



Taking the Lead - Inspiring Cleaner, Greener Places

This is our Home:
Evidence Paper Four
(Of Four Papers)

March 2010



About Keep Britain Tidy

Keep Britain Tidy is an environmental charity working to achieve cleaner, greener places for everyone. We campaign in England against litter and neglect, providing advice and leading others by inspiring practical action and better policy. With our origins in the 1950s anti-litter campaigns, we now focus on the range of issues affecting where people live including fly-tipping, fly-posting, graffiti, antisocial behaviour and abandoned vehicles. We run programmes such as Eco-Schools, Blue Flag and Quality Coast Awards for beaches, and the Green Flag for parks to demonstrate practical action. We are part funded through Government and other income is secured through training, consultancy and sponsorship. For more information on how you can make a change visit www.keepbritaintidy.org.

Dr Kevin Golding-Williams

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Introduction

This paper is the first of a set of four evidence papers which support Keep Britain Tidy's document *This is our home – A manifesto for a cleaner England*. The evidence papers may be read in isolation or as a series of supporting evidence papers which provides the evidence base for the challenges and key principles for delivering change. They can all be found at www.keepbritaintidy.org/ourhome.

Each paper includes recommendations drawn from the evidence base which support the delivery of the headline challenges outlined in *This is our home*. In order to allow the reader to understand the full range of recommendations, whether they read one or all four evidence papers, the full list of recommendations is included following the executive summary of each evidence paper.

The approach adopted in undertaking the manifesto research utilised the principles of Rapid Evidence Assessment (Butler *et al*, 2009). A primary literature review of both hard and electronic materials was undertaken and utilising a snowball approach this led the research team to secondary materials cited in the primary literature. The key themes from the manifesto were subsequently developed on the outcomes of this literature review in tandem with the output of a special plenary at the 2009 Cleaner, Safer, Greener Conference in Brighton which asked delegates to discuss their key issues regarding local environmental quality. The key themes were then tested with key stakeholders identified at the outset of the project from the public, private and third sector through a variety of stakeholder events including three *manifesto conversation* seminars and internal Keep Britain Tidy seminars.

Executive Summary

This evidence paper considers the role of leadership at different geographical scales and across a range of sectors in delivering cleaner, greener places.

In England the government has achieved much over the last decade with regards to improving local environmental quality. It is apparent there is still work to do to improve the implementation of the Clean Neighbourhoods and Environment Act (CNEA) 2005, however. Experience from the Netherlands provides a useful comparison for England as a joint approach to improving local environmental quality through a partnership between the public and private sector.

Local councillors have a vital role to play in championing the importance of local environmental quality for localities and for making the links across other policy agendas such as health and climate change, whilst local authority officers have a key role in delivering the political priorities of members regarding improved local environmental quality. Streetscene has long been viewed as a Cinderella service in terms of the level of funding received and an uncertain financial outlook will require more joint working both internally and externally across different policy agendas to deliver both improvements in local environmental quality and increased value for money. It is vital that service delivery is individually tailored to the challenges of local places. In short, there is no one size fits all approach to service delivery. Monitoring systems and continuous professional development are vital to ensure efficient service delivery through a skilled and motivated workforce. Whilst best practice networks are important to ensure experiences are shared and lessons learned.

The role of the individual through community empowerment is the final piece in the leadership jigsaw and effective community engagement and empowerment is vital to ensure local authorities not only deliver cleaner, greener local environments but that local communities understand their role in maintaining those environments. Furthermore, evidence suggests that the relationship between the public and local authorities has moved from that of a citizen to a consumer of services. However, the first results of the *Place Survey* suggest that local authorities are not receiving the credit for improvements in street cleansing. Therefore, there is a need not only for local authorities to improve local environmental quality but to also actively engage with local communities to communicate the work they are undertaking to improve

local environmental quality. It is important that services are delivered in a way which makes it easy for households, businesses and individuals to 'do the right thing'.

Recommendations

Evidence Paper One: Where Are We Now? A Reflection on Sixty Years of Keeping England Tidy

Recommendation 1: Government should review the legislative framework surrounding litter in aquatic environments.

Recommendation 2: Government should review the legislative framework surrounding littering from vehicles and the potential for introducing a penalty point on driving licences for littering offences.

Recommendation 3: Keep Britain Tidy should review worldwide best practice to identify alternative survey methods to provide comparative data on absolute litter levels in order to compare litter levels in England with other countries.

Recommendation 4: Keep Britain Tidy to review worldwide best practice to identify the proportion of unintentional and deliberate littering in England.

Evidence Paper Two: Making the Links – The Importance of Cleaner, Greener Places

Recommendation 5: Research should be conducted to determine the relationship between local environmental quality and health impacts.

Recommendation 6: A gold standard award should be developed for the best managed places following the recommendations of *World Class Places*.

Recommendation 7: Statutory litter appraisals should be introduced for significant development projects.

Recommendation 8: Drive up standards of local environmental management by housing providers, if necessary through legislation.

Recommendation 9: The coalescing of National Indicators around a Quality of Place framework should be considered by Government as proposed in *Word Class Places*.

Evidence Paper Three: Delivering Improved Local Environmental Quality

Recommendation 10: Local authorities, Primary Care Trusts and schools should work together to implement clean school routes in order to encourage walking and reduce littering behaviour by school children.

Recommendation 11: Long term evaluations of environmental education programmes are required in order to empirically assess their long term impact on pro environmental behaviours (particularly around littering).

Recommendation 12: Further research is required to better understand the effectiveness of longer term campaigns on the public's values, norms and behaviours regarding littering.

Recommendation 13: Further research is required to understand the role of bin design and location on usage levels by the public to improve their effectiveness.

Recommendation 14: That Government commissions further research into the potential effectiveness of PET refillables with a long term view of introducing a deposit scheme for this and other materials that aids reductions in litter.

Recommendation 15: Commission research to determine the correlation between enforcement and litter reduction and the effectiveness of the fixed penalty notice system on deterring littering behaviour.

Recommendation 16: Further research into the media's reaction to using enforcement as a deterrent against littering and any consequential links to the public's reaction and behaviour.

Recommendation 17: Ensure local authorities have confidence in the court system by ensuring Magistrates understand the full implications of crimes relating to the public realm when hearing cases and sentencing offenders.

Evidence Paper Four: Taking the Lead – Inspiring Cleaner, Greener Places

Recommendation 18: Keep Britain Tidy will investigate the viability of an institute of local environmental quality officers with other relevant professional institutes and training organisations in order to improve skills in the local environmental quality sector.

Recommendation 19: Keep Britain Tidy and other environmental organisations to work together to support the establishment of a network of Green Academies in England to deliver the next generation of environmental professionals.

Leadership for Cleaner Places

This evidence paper reviews the role of leadership in delivering cleaner places. This review includes different sectors and different geographical scales from international, national as well as local perspectives. The paper looks at local environmental political leadership and the importance of overall service delivery by local authorities. It also reviews the importance of networks in sharing good practice and finally considers the role of individual leadership and community empowerment to deliver cleaner places.

International Leadership

Clean Up The World is a programme supported by the United Nations Environment Programme, that aims to clean up and conserve the environment. The programme engages with more than 35 million people from over 120 countries on clean ups in areas such as beaches, waterways, parks, markets, roadsides and schools. The objectives are to bring citizens together from every corner of the globe in a simple activity that will positively improve their local environments, and to share with all nations and cultures information and practical experiences (Keep Scotland Beautiful, 2008).

At the European level the EuroCities initiative provides support to its member cities in their efforts to encourage sustainability. It also works with EU institutions and with national governments to make sure that European legislation and programmes can be implemented successfully at a local level in order to improve the urban environment and also to protect the global environment (Keep Scotland Beautiful, 2008). The EuroCities Clean Cities Working Group aims to promote clean and attractive cities and change behaviours on illegal depositing of litter and waste and other activities which have a negative impact, and to develop a European measure of local environmental quality. The group comprises 13 European cities including Leeds, Birmingham, London and Sheffield (EuroCities, 2010).

