPA a fixed penalty notice can be used as an alternative method of disposing of the offence.
- 5.10 The CNEA has also extended the definition to clarify that it does include smoking litter and chewing gum. This means that environment officers can issue fixed penalty notices for littering offences such as discarded wrappers, cigarettes etc. In practice however, such interventions can however present health & safety risks and it is often difficult to obtain offender details. Enforcement is supported with publicity and signage to inform and advise potential offenders.

### Commercial Litter

- 5.11 Litter from businesses is controlled through the use of Street Litter Control Notices. The use of these is determined by separate order that prescribes the commercial operations covered and the size of area that the notice can cover (100m in the case of most retailers). The CNEA has extended this to include mobile units but the recurrence of a problem has to be demonstrated. Penalties for failing to comply will include the option of a fixed penalty notice. Officers will be undertaking work to encourage shops to adopt a local voluntary code for litter picking and waste minimisation etc.
- 5.12 Commercial waste is regulated through the EPA and there is a duty of care to prevent waste produced and stored by a business escaping as litter. This includes arrangements to ensure that waste is kept secure from vandals, thieves, animals, accident or weather. Trade waste can only be collected by a licensed waste collection company. The use of CCTV is used to identify dumping, but is currently limited and restricted to redeployable cameras at dumping hotspots.

- 5.13 Where premises operate through a street trading licence, licence conditions are in force in Haringey to control cleanliness matters arising from any goods or obstruction placed on the highway. Failure to comply can result in loss of licence, seizure and prosecution.
- 5.14 The Licensing Act 2003 and Haringey's licensing policy statement provide that conditions may be attached to a premises licence to control public nuisance. Problems identified in the policy include littering, the breaking of glasses and bottles, vomiting and urination.

#### Litter on Open Land

- 5.15 Litter Clearing Notices introduced under the CNEA replace Litter Control Areas under the EPA. Notices can require litter to be cleared from unoccupied and openly accessible land and to require owners to prevent future defacement. The Act provides powers for cost recovery as well as fines up to £2,500 for failure to comply with a notice and fixed penalty notices.
- 5.16 Litter Abatement Notices can be served where a duty body such as Network Rail fails to keep relevant land clear of litter or refuse. This can require it to be swept or be a prohibition on the land becoming defaced by litter. Fines of up to £2,500 can be awarded and costs reclaimed where a litter authority exercises a right to cleanse land in default.
- 5.17 Officers are tasked with identifying land other than the highway that is being littered. Notices to remedy defects found are being used with clearance arranged as work in default where necessary. Under new powers officers will be able to issue fixed penalty notices where breaches occur. Land ownership is however often obscure and in some cases land is unadopted. Any debt created by this enforcement route that cannot be collected through debt recovery is potentially a risk to Enforcement service budgets.

#### Free Literature

- 5.18 Free literature distributed in public places is a common source of litter. The EPA, as amended by the CNEA, allows local authorities to designate by order their own land and highways in which the distribution of free literature requires consent. There has to be evidence to show that free literature constitutes a problem for an order to be made. Offences here extend to those that commission literature distribution and fees can be imposed for the issue of consents.

#### Skips

- 5.19 Conditions relating to the overfilling and covering of skips is enforced through the Highways Act. Skip permissions and conditions are enforced through routine patrols. The Parking Service, which issues

permits, will in future be identifying locations for routine inspection. Breaches can be dealt with by way of prosecution, revocation of licence and seizure of the skip itself. In future, a fixed penalty notice option will exist.

### Motor Vehicle Repair

- 5.20 The repair of vehicles on the highway can result in the deposit of oils and stains on the highway. The CNEA defines offences relating to repair of vehicles on the highway which can be dealt with by way of fixed penalty notices.

### Graffiti and Fly Posting

- 5.21 Powers to control graffiti and fly posting exist in the Antisocial Behaviour Act 2003, providing powers for the issue of fixed penalty notices on persons responsible. The CNEA and Town and Country Planning Act 1990 extends this power to include notices that require for the removal of advertisements and a cost recovery mechanism. Locations that are routinely fly posted, such as abandoned premises, are being targeted using powers under the Town and Country Planning Act. All of the initial ten locations targeted have now been improved. Where building hoardings are in place these are being treated with a finish that cannot be fly posted.
- 5.22 The second approach being taken is to target the beneficiaries of fly posting. Notices are being served to require removal of fly posters and prosecutions are currently in progress. In the longer term it is intended to pursue Antisocial Behaviour Orders as this has been noted as proving successful in the London Borough of Camden. Graffiti and Fly posting are now included in the BV199 indicator of cleanliness.

