

# **TRANSPORT AND NEIGHBOURHOODS PORTFOLIO DECISION SCHEDULE**



**Friday 10 February 2012**

**at 3.30 pm**

**in Committee Room C, Civic Centre, Hartlepool**

Councillor Hargreaves, Cabinet Member responsible for Transport and Neighbourhoods will consider the following items:

**1. KEY DECISIONS**

No items.

**2. OTHER ITEMS REQUIRING DECISION**

No items.

**3. ITEMS FOR INFORMATION**

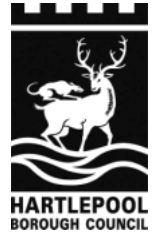
- 3.1 Programme of Work - Groundwork North East in Hartlepool - *Joint report of Assistant Director (Neighbourhood Services) and Programme Coordinator for Groundwork North East*
- 3.2 Findings of the Kerbside Recycling Service Consultation – *Assistant Director (Neighbourhood Services)*
- 3.3 Juvenile Litter Awareness and Enforcement Programme – Update – *Assistant Director (Neighbourhood Services)*

**4. REPORTS FROM OVERVIEW OF SCRUTINY FORUMS**

No items.

# **TRANSPORT AND NEIGHBOURHOODS PORTFOLIO**

Report to Portfolio Holder  
**10 February 2012**



**Report of:** Joint report of Assistant Director (Neighbourhood Services) and Programme Coordinator for Groundwork North East

**Subject:** PROGRAMME OF WORK - GROUNDWORK NORTH EAST IN HARTLEPOOL

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## **SUMMARY**

### **1. PURPOSE OF REPORT**

This report is to provide the Portfolio Holder with updated information on the structure and governance of Groundwork North East and the programme of work over the past two years.

### **2. SUMMARY OF CONTENTS**

The report provides the Portfolio Holder with a general overview of the Groundwork model, a regional perspective of the Trust, including governance and progress against schemes identified from discussions with Council Officers and community groups over the past two year.

### **3. RELEVANCE TO PORTFOLIO HOLDER**

Groundwork's relationship with the Council is currently managed through the Regeneration and Neighbourhood section.

### **4. TYPE OF DECISION**

Non key

### **5. DECISION MAKING ROUTE**

Portfolio Holder on 10<sup>th</sup> February 2012

**DECISION REQUIRED**

Portfolio Holder is recommended to note the extent of work being delivered in the borough.

**Report of:** Joint Report of Assistant Director (Neighbourhood Services) and Programme Coordinator for Groundwork North East

**Subject:** PROGRAMME OF WORK - GROUNDWORK NORTH EAST IN HARTLEPOOL

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## **1. PURPOSE OF REPORT**

- 1.1 This report is to provide the Portfolio Holder with updated information on a Groundwork North East's programme of work over the past two years.

## **2. BACKGROUND**

- 2.1 Groundwork is a leading Federation of Charitable Trusts delivering environmental, social and economic regeneration in England, Wales and Northern Ireland. Each Groundwork Trust works with their partners to improve the quality of the local environment, the lives of local people and the success of local businesses in areas in need of investment and support.
- 2.2 Each Groundwork Trust is a partnership between the public, private and voluntary sectors with its own Board of Trustees. The work of the Trusts is supported by the national and regional offices of Groundwork UK.
- 2.3 Groundwork works alongside communities, public bodies, private companies and other voluntary sector organisations to deliver programmes that bring about concurrent social, economic and environmental benefits.
- 2.4 Groundwork nationally has a turnover of approximately £120m and employs around 2,000 staff. Groundwork is supported by the Department of Communities and Local Government and other Government departments, Welsh Assembly, Northern Ireland Executive, Regional Development Agencies, European Union, Lottery, Private Sector and over 100 Local Authorities.
- 2.5 In the North East Groundwork is active in all sub regions of County Durham, Northumberland, Tees Valley and Tyne and Wear. Groundwork began working in the North East in 1986 in County Durham and on average now delivers over 600 projects across all four sub regions. July 2009 saw the merger of established Trusts in East Durham, West Durham, South Tees and Northumberland to form Groundwork North East. This merger into one large regional trust with

a turnover in excess of £15m provides new opportunities for partners to influence and direct Groundwork activities at regional and national level.

- 2.6 Hartlepool Borough Council became a company Member of Groundwork North East in April 2010. The Council has Member and Officer representation on the Tees Valley sub advisory board. The identified link officers are the Assistant Director (Neighbourhood Services) and Parks and Countryside Manager.
- 2.7 Key officers from across the Authority, and from a range of other partner organisations, form an officer steering group. The group meets quarterly and has three main functions:
  - To shape the overall programme of work and the strategic direction that is developed in Hartlepool.
  - To identify projects to be developed and consider projects brought forward by other organisations or individuals in the community
  - Bring forward individual expertise for the development of projects and to ensure there is no duplication with other planned projects/ initiatives within the Council

### 3. PROPOSALS/OPTIONS

- 3.1 In 2011-12 a review took place of the Groundwork North East's governance and management structure to ensure that the organisation is efficient and fit for purpose. The outcome of the review resulted in a restructured management team, which will come into effect in April. This structure consists of a Director of Finance and Corporate Services, a Director of Strategic Programme and a Director of Local Programmes, allowing Groundwork to pursue strategic opportunities across the region, whilst retaining the important, local delivery element.
- 3.2 Groundwork's approach is always to work with others, to add value to wider plans and strategies, and their role is to find ways of helping local people get practically involved in making decisions and managing improvements in their neighbourhood. Local programmes, services and staff resources are tailored to the needs of partners and communities in any given locality.
- 3.3 In the North East the work is delivered over five main programme areas. A brief overview of the programmes and key examples of the work we have delivered in Hartlepool over the past two years include:

Land and Communities – Groundwork works with the community and partner organisations to create or improve community spaces, including community gardens, parks, play areas and natural spaces, which are well designed and made relevant to the needs of the local community.

The team support groups in all aspects of the development of the project from examining funding opportunities and preparing funding applications to tendering and onsite contract management. Work in Hartlepool has included;

- Supporting communities with the implementation of two projects, which successful secured in the region of £50,000 from the Community Spaces programme
- Supporting HBC's delivery of the Playbuilder programme
- Developing an appraisal, on behalf of Housing Hartlepool, for the Middleton Road estate and implementing some capital improvements on the estate.
- Supporting the development and delivery of a Forestry Commission bid to create a new community woodland on Central Estate
- Supporting Friends of Seaton Park to develop a masterplan.
- Delivery of national programmes in Hartlepool which have supported a range of voluntary and community groups, and Council departments in the delivery of their agendas. Campaigns include the Spots v Stripes programme and the new @myurbangreen campaign.

Children and Young People: Groundwork believes that young people are part of the solution to improving disadvantaged areas. Groundwork helps them to participate in their local communities and provides a range of positive activities which helps to build confidence and self-esteem. Groundwork work with Children's Centres, schools and youth groups to deliver innovative environmental education and activities. Our work has included;

- The delivery of the regional GreenStart programme in partnership with three Children's Centres in the Borough.
- Secured funding to deliver a programme of Forest School to three Hartlepool schools in partnership with the West View Project.

Health and Well Being – To improve people's health through specific initiatives such as walking programmes, food growing, environmental volunteering and a wider range of green exercise activities. Work has included;

- Supporting the Waverley Allotment Group to delivery projects and supporting the development of a strategy for future action.
- Taster sessions of Green Exercise

Green Economy – Groundwork helps to take practical action to tackle climate change, and we recognise that by doing so we can reduce fuel poverty and help businesses by more efficient. The Environmental Business Services provides training and advice to organisations on environmental business issues, including legal compliance, resource efficiency and cutting carbon.