International comparison

In the Netherlands a specific government programme to tackle local environmental quality was established in 2007 with substantial financial backing from both the public and private sector. The Dutch Impulse programme was a three year programme (2007-2009) to address the three pillars of prevention of litter, enforcement and

cleaning in a way that everywhere is visibly and veritably cleaner. Research, monitoring and communication are key supporting measures to these pillars. The three-year Impulse programme cost €48m with the business community contributing €15m, and the rest from central government. The main area of spend is the roll-out of best practice to local authorities. The business community set up activities aimed at reducing or preventing litter, which include measures to accelerate the biodegradability of packaging or products and innovations in sweeping and cleaning methods. Another key feature is that manufacturers or suppliers of specific products and services such as chewing gum, fast food and cigarette butts were to be addressed to develop solutions for the prevention and cleaning up of litter. The programme also planned to develop monitoring systems, as currently there is no national monitoring system in the Netherlands (SenterNovem, 2007).

Stronger National Government Leadership

The New Local Government Network (2009) comments that the delivery of streetscene services is politically important for three reasons: firstly, because the state of streets and parks impact directly on people's experiences and perception; secondly, the high visibility of streetscene ensures that everyone is affected by them; and finally high quality streetscene services and subsequent high quality local environments can support the achievement of wider social, economic and civic objectives.

The Joint Environmental Prospectus (Local Government Association/Defra, 2007) constitutes a commitment from the Local Government Association and Defra and its agencies to work together to develop a strategic approach to the environment. One of the key aims concerns improving the local environment through the enhancement of the public realm to improve the local environment to create attractive, vibrant places that promote the health and wellbeing of the whole community. The prospectus outlines three steps to delivery: the council's own operations through systems monitoring and management; responsive services through knowing their customers; and citizens and the council's community leadership role through engagement with local communities. These local authority actions will be supported by government and its agencies through national indicators, empowering legislation, networks, products and campaigns.

The Local Government Association/IDeA (2009) notes in its '*setting the pace*' consultation paper the importance of local government sector led support and identifies strengths and areas of development of current sector-led approaches. It recognises that political ownership of problems and support to tackle them is vital at a national, regional and local level. It is remarked that it is essential political parties accept and own problems in their authorities and they understand the need to take responsibility for being part of the solution.

A review of the Clean Neighbourhoods and Environment Act by ENCAMS (2007) recommended that the Department for the Environment, Food and Rural Affairs (Defra) could take the lead around improved implementation of the Clean Neighbourhoods and Environment Act by:

- Considering a national TV advertising campaign to raise awareness of the CNEA and possibly change behaviour
- Providing local authority environmental teams with more training and guidance in terms of legislation, fixed penalty notices, how to sell cases to legal teams and magistrates, networking and looking at best practice case studies
- Considering targeting training at other partners involved in implementation of the Act such as legal teams and Police Community Support Officers (PCSOs)
- Signposting local authorities towards those that Defra considers to be leading the way
- Facilitating the relationship between environmental services teams and their in house legal teams
- Reviewing and enhancing the relationship between local authorities and other public services such as the police
- Communicating more with local authorities
- Encouraging two way communication through a web portal
- Issuing a list of contact numbers for utilities to local authorities

There was also a perception amongst local authorities that no one is leading the way and providing direction to local authorities and they feel Defra (alongside ENCAMS, now Keep Britain Tidy) is the organisation to do this (ENCAMS, 2007). CABE Space (2004) recommends that the government should build on the cross-departmental work through Cleaner Safer Greener Communities to ensure that a consistent message is given to local authorities to tackle antisocial behaviour. It also calls for a

prioritised investment in long-term measures to improve the quality of the environment.

With the completion of the Public Service Agreement 8 on Cleaner, Safer, Greener which was operational from 2006 – 2009 (see evidence paper one) there is no overarching driver for cross-governmental leadership on cleaner, greener places.

Stronger Local Government Environmental Leadership

The Local Government Association (2009) remark that local leadership is pivotal to environmental improvement due to the fact that the various aspects of the environment all impact on one another, for example, streetscene and public space, water, soil, energy and climate change. 'Silo management' misses opportunities for cross-working and leads to disjointed performance and a joined up, strategic, approach is needed to realise opportunities. Leadership is also vital for facilitating local partnerships and stakeholder-led strategic planning and delivering action to meet objectives (Local Government Association, 2009 campaign summary).

In '*follow their lead*' the Local Government Association (2009) highlights seven characteristics of environmental leadership:

1. Support and commitment at the top – the leader and the chief executive must both get the message that taking action on the environment brings benefits for the whole council
2. Ensuring that all departments incorporate environmental objectives into the delivery of their services
3. Engaging local strategic partnerships and other key partners in developing and embedding environmental strategies across the local area
4. Calculating the benefits of investing in the environment and ensuring that ambitious strategies and projects are adequately resourced
5. Challenging and changing practices and perceptions that block progress in improving our environments
6. Engaging the community – they can provide the impetus to take action on the environment – and their support is crucial for success

7. Communicating your ambitions and achievements to residents, partners and media

Furthermore, the paper goes on to give an example of the closely connected nature of local authority services and those of other service providers in order to achieve wider corporate objectives.

'For example, clean, attractive and well-designed public spaces encourage children's play, people to walk and cycle, which helps to reduce CO₂ emissions, improves health and wellbeing – and creates safer, more vibrant neighbourhoods' Local Government Association (2009:p3).

Local authorities are in a unique position having a *'clear local democratic leadership role as the only body elected by and accountable to, the whole community'* (Office for the Deputy Prime Minister, 2004). Local Strategic Partnerships, Local Area Agreements and 'Powers of Wellbeing' give local authorities strong opportunities to lead action. A local authority would also have existing links with the relevant organisations and is arguably the only organisation which can make links to other agendas through Local Strategic Partnerships (Local Government Association, 2005).

The final report of the *'Lyons Inquiry into Local Government'* comments that local leadership is rarely about a single leader. Rather it is undertaken at different levels by a variety of players from council leaders to the council as a body across the whole area. Moreover, it argues that good leadership extends beyond the walls of the town hall and involves harnessing the expertise and energy of diverse groups of local people, public and third sector partners and local businesses (Lyons Inquiry, 2007).

DCLG's *'World Class Places'* document includes objectives to strengthen national and regional leadership of quality of place issues. It is proposed that the following steps will deliver this objective; bolstering the role of Ministerial Design Champions, embedding quality of place objectives and targets into departmental strategic objectives (at the next suitable opportunity) and ensuring Regional Development Agencies work to improve quality of place (Department for Communities and Local Government & Department for Culture, Media and Sport, 2009).

The Urban Green Spaces Taskforce (DTLR, 2002) reported that one of the causes of the loss of priority and resources for green spaces was the loss of political support, political leadership and 'civic pride' at all levels. Furthermore, because access to parks is free it is noted that they become invisible to residents and policymakers, get taken for granted and neglected. This is a lesson that should be applied to the current status of local environmental quality issues before local environmental quality is disregarded politically to the extent of neglect leading to an ever decreasing quality of life.

