

REPORT TO:	Cabinet 19 June 2017
AGENDA ITEM:	6
SUBJECT:	Don't Mess With Croydon – Young People Taking Pride and Campaign Update
LEAD OFFICER:	Shifa Mustafa, Executive Director – Place Steve Iles, Director of Streets
CABINET MEMBER:	Councillor Stuart Collins Deputy Leader and Cabinet Member for Clean Green Croydon
WARDS:	All

CORPORATE PRIORITY/POLICY CONTEXT:

Cleaner & Greener

These services meet the Council's Corporate priorities to:

- Provide value for money to its residents through the development of an integrated waste and street cleansing service alongside three neighbouring authorities, considerable savings and also improvements in contract performance
- Support improved use of Council assets and investment in energy and carbon management.
- Contribute to the local economy and environment through social value.

AMBITIOUS FOR CROYDON & WHY ARE WE DOING THIS:

As part of Ambitious for Croydon, the Council is working with residents and contractors to tackle fly tipping, instigate behavioural change, instil pride in our Borough and improve contracted services within the challenging financial constraints set by National Government.

FINANCIAL IMPACT

There are no new direct finance implications arising from this report. The cost of delivering the projects are to be funded from existing Revenue and Capital budgets and were agreed as part of the budget setting report presented to Cabinet in February 2017.

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendation below:

1. RECOMMENDATIONS

That Cabinet:

- 1.1 Note the progress to date for the Don't Mess With Croydon Young People Taking Pride campaign.
- 1.2 Agree the approach to the next phase of the Don't Mess with Croydon Take Pride campaign.
- 1.3 Note the progress on the planned transitional improvements to the environmental service in advance of the new South London Waste Partnership contract March 2018
- 1.4 Delegate to the executive director of Place, in consultation with the cabinet member for Clean, Green, Croydon, the decision to implement the proposed service change improvements contained within this report and any further improvements following the behaviour Insight project.

2. EXECUTIVE SUMMARY

- 2.1 This paper provides an update on the Don't Mess with Croydon Take Pride Campaign (DMWC), the successes and achievements so far, and future plans for developing the messages from the campaign and in particular, increasing involvement of young people in the borough.
- 2.2 The council is committed to tackling fly tipping across the borough, fly tipping is a national crisis and Croydon is not alone in tackling those individuals that blight boroughs across the U.K. The Council is further committed to working with residents and contractors around behavioural change and taking pride in local communities.
- 2.3 Dumping waste illegally is a serious criminal offence (Environmental Protection Act 1990); it carries a fine of up to £50,000 (unlimited if the case goes to the Crown Court) and a prison sentence of up to five years. Councils can also issue £80 fines and Croydon has recently approved a £400 fine for more serious fly tipping offences. The Council is also committed to improving the contractors waste, cleaning and recycling service performance into a new contract and delivering further improvements in the transitional period whilst the old contract expires.
- 2.4 As a National trend, interest in environmental issues tends to be lower amongst young people than other age groups. Recently, the South London Waste Partnership (SLWP) commissioned BMG Research to carry out scientifically-robust and representative research into the views of local residents around waste management. **The research found that** Recycling behaviours are less well entrenched amongst younger residents, with 16-34 year olds significantly less likely to state that they recycle as much as they can (54%) than other age groups. 16-34 years are significantly more likely than any other age group to identify a 'lack of time' as being a barrier to recycling more.

3.