### Dog Fouling

- 5.23 The CNEA empowers local authorities to declare dog control orders which establish offences relating to control of dogs, exclusion of dogs and dog fouling.

### Pigeon Mess

- 5.24 The London Local Authorities Act 2004 creates a power for local authorities to serve a bird proofing notice on the owner or occupier of a building or structure (including a bridge) fronting upon, crossing or overhanging a highway where habitual nesting, roosting or alighting of birds is causing a nuisance to pedestrians using the highway.

### Detritus

- 5.25 Detritus such as mud, soil, grit etc is not considered to be litter, however the Highways Act Chapter 9 provides powers to prevent such

material being carried onto the highway. The removal of detritus is, however, now included in the BV199 performance indicator as a measure of council performance on street cleaning.

### Cleansing strategies - recommendations

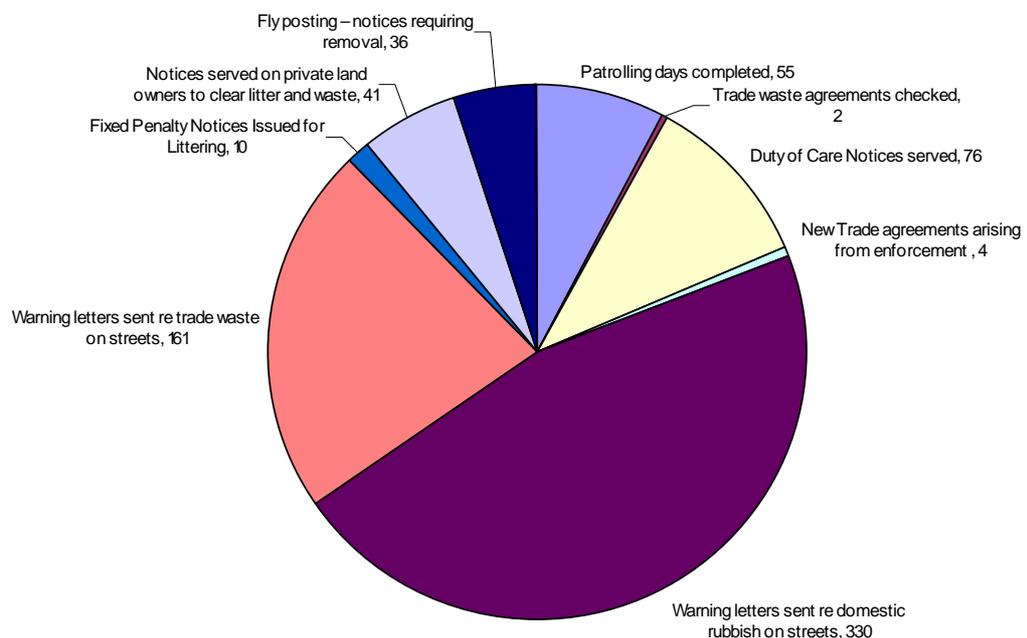
- 5.26 A Street Cleanliness Action Plan must be developed to steer the delivery of strategies to deal with different kinds of identified litter problems, including leaves, chewing gum, cigarettes, fast food litter, skips, motor vehicle repair, fly-posters and graffiti, dog fouling and pigeon mess. The Action Plan should take full account of the new statutory powers available to the council and the key performance priorities for improving street cleanliness. The Action Plan should also include specific remedies to particular identified problems – e.g. for flats above shops with no room for bins the remedy is timed collections of bags on the street. **The Scrutiny Panel recommends that a Street Cleanliness Action Plan be developed to steer the delivery of strategies to deal with different kinds of identified litter problems (Executive Summary recommendation 9).**
- 5.27 A mapping exercise should be undertaken to identify and target littering “hotspots” to ensure improvements to the dirtiest areas of the borough. More detailed mapping and targeting of the borough’s street cleanliness should enable the development of a system to target resources more effectively to maximise performance. It could also enable more intelligent allocation of litter prevention, such as the allocation of litter bins or anti-littering publicity. Mapping information should be available from sources such as the contractor’s performance feedback and from internal and external survey data. **The Scrutiny Panel recommends that a system is developed to identify and target littering “hotspots” to target the worst hit areas of the borough (Executive Summary recommendation 8).**

