

Scrutiny committee

Supplementary Agenda

Date: **Thursday, 25 January 2024**
Time: **16:30**
Venue: **Mancroft room City Hall, St Peters Street, Norwich, NR2 1NH**

All group pre-meeting briefing – 16:00

This is for members only and is not part of the formal scrutiny committee meeting which will follow at 16:30. The pre-meeting is an opportunity for the committee to make final preparations before the start of the actual meeting. The public will not be given access to the Council Chamber before 16:30.

Committee members:

Councillors:

Ackroyd (Chair)
Thomas (Va) (Vice chair)
Carrington
Champion
Davis
Driver
Fox
Galvin
Osborn
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Agenda

		Page nos
4	Love Norwich Review	3 - 16
	Purpose: At its meeting on 29 June 2023, the Scrutiny Committee agreed its work programme for the following year. One of Topics agreed at this meeting was the review of Love Norwich, in particular what is working well, allocation of funding, and results delivered.	

Date of publication: **Tuesday, 23 January 2024**



Committee name: Scrutiny

Committee date: 25/01/2024

Report title: LOVE Norwich Review

Portfolio: Councillor Giles, Cabinet member for communities and social inclusion

Councillor Hampton, Cabinet Member for Climate Change

Report from: Executive director of development and city services

Wards: All Wards

OPEN PUBLIC ITEM

Purpose

At its meeting on 29 June 2023, the Scrutiny Committee agreed its work programme for the following year. One of Topics agreed at this meeting was the review of Love Norwich, in particular what is working well, allocation of funding, and results delivered.

Recommendation:

It is recommended that the Scrutiny Committee review the report, alongside consideration of the data presentation, identifying areas where it wishes to seek further development.

Policy framework

The council has five corporate priorities, which are:

- People live independently and well in a diverse and safe city.
- Norwich is a sustainable and healthy city.
- Norwich has the infrastructure and housing it needs to be a successful city.
- The city has an inclusive economy in which residents have equal opportunity to flourish.
- Norwich City Council is in good shape to serve the city.

This report meets the Norwich is a sustainable and healthy city corporate priority.

This report addresses **Make it easier for residents and businesses to reduce, reuse and recycle more and dispose of their waste efficiently; and keep the city's streets clean** priority or action in the Corporate Plan.

Report details

1. At its meeting of 14 July 2022, the Scrutiny Committee considered a report from its Fly Tipping Task and Finish Group. The work of the Task and Finish Group was extensive and made extensive use of the data available with regards to fly tipping and other types of environmental anti-social behaviour such as dog fouling, littering, graffiti and fly posting.
2. Data analysis identified that:
 - i) Approximately 5000 incidents of fly-tipping were reported to the Council every year (based on data from September 2019)
 - ii) The vast majority of these (92%) are on Council land, primarily in our Housing Estates
 - iii) The vast majority (again, 92%) of the material fly-tipped is household waste.
 - iv) The direct cost of clearing fly-tipping to the City Council was approximately £180,000.
 - v) The tonnage of fly-tipped material collected in 2020/21 was 1263 tonnes
 - vi) Only approximately 14.2% of this waste was recycled.
 - vii) There was no obvious link between the various lockdowns between March 2020 and July 2021, and the amount of fly-tipping in the city.
3. Data also identified that 10 locations in the city were responsible for 20% of all incidents of fly tipping.
4. The Scrutiny Committee made a number of recommendations, and it was agreed that these would be considered at a future meeting of the council's cabinet. The recommendations were as follows.
 - a) That the council decision in February 2007 to discontinue Waste Amnesty collections in areas of highest fly-tipping incidence is reviewed.
 - b) The number, locations, and types of bins in communal areas are reviewed in the fly-tipping hotspots identified, as well as developing designs for storage areas that prevent and deter fly-tipping.
 - c) Pre Covid enforcement arrangements for fly-tipping are re-established and expanded to include the use of CCTV.
 - d) Arrangements for engaging with residents with regards to fly-tipping are reviewed and improved, including consultation on proposed actions arising from this report. This should include improved partnership working between Citywide Services and Housing Estate Management in the design of services and facilities to reduce fly-tipping in our Housing Estates.