- Working with Housing Hartlepool to delivery Green Economy training to resident reps and staff
- Delivering a workshop at an conference arranged by HVDA

Employment and Skills – The best solution to regeneration is long term, sustainable work. Groundwork believes that meaningful employment underpins so much of what is valuable in life. Groundwork helps people to retrain, gain confidence and gain valuable skills and experience. From structured volunteering to formal placements with employers, we help people move on a journey towards employment. The Trust also has a dedicated central services team providing essential back office support across all aspects of Trust business including finance and audit, human resources, administration and I.T. To date no projects in Hartlepool directly linked to this programme area have been delivered.

3.4 Future opportunities for partnership work are currently being investigated. These include;

- Developing a programme of delivery around the Children and Young People agenda.
- Continuation of the partnership working with the parks and countryside team to develop and improve a range of green spaces.
- Continued partnership working with the Waverley Terrace Allotment Group
- Expanding the Environmental Business Service team's training and consultancy to public, private and voluntary organisations.
- Supporting Housing Hartlepool around their sustainability and regeneration agenda.

#### 4. FINANCIAL CONSIDERATIONS

4.1 Hartlepool Borough Council does not currently contribute financially to Groundwork North East. In 2011-12 Groundwork allocated £30,000 of core funding to allow officers to develop projects in Hartlepool. In return HBC provide accommodation and IT resources within the Parks and Countryside team for the Programme Coordinator to use as a base.

#### 5. RECOMMENDATIONS

5.1 Portfolio Holder is recommended to note the extent of work being delivered in the borough.

**6. CONTACT OFFICER**

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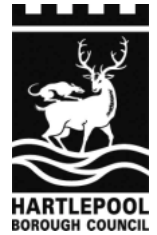
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## **TRANSPORT AND NEIGHBOURHOODS PORTFOLIO**

Report to Portfolio Holder  
10<sup>th</sup> February 2012



**Report of:** Assistant Director (Neighbourhood Services)

**Subject:** FINDINGS OF THE KERBSIDE RECYCLING SERVICE  
CONSULTATION

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### **SUMMARY**

#### **1. PURPOSE OF REPORT**

To inform the Portfolio Holder of the outcome of the consultation exercise that was recently carried out amongst householders regarding the kerbside recycling service provided by Hartlepool Borough Council.

The report provides details of the outcome of the recent consultation exercise that was carried out amongst householders with regards to the kerbside recycling service provided by Hartlepool Borough Council.

#### **2. SUMMARY OF CONTENTS**

The report provides concise details of the consultation and highlights the main concerns expressed by householders; it also offers possible solutions to the issues raised.

The outcome of the consultation exercise will be given careful consideration over the coming months as part of a comprehensive review of the waste services provided by Hartlepool Borough Council.

#### **3. RELEVANCE TO PORTFOLIO MEMBER**

The Portfolio Holder has responsibility for environmental issues.

#### **4. TYPE OF DECISION**

For information only.

**5. DECISION MAKING ROUTE**

Portfolio Holder meeting on 10<sup>th</sup> February 2012

**6. DECISION REQUIRED**

- 6.1 That the portfolio holder notes the content of the report and the findings of the consultation exercise.

**Report of:** Assistant Director (Neighbourhood Services)

**Subject:** FINDINGS OF THE KERBSIDE RECYCLING SERVICE CONSULTATION

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## **1. PURPOSE OF REPORT**

- 1.1 The report provides details of the outcome of the recent consultation exercise that was carried out amongst householders with regards to the kerbside recycling service provided by Hartlepool Borough Council.

## **2. BACKGROUND**

- 2.1 The aim of the consultation was to ascertain residents' views on the service, including how easy the service is to use and how it could be improved.
- 2.2 The consultation period ran from the 1<sup>st</sup> October to the 31<sup>st</sup> December 2011. The consultation was available online and in paper format. The survey was promoted on the Council's website with a link from the homepage; via several articles in the Hartlepool Mail; through the Neighbourhood Consultative Forums; and through parish council and resident association meetings. Paper copies of the survey form were also available to pick up from the libraries and council buildings.
- 2.3 Drop-in sessions were also held at a number of community events across the town; these sessions provided survey forms for people to complete and to answer questions about the service. As part of the consultation, the questionnaire was also sent to the Viewpoint panel.
- 2.4 323 responses were received from the public survey and 955 responses were received from the Viewpoint panel.

## **3. RESPONSES RECEIVED**

- 3.1 The following section details the questions asked in the consultation and the responses received.
- 3.2 A bit about your household...

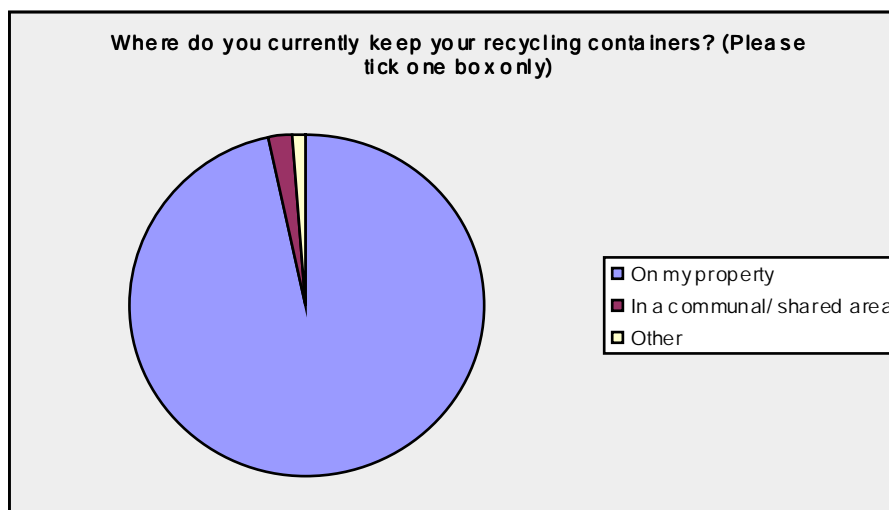
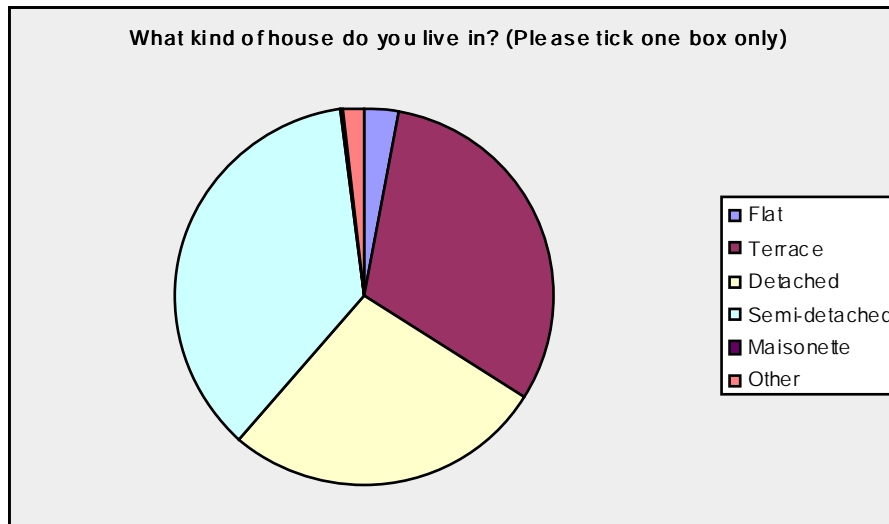
*Q1. What kind of house do you live in?*