### Haringey Enforcement Strategies

- 5.28 The new Street Enforcement service joins up enforcement powers within a single borough wide and visible service. This service, in its current form, has only been operational since September, but it would appear that it is able to deliver improved and visible improvements on litter and street cleanliness.
- 5.29 Officers act as eyes and ears for other services and report litter accumulations on the highway and overfilled street rubbish bins. The future programme to tackle environmental eyesores (the Eyesores Programme led by the Heavy Enforcement Team) will be one strategy for tackling sites that have a significant detrimental impact on the areas in which they are found. Nuisance garages and highway abuses are auctioned through the Heavy Enforcement Team, but with evidence collected by Street Enforcement officers and Enforcement Wardens.

5.30 Response investigations seek to work to a one-hour initial response target for all urgent complaints with all investigations undertaken within 24 hours. Investigations can be in relation to any street enforcement matter but will often reflect complaints about fly tipped and discarded waste, especially rubbish and litter accumulations on private land and unadopted land.

5.31 To give an indication of the spread of work undertaken by the enforcement service, the graph below shows the activity for the Street Enforcement team in October.



5.32 Future enforcement activity is strengthened by new powers under the CNEA. Many of these powers including the fixed penalty notice for offences will not be available until April 2006. In the interim, arrangements to revise the existing enforcement policy and to establish robust arrangements for the management of these new powers are required.

5.33 Haringey Council needs to sustain and increase the level of litter enforcement as environmental crime grows and more powers are made available to fight the problem. The scrutiny panel supports the bid to the Neighbourhood Renewal Fund for Street Enforcement and monitoring enhanced provision and also proposes that Street Enforcement and monitoring enhanced provision be supported for

future mainstreaming in the 2007/8 Pre-Business Plan Review. **The Scrutiny Panel recommends that Haringey Council sustain and increase the level of litter enforcement (Executive Summary recommendation 7).**

## **6. Service Delivery**

- 6.1 Street sweeping and waste management services in Haringey are delivered for Haringey Council through a private contractor. The level of service provided is negotiated between Haringey Council and the contractor and regulated through contract.
- 6.2 The Integrated Waste Management and Transport Contract (the Waste Management Contract) provides the basis for the delivery of Haringey's street cleaning and waste management services by a private contractor on behalf of the council. The street cleansing service in Haringey has been carried out by Haringey Accord Ltd under contract since December 2001 and the Waste Management Service is the client for the contract.
- 6.3 For public highways and Housing Land the duty under section 89 of the Environmental Protection Act (EPA) is expedited through the Waste Management Contract. The Waste Management Contract was let by the Council in December 2001 for a term of 8 years, with the option of a 7-year extension.
- 6.4 The functions covered by the Waste Management Contract include:
- Street cleaning.
  - Housing Land cleaning.
  - Clearance of fly tipping.
  - Refuse collection.
  - Winter maintenance.
  - A customer contact centre.
- 6.5 Service delivery in the Waste Management Contract is loosely based on the Code of Practice on Litter and Refuse (COPLR), issued in accordance with the EPA in 1991. The arrangements for street and housing and cleaning reflect the service delivery strategy that was in place at the time it was let.
- 6.6 The service delivery strategy seeks to maintain a minimum frequency of sweeping at levels that are sufficient to deal with the intensity of litter expected. This strategy provides for predictable sweeping operations and enables the council to monitor sweeping activities carried out by the service provider.
- 6.7 The Waste Management Contract contains a range of performance indicators (PIs) and threshold standards covering the various functions which are required to be carried out by the contractor on behalf of the council. The main roads in the borough are required to be swept on at least a daily basis, most are swept more than once per day. Residential roads in the borough are swept at least once per week.

- 6.8 Since the contract began the basis upon which council performance on street cleanliness is measured has changed. The new performance indicator is BVPI 199a which takes into account not only the level of litter present, but also the level of detritus.
- 6.9 The current Waste Management Contract is *output-based* for zone 1W streets, for example Wood Green High Road. Cleaning of all other zone 1 streets, and all zone 2 and 3 streets, are *input-based*, (street cleaning frequencies are defined and explicit within the contract).