- e) Local facilities for upcycling and reuse of unwanted items are considered in partnership with the County Council as Waste Disposal Authority.
- f) The workflow and processes for managing fly-tipping between Norwich City Services Ltd (NCSL), Biffa and the council are reviewed and streamlined to improve efficiency and effectiveness.
- g) The charging structure for the Bulky Uplift service is reviewed to make accessing the service easier for residents on low incomes and Universal Credit.
- h) The service considers the use of an app for reporting fly-tipping.
- i) The manner in which the council records and analyses Environmental Anti-Social Behaviour is reviewed.
- j) The service continues to review best practice elsewhere.
- k) That the Council reviews current enforcement arrangements to ensure that the full range of sanctions available to the council are used more effectively.

5. In response to this work, on 16 November 2022, cabinet agreed the following:

- i) Note the proposals arising from the report to the Scrutiny Committee on the 14 July 2022 as outlined in the report.
- ii) Agree that Environment Services will continue to develop its operational response to the suggestions listed in paragraph 3 a) – k) within the report.
- iii) Agree that officers work with partners and local businesses on dealing with waste that arises from their products or services being used and promoting any existing services; and
- iv) Agree a timeline is set to an action plan with Key Performance Indicators being considered at the annual refresh of the corporate plan.

Response to recommendations from the scrutiny committee and cabinet decision

- 6. To provide a joined-up approach to dealing with environmental anti-social behaviour, a new campaign “Love Norwich” was launched in November 2022. The aim of the campaign was to improve civic pride across the city by increasing community ownership of local environments and improving perceptions of safety in our neighbourhoods. This would be achieved by engaging with communities to allow them to support the council in delivering clean, attractive and safe places to

live in, work and visit. Specific behaviours that would be tackled included fly-tipping, littering, dog fouling, and graffiti.

7. Improved coordination and focus would be delivered through improved partnership working. One of the key aims was to influence and change behaviour through a variety of new approaches.
8. Love Norwich was intended to combine an effective slogan and branding with operational improvements and increased community engagement.
9. Since the launch of the Love Norwich campaign the Council, working with its partners, have made considerable efforts to minimise the level of environmental ASB across the city and manage it more effectively where it does take place. Many of the previous recommendations of the Scrutiny cttee have been addressed as part of this work. Work in relation to Scrutiny recommendations a)-k) is summarised below:

a) Waste Amnesty review

We trialled in two areas, Suffolk Square and Heathgate, providing a free bulky waste collection for residents to book on a specific day, however uptake of this was very low and we have discontinued this. Resources have not allowed for a comprehensive waste amnesty or a free bulky waste uplift service to be provided further than the trial, but the Council has applied to the Rural Payments Agency for a grant of up to £0.050m to allow us to review the charging structure for our Bulky Uplift Service. One of the reasons that fly tipping occurs is because residents may not have the means to pay for bulky waste collections and / or do not have access to a vehicle to enable them to take their waste to the recycling centres to dispose of correctly. We have acknowledged the concerns that the current pricing structure for the Council's bulky waste may be unaffordable for those people that most require it. The application to the Rural Payments Agency proposes that we introduce a set price for up to 6 items, to make this an affordable option for residents and prevent them from fly tipping instead. We will receive the Agency's decision in March 2024

b) Review of bins in communal areas are reviewed in the fly-tipping hotspots.

We have reviewed the bin storage arrangements at some of our fly tipping hotspots to ensure that waste is deposited responsibly by residents and opportunities for fly tipping are minimised. This has resulted in the installation of:

- i. Tamper proof communal bin lids at several locations that have been successful in reducing the significant levels of contamination of recycling bins that were being experienced in these areas.
- ii. Trialling the use of secure bin enclosures at 2 fly tipping hotspots (Douro Place and Knowland Grove). These have been proven to reduce fly tipping and contamination in other local authorities (case studies available [here](#)) and we have them scheduled for installation

in early March 2024.

- c) Fly-tipping enforcement arrangements are reviewed and expanded to include the use of CCTV.

Over the past year there has been increased activity in relation to fly-tipping enforcement. 70 separate investigations into fly tipping incidents have been carried out. The options available to investigating officers are wide ranging, from advice and informal warnings, to issuing Fixed Penalty Notices and prosecution. Criteria used by officers in making these decisions include.

- nature and seriousness of the offence(s)
- degree to which the duty holder has broken the law.
- actual harm (or risk of harm) caused by the offence.
- whether the officer has confidence in the duty holder becoming and remaining legally compliant (having regard to the history of compliance, the attitude of the duty holder and the presence or otherwise of any external compliance audit or earned recognition scheme)
- whether previous advice has been ignored

Over the last year 5 Fixed Penalty Notices relating to fly tipping have been issued to residents, and we anticipate that this will increase following the installation of the CCTV cameras at hotspot locations.