Table 1: Importance of waste management by age (All responses)

Waste management	16 - 34	35 - 44	45 - 54	55 - 64	65+
Very important	69%	<u>90%</u>	<u>83%</u>	<u>90%</u>	<u>88%</u>
Fairly important	<u>28%</u>	9%	17%	7%	10%
Summary: Important	97%	99%	99%	98%	97%
Unweighted Bases	235	154	229	159	207

Table 2: Attitudes to recycling by age (All responses)

	16 - 34	35 - 44	45 - 54	55 - 64	65+
Recycle as much as you can, even if it requires additional effort	54%	<u>75%</u>	<u>75%</u>	<u>73%</u>	<u>80%</u>
Recycle when it is made easy to do so, and only requires a little additional effort	<u>36%</u>	19%	21%	21%	16%
Only recycle if it does not require any additional effort	5%	3%	2%	6%	3%
Do not recycle	<u>5%</u>	2%	2%	0%	1%
Don't know	0%	0%	1%	0%	0%
Unweighted Bases	235	154	229	159	207

- 3.1 The ongoing success of the DMWC Campaign will be dependent on the support of the whole community, meaning both Croydon and the SLWP will need to explore new ways of communicating and engaging with young people, including the use of with Recycle for London's three-year (2017-2020) communications and education campaign which will be focused on 18-34 year olds and exploring technologies such as Apps that provide timely proactive recycling-related prompts, to remove the 'lack of time' barrier reported by this age group.
- 3.2 To this effect, the authority has launched the DMWC – Young People Taking Pride campaign, which specifically aims to engage young people with the wider objectives of the DMWC campaign.

4. Developing Young People Taking Pride

4.1 As with the wider DMWC Campaign, Young People Taking Pride (YPTP) will seek to build further on the 'Take Pride' element of the campaign strapline, which places an onus on engagement with individuals and community groups to take ownership of their streets and their surrounding environment. The following actions listed will feed into the wider campaign.

4.2 Employment of a dedicated Recycling Education Officer. A fully qualified and experienced teacher has been employed into the Recycling Team. This officer has reviewed the curriculum for primary schools and developed a set of classroom resources for young people which support the DMWC campaign. A selection of lesson plans is being developed so that teachers can use a 'pick and mix' approach which will encourage long term use with curriculum links. Initial approaches have been made to schools to trial these resources, with the aim of a fully developed programme being available for use in schools for the summer term. Initially schools in the areas where the resident engagement team are active will be prioritised prior to opening the programme up to schools across the borough. There are plans underway to as well as developing some summer activities for these children during the holiday period, as well as developing an additional set of resources for secondary school pupils in the autumn.

4.3 Working with Schools Teachers' Survey

Teaching children about waste and waste minimisation is important as they are the next generation of consumers, it's never too soon to ensure children understand how much waste is generated every day and what practical steps can be taken to minimise waste going to landfill. To develop a schools programme an online teacher's survey has been built and is available for schools to complete. 88 schools have been emailed with a link to the survey and 12 responded, and one school has contacted the council directly to express an interest in helping to develop and promote the programme. As part of the 'pick and mix approach detailed in 5.2 lesson plans will be available covering the whole waste hierarchy including waste reduction and reuse.

4.4 Targeting opinion formers and influencers

Census data will be used to establish the demographics of the relevant areas to provide information and opportunities to identify and target local opinion formers and influencers. These could take a variety of forms, for example areas with high percentages of families with school age children, local school catchment areas can be assessed and activities undertaken with the relevant schools in the expectation that children will go home and speak to parents about recycling at home. Councillors in the areas where the resident engagement team will be working have been contacted many have supplied the details of contacts within those communities for the team to follow up this is with the aim of supplying recycling education and encouragement through a number of local communications channels.

- 4.5 A collaboration between three primary schools has seen pupils designing stickers with messages promoting clean, green Croydon with the winning designs to be displayed on the Solar Compacting litter bins in the surrounding area. Pupils from the schools involved will be in attendance at this Cabinet Meeting where the winning designs will be announced by the Cabinet Member, and this will be followed up with a photoshoot with the pupils and the Cabinet Member and the bins featuring their designs.
- 4.6 Working with the Cabinet Member and Veolia, an anti-litter poster competition amongst local schools, the winning designs will appear on Veolia vehicles as part of the Council's anti-litter campaign.