#### Street Sweeping, Prospective Contractual Requirements

- 6.10 The requirements of the council delivery of street sweeping and cleanliness have changed since the introduction of the contract and Haringey Council has now to negotiate with the contractor to adapt and deliver continuous service improvements.
- 6.11 With the introduction of BVPI 199a, Waste Management Contract no longer match the performance indicators by which the council is measured and compared with other boroughs. As the contract still has four years to run, with a possible extension, the Review Panel believes that it is sensible to review the performance indicators and negotiate new ones.
- 6.12 The Scrutiny Panel has concluded that there is a need to develop clear client-side requirements for the street sweeping and waste collection contract.
- 6.13 The contract specifications for the new Waste Management Contract (due for renewal in 2009) must be identified now to allow for the best arrangements from the agreements with the contractor in view of the need for targeted improvements based upon an up to date indicators of local authority performance. This should also include identification of the provisions for enforcement within the client-side contract performance framework. **The Scrutiny Panel recommends that the contract specifications for the new Waste Management Contract be identified (Executive Summary recommendation 1).**
- 6.14 It is recommended that the WMS seeks to negotiate with HAL to discontinue current PIs and targets based on the Code of Practice on Litter and Refuse (COPLR) and replace these with new PIs and targets based on BVPI 199a. These should be based both on the ENCAMS surveys as well as on locally agreed PIs and targets based on BVPI 199a principles.
- 6.15 The council also needs to identify other possible improvements and developments it would like to negotiate with the contractor. **The Scrutiny Panel recommends additional future investment for:**
- **A dedicated detritus removal team.**

- **A Saturday night refuse collection and street sweeping service**
  - **Borough-wide timed collections on main roads**
  - **A review of the framework for the frequency of street sweeping based upon need across the borough.**
  - **A requirement to sweep the area after large items of dumped rubbish have been collected (Executive Summary recommendation 2).**
- 6.16 Developments and improvements in service delivery are contingent upon the delivery of services by street sweeping operatives on the ground. For this to be effective it needs to be backed up with appropriate identified training and development.
- 6.17 A Training Programme for street cleaning operatives, agreed with the contractor, should help to ensure that the contractor is able to provide the appropriate quality standard of service in accordance with the requirements for targeted performance improvement. The programme should include induction training. **The Scrutiny Panel recommends that a Training Programme be agreed with the contractor for street cleaning operatives to ensure that the contractor is able to provide the appropriate quality standard of service (Executive Summary recommendation 3).**

### Housing Estates

- 6.18 The Scrutiny Review Panel considered street cleanliness on housing estates and how this might further be improved. Street cleanliness and the dumping of litter can be a problem on some estates.
- 6.19 The Scrutiny Panel believes that there is a need to review the level of monitoring required to improve street cleanliness on housing estates. Currently there is just one officer responsible for the monitoring of housing estates for the whole borough. The employment of a further officer in this role would enable more effective monitoring of estates to improve cleanliness.
- 6.20 There is also a need for clear systems for cross departmental communication need to be strengthened to ensure that issues are identified and followed up. This includes housing services, but also other council services such as education and council property management. **The Scrutiny Panel recommends that Haringey Council, in partnership with the Arms Length Management Organisation responsible for the management of housing estates in Haringey, review the level of monitoring required to improve street cleanliness on housing estates (Executive Summary recommendation 6).**

## **7 'The Bigger Cleaner Picture' – A holistic view from Cllr Stanton**

7.1 During the Review, Members of the Panel received oral evidence from Cllr Alan Stanton, Member for Tottenham Hale. Cllr Stanton's presentation illustrated the point that street cleanliness is not just about the operational side of street sweeping and collections, but that bringing together different agencies in a co-ordinated approach and understanding some of the underlying causes of littering and dumping behaviour are key to providing solutions.

7.2 Key points raised were:

- The need to send out the right messages to litterbugs, e.g. that it is not alright to leave rubbish on the street – this message can sometimes be lost
- The more the Council cleans the streets the more some residents feel absolved of responsibility not to litter
- The possibility of prosecuting people who leave unauthorised skips on the street
- The need for effective mechanisms for reporting and dealing with rubbish / flytipping
- The need to take opportunities to make public spaces more green and attractive – it improved people's appreciation of an area
- Civic pride is a key concept and one that we need to engage with residents about – the Better Haringey Campaign should take account of this.