Leadership in Service Delivery

One of the biggest challenges facing local authorities is delivering in a way which suits both their localities and matches increasing and complex expectations (New Local Government Network 2009). Therefore, wider public services have to move beyond their comfort zones and work together in order to address the rapid societal changes which are creating new demands and problems. This includes being open to new ways of working and engaging with their communities. It is remarked that local authorities are ideally placed to:

- Lead local partnerships and drive innovation
- Foster community engagement; a sense of ownership and personal responsibility
- Align services, objectives and strategies under one vision
- Make the local environment matter politically just as much as it matters to local people. (New Local Government Network, 2009)

Hastings *et al* (2010) notes there are a number of key characteristics of a street cleansing service:

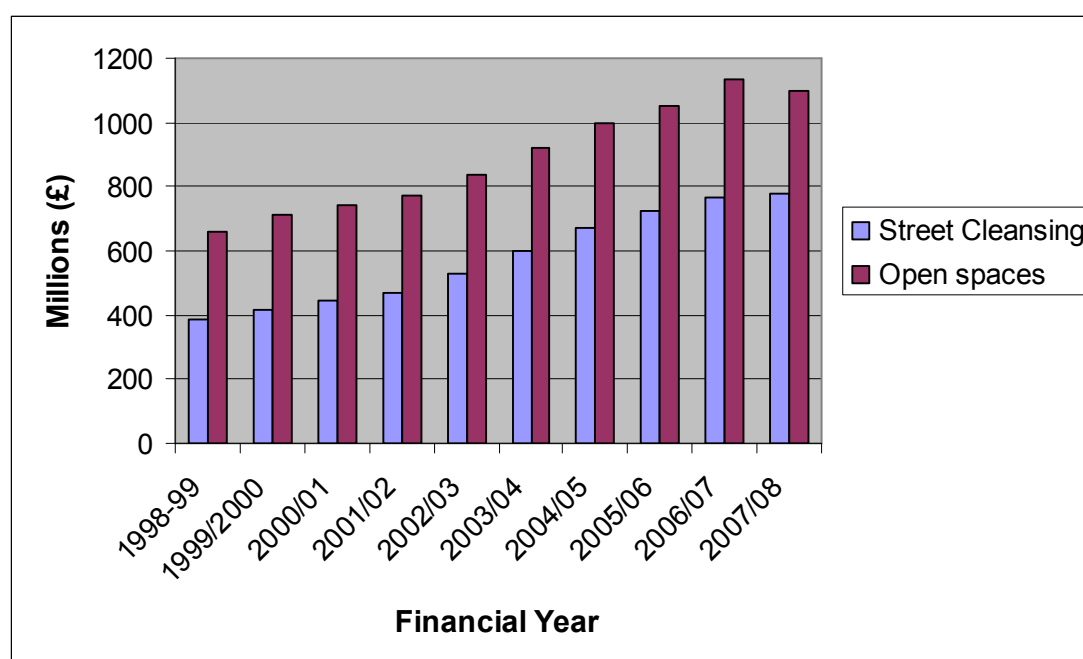
- It is a labour intensive public service particularly where mechanical sweepers are not used
- It is a relatively cheap public service
- Service provision is either routine programmed services where staff work to a set agenda in terms of location and frequency of services and ad hoc responsive services which are designed mop up any unanticipated problems
- It has, historically, not relied on advanced technology although some authorities are now using GIS and web-based performance management systems

Hastings *et al* (2005) highlight two approaches to fostering social responsibility towards local environment. The first is a service-led approach which focuses on improved service delivery and thereby demonstrating the local authority's commitments to improve the area which would create a positive context for resident behaviour. The second is a resident led approach which focuses on improving the behaviour of residents by placing emphasis on the key role they play in local culture.

Costs

In England the cost of street cleansing in 2007/8 was £781m with an additional £1,101m being spent on the management of open spaces. An analysis of revenue outturn data from local authorities has revealed that street cleansing and open space spend has roughly doubled over the last decade.

Figure 1: Street cleansing and open space spend 1998 – 2007 (DETR, ODPM, DCLG, 1999-2009)



However, litter spend is comparatively low compared to the level of concern which exists regarding local environmental quality (see evidence paper three for more details). An analysis of the total net budgeted expenditure for 2009/10 reveals that the national spend on cultural, environment and planning and highways and transport departments (those departments most likely to deliver street cleansing services) of local authorities only comprises 14% of the total spend (DCLG, 2009). It is also important to note that these figures are dependent on how street cleaning and open

space budgets are calculated in each local authority. Furthermore, these figures do not take account of the costs incurred by other land managers or the wider economic and social costs considered in more detail in evidence paper two).

A survey undertaken by ENCAMS (2004a) on local authority spend gives an estimated average spend per authority of:

Abandoned / Nuisance Vehicles - £67,884

Graffiti - £75,376

Fly-posting - £6,043

Litter - £124,155

Dog Fouling - £61,613

Fly-tipping - £75,275

Drugs Related Litter - £10,752

Chewing Gum - £12,792

Total per authority: £433,890

ENCAMS (2004b) suggest that there are differences in the cleansing spend between English cities and those overseas. Frankfurt and Brussels spend €100m and €141m compared to Manchester's £8.3m. As other items may be included within budgets comparison is difficult but the contrast is still evident (ENCAMS, 2004b). A survey of state spending in the USA and Canada revealed that the annual cost of collecting and disposing of roadside litter in 2007 ranged from \$12,000 to \$62m with an average of \$6m (National Transportation Board, 2009).

However, increased funding does not necessarily deliver improved services. CABE Space (2006) looked into whether simply providing increased resources would automatically improve green space quality. The short answer to this hypothesis was that they were unable to comment on the link between the amount spent on parks services and quality of parks that are delivered because local authorities¹ didn't have comprehensive figures showing their spend and few of them had a clear idea of the quality they were trying to achieve. This is further supported by correlation analysis (controlling for deprivation) undertaken by New Local Government Network (2009) which demonstrated a moderate correlation between street cleansing expenditure per head for street cleaning and satisfaction with cleanliness.

¹ A case study methodology was adopted; the research was based on the responses of eight local authorities, a sample size which is not statistically significant.

The current economic climate is driving a review of service delivery models in order to identify and realise efficiencies; a similar vein to that of the Gershon Review in the mid 2000s. Following the Gershon review Defra committed to delivering efficiency savings of £299m between the period 2005 to 2008 from waste and street cleansing with £25m coming from street cleansing (a saving of 2.5% per year over the three-year period). Overall, the Gershon efficiency programme, which considered spending between 2004-05 and 2007-08 delivered £26.5bn of efficiencies against a target of £21.5bn (HM Treasury, 2009).

However, it has been remarked that the difference between cutting budgets and making efficiency gains is not always appreciated by local authorities. It is suggested that some local authorities have conducted reviews of parks-related management and maintenance costs using language appropriate to identifying efficiencies when actually they sought savings. This goes against the concept of the public sector efficiency undertaken by Peter Gershon which emphasised that service cuts were not to be perceived as efficiency gains (Cabe Space, 2006).

As part of their wider Gershon efficiency savings programme in 2005 Defra (2005) identified seven areas in which action is required by council leaders and chief executives before the full range of efficiencies can be realised by responsible cabinet members and directors.

These were:

1. Corporate monitoring of performance
2. Co-ordination
3. Design and maintenance standards
4. Estate and asset management
5. Controlling capital and revenue commitments
6. Know their customers
7. Skills development

The Improvement and Development Agency (IDeA) (2006a) identified a range of critical factors which created the impetus for service reform including: liveability issues being a high priority for residents; low public satisfaction with service delivery; and political commitment to improving services. Unpublished research by Keep Britain Tidy concerning the role of efficiencies in a tougher financial climate suggests that increased cost savings can only be achieved using strategic oversight. Service

level reviews can deliver savings in the hundreds of thousands of pounds, whereas more strategic joint working for example through joint contracts and strategic reviews may start to deliver efficiencies from hundreds of thousands to millions of pounds. Savings into the millions can only be achieved once concepts such as shared services and exploration of alternative service delivery models are explored. All potential efficiencies are subject to a range of factors including the size of the local authority and level of budget challenge it faces (Keep Britain Tidy, 2010).