*Q2. How many people live in your household, including yourself?*

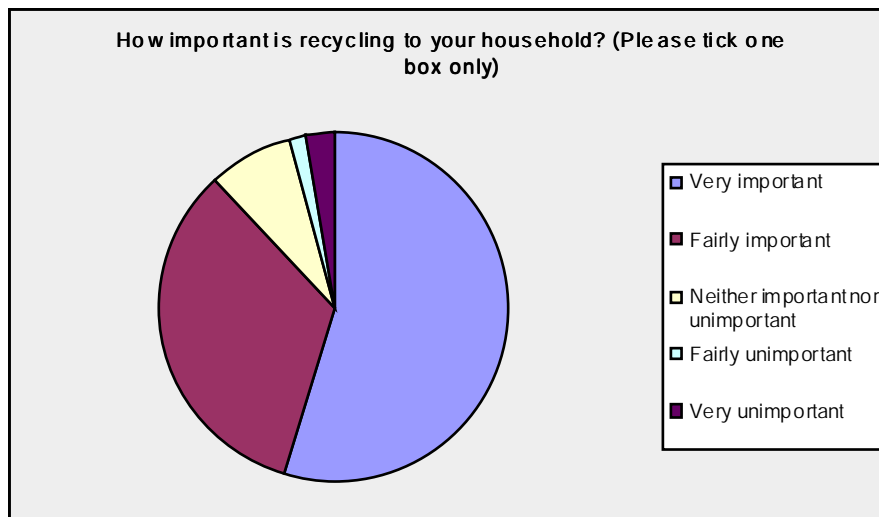
Q3. *Where do you currently keep your recycling containers?*

Q4. *How important is recycling to your household?*

- 3.3 The profile of the respondents shows that the majority live in semi-detached housing in a 2-person household. This was the same for the respondents to the Viewpoint Panel. The results also show that the vast majority of respondents keep their bins on their own property rather than in a communal or shared area (97% for the public survey and 95% for the Viewpoint survey).



- 3.4 The opportunity for residents to recycle their waste appears to be appreciated with 88% of respondents to the public survey stating that recycling was either very or fairly important to their household (89% for Viewpoint). Only 4% of respondents felt that recycling was either fairly or very unimportant (3% for Viewpoint).



### 3.5 Keeping you informed about household recycling?

Q5. How would you like to find out about household waste and recycling?

Q6. In the past 12 months have you seen any of the following information about household recycling?

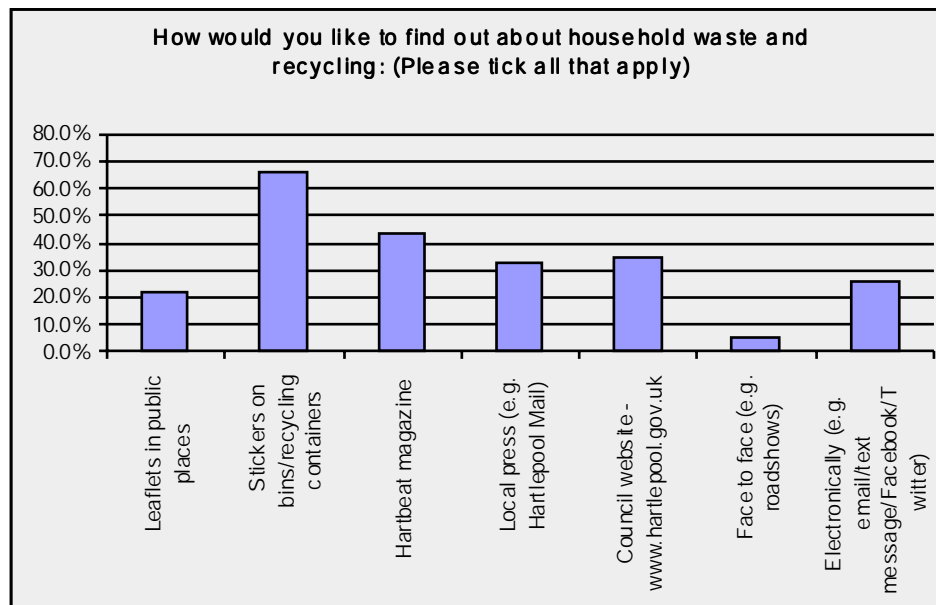
3.6 Respondents were asked about how the Council communicated recycling information. Two thirds (67% for both surveys) liked to receive this information via stickers on recycling containers and bins, whilst 44% wanted to read the recycling information in Hartbeat magazine (49% for Viewpoint). The third highest response from the public (35%) was via the Council's website, which is encouraging as there has been a lot of work done recently to improve the information available to residents on the Waste and Environmental Services section's pages of the website.

3.7 In contrast the website was 5<sup>th</sup> highest from Viewpoint panel members at 24%, behind local press and leaflets in public places.

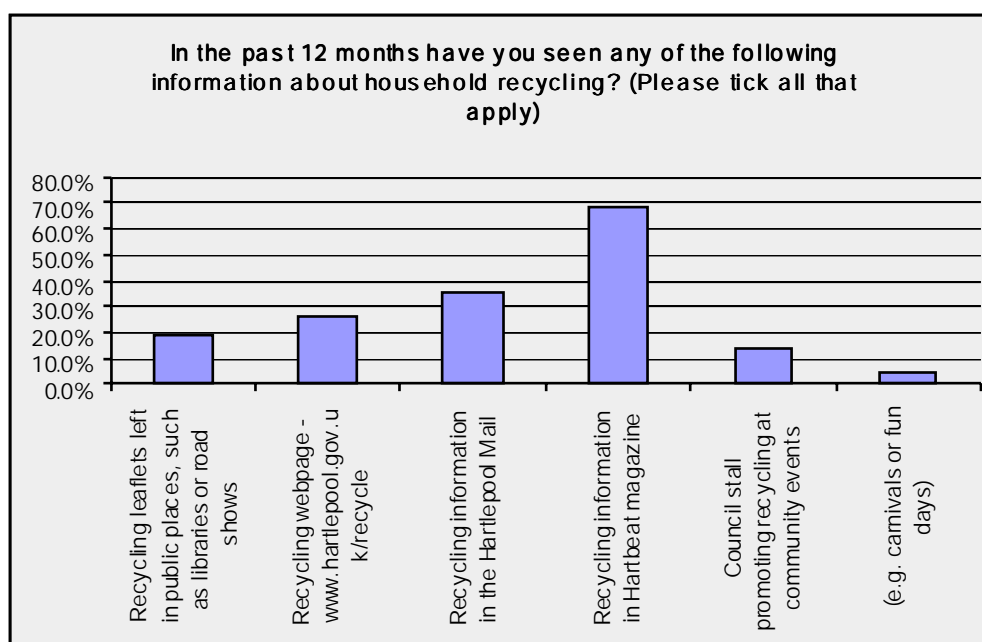
3.8 In addition, 26% of the public wanted to receive information electronically e.g. by email, text or social media (16% for Viewpoint). This is helpful as this form of dissemination is much cheaper than traditional print methods and has the added bonus of being quick and simple to update.

3.9 68% of public respondents have seen the recycling information that has been published in Hartbeat magazine in the last 12 months (39% of Viewpoint). The other methods of publication scored much lower with information published in the Hartlepool Mail coming second highest with only 35% (24% of Viewpoint). A quarter of respondents (25%) had seen information on the recycling webpages of the Council's website (9% for Viewpoint).