7.3 Cllr Stanton tabled a paper "Environmental Scrutiny, Conversation with Keith Collins" – a note of an informal meeting on 5<sup>th</sup> August 1999, where Keith Collins was interviewed by a Haringey Scrutiny Panel about his work on recycling in Haringey, London and in North America, and to suggest some goals for the future in Haringey.

7.4 Mr Collins worked in recycling in North America and Britain for many years. He worked with London Pride Waste Action Programme and London Recycling Consortium, a team of people working on recycling projects who aimed to assist Local authorities, voluntary and community groups. In Canada he worked with "Green Industry" projects, where he reported that the whole community participated in local environmental campaigns; homes, workplaces and schools.

7.5 Mr Collins advised Scrutiny on Haringey's problem of litter and dumping. Experience in North America points to a need to challenge the culture of dumping litter and waste. He advised that change is not achieved by campaigns to "keep tidy"; what makes a real impact is changing the general perception of what is normal behaviour in disposing of litter and waste. In the US this can be seen in a city like Seattle; in the UK, in Bath, where campaigns for clean streets are linked to effective and widespread recycling. The key element is

making local environmental campaigns a reality and creating this reality has underwritten a whole cultural shift.

- 7.6 Mr Collins advised community engagement on cleanliness and recycling in an ethnically diverse social context like Haringey. He said that Toronto is an ethnically diverse city, which set out to engage its different communities; campaigns were targeted at specific communities and through different local organisations. Toronto's 'theme' was to establish recycling in the different spheres of people's lives: "live, work, learn, and play", so for example, they aimed at recycling in parks, schools, and in people's homes.
- 7.7 Cllr Alan Stanton and Mr. Keith Collins have emphasised the important of a joined up co-ordinated campaign for a cleaner borough, which not only aims to improve environmental services, but also to understand the underlying causes of littering and waste disposal and engage the community in prevention. Without this approach, more efficient street cleaning services can paradoxically make littering worse if they add to the public perception that it is alright to dump litter and litterers feel absolved of responsibility.

## 8. Public Education and Publicity

- 8.1 Haringey Council is making progress towards achieving a cleaner, more attractive borough, but it cannot achieve this alone. Cleaner streets result not only from effective street sweeping services, but also by changing behaviour of local people living, visiting and working in the borough. Engaging the community in the effort to make Haringey a cleaner place to live is an important part of making real improvements and council publicity and public education campaigns can help to achieve this.
- 8.2 During the Review the Panel considered some of the Better Haringey publicity used to promote the Council's campaign for a cleaner borough. The panel found this to be a very impressive and effective campaign, which emphasises a positive approach to promote cleaner streets and demonstrate that street cleanliness is a priority for Haringey Council. The panel also heard about some of the approaches used by ENCAMS publicity material.

### A Better Haringey

- 8.3 Members of the Panel received evidence on the Better Haringey Campaign. The campaign was launched in Autumn 2003 as a drive to clean up the borough, including an investment of an additional £5m every year. The campaign focussed upon making Haringey "Cleaner, Greener and Safer" and encouraging residents to play their part.
- 8.4 An important part of the Better Haringey campaign has been engaging the local community and making sure that the council communicates the right messages. This initiative has included Better Haringey Events for all residents, attending community events with information and leaflets, borough wide advertising campaign on tubes, buses and billboards and newspaper, magazine and radio advertising.
- 8.5 Borough-wide media campaigns have included:
- *Promoting cleaner streets: asking people to use the 400 new litter bins.*
  - *Warning rubbish tippers: a £20,000 fine for any business that dumps rubbish.*
  - *A schools poster competition "Don't drop litter or dump rubbish" theme*

- *Anti graffiti campaigns, anti littering campaigns: “You wouldn’t want somebody to do this in your house, why do it in your street”*
- *Public awareness: “Cleaner, Greener, Tougher is working. We’re spending £5 million on cleaning up and improving Haringey”*
- *Radio advertising LBC, London Greek and London Turkish Radio, Kiss FM*

8.6 Engaging other local organisations has also been an important part of the strategy. Campaigns have included:

- *Community Volunteers Scheme for residents*
- *Junior Wardens Programme in Schools*
- *Environmental Education and Events for Schools*
- *Better Haringey Awards to reward residents, community groups and businesses*
- *Working with Area Assemblies ‘Making the Difference’ Budgets*
- *Engaging with Local Organisations e.g ‘Friends of Parks’ Groups, British Trust for Conservation Volunteers (BTCV)*

8.7 The Better Haringey campaign has been very successful in bringing cleaner streets to the top of the community agenda and improving public awareness of this issue. Communicating this message to the general public is important because achieving improvements in street cleanliness is in reality not just a matter for Environmental Services, but a partnership between the council and the local community. Community engagement is therefore a vital component of the Better Haringey agenda.