The role of localism in service delivery

Hastings *et al* (2009) identified three distinctive approaches to tackling local environmental quality:

- Topping up standardised services – through responsive services
- Using non-mainstream resources and services – through use of special funds
- Programmed adjustments to standardised services – skewing programmed resources to areas of need

This work built on earlier work by Hastings *et al* (2005) which identified four local authority approaches to targeting services at deprived neighbourhoods and percentages of local authority respondents using each approach. Around half were using some form of strategic targeting to address either perceived need or deprivation. These approaches were:

- Standardisation (33%) – no service variation between neighbourhood types
- Hotspotting (16%) – standardised service with reactive supplementary services to tackle specific problems as they arise
- Tacit targeting (35%) – service levels vary according to need for service
- Formal targeting (6%)

A review of street cleansing systems across 19 cities and towns in 13 different countries in Europe identified the following conclusions when comparing approaches across Europe (International Solid Waste Association, 2009). These included:

- Littering takes place everywhere, but city centre and pedestrian zones are the main hot spots
- Action against littering is undertaken by public bodies
- Street cleansing is still heavily based on manual work
- Litter bins support the work of street cleaning with most towns and cities having between 5 to 10 bins per 1,000 inhabitants

- Two thirds have observed an increase in littering and over 90% have implemented littering awareness campaigns and over 90% have litter regulations
- 50% of towns and cities believe soft factors such as awareness, attitudes, information and education will lead to less littering

It is important to note that every city and town across the world will establish its street cleansing systems based on certain legal, technical, economic and historical circumstances which makes direct comparison difficult (International Solid Waste Association, 2009).

Streetscene issues cut across a variety of local authority services but the silo nature of council structures are ill-suited to meeting this challenge (New Local Government Network, 2009). For example, it is not always clear that employees are encouraged to report or correct environmental issues outside their job description. Park wardens may not liaise with street cleaners and refuse collectors may not communicate with neighbourhood wardens and so on. In order to tackle these cultural and operational issues it is suggested that a place based approach to stewardship and pan-service commissioning could create a more interconnected workforce (New Local Government Network, 2009). In Lewisham, a cross-disciplinary approach means that refuse workers post reports of graffiti and fly-tipping. The improved intelligence provided an opportunity to allocate resources more effectively. Even though the number of graffiti removal jobs initially increased, the system has led to improvements in service delivery, reduced response times and improved levels of graffiti. The New Local Government Network (2009) notes that reforming professional practices to encourage officers to look beyond their core job tasks is part of the streetscene debate and there are signs that some local authorities are making the move to break down barriers to improve local environments. There are similarities to the green space debates of the early noughties where it was noted that there are no discernable mechanisms for co-ordinating the activities of the various departments and agencies that relate to local environmental quality. Similarly, it was recommended that local authorities should provide leadership for local parks and green spaces at the highest level within local authorities, by designating a senior cabinet member to champion and promote local parks and green spaces (DTLR, 2002).

Contract flexibility is vital in relation to constantly changing citizen satisfaction. Indeed, it was noted that *'there needs to be a way to personalise procurement*

around a sense of place' (New Local Government Network, 2009: p42). However, it is very difficult to successfully co-ordinate the large range of service providers and contractors involved in tackling streetscene issues. It is the case that different service providers operate to different guidelines and procedures when they should be brought together. For example, Registered Social Landlords may have entirely different contract specifications for a given area to the local authority which maintains adjacent land. Therefore, there is a risk that local authorities are operating within a fragmented approach to contract procurement through single service contracts and service 'silos' which mitigates against integrated, holistic delivery and organisation of outcome based services for the public realm.

Driving forward improvements in service delivery – challenges

The Audit Commission has defined streetscene as *'all the work that a council does to care for its streets, including maintenance and management functions. This includes waste management and cleaning services, highway services, car parking services, grounds maintenance and integrated services'* (Audit Commission, 2002). However, it is argued that this is in stark contrast to the on-street reality. There is a need to consider streetscene as more than merely a functional aspect of service delivery but rather as something which entails a broad range of factors around the liveability of local areas. Streetscene is an area that requires a more joined up, partnership approach with a strategic emphasis than has been the case so far (New Local Government Network, 2009).

According to the New Local Government Network (2009) one of the challenges in delivering streetscene services is the fact that it runs across a range of organisations, services and businesses which causes difficulty in terms of ensuring a co-ordinated and integrated approach. It is noted that these silos run between departments within local authorities between frontline professionals and between local authorities and their partner agencies. The complexity of relationships is illustrated by the range of services, departments, agencies and people who are necessarily involved in the delivery of the street environment including:

- Waste management
- Grounds maintenance
- Environmental health
- Antisocial behaviour and community safety
- Parking services

- Licensing
- Housing (including Registered Social Landlords)
- Planning
- Police
- Fire and rescue
- Traffic wardens
- Police officers
- Community Support Officers
- Voluntary and community groups
- Residents

(New Local Government Network, 2009)

This set-up of streetscene services is not a newly recognised phenomenon; the then Office of the Deputy Prime Minister (ODPM) commented: *‘Compartmentalised professional ‘silo working’ between parks, leisure, planning, highways and street maintenance services are typical, whether or not they are under a single directorate.’* ODPM (In ENCAMS, 2004).

The New Local Government Network (2009) notes that reforming professional practices to encourage officers to look beyond their core job tasks is part of the streetscene debate and there are signs that some local authorities are making the move to break down barriers to improve local environments. Also noted is that local and complex perceptions require flexible and multi-agency working. However, local authorities are inhibited by deep-seated working practices which are ill-suited to a quick and effective cross-sector approach. The characteristics of good partnership working include: partners sharing vision and objectives from outset; expectations are managed; genuine consultation takes place across the community; local media are used to inform of progress; good inter-departmental working; projects have strong political leadership (IDeA, 2006a).

Good management practices are vital in order to improve outcomes in all types of neighbourhoods. This includes reorganising environmental services to develop a more strategic, joined-up approach such as bringing a range of formerly disparate services within a single department. Furthermore, a number of authorities are moving away from employing specialist operatives to more generic modes of working. Thus, refuse collectors and street sweepers are increasingly being replaced by

‘environmental operatives’ who are trained and empowered to address a range of problems on the ground. The sequencing of services is also vital for instance, ensuring that street cleansing follows on from refuse collection, so that spills can be dealt with quickly (New Local Government Network, 2009).

Defra (2005) highlights five challenges consisting of 15 actions to achieve improvements in street cleansing (see Table 1).

Table 1: Defra’s challenges for achieving improvements in street cleansing

Challenge	Action
1. Systematic monitoring and service management	Create corporate service performance monitoring systems
	Create departmental service monitoring systems
	Use effective quality assurance systems
	Develop effective financial measures
2. Overcoming impediments to service delivery	Develop a comprehensive cleansing service delivery strategy
	Develop corporate strategies, policies, procedures and design standards
	Create a corporate service improvement programme
	Improve corporate financial and asset management
	Employ suitable contractual frameworks
3. Adapting services to social and economic change	Adopt a ‘qual-quant’ approach to market research
	Ensure all aspects of service are adjusted to local geographical and seasonal variations
4. Staff training and motivation	Provide appropriate training and change management support
5. Targeted communication, campaigning and enforcement	Engage with the community
	Know your customers
	Actively enforce against enviro crimes

The Local Government Association (2009) puts forward a six point plan to improve the streetscene and public places:

1. Reclaim streets from traffic through de-cluttering and abandoned vehicle schemes
2. A focus on parks, green spaces and water features through enhancing parks and green spaces, implementing tree planting schemes and making the most of water features in an area
3. Improving the streetscene and other public places through gating schemes, neighbourhood wardens, community clean up schemes and attractive street furniture and litter bins
4. Enforcement of litter, graffiti, fly-posting and fly-tipping through visible enforcement teams and tackling trade waste management
5. Education and working with others such as local businesses and undertaking proactive education and awareness campaigns, joined up inspections and by offering free or nominal charge collection for bulky items
6. Strategic approach through the undertaking litter audits, communications, cross-cutting connections and raising the profile of local environmental quality

CABE Space (2009a) identifies seven priorities in order to improve green space skills including: increasing awareness of the sector and the opportunities within it; improve entry routes and career paths; improve the availability and quality of training; improve management and leadership skills; increase the sector's investment in skills; build capacity for co-ordinated working and develop and maintain a strong evidence base.