5. Complementing the wider DMWC Campaign

- 5.1 The Don't Mess with Croydon, Take Pride campaign seeks to crack down on fly-tipping and other environmental crimes in the borough. It sends a firm message to anyone who blights our borough with illegally deposited waste.
- 5.2 The DMWC campaign was developed to tackle fly tipping and work towards making Croydon the cleanest and greenest borough in London. Its aim is to raise awareness of a range of environmental issues and to get people to take more responsibility for their local area through enforcement, encouragement and education. Issues such as fly-tipping have a negative effect on people's quality of life. Those who dump rubbish in our streets affect everyone in the community; it is not enough to simply remove the fly-tips once reported but to ensure that we are taking both preventative measures and strong action.
- 5.3 To tackle some of these issues, we have put in place special fly-tip reaction teams to carry out observations at known fly tip hotspots and to patrol the borough with council enforcement officers, investigating fly-tips to catch, fine and prosecute offenders. We will continue to work closely with residents and local business to ensure they too are playing their part in supporting our campaign.
- 5.4 Take pride: it's everyone's duty to look after the environment and dispose of their waste responsibly; there are a range of services available to help to keep communities clean and tidy. With the communities support we can make Croydon one of the cleanest greenest boroughs in London.
- 5.5 This paper provides an update on the DMWC Campaign, the successes and achievements so far, and future plans for service improvements and developing the messages from the campaign and increasing community pride and involvement.
- 5.6 As part of "Ambitious for Croydon" the council has for the 1st time introduced:
- A commitment to remove 80% of fly tips with 48hrs. Prior to May 2014 the average clearance rate in 48 hours recorded by Veolia's echo system was only 3%.
 - The council now publishes a monthly performance dashboard on its website. 90.1% fly tips on Council land are currently cleared within 48 hours.

- Development of My Croydon smart phone app to report fly tips, work is also underway to investigate a report back addition to the current app.
- Recruitment of 327 Street Champions and 136 clean up events since the campaign began
- Renewed emphasis on enforcement to target individuals that are blighting our borough with a higher numbers of FPNs being issued than ever before – over 1700 since DMWC began with 50% of these being for fly tipping offences. Prior to 2014 the principal focus for FPN issuance was for lower level littering offences such as dropping cigarette butts.
- 150 people have been successfully prosecuted for fly-tipping and other environmental offences with two offenders receiving jail sentences.
- The council have also confiscated 21 vehicles involved in waste and fly tipping offences and we are now a national leader in this field providing briefings and advice at DEFRA and for numerous other councils across London and England.
- Time banded waste collections for High Streets on Thornton Heath High Street (9am-6pm) and London Road (8am-6pm) – no waste or bin presentation during this period. This has now been extended to include Selhurst, Thornton Heath and South Norwood. Shops in those areas were invited to sign a pledge and place a sticker in their window, which many have done. There have been more visits to businesses to check trade waste agreements than ever before with 2500 inspections since the campaign began.
- Introduced 90 dual use recycling receptacles on highways at key transport hubs, town and district centres.
- Introducing 80 Big Belly solar compacting bins in the town centres and areas of high footfall, these bins are able to compact waste to approximately 8 times the capacity of a standard street bin.
- Introduced a new contract for the management of the Household Reuse and Recycling Centres (HRRCs) which has seen major refurbishment works at Factory Lane and Purley Oaks which have led to increased customer satisfaction, reduced queueing times and improved recycling rates at the sites.
- All sites are on track to exceed their recycling target of 70% and recent customer satisfaction surveys at the sites indicated that 96% were satisfied with their experience, and 86% were queueing for five minutes or less. Further works are planned to improve Fishers Farm HRRC in line with the other two sites.

5.7 The DMWC campaign has received national acclaim and was featured on BBC's Inside Out, The One Show, Sky News and twice on ITN national and regional news. Several council's across the country have asked for advice and information about our successes and DEFRA have requested that our environmental enforcement team address their regional networks at seminars and conferences. DMWC was shortlisted for the 2016 national LGC Awards for Campaign of the Year and given a Special Recognition Award in November's Croydon Council Awards. Croydon is now an Exemplar Member of the Keep Britain Tidy Network.