- 3.10 The Viewpoint figures seem much lower for this question but this is because 40% of respondents skipped this question.



- 3.11 These figures suggest that Hartbeat magazine is a valuable tool in spreading recycling information in Hartlepool, most likely because it is posted to every household free of charge, whereas the Hartlepool Mail has to be purchased.
- 3.12 Looking at the figure for the number of people actually viewing recycling information on the webpage compared to the number who said that they would like to receive their information this way suggests that the viewing figures for the webpages will increase as more information is made available on there and the profile of the webpages increases.
- 3.13 These figures from the public survey are reflected by the Viewpoint panel with the top 3 answers for both questions being the same for Viewpoint respondents as for members of the public,
- 3.14 The number of people who would like to find out about recycling face to face such as via roadshow events, and also the number of people who had received information in this way in the past 12 months was very low compared to other methods (6% and 14% respectively, 7% and 8% for Viewpoint). This could be partly explained by the fact that the number of roadshow events and stalls at community events over the past 12 months has been very low so the public may no longer associate this method with receiving recycling information as much as they did when events were held more regularly. However, it may also suggest that these events may need to be targeted more specifically to their audience if they are to be held successfully in the future.



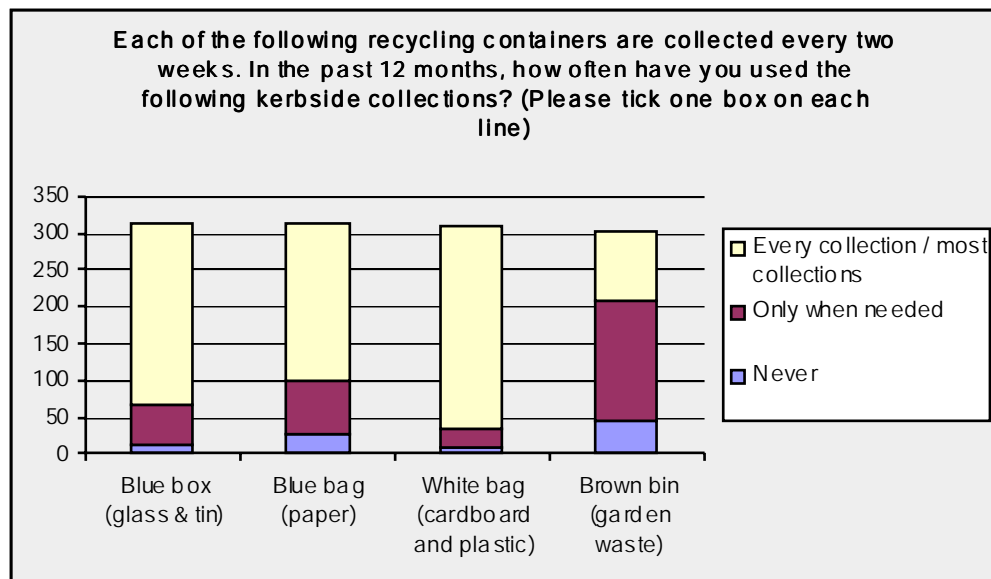
### 3.15 About the existing kerbside collection service

- Q7. *How often have you used the kerbside collection service in the past 12 months?*
- Q8. *What currently prevents you from recycling?*
- Q9. *Which containers do you think are not large enough?*
- Q10. *Which items do you wish to recycle that are not currently accepted by the kerbside collection service?*
- Q11. *What would encourage you to recycle more?*
- Q12. *In general, how satisfied are you with the current kerbside recycling collection service?*

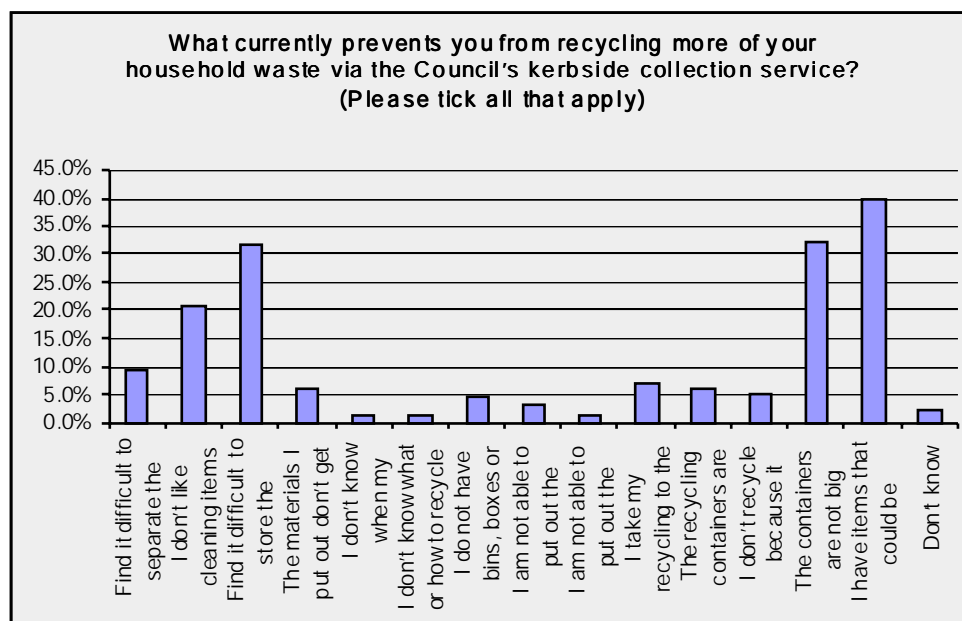
3.16 The majority of respondents for both surveys stated that they used the kerbside collection service “every” or “most” collections for the white poly bag, the blue box and the blue bin. The brown bin collection is usually only used when necessary. The number of people who said that they “never use” any of the collections varies depending on the container.

3.17 Only 4% of respondents from the public said that they “never” used the blue box and 3% said they “never” used the white poly bag (5% each for Viewpoint). This figure was higher for the blue bag (9% for the public survey and 11% for the Viewpoint panel).

3.18 The figure for those not using the brown bin was the highest with 14% of the public and 12% of Viewpoint respondents stating that they “never” used this collection. This is probably because not every house in the town has a garden so would not require a brown bin collection for green waste.



- 3.19 Respondents were also asked what prevented them from recycling more of their household waste via the kerbside collection. By far the most common answer at 40% for the public and 25% for Viewpoint was that they had items which could be recycled but which were not currently collected by the kerbside service. When asked to specify what these items were responses varied but the most commonly stated item were batteries, electrical goods and plastics.



- 3.20 Other items included food waste, paint tins, pans, light bulbs and clothes/fabrics. Some of the items specified can in fact be recycled by the kerbside collection (clothes/fabric) which suggests that more needs to be done to raise awareness of this. There was also confusion over what kinds of plastics, glass and metals could be included in kerbside collections.