In order to deliver improved green spaces the following facets are viewed to be important (Cabe Space, 2006):

- robust management information systems
- such as quality assessments and facility audits
- ongoing monitoring of the relationship with contractors
- measurable targets, including quality targets
- well-defined action plans
- regular feedback from users and non-users
- clear and thorough business and strategic plans
- green space (or at least parks and urban green spaces) strategies
- detailed management plans for sites
- strategies for staff training, linked to training needs
- a meaningful publicity strategy

It is also important for local authorities to consider the wide range of communities within their geographical area from residents to businesses with different and sometimes competing needs. The needs of residential customers can be influenced by factors such as household size, demographic change, literacy levels, access to a car and levels of affluence all of which can impact on service delivery (Defra, 2005). The impact of affluence can include higher levels of waste per person '*the effluence of affluence*' whilst deprivation can impact on the ability of communities to dispose of bulky waste (see evidence paper two for a more detailed consideration of the impact of deprivation).

Businesses can add to litter problems either as a result of their operations or indirectly through their practices and through their customers. These include the placing of advertising boards on pedestrian areas which can hinder cleansing operations; motor repair businesses which can cause similar hindering of cleansing operations through the selling and repairing of vehicles on highway land and industrial and warehousing businesses can convert off-street parking areas into storage and production areas with the result of increased vehicle obstruction (Defra, 2005).

A lack of awareness of environmental obligations can compound problems relating to poor waste management practices which can be further compounded by suitable trade waste and recycling services for small to medium enterprises (Defra, 2005). Therefore, it is recommended that prior to enforcement action it is essential to identify whether there are shortcomings in the services available to local businesses and whether they are aware of existing facilities and their obligations under the law.

Defra's 'Food on the Go' Code of Practice is an example of an approach to help local and national businesses to play their role in tackling the litter problem, although this initiative is in need of updating (Defra, 2004). Similarly the use of Responsible Retailer Agreements can be used to prevent enforcement action at a later date for issues ranging from litter, poor waste management practices, noise and fly-posting (Keep Britain Tidy, 2008). These schemes have yet to be evaluated, however.

The role of training and skills development

Training and continuing professional development is a key element of any service delivery improvement strategy. However, it has been remarked that the street cleansing profession is often viewed as a ‘Cinderella’ service in terms of opportunities for skills development and training. Whilst National Vocational Qualifications exist for those in manual cleansing work there is little in the way of structured training and vocational progression even for those in higher-level occupations within the profession (Keep Wales Tidy and the Welsh Assembly Government, 2009). It is reported that the street cleansing industry has historically been skills-adverse for both manual street cleansing work and at higher management levels covering the strategic management of streetscene services (Defra, 2005). This is despite the fact that evidence suggests that training and developing staff can achieve significant improvements in standards and efficiency. For example, empowering manual operatives to make tactical decisions about where and when to clean and vehicle based operatives to report service problems can improve service delivery (Defra, 2005).

The Local Environment Skills website² (supported by a range of organisations including Keep Britain Tidy, Defra, and Asset Skills) is a website which aims to improve the skills of everyone who works in the local environmental management sector. Users complete a skills assessment, to assess how their individual skills set matches up to what is required of them in their job role. Where there are gaps in an individual’s skills set, relevant training opportunities are suggested to help them to improve and become better at their job.

There are wide range of supplier of training courses including Keep Britain Tidy, Chartered Institute for Waste Management and WAMITAB. It was discussed at the manifesto conversation events and at the Cleaner, Safer, Greener Conference in Brighton 2009 that cost was a factor in restricting professional development. However, this should be balanced against the costs of an untrained enforcement officer or surveyor taking additional time to understand littering laws or survey methodologies without the benefit of assistance and the opportunity to share concerns and misunderstandings with officers from other organisations. Support for officers is available from a wide range of sources including Defra’s *Achieving improvements in street cleansing and related services* (Defra, 2005) to the Chartered

² <http://www.localenvironmentskills.org/>

Institute for Waste Management *Environmental Cleansing Handbook* which covers almost every eventuality based on officers experience (Chartered Institute for Waste Management, 2008).

Recommendation 18: Keep Britain Tidy will investigate the viability of an Institute of local environmental quality officers with other relevant professional institutes and training organisations in order to improve skills in the local environmental quality sector.

The role of monitoring in effective service delivery

Monitoring systems are recognised by Defra (2005) as one of the key actions to delivering improved efficiencies in street cleansing performance. It is further noted that the low importance attached to monitoring systems is possible one of the biggest factors leading to inefficiencies in streetscene services. Defra (2005) cites a range of characteristics of a sound monitoring system including: reflecting customer interests; be cost effective; verify proper expenditure of public monies and make routine and reliable assessments.

Monitoring is also vital to the management of places and the Urban Green Spaces Taskforce (DTLR, 2002) noted the problem of lack of data with regards to urban parks and green spaces including basic data such as how many exist and the uses they receive. This information deficit was felt to be one of the major factors in the decline of parks. They state *'Without sound evidence-based proposals, political leaders and policymakers will never understand, still less promote, the case for improving the quality of urban green spaces'* (DTLR, 2002:p42). One proposal arising from this issue was the creation of a typology for all urban green and civic spaces Urban Green Spaces Taskforce (DTLR, 2002).

Since April 2008 the National Indicator 195 has been used to measure cleansing standards in England. It is an updated version of the Best Value Performance Indicator 199 following local authority user feedback (Defra, 2009). One example of the changes is the introduction of the B- grade which contributes 0.5% towards a local authorities NI195 score as a replacement for the B/C grade which existed under BV199 and contributed a full 1% towards a local authorities BV199 score. This change is minor but provides local authorities with credit for just being below an acceptable standard of cleansing (Defra, 2009). The role of BV199 was recognised

by DCLG (2006) which noted that this suite of indicators represents the strongest sets of indicators for measuring local environmental quality. Other relevant National Indicators include NI196 (fly-tipping) and NI 17 (perceptions of antisocial behaviour) which asks questions of residents regarding perceptions of litter and graffiti in their area (DCLG, 2008b).

Best practice networks

The Policy Exchange (2009) noted in the course of its research that local authority officers felt a major problem to delivering clean streets was a lack of knowledge of best practice. The Cleaner, Safer, Greener Network provides over 150 member organisations with best practice and has recently expended its sharing through external seminars with Defra. Therefore, the Policy Exchange (2009) recommends that Keep Britain Tidy should operate an environment advisory service to act as a forum for all local authorities to share best practice and become a one-stop shop for local authorities that want to run their own anti-littering initiatives. Fellows Associates (2004) recommended that there is a need for government to support the development of best practice with regards to penalty notice enforcement to enable local authorities to benchmark performance and share good practice.

National advice has flowed in the past from the government's Cleaner, Safer, Greener initiative through a web-based resource base which included '*How to Guides*' on town centres, residential areas and parks and open spaces based on local authority best practice (DCLG, 2007). However, increased funding does not necessarily deliver improved services. CABE Space (2006) noted that Green Flag Award was the generally recognised national standard for parks and green spaces even though it is voluntary and not statutory.

Recommendation 19: Keep Britain Tidy and other environmental organisations to work together to support the establishment of a network of Green Academies in England to deliver the next generation of environmental professionals.

Individual Leadership

The role of community empowerment

Stewardship of the streetscene cannot be the sole responsibility of the local authority. Local residents and businesses have to be encouraged to deliver their own social duties within areas. Therefore, reinstating a strong civil society is recognised as vital to achieving a range of policy goals (New Local Government Network, 2009). Defra (2005) comments that engaging with local communities is an essential element of an effective cleansing strategy but such strategies will only succeed if they are communicated well to the target audience. Hastings *et al* (2005) supports this view noting that without social responsibility, the impacts of improving services will be limited. However, the link between social responsibility and service delivery is a two-way process. Increased social responsibility can only be fostered in a context where the physical environment and services in deprived neighbourhoods have been, or are being, improved. Service provision can also dis-empower communities and encourage or reinforce negative patterns of behaviour. For example, a rapid fly-tipping removal service is a good sign of a council listening and acting swiftly, but could result in some individuals taking the service for granted and even relying on it as a removal service, which is both expensive and doesn't tackle the root causes of social behavioural problems.