8.8 In order for the Better Haringey campaign to have credibility, it was important that it coincided with visible improvements in street cleanliness on the ground, so that the public can see the relevance of the campaign and the improvements that the campaign promotes. The Scrutiny panel believes that this has been successful and that the public perception of a cleaner borough co-insides with real improvements in street cleaning performance.

## Communicating Cleanliness

- 8.9 Better Haringey publicity will develop and evolve to communicate the key messages that the Council wants to make to the community. The Scrutiny Panel believes that the next stage of publicity could also include focussed campaigns for litter prevention targeted at particular groups.
- 8.10 During the Review, the panel heard that ENCAMS can provide advice and publicity resources for targeted anti-littering campaigns. These seemed to be aimed more generally at enforcement and litter prevention and it is surmised that this may complement the more positive messages associated with the Better Haringey campaign. ENCAMS publicity material might be cost effectively incorporated into local campaigns by adding the Haringey Council or Better Haringey logo to the publicity, already professionally produced for ENCAMS.
- 8.11 Anti-littering campaigns need to be strategically targeted at particular groups of people, e.g. young people, particular neighbourhoods and new communities. The target audience will influence the kind of publicity and key messages being adopted. Publicity also needs to be targeted at particular localities in the community, to target the right messages at the right people in the right places, this includes:
- Local businesses - takeaways and shops
  - Local schools
  - Local housing estates
  - Transport terminals.
- 8.12 This kind of publicity will enable campaigns targeted at particular identified problem litter, e.g. cigarette litter around transport terminals. It is suggested that the council consult ENCAMS to determine what existing campaigns and education materials can be effectively utilised by Haringey Council.
- 8.13 The Scrutiny Panel believes that a Better Haringey campaign to promote civic pride would build upon the success of the previous campaigns and would emphasise the achievements of the council in improving the cleanliness of Haringey's streets. This campaign should crucially inform residents on how they can do their bit to make Haringey cleaner and greener and how to interact with Haringey Council to clean up the borough. **The Scrutiny Panel recommends that a Civic Pride campaign should highlight the measures been taken to improve the cleanliness of Haringey's streets. It should also inform residents on how to access services and to report problems (Executive Summary recommendation 10).**
- 8.14 Nevertheless, street cleanliness is a partnership between the Council and the local community. An important part of delivering a cleaner

borough includes litter prevention and persuading people not to litter and to take pride in their neighbourhood. The Council's publicity must acknowledge the community role in keeping the borough clean, as well as inform about the Council's services. It is suggested that the Better Haringey campaign should be further developed to engage the public, local businesses, schools, youth clubs and other organisations in delivering a cleaner environment. Alongside achievements of the Council's Environmental Services there must be a clear message about litter prevention. **The Scrutiny Panel recommends that a targeted Street Cleanliness publicity campaign be developed, in line with Better Haringey publicity, and using appropriate 'Litter Prevention' advice and resources from ENCAMS (Executive Summary recommendation 11).**

- 8.15 The image of the service adds to the public visibility of the Council in improving street cleanliness. The high quality standards aspired to for street cleanliness need to be reflected in the image and visible presence of street cleaning officers, operatives and equipment everywhere and that all staff and equipment should be easily identifiable with Haringey Council and the Better Haringey campaign. **The Scrutiny Panel recommends that the presentation and image of street cleaning staff and equipment be easily identifiable with Haringey Council's Better Haringey Campaign. (Executive Summary recommendation 12).**