- 3.21 The second most common reason given for not recycling more household waste was that the containers were not large enough (32% for the public and 16% for Viewpoint). The white poly bag was the container most commonly stated as being too small followed by the blue box.
- 3.22 Storage of the recycling containers was also raised as being a factor which prevented people making full use of the kerbside collection service by 32% of respondents from the public and 16% of Viewpoint respondents. As the majority of people store their recycling containers on their property this is clearly an important issue.
- 3.23 *“So I actually put tins/glass and cardboard (with the owner’s permission) in a neighbour’s box as I don’t have anywhere to store everything.*
- I recycle wherever possible but have limited space to store containers. Do not have a brown bin as only have a patio garden any garden waste is taken to the tip as I do not have any more space to put a brown bin*
- I would like easier to store containers though not much space in a yard”.*
- 3.24 Storage problems also mean that many people leave their containers out on the streets.
- 3.25 *The wide variety of boxes, bags and containers spoil the street scene due to being out overnight and throughout the day. Lack of specific time for collection restricts recycling opportunities.*
- 3.26 Another obstacle to recycling comes from the fact that residents do not like to clean items before placing them in the recycling containers. Although this only refers to certain kinds of items, such as food containers and pet food tins, it was highlighted by 21% of the public and 15% of Viewpoint respondents as being something which prevented them from recycling. Whilst the cleaning of items is recommended for residents this is primarily to avoid causing problems with smells and flies in the containers.
- 3.27 Other comments received in response to this question illustrate some of the other obstacles that prevent people from recycling:
- “I always recycle but frequently find rubbish is left by the bin men and creates awful litter and I have rang the council on numerous times regarding this. Also on even slightly windy days the poly bag is not sturdy enough and blows over creating litter which again gets left, also poly bag not big enough.*

*Have had constant issues with containers being stolen after collection but before returning from work.*

*After a collection there is mess - glass and rubbish littered across my back lane. I complain nothing happens my kids play in that lane I have to clear the glass etc myself what are my taxes for?*

*Need proper lids, white bag useless as too windy in Hartlepool*

*Unsure about plastic containers whether they can be recycled or not*

*I do as much as possible to recycle, but the mess created after the collection is quite often unacceptable and unnecessary. All recyclable materials are in the containers when put out for kerbside collection, but end up strewn in the street, in gutters and on the road, which makes the neighbourhood look untidy and creates more work and cost implications for the Council in street cleansing. Also, I regularly have items left in the bottom of the poly bag after it has been emptied by an operative."*

- 3.28 Respondents were also asked what could be done to encourage them to recycle more or to use the kerbside collection service more fully. The results from the public survey and the Viewpoint questionnaire were, again, quite similar with the same answers appearing in the top 3 of both surveys: "if all the recyclable materials could be put into one container" (42% for public and 30% for Viewpoint), "nothing could encourage me to recycle more/I already recycle as much as I can" (34% public, 40% Viewpoint), and "if the containers were easier to store" (30% public and 22% Viewpoint).

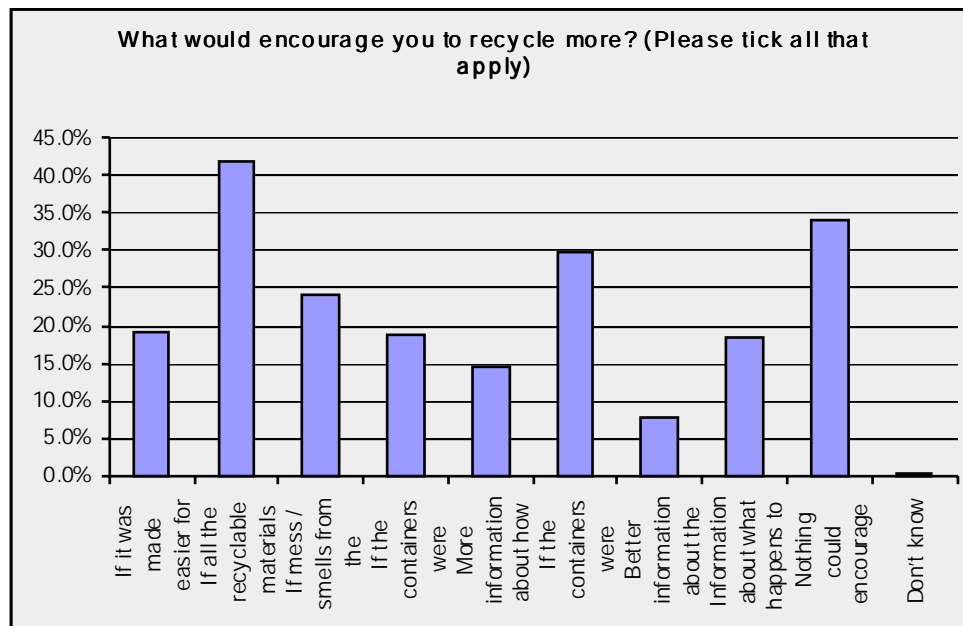
- 3.29 Other comments include:

*"We should go back to one bin for all materials.*

*Blue bags blow away on windy days, better containers required.*

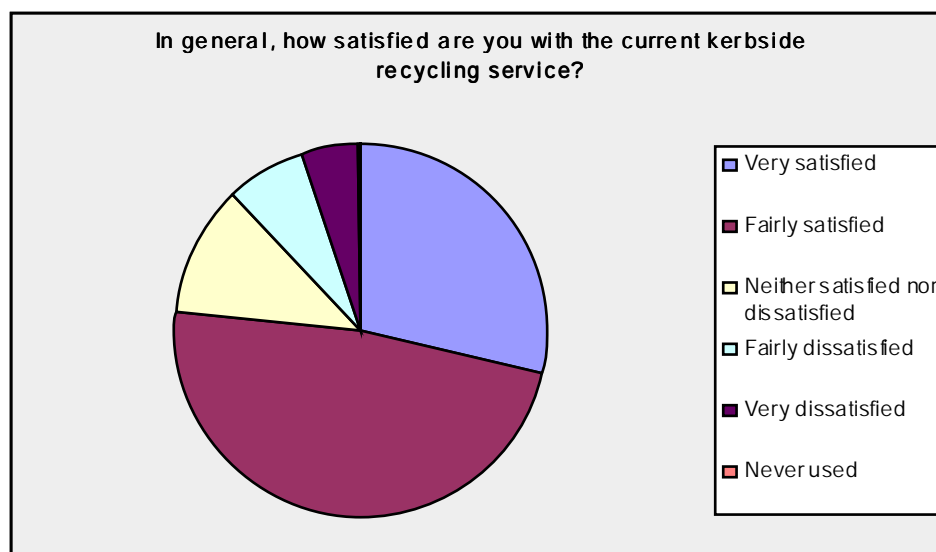
*It would help if they make sure they return the empty blue paper bags after emptying, this is not always done.*

*Why can we not use bags for extra green waste, which could be left near bins in season, once brown bin is full?*



3.30 The results on the options regarding information were also quite similar. 17% of Viewpoint and 18% of public respondents said that “information on what happens to my recycling after collection” would encourage them to recycle more. In addition, “better information about the benefits of recycling” was cited by 7% of respondents to both surveys. This is useful as it will help to inform future publications and information put on the website.

3.31 Encouragingly, the majority of residents are either very or fairly satisfied with the kerbside recycling collection service (76% of the public and 79% of Viewpoint). However, the points outlined above show that there is still room for improvement to address some of the issues raised in the consultation.



3.32 About the recycling containers

*Q13. Please tell us how you feel about the current recycling containers.*

*Q14. If the Council were to redesign the recycling containers, please tell us which of these factors are important to you.*

3.33 Surprisingly the majority of respondents to both surveys stated that they were happy with the current containers, however a large number of respondents also picked one of the other options as well showing that there may still be room for improvement. In addition, many of the comments received in response to this and other questions show that there are a number of issues which need to be addressed.