Community involvement can operate at three levels: providing information to community about what is being done on behalf of the community; working with the community to develop policies and plans; and supporting community-led initiatives through funding, advice and training (DTLR, 2002).

It is important to note that community empowerment does not just involve people having a greater say in the running of their services; they also need to be convinced that their voice is being heard (DCLG, 2008). Empowerment can take the form of voluntary action through locally focused events such as litter picks or helping to clean up a local parks; events which can provide an opportunity for people from different backgrounds and generations to come together (DCLG, 2008). The 'Duty to Involve' which came into force in 2008 is one approach designed to increase community involvement and empowerment (DCLG, 2008). It is important that genuine consultation takes place. It is not simply about local authorities getting the community endorsement of proposed programmes of activity. It means talking to all those

impacted by the plans and making efforts to reach groups such as young people, deprived communities and groups at risk of exclusion (IDeA, 2006b). However, research shows that only a small proportion get involved in local initiatives (CBI, 2006).

The Policy Exchange (2009) notes that there has been a distinct lack of community involvement in tackling litter. Community clean up initiatives were felt to be useful but local authority officers acknowledged the need for a national strategy to develop them further. The role of community policies which encourages neighbours to get together for events such as clean ups etc, is recognised as a key policy priority in order to achieve well being (Bacon *et al*, 2010). Those who feel that they can influence their immediate environment have higher levels of wellbeing. Yet it is noted that wellbeing is rarely articulated as an explicit outcome of neighbourhood working and community empowerment (Bacon *et al*, 2010).

Ipsos Mori (2009) define empowerment as when people feel they can influence the decisions that impact on their lives and are provided with meaningful opportunities to make this a reality not just a possibility. Furthermore, there is an 'empowerment gap' between the increased opportunities to affect change and the differing capacity and willingness to use these opportunities. Simply put, those who feel unable to influence decisions are less likely to sign petitions and participate in events regardless of how meaningful they may be (Ipsos Mori, 2009).

It is argued that community engagement is often not given the prominence its needs by local authorities when it comes to improving local environmental quality (New Local Government Network, 2009). Furthermore, it was felt that local authorities struggle to find appropriate means to adequately involve citizens in dialogue (New Local Government Network, 2009). There is also a perception that local authority officers (in relation to parks) have often not had a chance to develop the skills to work with community groups (CABE Space, 2009a).

The value of an empowered community can be substantial. Research by CABE Space (2009b) suggests that community volunteers contribute the equivalent of two extra members of staff directly to the management and maintenance of spaces and in addition to other support has a value of £35m a year to the public space sector (GreenSpace, 2003). Despite this opportunity 40% of community group members said they did not know where to find resources or help to improve public spaces

(CABE Space, 2009b). This is despite the fact that there are useful guides for community and voluntary groups who wish to work with local authorities on environmental issues such as the Community Development Foundation's 'Green Up' Guide (Community Development Foundation, 2009). The Community Engagement Toolbox (Keep Britain Tidy, 2009) is another free web resource which brings together all the most recent and most relevant community engagement resources in one place. The site provides information for local authorities, housing associations and community groups and resources to help local authorities to achieve the requirement of community strategies to promote the social, economic and environmental wellbeing of local areas.

The Urban Greenspaces Taskforce noted in 2002 that working with local residents, businesses and other interests must be at the heart of any improvement to green spaces as it can achieve more for users and local communities than local authorities working alone. Whilst local authorities are the main player, there is a need to bring together local owners and managers of green space into effective partnerships based on jointly agreed principles, values, objects and priorities (DTLR, 2002). It is further recommended that councillors should support community groups working on public space projects and ensure they are viewed positively by council officers (CABE Space, 2009b). Furthermore, third sector organisations are a vital component of partnerships due to their key role in brokering schemes with communities, local authorities and other agencies and in supporting community capacity building.

Action research undertaken by Green Space Scotland and other partners sought to support communities in two ways: planning activities to contribute to the quality of community life and generating evidence on the value of green space to local communities and its impact of quality of life. A review of the eight project areas suggested that all the organisations involved felt better placed to understand and act on the needs of their community which has resulted in a significant improvement in their ability to plan community activities (Greenspace Scotland, 2009). CABE Space (2009b) recommends that in relation to green infrastructure, community groups should be given access to local authority officers' expertise and resources through 'tree surgeries'. It also recommends councillors and officers should be trained on partnership work with communities on green projects.

It is noted that communities are still an untapped resource which dwarfs mainstream services (New Local Government Network, 2009). For example, residents can

contribute to the work of service providers by organising the maintenance of common areas, or reporting problems and incidents to the relevant authorities. Residents can also play a role in the upkeep of play areas and open spaces. The acts all add up and make a significant positive contribution to local environments (New Local Government Network, 2009).

Case study: Boscombe Chine Gardens, Bournemouth Borough Council

Boscombe Chine Gardens in Bournemouth, Dorset, was one of those parts of the British seaside that had seen better days. It was laid out in 1868 and for many years was a successful pleasure ground which attracted tourists and had its own mineral spa.

Post-war, the Gardens had gradually become overgrown and dilapidated with a notable increase in antisocial behaviour and crime during the 1990s. Between 2005-7 the Gardens have been completely revitalized through a Heritage Lottery funded restoration, largely due to the close working relationship between Bournemouth Council and the Friends of Boscombe Chine Gardens, whose hard work has paid off as people have returned to the park, the area has been regenerated and for the past two years the gardens have received a Green Flag Award.

Michael Rowland, the Leisure Policy Manager for Bournemouth Council, is in charge of the local parks. He says: "The Boscombe Gardens Project Team decided that we needed to refurbish just about everything. We wanted to restore it to the way it was before the war. We knew this would take a lot of money."

In order to receive Lottery funding, the Friends Group was expanded and the gardens received just over £1m from The Lottery and £1.7m from the local council. The work started by felling around 70% of the densely wooded areas which has allowed an acid grassland, similar to the one that existed prior to 1860, to be established.



Some new structures were also created: the boating area was replaced by a water play area and wetland garden; two new circular spa-shelters were built (similar to structures which were in the original garden design), one of which acts as the terminus for a land train taking tourists from the Chine to the Pier; and the tennis courts were replaced with a multi-purpose games area.

Another notable improvement was the addition of a building housing a café overlooking the refurbished unisex toilets. The toilets in the past had been no-go areas due to antisocial behaviour, but the drug dealers that previously hung around in the toilets have now moved away because the area is too exposed for them.

The Friends Group has also organised various events including a fun day at Easter and a candle-lit carol service at Christmas. Chris Wakefield, Chair of the Friends Group, is delighted with the park's remarkable transformation: "It's a fantastic nature reserve and the whole place is very family friendly." The local businesses and owners of the small hotels dotted around the Boscombe area are also pleased with the development as they feel that their trade has been boosted. And the development has opened the door to other schemes. The council recently gained a £500,000 grant from CABI (Commission for Architecture and the Built Environment) to refurbish the Boscombe sea front, as part of CABI's Seachange initiative.

"Boscombe seems to be thriving despite the recession. This is closely linked to the fact that the regeneration plans have all worked so well. The Green Flag Award has ensured that other local initiatives are taken seriously," says Rowland.

There are plans for further redevelopment but for now the priority is to preserve the hard-won gains and to make sure that the gardens remain well-looked after.

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What do communities expect from their service providers?

The Young Foundation (2007) noted that the priorities of residents and groups in terms of neighbourhood management practices included:

- Reducing crime and improving streetscene and public realm through crime prevention and addressing the needs of young people
- Seeing tangible results
- Evidence of being listened to, even when their wishes cannot be taken on board
- Respectful attitudes from agencies and their representatives
- Streamlined consultation processes

People's relationship with their local authority has been changing in recent years from that of citizen to consumer which requires local authorities to rethink the way in which they relate to their communities (Defra, 2005). Evidence from the first round of Place Survey suggests local authorities are not getting the credit they deserve for the perceived improvements in quality of life. It also points to the fact that there are rising expectations from citizens of local authorities when it comes to providing universal services especially environmental services (Ipsos MORI, 2009). It is suggested that whilst views of littering and rubbish are improving, satisfaction with local government has dropped by a significant amount from 53% to 45% (Ipsos MORI, 2009). One potential explanation put forward is a decline in the in the number of people who feel well informed with only 38% who feel they are kept informed about local services. The example of litter and rubbish is cited as a specific example of where people are saying that they believe littering has dropped locally (Figure 2) satisfaction with council services on dealing with litter has gone down (Figure 3). Therefore, there is little credit being gained from tangible improvements (Ipsos MORI, 2009).