## 9. Conclusions

### Conclusion A:

**THERE SHOULD BE CLEAR CONTRACTUAL REQUIREMENTS FOR STREET SWEEPING IN THE WASTE MANAGEMENT CONTRACT.**

### Conclusion B:

**THE WASTE MANAGEMENT CONTRACT MUST BE LINKED TO EFFECTIVE CLIENT SIDE MONITORING AND ENFORCEMENT.**

### Conclusion C:

**EXISTING GOOD PRACTICE SHOULD BE RECOGNISED AND ENCOURAGED.**

### Conclusion D:

**THERE MUST BE EFFECTIVE PUBLICITY AND COMMUNICATIONS ON STREET CLEANING AND CLEANLINESS:**

- I. HARINGEY'S CIVIC PRIDE CAMPAIGN, 'BE++ER HARINGEY', MUST BE USED TO FOCUS ON THE POSITIVE ASPECTS OF WHAT HAS BEEN DONE AND ON KEEPING THE BOROUGH'S STREETS CLEAN.**
- II. THE COUNCIL NEEDS TO USE APPROPRIATE NATIONAL RESOURCES, ESPECIALLY ENCAMS PUBLICITY, FOR LOCAL CAMPAIGNS TO FOCUS ON THE NEGATIVE ASPECTS OF DIRTY STREETS. PREVENTATIVE MESSAGES CAN BUILD FURTHER ON THE MESSAGE OF THE 'BE++ER HARINGEY' CAMPAIGN.**

- 9.1 Haringey Council has made significant improvements in street cleanliness in recent years. It has achieved this both through ensuring that Haringey Accord Ltd meet the requirements of the contract, and by ensuring that additional investment has been well targeted on delivering results. The Scrutiny Panel commends these achievements and the strategies put in place to drive up performance and would like to see this momentum maintained for ongoing improvement and to meet the rising expectations of residents.
- 9.2 Although Haringey has become a cleaner borough in the last few years, with performance on street cleanliness marking real achievements, comparative performance is still average compared to other London boroughs. This is because the general trend has been for all local authorities to improve. To improve performance against other London boroughs and against other comparable local councils, to push Haringey Council into the top quartile of performance, the next stage of the improvement process will have to become even more ambitious.
- 9.3 The requirements of the Comprehensive Performance Assessment (CPA) mean that there will need to be step change improvement in

residents' survey result for satisfaction with street cleansing. The actions already implemented, and proposed, to improve BVPI 199a performance are aimed at achieving this.

9.4 Recommendations have been put forward to enhance standards and performance:

- *a target to achieve top quartile performance of local authorities by 2009*
- *additional future investment for a dedicated detritus removal team, a Saturday night refuse collection and street sweeping service, borough-wide timed collections on main roads,*
- *a review of the framework for the frequency of street sweeping based upon need across the borough*
- *performance indicators and targets based on CPA requirements, customer satisfaction and the Best Value Performance Indicator 199.*

9.5 A number of specific recommendations have been put forward by the Review Panel to build on the success of the street cleaning strategies, including:

- *an increase in the level of litter enforcement*
- *a system to identify and target littering "hotspots"*
- *a Street Cleanliness Action Plan to steer the delivery of strategies to deal with different kinds of litter problems*

9.6 In order to drive these improvements in the light of the new Government measures of council performance on street cleaning, the council needs to have clearly identified requirements for the delivery of street sweeping and waste management services, which need to be negotiated with the contractor.

9.7 There is a need to develop clear client-side contractual requirements for the street sweeping and waste collection contract, both to inform the development of services within the current street sweeping and waste disposal contract and to identify the client side requirements of any future contract negotiations. Recommendations have been put forward to be taken into account as client side requirements:

- *The identification of contract specifications for the new Waste Management Contract.*
- *A training programme to be agreed with the contractor for street cleaning operatives to ensure that the contractor is able to provide the appropriate quality standard of service.*

9.8 Driving improvements in street cleaning services has been a partnership between Haringey Council (the client) and Haringey Accord Ltd (the contractor), and joint monitoring has played a significant role in this. Monitoring and enforcements of the contract will continue to be an

important aspect of ensuring that improvements are driven home according to the performance requirements of the council.