3.34 Of the other responses to this question, “container design allows materials to spill out causing litter and mess” scored quite highly for all 3 containers, as did “containers are difficult to store” and “containers are too heavy when full/difficult to move”. This shows that there is scope to improve the design of the containers, particularly the blue bag and white poly bag which both came in for heavy criticism in the earlier questions for causing mess and litter.

3.35 *“Recycling currently makes more litter on the streets as things blow away!*

*Lids for blue boxes.*

*Blue bags blow away on windy days, better containers required*

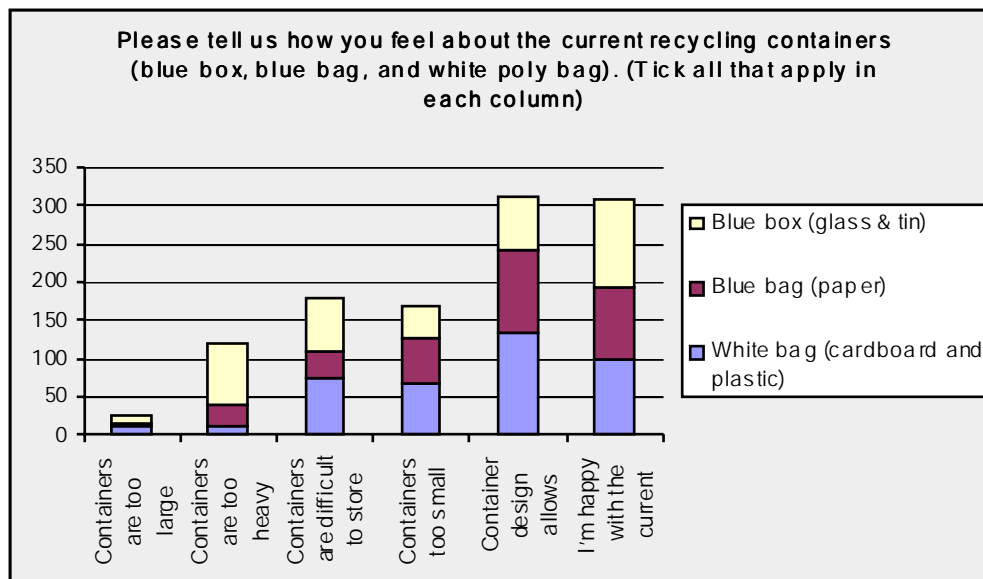
*Blue box is often too heavy to carry - could do with something on wheels, also with a cover if possible.*

*White bag needs to be at least doubled in size. Bag blows away when emptied. Solid, plastic bin/contained would be better.*

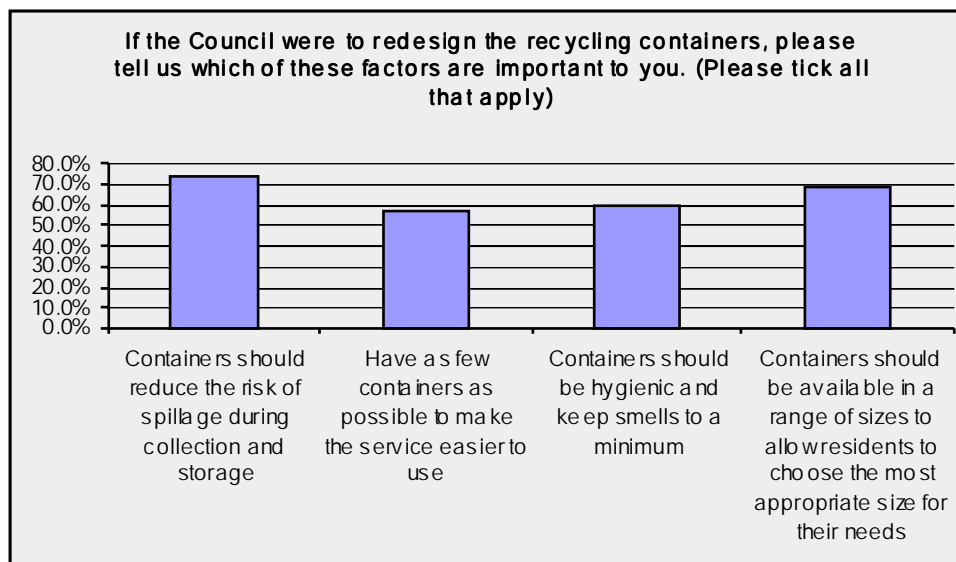
*The white bag is really inefficient. In windy conditions the plastic and cardboard end up in the garden and in the street. A wheelie bin would be more beneficial*

*We find the white bag is not big enough and when windy it blows all over the garden and surrounding area and we are forever picking it up. The collection agency does not follow the vehicle and pick up what is dropped as mentioned by you in previous complaints. We would much prefer a wheelie bin for the plastic and cardboard recycling.*

*I read a lot. If I put 2 bags out I never get 2 back! They are not big enough. Wind blows papers about.”*



- 3.36 The issue of litter and mess was raised again in the final question with 74% of the public respondents stating that “containers should reduce the risk of spillage during collection and storage” (72% of Viewpoint). “Containers should be hygienic and keep smells to a minimum” also scored highly with 61% of public and 60% of Viewpoint respondents.
- 3.37 “Have as few containers as possible to make the service easier to use” was also popular scoring 57% from the public and 47% from Viewpoint.



#### 4. SUMMARY OF RESIDENTS' CONCERNS RAISED IN THE CONSULTATION

- 4.1 There were a number of concerns regarding the present kerbside recycling service, which were raised during the drop in sessions and via the consultation exercise. The following table briefly summarises the main concerns and suggests some possible solutions, which will be given careful consideration over the coming months.

Table 1

Concern	Comments	Possible solution
Levels of litter and mess caused by recycling collections.	Although this was selected by only 5% of public respondents and 3% of Viewpoint as being a barrier to recycling it is something which clearly offends and frustrates residents as suggested by the comments recorded. The main culprits are the blue bag and the white poly bag. Both of these receptacles contain lightweight materials which are easily blown around and their flimsy design and lack of a lid (in the case of the blue bag) serve to compound the problem.	Replace the white poly bag and blue bag with a sturdy, windproof container or bin with a lid.
Storage of containers is a problem for those living in small properties, properties with limited outside space and those who recycle communally, such as flats.	Storage of the containers was raised as being a barrier which prevented residents from recycling via both the consultation and anecdotally. Concerns surrounded the number of containers, hygiene problems (particularly where the containers have to be stored indoors because they are not weatherproof) and the amount of space taken up by the various containers. This was particularly the case for those who live in street houses with back alleys where the house has been extended into the yard. A number of comments called for the various containers to be replaced with one co-mingled collection.	Replace the blue box, blue bag and white poly bag with one co-mingled collection. A single container, such as a wheeled bin, has a similar sized footprint to a blue box but has a much greater capacity. In addition it can be stored outside as it is weatherproof

Concern	Comments	Possible solution
		freeing up indoor storage space.
Containers being too heavy and difficult to move to and from the collection point.	The main response to this question was that it was the blue box which was too heavy, particularly for elderly and disabled residents.	Replacing the blue box with a sturdy container on wheels such as a wheeled bin would make the container more manoeuvrable.
Confusion over what can/cannot be recycled (particularly different types of plastic) and which container items should be put into.	Although only a small proportion of respondents stated this as being a barrier to recycling, anecdotal evidence from speaking to members of the public at roadshow events and from our recycling contractors suggests that this is a larger scale problem than the consultation would suggest.	Replacing the current “source-separated” method of recycling with one co-mingled collection shifts the burden of separating the waste from the resident onto the contractor  More education and on how and what to recycle.
Containers are too small	The main focus of this complaint was the white poly bag as the plastic items placed in there tend to be bulky, e.g. plastic bottles. The blue bag was also raised by residents who buy a lot of papers and magazines	Replacing the white poly bag and blue bag with a larger container such as a wheeled bin would increase capacity without increasing the footfall of the container.