Figure 2: Perceptions of problems with rubbish or litter lying around over time (Ipsos Mori, 2009)

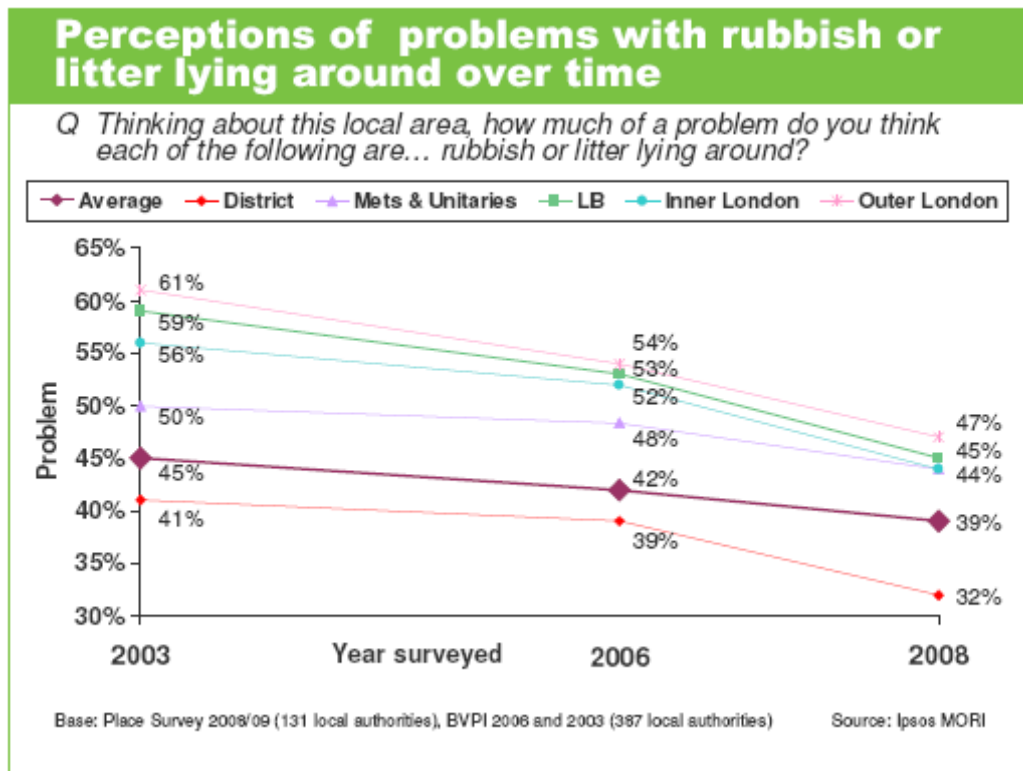
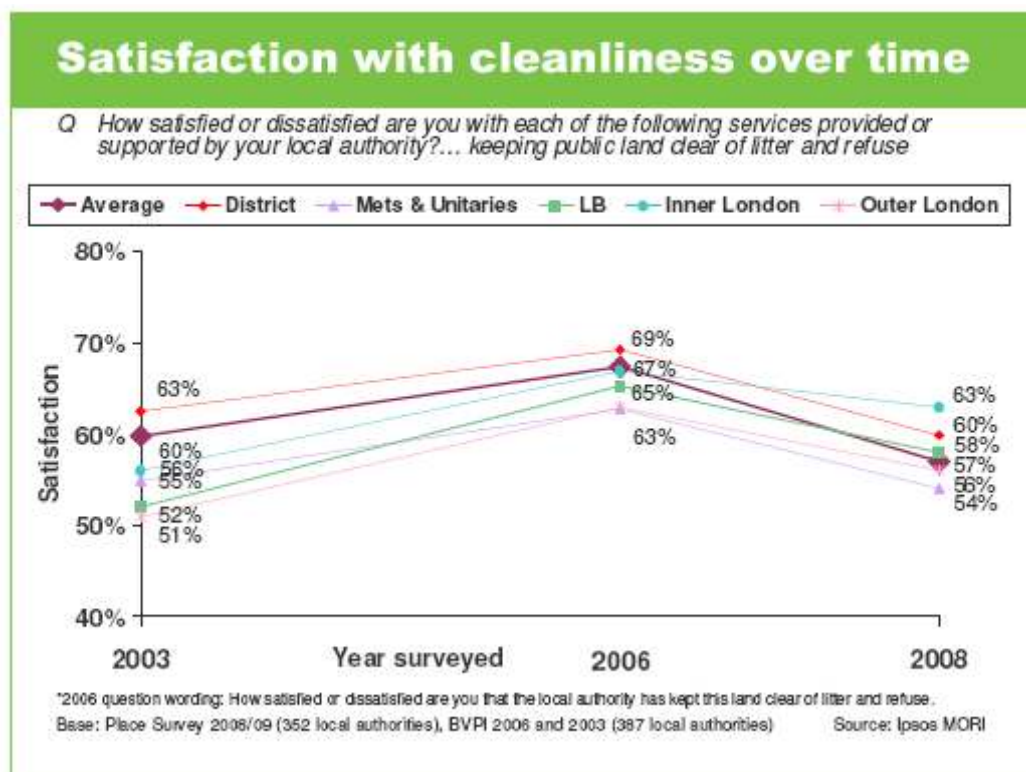


Figure 3: Satisfaction with cleanliness over time (Ipsos Mori, 2009).



Local Government Association (2008) research shows that it is important for local authorities to communicate value for money and the quality of services. Not only do these two factors have a strong effect on satisfaction with local councils, they overlap with one another. If residents feel informed about what their council does and if they see that the job gets done, they are more likely to be satisfied with its services. If residents believe they receive high-quality local services, they are more likely to think they get good value for money. (New Local Government Network, 2009). A survey conducted by the Standards Board for England noted that road sweeping or street cleaning was the most cited reason given for dissatisfaction with local authorities (MORI, 2005).

Hastings *et al* (2005) puts forward a six point model of how local authorities have approached changing resident behaviour in their local environment. This consists of:

- Providing appropriate routine services
- Providing information on services and involving residents
- Supporting vulnerable individuals with flexible services
- Helping to reduce antisocial behaviour
- Education
- Enforcement

The provision of coherent and succinct information to residents about services, standards they may expect, who is responsible for doing what, how to contact providers and how they can influence services helps to deliver informed and empowered communities (New Local Government Network, 2009). However, at the present time, a weak link in local government work is between its frontline staff and its citizens. As previous New Local Government Network research highlighted, *'this is where paper work piles up, messages go astray or unanswered'* (New Local Government Network, 2006).

The Local Government Association's *'Reputation'* campaign encourages local authorities to sign up to a set of core actions split between improving communications with the public and improving the local environment. The campaign is based on a view that while public satisfaction with council services is improving the public perception of local authorities is not. It is also based on the evidence already highlighted in this series of manifesto evidence papers that clean streets and

improvement in the environment of their local area are what matters most to local people (Local Government Association, 2009).

The campaign identified the following core actions which all local authorities should be able to achieve:

- ensure visible cleaning and clear council-linked branding of staff and vehicles
- undertake education and enforcement
- eliminate demarcation in cleansing contracts to ensure that there are no gaps in coverage
- set a 24-hour target for action on fly-tipping and abandoned cars
- have one phone number for all streetscene problems
- know where there grot spots are
- aim to have a Green Flag award for at least one park
- ensure communications teams tell people what they have achieved

Sporadic contact with the public can lead to the isolation of formal services. It is reported that many local authorities are not using the potential of communities due to an over-reliance on community informing rather than engaging. As a result local authority responses can be based on those who shout loudest rather than where the real problems are (New Local Government Network, 2009).