With regard to the use of CCTV, its budget meeting in February 2023, £0.1million of capital funding was allocated for the installation of CCTV at fly tipping hotspots during this financial year. Experience from other councils has identified that a high proportion of fly tipping incidents involve the use of vehicles, and the council will be procuring cameras with Automatic Number Plate Recognition (ANPR) capability. These are being deployed in 6 of our fly tipping hotspots, and installation will take place during February 2024. In the meantime, a CCTV camera has been deployed on a trial basis at Knowland Grove, one of our fly tipping hotspots. Installation of this camera in August 2023 has reduced fly tipping incidents being recorded in this location to zero since installation. Further work is being undertaken to identify the extent to which this has resulted in displacement to other locations nearby.

- d) Review of arrangements around fly-tipping and improved working between Citywide Services and Housing Estate Management teams

In addition to increased enforcement in relation to fly-tipping, over the summer of 2023, a new multi-disciplinary team was established with the Council to better co-ordinate action between Citywide Services, Housing Estate Management and Community Engagement colleagues. This was supported by resources from data and communication teams. This is a new approach to solving a long-standing problem across the city, and is a trial designed to assess the benefits of taking a more proactive approach to areas with relatively high levels of environmental anti-social behaviour (ASB).

A key aim of this work is to evaluate whether a more proactive approach to tackling

environmental ASB will allow us to realise efficiencies and savings in the future through reduced reactive work.

- e) Local facilities for upcycling and reuse of unwanted items are considered in partnership with the County Council as Waste Disposal Authority.

As members of the Norfolk Waste Partnership, which brings together all the local authorities in Norfolk, this will be explored during our next meeting.

- f) The workflow and processes for managing fly-tipping between Norwich City Services Ltd (NCSL), Biffa and the council are reviewed and streamlined to improve efficiency and effectiveness.

We have commenced the review of workflows and processes involved in reporting and managing fly tipping incidents between the council, Biffa and NCSL. This has resulted in the elimination of manual interventions by citywide services staff, improved direct communication between Biffa and NCSL using Biffa's route optimisation software, and the introduction of a new route by Biffa to respond to NCSL's fly tipping clearance work where this has prevented communal bins being emptied. This has resulted in a significant reduction in complaints about missed bins in communal areas.

We are working with Biffa to introduce a new system for managing these workflows, Whitespace, which will further completely automate these processes and improve collaboration between the council, Biffa and NCSL.

- g) The charging structure for the Bulky Uplift service is reviewed to make accessing the service easier for residents on low incomes and Universal Credit.

See a) above.

- h) The service considers the use of an app for reporting fly-tipping.

Since the scrutiny committee in July 2022, we have explored options into the use of an app to report incidents on environmental ASB. 2 suppliers have been identified, Whitespace and Love Clean Streets, and we've had demonstrations of both, as well as visiting Great Yarmouth Borough Council to see Love Clean Streets in use by them. Our IT application team are currently prioritising their resource on the Council's Website Refresh project which includes moving online forms such as fly tipping on to a new platform. As a result, we have paused progression of further exploration work for an outsourced app, pending completion of our IT's Website Refresh as this will deliver improvements for our residents' ability to report environmental issues whilst improving our responsiveness to their concerns.

- i) The manner in which the council records and analyses Environmental Anti-Social Behaviour is reviewed.

Through the data capture and monitoring work there is now a comprehensive way

for us to review environmental crime across the city. This is allowing the Council to see hotspots, trends and evaluate the effectiveness of interventions to tackle the issue. This data will be presented to scrutiny during the meeting.

j) The service continues to review best practice elsewhere.

With regards to reviewing best practice elsewhere, several of the initiatives mentioned above have resulted from engaging with the waste industry or colleagues in other councils. In addition, we have visited the London Borough of Newham (previous winners of Keep Britain Tidy Better Streets award), Great Yarmouth Borough Council and Breckland Council to gather information on how to improve our enforcement and community engagement activities.

k) That the Council reviews current enforcement arrangements to ensure that the full range of sanctions available to the council are used more effectively.

See c) above.