Containers blowing away.	This was repeatedly raised as being an issue in the comments and particularly relates to the lightweight blue bag, although the white poly bag was also mentioned. Often residents complain that they have not been left a blue bag after collection when it may have blown away.	Replacing the blue bag and white poly bag with a sturdy windproof container such as another bin.
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- 4.2 Although, the consultation clearly shows that the majority of respondents are satisfied with the current kerbside collection service, it also suggests there is room for improvement. The main concerns from residents are generally not associated with the level of service that the Council provides but rather with the containers that are used to facilitate the service.
- 4.3 The issues of litter and mess escaping from containers, along with the problems of storage and security for the various boxes and bags, has come out strongly from the consultation and these issues are often raised in complaints and comments from the public.

## 5. RISK IMPLICATIONS

- 5.1 The consultation exercise is fundamental to the comprehensive review of the waste services provided by Hartlepool Borough Council. Failure to take on board the views of residents could impact on the levels of future participation in the kerbside recycling scheme, which in turn will impact on the overall objectives and targets. Further to this, there would seem little point in the Council carrying out the consultation exercise in the first instance if the intention is not to affect an appropriate response to the findings.

## 6. FINANCIAL CONSIDERATIONS

- 6.1 There are no direct financial considerations associated with the carrying out of this consultation exercise; however, the outcome may have financial implications for the future kerbside recycling service. This issue will be given careful consideration over the coming months as part of the comprehensive review of the waste services provided by Hartlepool Borough Council.



**7. EQUALITY AND DIVERSITY CONSIDERATIONS**

- 7.1 The consultation process was conducted in a way that ensured all householders were able to communicate their views on the kerbside recycling service provided by Hartlepool Borough Council.

**8. ASSET MANAGEMENT CONSIDERATIONS**

- 8.1 There are no asset management considerations associated with the carrying out this consultation exercise.

**9. RECOMMENDATIONS**

- 9.1 That the portfolio holder notes the content of the report and the findings of the consultation exercise.

**10. REASONS FOR RECOMMENDATIONS**

- 10.1 The consultation exercise is fundamental to the comprehensive review of the waste services provided by Hartlepool Borough Council.

**11. BACKGROUND PAPERS**

- Waste Management Review Cabinet Report
- Kerbside Recycling Collection Service Review Questionnaire.

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# **TRANSPORT AND NEIGHBOURHOODS PORTFOLIO**

Report to Portfolio Holder  
10 February 2012



**Report of:** Assistant Director (Neighbourhood Services)

**Subject:** JUVENILE LITTER AWARENESS AND  
ENFORCEMENT PROGRAMME - UPDATE

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## **SUMMARY**

### **1. PURPOSE OF REPORT**

To provide an update on the progress of the Juvenile Litter Awareness course, the details of which were reported at a meeting of the Portfolio Holder in September 2010.

To inform the Portfolio Holder of the litter awareness package developed from the course, which is now available for other Local Authorities to purchase.

### **2. SUMMARY OF CONTENTS**

The report contains details of the Juvenile Litter Awareness course developed by the Waste & Environmental Services section and provides an update on its use and effectiveness since it was introduced in September 2010.

The report also provides details of the litter awareness package developed from the course, which is now available for other local authorities to purchase.

### **3. RELEVANCE TO PORTFOLIO MEMBER**

The Portfolio Holder has responsibility for Environmental Issues.

### **4. TYPE OF DECISION**

Non Key

**5. DECISION MAKING ROUTE**

Portfolio Holder Meeting on 10<sup>th</sup> February 2012

**6. DECISION(S) REQUIRED**

That the Portfolio Holder notes the content of the report and the innovative way in which the Waste & Environmental Services section is tackling the problem of juvenile littering.

**Report of:** Assistant Director (Neighbourhood Services)

**Subject:** JUVENILE LITTER AWARENESS AND  
ENFORCEMENT PROGRAMME - UPDATE.

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## **1 PURPOSE OF REPORT**

- 1.1 To provide an update on the progress of the Juvenile Litter Awareness course, the details of which were reported at a meeting of the Portfolio Holder in September 2010.
- 1.2 To inform the Portfolio Holder of the litter awareness package developed from the course, which is now available for other Local Authorities to purchase.

## **2 BACKGROUND**

### The Course

- 2.1 Hartlepool Borough Council has tried a vast range of approaches from conventional education programmes to issuing warning notices to stop juvenile littering. The impact of these programmes has been limited and the issue of litter, particularly along 'school routes' and in nearby shopping precincts was becoming a significant problem. The litter awareness course is an innovative idea and aims to offer the choice to first time, 'enviro-crime' offenders to attend an educational session about the consequences of littering as an alternative to paying a Fixed Penalty Notice.
- 2.2 The course, usually undertaken at one of the town's secondary schools, has been designed to last 90 minutes, and to engage attendees through a series of short, interactive sessions in a variety of formats to promote learning and maximise engagement.
- 2.3 The first course was held at St Hild's Church of England VA Secondary School on 9<sup>th</sup> December 2010.

### Aims of the course

- To produce a programme that works in partnership and has the complete support of schools, the juvenile justice system, politicians, parents and the local community.
- Provide a suitable alternative punishment for the crime of littering with the aim of reducing this behaviour through enforcement.
- To develop a system that would confidently use the legislation if necessary but where all reasonable steps have been taken to avoid prosecution:
- To develop a course, which is interesting and engages, educates and empowers.
- To address community concerns.
- To ultimately reduce juvenile littering and therefore the cleansing cost for the council.
- To improve the visual appearance along school routes and in shopping precincts near to the schools.

### Progress to date

- 2.4 In the 2010/11 academic year, nine courses were held in five secondary schools. 105 young people between the ages of 10 -17 years were caught littering, 83% (87 young people) of these attended the course. The reminders gave false details, paid the Fixed Penalty Notice or were referred to the Youth Offending Team to be dealt with because of existing behavioural problems.
- 2.5 At least two courses are scheduled for the 2011/12 academic year in each of the five secondary schools as well as 'mop up courses' for young people that cannot attend a course at their own school, and also for college pupils.
- 2.6 A presentation that was given to the Youth Panel Magistrates Court to inform them about the initiative received a very positive response.
- 2.7 Links have been made with the Environmental Enforcement Team and the Youth Offending Team.
- 2.8 A database of offenders is kept to ensure that no person is given the opportunity to attend more than one course over a three year period.

Evaluation

- 2.9 Recent NI195 surveys show that there has been an improvement in areas around secondary schools with regards to cleanliness; some areas have seen an improvement of two grades.
- 2.10 Extra courses had to be arranged at schools where pupils were allowed out at lunch time, such as Manor College of Technology and High Tunstall College of Science.
- 2.11 Targeted enforcement was undertaken along the same school routes and over the same period of time in 2010/11 and 2011/12. The statistics below show a reduction in rates of offence, in particular in the streets around Manor College of Technology, where there was a reduction from 40 offenders to 16 offenders.