- 9.9 A particular area of monitoring that the Scrutiny Panel considers necessary to be reviewed is monitoring on housing estates. It would appear that the level of monitoring is at present insufficient to guarantee the high standards aspired to, and the Scrutiny Panel has recommended a review of the level of monitoring required for improving street cleanliness on housing estates
- 9.10 The council needs to make sure that it makes full use of new enforcement powers arising from the Clean Neighbourhoods and Environment Act 2005 (CNEA). Many of these are already available, some powers will become available in April 2006. The Council also needs to make full use of building partnerships with other statutory authorities, local business and residents, as well as utilising existing and new technology for enforcement.
- 9.11 The use of CCTV is currently limited and restricted to redeployable cameras at dumping hotspots. It is proposed that tasking information will be taken from and passed to the CCTV control centre. This will include information about littering and cleanliness offences relating to trade waste, domestic refuse, nuisance traders, licensed premises activity and skips.
- 9.12 A further planned area for CCTV and other surveillance is litter from vehicles. Where a registered owner allows litter to be deposited from a vehicle or where a vehicle used to transport waste is a source of litter, action can be taken proceed against the owner of the registered vehicle or the person named as being in control.
- 9.13 Improving the cleanliness of the borough should be seen as a partnership between Haringey Council and all sections of the local community. The Scrutiny Panel was impressed by the publicity used through the Better Haringey Campaign to promote a cleaner borough and believes that publicity and communications should be further developed to include:
- *Public education – including a Civic Pride campaign to highlight the measures taken to improve the cleanliness of Haringey’s streets and engage residents*
  - *Prevention and enforcement campaigns, in association with ENCAMS publicity material.*
  - *Ensuring that street cleaning staff and equipment are visibly identifiable and present a positive image in line with Haringey Council’s Better Haringey Campaign*
- 9.14 This review has looked at one of the more visible Council services. The nature of the service and public concern over clean streets means that this is an area that requires ongoing examination and constant

development. The current street cleansing contract has passed its mid-way point, it is vital that plans are thoroughly developed now for the tendering and monitoring of the next contract. Finally this review must be seen in context with the related Scrutiny work on Neighbourhood Wardens (January 2006) and Dumping & Fly-tipping (expected 2007).

## Appendix Key Stakeholders

*Organisations, groups and individuals that have an identified interest at stake in the area under review. This may include policy makers, managers, front line delivery, voluntary sector agencies, interest groups and service users, including minority and "hard to reach" groups.*

### The Executive

Cllr Hillman – The Executive Member for Environment

Cllr Haley – deputy Executive Member

### Key Officers

Ann Fisher –	Director of Environmental Services	
Beverly Tayler –	Assistant Director Environment (Street Scene)	
Joanne David -	Assistant Director Service Improvement, Environmental Services,	X4517.
Robin Payne	Assistant Director for Environment (Enforcement)	X5513
Steve Russell	Housing Renewal / Direct Response Manager	X5533
Mike McNicholas	Contract Manager – Manager of Accord contract	x5668
Robert Curtis	Group Manager for Environmental Crime	X5286
Steve McDonnell	Head of Waste Management & Transport	X5661
Paul Vanston –	Senior Project Manager - Recycling and Waste Management, Environmental Services	X5655
Matt Maher	Policy and Projects Officer, Director's Office, Environmental Services	X 4502
Seema Manchanda	Head of Economic Regeneration	X2616
Zena Brabazon	Head of Neighbourhood Management	X4534
Steven Clarke -	Director of Housing	
Julien Higson	Assistant Director (Strategy and Needs)	X4338
Jackie Thomas –	Assistant Director (Neighbourhood Management)	
Simon Godfrey	Strategic Services Manager, Housing Directorate	X2199
Sharon Shoesmith -	Director of the Children's' Service (schools)	
Mike Davis	PSHE Advisor	X2228
Bob Goldsmith	Neighbourhood Development Manager	X4531
Bob Dawes	Head of Policy, Partnerships and Consultation	X2967

## Other key stakeholders

	<u>Other Councils</u>	
London Borough of Islington	(they use ACCORD)	
Suffolk County Council	(doing well on BV199)	
	<u>Council Partner Agencies</u>	
	ACCORD	
	<u>Community Organisations</u>	
	Tottenham Traders (local businesses) Tottenham Town Centre Partnership (ask Neighbourhood Management about stakeholders)	
	<u>Residents Associations</u>	
	Simon Fadedda - AGRA (Avenue Gardens RA)	
	LADDER RA	
	Muswell Hill RA	
	Green Lane Strategy Group	
	Tottenham Town Centre infrastructure groups	
Dave Morris	Haringey Federation of Residents Associations	