5.8 Whilst much of the DMWC campaign has focused on fly-tipping and littering offenders being dealt with via enforcement and prosecutions, there have also been a number of community led events. So far the scheme has recruited 327 clean and green street champions and led 136 local community clear-ups on both public and private land.

6. Increasing Participation in the wider community

6.1 Supporting this 'Take Pride' message are a number of developments aimed at increasing community participation and improving standards of street cleansing, refuse and recycling collection highlighted below.

6.2 By looking at demographic information relating to the identified areas it's possible to understand local characteristics, identify key influencer audiences and target these with relevant messages to support and encourage behavioural change.

6.3 Non recyclers are being engaged at the doorstep with targeted communications material, whilst feedback and encouragement is given to those already recycling to recycle an increased range of materials. This is a simple and effective way of improving performance, understanding at a local level the barriers to participation and encouraging increased recycling. Previous work using a similar methodology encouraged 69% of non-recycling properties to start participating in recycling collections. This is expected to see a significant increase in the amount of waste diverted from landfill.

6.4 The communications approach will focus on taking pride and community responsibility through messaging that encourages peer-to-peer behavioural change and highlights active resident participation in local environmental activities, such as the Street Champions scheme. The campaign visuals will be evolved for the 'Take Pride' element of the campaign to be more people-centred in order to engage individuals and community groups around the theme of community responsibility.

6.5 An initial analysis of the data for poor performing rounds shows a high correlation between poor performing round areas and areas with a high prevalence of privately rented property, and consequently high turnover of tenants. To maximise the impact of the project landlords can be engaged with, through the Landlord Licensing Scheme to create a longer term impact.

6.6 DMWC already has over 300 active street champions across the borough. Where these reside within target areas look to engage with them to help disseminate messages within the community and encourage behavioural change.

6.7 The tone of communications will be positive and encouraging, with the messaging tailored to fit with local demographics. The demographic information will also help provide an understanding of the predominant languages spoken in the target areas with the aim of recruiting a team who can liaise with residents in their native language.

6.8 Communications will also be required to engage with relevant audiences identified by the demographics work, such as landlords and schools.

7. Behavioural Insights Project

7.1 A project commenced in January 2017 aiming to increase the level of participation in Croydon's recycling scheme, both for food waste and for plastics and paper recycling. This aim will contribute to an overarching goal of increasing recycling in Croydon.

7.2 This project, developed by behavioural change specialists, the Behavioural Insights Team (BIT) involves contacting households who don't place recyclables out for collection and giving them tailored information about Croydon's services.

7.3 The project, which is ongoing has focused on the number of households that do not participate in Croydon's recycling programme i.e. (individual household that fails to present recycled material during a given collection round (i.e., food, paper or plastic). It uses 'lock out' data from Veolia system detailing the properties which haven't presented recycling for collection. Records are then be sent to BIT and they have developed a number of messages with the aim of encouraging increased participation. These messages are then included in a letter which is be posted out to non-recyclers, following the mailing further analysis will assess whether that address has started recycling.

7.4 For each contacted household there is a measurement period of 6 weeks, which starts one week after the communication is received.

7.5 This project commences in January 2017 and is expected to conclude in August 2017. The findings of this project will assist in developing a forward works programme to encourage and maximise participation in household recycling.

8. South London Waste Partnership Contract

8.1 The South London Waste Partnership (SLWP) was formed in 2003 between the boroughs of Croydon, Kingston, Merton, and Sutton and has a proven record of providing improved and more cost-effective waste management services through the procurement of complex waste disposal treatment, recycling and Household Reuse and Recycling Centre contracts.