Performance

Fly tipping

10. Building on the work done to support the previous task and finish group council officers have continued to improve data capture, presentation and insight. We will present our data monitoring to you during the scrutiny meeting.

11. At the headline, city wide level there has been a 14% reduction in fly tipping incidents between 2022 (6935 incidents) and 2023 (5963 incidents). Furthermore, there is encouraging data suggesting that this rate of reduction is accelerating with fly tipping reduced by 30% for the period June-November in 2023 when compared to the same period in 2022. This suggests that recent activities targeted at hotspot locations may be being particularly beneficial. Further data monitoring over a longer period will provide greater insight.

12. Further information is also available from the LAMS (Land Audit Management System) that the council has introduced and is now using alongside other metrics to monitor cleanliness of place and performance of contractors in delivering environmental services throughout the city. This system has been developed by APSE (Association of Public Service Excellence) is a nationally recognised system that assesses services from the customers' perspective. It allows us to both measure change in cleanliness over time and benchmark performance against other, similar, local authorities.

Consultation

13. Residents were previously consulted on the recommendations made by the scrutiny committee's fly tipping task and finish group. The results of this can be found

Implications

Financial and resources

14. Any decision to reduce or increase resources or alternatively increase income must be made within the context of the council's stated priorities, as set out in its Corporate Plan 2022-26 and budget.
15. CCTV procurement and installation of 6* cameras will cost £61,503.20. This will be funded from the capital Neighbourhood Priorities Fund (Love Norwich) approved by Council on 21st February 2023 as part of the 2023/24 general fund and HRA capital programmes (£0.050m general fund; £0.050m HRA).
16. All other work undertaken has been met using existing resource.

Legal

17. With regards to fly-tipping, under Sections 33, 34 and 59 of the Environmental Protection Act 1990, the Council is responsible for investigating, clearing and taking appropriate enforcement action in relation to small scale fly-tipping on public land. The Environment Agency is responsible for dealing with larger-scale fly-tipping (more than a lorry load), hazardous waste and fly-tipping by organised gangs.
18. The use of CCTV for the purpose of capturing environmental crime, a privacy notice and code of practise is necessary, and signage will be placed at the CCTV location informing the public of the CCTV.
19. Any enforcement action relating to environmental crime that requires prosecution would be carried out in collaboration with Nplaw as the Council's legal service.

Statutory Considerations

Consideration	Details of any implications and proposed measures to address:
Equality and diversity	None
Health, social and economic impact	Improved public wellbeing and feelings of safety and pride in the city and their homes.
Crime and disorder	Environmental crime reduction through interventions such as CCTV, as well as education and awareness engagement work.
Children and adults safeguarding	None

Consideration	Details of any implications and proposed measures to address:
Environmental impact	<p>The proposed review of policy, procedures and operations could result in the following environmental benefits to the council.</p> <ul style="list-style-type: none"> • The increase of re-use or recycling of materials • The reduction in material sent to landfill • Reduced fuel

Risk management

Risk	Consequence	Controls required
Reputational risk through poor perceptions of waste management arrangements	<p>Reduced customer satisfaction</p> <p>Adverse media coverage</p> <p>Increased representations to elected Members</p>	This risk can be managed through the review of existing arrangements and effective engagement with stakeholders.
Financial	<p>Current arrangements may not be the most efficient or effective in dealing with fly tipping. There may be insufficient emphasis on prevention, which may result in increased clean up and removal costs</p>	Detailed review and understanding of all costs, and how these can be reduced through improved business processes, improved prevention through engagement, enforcement and design of facilities and services

Other options considered.

20. The proposed reviews will allow the council to identify the most appropriate environmental and financial options.

21. The option of doing nothing was considered. However, the extent of the challenge, the reputational and financial risk to the Council, and the corporate priorities associated with improving recycling and the natural and built environment meant that this was not a viable option.

Reasons for the decision/recommendation

22. To allow scrutiny debate the changes to waste management practice and suggest areas for further enhancement.

Background papers:

Report to Scrutiny Committee 24 June 2021

[Agenda Item No \(norwich.gov.uk\)](#)

Report to Scrutiny Committee 14 July 2022

[Agenda Item No \(norwich.gov.uk\)](#)

Report to cabinet 16 November 2022

[Norwich City Council - committee report](#)

Appendices: 1- Before and After photos from recent area based improvement work

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Appendix 1- Before and After photos from recent area based improvement work

Springbank area



Motum Road area



Heathgate area