This is in contrast to the importance that communities give to receiving effective information and the impact it has on perception and satisfaction. The Local Government Association (2008) notes that the degree to which a local authority communicates effectively with local people can improve its perceived performance. There is a high degree of correlation between those who reported themselves very satisfied overall and more likely to feel informed from the 2006/7 BVPI data. Therefore, communication of achievements is an important feature of management and maintenance (New Local Government Network, 2009).

The New Local Government Network (2009) observes that the best performing local authorities have effective streetscene strategies in place that set out challenging frameworks based on meaningful consultation with residents that link back into the other corporate policy areas. Localis (2009) suggests in order to address the lack of citizen engagement in the environmental performance of local authorities local authority performance and costs should be visible to households on council tax bills

and online. By doing this it allows local residents to hold councils to account and informs residents about the level of environmental impact. This concept was suggested in relation to carbon budgets but could equally apply to local environmental quality information.

Technology


Technology has a role in engaging communities and enabling them to become increasingly empowered through developing technologies. Defra (2005) remarked that there is a relatively low level of information technology use within street cleansing departments and the level of connectivity of different technologies remains low. Discussions with stakeholders during the course of the manifesto research suggested that IT usage is increasingly being used by local authorities to monitor and inform management decisions.

The New Local Government Network (2009) reports that websites and forums can empower people to believe they can change things; secondly, it engenders public pressure that enables councils to be more responsive; thirdly, it enables an opportunity for councils to be seen to be responding. Therefore, it creates a virtuous cycle whereby success feeds success, allowing more engagement and more responsiveness. Technology can encourage creative approaches to community leadership by making seamless connections between providers and citizens.

Case study: LoveLewisham

LoveLewisham is a web-based application created by the London Borough of Lewisham that provides a real-time overview of local environmental problems and actions taken to deal with them. Starting in 2004 as an internal pilot, LoveLewisham developed into an officially launched website in 2005. The programme has grown into an award winning programme, notably winning the New Statesman 'New Media' Award in 2006. Residents and council staff can use their mobile phones (multimedia messaging), email, Windows Mobile device or iPhone to upload and track reported issues such as graffiti or fly-tipping. Reports are constantly monitored which enables an effective response to be activated. Cleansing staff update the report and keep residents informed by posting 'after' images of the improvements that have been achieved.

Accessibility



 **Lewisham**

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- ▶ How it Works
- ▶ Previous Site

Lewisham Council
1 Catford Road
London SE8 4RU
Tel: 020 8314 8000


Near 2 Whitburn Rd, Lewisham, Greater London SE13 6, UK

Lewisham Central Ward
Black sack by alley

Vote Up	Reported	22/02/2010 12:34	Category	Fly-tipping
	Response Required	Yes	Status	In Progress
Vote Down	Completed	No	Reported By	sam.kirik
	Approved	Yes	Assigned To	
Assigned Name				

Permalink: <http://www.lovelewisham.org/Reports/Report/7237b943-d0bc-46bd-baab-01d073baff67>

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Through the LoveLewisham initiative, Lewisham has exploited the opportunities offered by new technologies and has enabled better local environmental quality at no extra cost. The photographic evidence provides useful information which has driven efficiencies, for example the right piece of equipment can be sent resulting in one site visit. Improvements to the resource allocation have reduced the time it takes to respond to graffiti incidents from 2.78 days in 2003 (before LoveLewisham) to 0.50 days now, whilst resources to cover the service have stayed the same. Alongside the efficiency gains, improvements to the quality of the local environment have also been achieved.

The website opened up a new communication channel between the residents, council staff, partners and politicians and has developed a partnership approach that builds on a concept of collective responsibility for improving the Lewisham area. Improved levels of satisfaction as measured through the annual resident satisfaction survey can be tracked across the lifetime of the website.

Council employees also benefit from the website as staff can see when their reports are acted upon and those who are responding to issues feel they can communicate successes back to colleagues and the public more effectively.

LoveLewisham is an example of innovation in local government that has enabled multiple improvements to a wide range of activity and elements that play a part in managing local environments. It has improved efficiencies within the service, provided a communication channel that forms a partnership between locals and government, has improved satisfaction of residents and council employees and has improved local environmental quality.

For more information visit the LoveLewisham website at: www.lovelewisham.org or contact: Nigel Tyrell, Head of Environment, LoveLewisham nigel.tyrell@lewisham.gov.uk

International experiences of community empowerment

A Policy Exchange (2009) review of international experiences suggests that one of the key lessons is the need for community engagement in both cleaning, through initiatives like *Clean Up Australia Day*, and educational campaigns that engage people through a broad range of organisations, such as schools and community groups. For example, in Australia the annual *Clean Up Australia Day* is Australia's largest community tidy up which brings together councils and volunteers from local communities. Since it began in 1989, six million Australians have participated, collecting over 200,000 tonnes of litter. In 2008, 800,000 volunteers cleaned up 7,000 tonnes of litter at 6,000 sites across the country (Policy Exchange, 2009). In New South Wales a community project runs, as part of an overarching Litter Prevention Programme. It disseminates community experiences of litter prevention and builds community capacity to undertake activities such as clean-up days through the distribution of information and resource kits for community organisations wishing to run a litter prevention programme. It also runs workshops for community organisations and council educators on the Litter Prevention Programme and funds Keep Australia Beautiful to administer a programme of local litter prevention grants (New South Wales Government, 2008). In Australia the Tidy Town Awards were launched in 1987 to encourage rural Australians to carry out community based environmental initiatives. The project also aims to improve facilities and recreational areas, reduce waste and to promote a healthier environment, respect for Australia's

indigenous and non-indigenous cultural heritage and contribute to regional sustainability (Keep Scotland Beautiful, 2008; Keep Australia Beautiful, 2005).

In Toronto, Canadian residents, businesses, property owners and young people are asked to pledge to pick up at least one piece of litter a day and remind family, friends, children and colleagues not to litter as part of its clean and beautiful initiative (City of Toronto, 2004). In Mississauga, Canada, local businesses, sports clubs, service groups, schools and neighbourhoods are invited to join the Litter Not Leaders programme and adopt a street or park through its Volunteer Clean up Programme. The programme requires participants to make a two-year commitment and operate a minimum of three clean ups per year. The city supports the groups by providing training, safety equipment, rubbish bags and collects the resulting waste. To recognise their Litter Not Leaders, Mississauga also posts a special sign in the adopted location, publishes the names of participating groups in annual newspaper advertisements, and awards them a Certificate of Recognition from the Mayor (Keep Scotland Beautiful, 2008).

Research from America suggests that Adopt-a-Highway programme reduces littering by about 13%, whilst Keep America Beautiful sites are 8.5% cleaner than non-Keep America Beautiful sites (R.W. Beck 2007).

In Singapore litter laws go back to 1968 when the then Prime Minister introduced his Keep Singapore Clean campaign. A culture of clean has evolved ever since including a strengthening of laws in 1987, with higher minimum fines, and again in 1992, with the work-order programme, which had offenders picking up litter for no pay. Anti-littering messages are taught in schools and promoted in mass public-education programs (anti-littering banners are a staple of major public events). However, since 2002 the National Environment Agency (NEA) took a new approach through new anti-littering initiative – The Singapore, Litter-Free J campaign. Since then, the NEA has been working in partnership with event organisers and owners of land and premises (including parks, petrol kiosks and schools) to engage the community to take ownership of their litter and the environment. The Singapore, Litter-Free J social marketing programme was extended to buses and bus interchanges which have been identified as the public areas with the most litter. The programme not only seeks to educate passengers on proper disposal of refuse, such as cigarette butts and tissue paper; it also urges shop tenants within bus interchanges to encourage customers not to litter (Keep Scotland Beautiful, 2008).

Contact Information

Please do not hesitate to contact us should you have any questions or would like to discuss any element of this report.

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