8.2 Officers from the four partner boroughs explored opportunities for future delivery of a range of high quality environmental services. An options analysis was undertaken to assess the merits of procuring services in partnership, as opposed to procuring alone, or retaining existing arrangements. The boroughs made an assessment of delivery, procurement options and modelling savings based on joint procurement by all boroughs.

- 8.3 The South London Waste Partnership (SLWP) contract will harmonise waste collection services across the boroughs of Croydon, Kingston, Merton and Sutton. The new service for Croydon will not commence until March 2018 for street cleansing, and 1 October 2018 for the new waste collection service. As well as realising substantial cost savings for the four boroughs, the new contract will be underpinned by a robust set of Key Performance Indicators with more ambitious targets than Croydon's current contract.
- 8.4 Another benefit that Croydon's Officers negotiated through the SLWP will be that the chargeable fortnightly kerbside garden waste collection service, which currently ceases during the winter months, will be extended to run all-year round and include the kerbside collection for subscribers.
- 8.5 In order to ensure the transition from the existing contract to the new SLWP contract runs as smoothly as possible, a performance improvement plan has been developed with Veolia. The plan focuses on the following key areas:
- Introducing new technology and equipment to maximise efficiency of service,
 - Ensuring there are robust supervisory systems in place for monitoring all elements of the service
 - Improving the performance
 - Ensuring resources are concentrated in the right places to achieve optimal results.
 - Creating a culture of empowerment in which the crews are proud of their work, where poor performance is addressed and good performance rewarded.
- 8.6 This plan has yielded some extremely positive results with over 90% of street cleansing inspections showing streets achieving either an A or B standard, using the guidelines for assessing street cleanliness produced by Keep Britain Tidy.
- 8.7 In support of this work, The Council has a monitoring team which inspects around two hundred streets each month to ensure high standards of street cleansing are being achieved. The number of these inspections is considerably more than in previous years, and the team has been increased and experts in the contract monitoring field added to the team, who have helped advice on the new equipment for street cleaning outlined later in this paper. Additionally, Veolia supervisors also undertake over 250 street cleansing inspections each month.
- 8.8 Following detailed talks with Veolia and the agreed training of their staff, there has been a notable rise in public recognition of the street cleaners improved performance resulting in compliments emailed to the Council and Veolia. The Council and Veolia have therefore agreed that there will be Veolia Staff Recognition Awards and that these will take place at the Council's Awards night.

8.9 A successful trial of eight solar powered compactor bins in areas of high footfall. These street bins are able to compact street litter by eight times, meaning that they need to be emptied less frequently, and therefore, the time saved can be spent on enhancing other street cleansing activities.

9. Capital Investment

9.1 In order to make the transition from the current contract and level of service and performance indicators to the new robust service performance indicators in the SLWP Contract, a capital investment of £1.28M has been made, which includes:

- Bringing in 4 compact mechanical sweepers split North/Central & South, these vehicles are already operational and are being used strategically to focus on high use high impact areas.
- Two additional Refuse Collection Vehicles to focus on the collection of the orange bags, this provides greater capacity and reduces down time running to tip.
- 3 x 3.5 tonne cage tippers Narrow access vehicles for the street cleansing service Ideal for housing sites, alleyways and access to 'hard to reach fly tips'
- Initial rollout of 25 x electric hoovers for street cleansing operatives with an intention to rollout across the borough.
- Introduce deep cleaning jet wash equipment for the council's environmental response team to target localised deep cleaning on high footfall areas.

9.2 Following a successful trial, the installation 80 solar powered bins have been placed in district centres and high footfall area such as approaches to transport interchanges and high use public parks to replace the existing bins. These Solar powered street bins are able to compact waste to up to 8 times the capacity of a standard street bin. The council is also currently investing in various items through its existing capital programme. These are already funded within the budget. These include the replacement of the old 'paladin' bins from blocks of flats with 'Chamberlain' bins which are more visually pleasing, sturdier, easier to manoeuvre and can be lifted without the need for a specialist vehicle.

9.3 In parallel with the reinstatement of the afternoon street cleansing service a review of the cleaning frequencies will be undertaken to ensure the deployment of this resource is maximised throughout the day. Whilst in the main high streets, district centres and town centre are a daily cleanse the side roads key transport hubs are less frequent.

9.4 The outcome of this will be a higher standard of street cleanliness across the borough, improved response times to clear fly-tips, all orange bags produced by street cleansing staff removed on the same day as the sweep.

9.5 Rather than the traditional approach of identifying saving in budget through capital investment the council will be reallocating the revenue savings of approximately £650k into improving the scope of service during this transitional period prior to the commencement of the new improved SLWP contract.

10. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

There are no direct financial implications arising from this report. The budget for the services delivered as part of the South London Waste Partnership and the Don't mess with Croydon Campaign will be funded from existing revenue and capital budgets that have previously been agreed by Cabinet as part of the budget setting report in February 2017.

Future savings/efficiencies

The financial investment in services and education of our residents will enable revenue savings to be generated which are to be reinvested into improvements in the current service prior to the new SLWP contract. The new contract when operational will also deliver significant savings for the council which have been documented in previous cabinet reports.

(Approved by: Lisa Taylor, Director of Finance, Investment and Risk and Deputy S151 Officer)

11. COMMENTS OF THE COUNCIL SOLICITOR AND MONITORING OFFICER

The Council Solicitor comments that there are no legal considerations arising directly out of the recommendations set out in this report.

(Approved on behalf of the Director of Law and Monitoring Officer).

12. HUMAN RESOURCES IMPACT

There are no human resources implications arising from this report

(Approved by: Jason Singh, Head of HR Employee Relations on behalf of the Director of HR)

13. EQUALITIES IMPACT

13.1 An initial equality analysis was undertaken as part of the development of the environment enforcement policy. This covers the proposals to make Croydon a cleaner and greener borough. The initial equality analysis indicates that the actions arising from this report are unlikely to directly affect equality groups that share a “protected characteristic”. The direct impact will be upon anyone committing an environmental offence rather than a particular group.

13.2 The initial equality analysis is currently work in progress and will be reviewed and updated as the education and enforcement actions arising from this report are planned and delivered. For instance, we will ensure that different equality / community groups and schools are engaged in a campaign to educate and raise awareness of the clean and green agenda and any communication / information that we produce is accessible.

14. ENVIRONMENTAL IMPACT

14.1 The recommendations of this report impact significantly on the environment as they specifically designed to address enviro-crime such as fly tipping and littering. They will send a clear message that the council working with the communities in taking pride in the environment will not tolerate these offenses, should change attitudes to fly tipping and littering and will ultimately make the borough a cleaner and greener place to live, work and visit.

15. CRIME AND DISORDER REDUCTION IMPACT

15.1 The recommendations of this report will impact on crime and disorder as they will intensify the councils approach to identifying and prosecuting people for fly tipping and littering for which these are the offences the council has powers to enforce.

16. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION

- 16.1 The recommended that the council continues to adopt the clean and green approach and the range of interventions and engagement with our communities. Introducing the capital investment into the service will provide efficiencies within the service to enable resources to be diverted to areas of the borough with the greatest need. This investment will also allow the current service to transition to the new South London Waste Partnership contract in March 2018.
- 16.2 This is consistent with the environmental enforcement policy, which clearly sets out what the council's position is regarding tackling fly tipping and littering and other offences.

17. OPTIONS CONSIDERED AND REJECTED

- 17.1 The range of interventions described above take the existing service provision and powers the council has combining them under a new strategic and operational approach to develop further in order to transition the existing service to the new South London Waste Partnership contract in March 2018. There are options to introduce this approach without including residents, businesses, our schools and contractor but that would undermine the "inclusive" nature of the Clean and Green Strategy and would lead to an approach which did not have partnership at its core.

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BACKGROUND DOCUMENTS:

None.