School	Year 2010/11 (Offenders)	Year 2011/12 (Offenders)
St Hild's	6	1
Dyke House	3	2
Manor College	40	16
High Tunstall	17	12
English Martyrs	2	N/A – not targeted as of yet

Feedback

- 2.12 The feedback from the courses has been extremely positive:
- “The course is important and backs the College as we have the same beliefs. It is no problem at all organising a night or two and we would support future courses.” (*Manor College of Technology*)
- “I think the course is an excellent idea in backing up the work of the litter wardens and trying to educate the students rather than a heavy hand approach in the first instance. I have noticed a drop in the number of complaints I receive from local residents which again is a good indicator. I will fully support the initiative and look forward to working together in the future.” (*High Tunstall College of Science*)

A course questionnaire is given to all attendees to complete.

Litter Awareness Programme Package

- 2.13 This alternative approach has been extremely well received in Hartlepool where it has been developed, and Hartlepool Borough Council has now made this successful programme available to other Local Authorities as part of a package.

- 2.14 The pack (**see Appendix 1**) contains everything needed for other Local Authorities to run a similar programme, including a youth littering awareness handbook, which covers the following:

- setting up partnerships to maximise impact
- protocol for juvenile enforcement
- administration of the youth litter awareness programme
- delivery of the course
- Hartlepool's experience

A memory stick is also contained in the pack, which includes:

- template letters
- report for members
- power point litter awareness course

- 2.15 The Environmental Co-ordinator and the Environmental Projects Officer delivered a workshop at an APSE seminar in Stoke on Trent in November 2011, promoting the litter awareness programme package to other Local Authorities.

- 2.16 A two page article entitled 'Teenage Kicks' was also printed in the November / December 2011 APSE Direct News magazine, which generated a significant amount of interest from local authorities across the Country. A copy of the article is attached at **Appendix 2**.

- 2.17 Do date enquiries have been received from over 30 local authorities, with 10 having already purchased the pack. Work is continuing to further promote the initiative on a national basis.

### 3 RISK IMPLICATIONS

- 3.1 Failure to address the issue of juvenile littering will have implications in respect of the following:

- Cost of maintaining the standard of the local environment.
- Ability to effectively deliver our statutory duties under the Environmental Protection Act 1990
- The number of people committing littering offences.
- Maintaining high quality local environments.

#### **4 FINANCIAL CONSIDERATIONS**

- 4.1 The overall cost for maintaining the standard of cleanliness within the borough cost a total of £1,858,829 in 2009/10. Whilst this is not all attributable to litter on school routes, increased resources have nonetheless been directed to these areas.
- 4.2 With increasing waste disposal and energy costs the overall cost of collecting and disposing of litter is likely to increase.

#### **5 LEGAL CONSIDERATIONS**

- 5.1 Under the Environmental Protection Act (E.P.A) 1990 (Section 87), it is an offence to throw down, drop or otherwise deposit, and then leave litter. Local Authorities were given reinforced powers under the Clean Neighbourhood and Environment Act 2005 to exercise powers to combat this nuisance.
- 5.2 Amendments to the Section 88 of the E.P.A 1990, brought about through the Clean Neighbourhoods and Environment Act 2005 allows 'litter authorities' to issue Fixed Penalty Notices for littering offences.
- 5.3 Section 89 of the E.P.A 1990 imposes a duty on those bodies responsible for various descriptions of 'relevant land' and 'relevant highways' (defined in Section 86 of the E.P.A 1990) to 'ensure that these are, so far as is practicable, kept clear of litter and refuse, and in the case of highways, clean. These duties are outlined in the statutory Code of Practice on Litter and Refuse.
- 5.4 Under Section 17 of the Crime and Disorders Act 1998, all local authorities have a duty to do all they can to reduce crime and disorder locally and improve people's quality of life as a result.

#### **6 EQUALITY AND DIVERSITY CONSIDERATIONS**

- 6.1 Diversity Impact Assessments and Impact Need Requirement Assessments have already been undertaken for litter enforcement action and will also be completed with regards to the Juvenile Litter Awareness Course to ensure that equality and diversity considerations have been fully identified and responded to.

#### **7 CRIME & DISORDER ACT 1998, SECTION 17**

- 7.1 Under Section 17 of the Crime and Disorders Act 1998 - All local authorities have a duty to do all they can to reduce crime and disorder locally and improve people's quality of life as a result.



- 7.2 Littering is not only a crime but as highlighted in this report, the act of littering often leads to more serious anti-social behaviour and to the degradation of the local environment, which impacts directly on the quality of life of the people who live in an area.
- 7.3 By offering a two-pronged approach of ‘targeted enforcement’ and the juvenile ‘Litter Awareness Course’ as an alternative to enforcement action, the Waste and Environment Section aims to effectively reduce the number of people who commit the offence of littering.
- 7.4 It is hoped that an ongoing change will occur within our communities with regards to the perception of the act of littering and its impact. By educating younger members of our community we aim to try to reduce the social acceptability of this act and produce more responsible future citizens.

## **8 ASSET MANAGEMENT CONSIDERATIONS**

- 8.1 There are no asset management considerations associated with this report.

## **9 RECOMMENDATIONS**

- 9.1 That the Portfolio Holder notes the content of the report and the innovative way in which the Waste & Environmental Services section is tackling the problem of juvenile littering.

## **10 BACKGROUND PAPERS**

Youth Litter Awareness Programme Package leaflet  
APSE Direct News November / December ‘Teenage Kicks’ article

## **11 CONTACT OFFICER**

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## APPENDIX 1

# Youth Litter Awareness Programme

**Hartlepool Borough Council is now able to offer this successful programme to other authorities as part of a package.**

The litter awareness programme is a new and innovative approach to tackling the increasing problem of youth littering. It is the first of its kind to offer an effective deterrent, with first time, 'enviro-crime' offenders being offered the choice of attending a 90-minute educational session as an alternative to the payment of a Fixed Penalty Notice or prosecution. It is specifically designed to target those who are criminally responsible but still attend full time education i.e. 10-17 year olds and have no income generating capacity.

This alternative approach has been extremely well received in Hartlepool where it has been developed with support from the community, schools, politicians, youth offending team and the youth magistrates courts.

**The pack contains everything your authority needs to run the programme, including:**

**A youth litter awareness training handbook covering:**

- setting up partnerships to maximise impact
- protocol for juvenile enforcement
- administration of the youth litter awareness programme
- delivery of the course
- Hartlepool's experience

**A memory stick, including:**

- template letters
- report for members
- power point litter awareness course

**Plus on going support all for only £295.00+VAT**



**For further information or to order a pack please contact us on 01429 523848 or email [litter@hartlepool.gov.uk](mailto:litter@hartlepool.gov.uk)**





## APPENDIX 2

22

apsc direct news

November / December 2011

## Teenage kicks

**Helen Beaman of Hartlepool's Environment team explains why they have taken a new approach to tackling youth littering!**



**F**aced with increasing costs, political and community pressure and a desire to make a commitment for lasting change, Hartlepool Borough Council's Waste and Environmental Services section has come up with an innovative approach to tackling the problem of litter around schools and along school routes.

Like many local authorities, Hartlepool has suffered litter problems in the areas around secondary schools and in particular along routes where pupils walk into the school. This problem intensifies in schools where pupils are allowed to eat out at lunchtime and a stream of pizza boxes, chip trays and cans litter the paths and hedges from the takeaways to the school gates.

In the past Hartlepool has tried a vast range of educational and practical approaches to try to change the behaviours of this age group, from interactive seminars to litter picking sessions, but whilst pupils knew that littering was an offence this did little to make them change their behaviour as it was widely accepted that legislation would not be used. Extra resources were allocated for bins and increased cleansing regimes in these areas in order to try to maintain levels of cleanliness.

With the introduction of the Clean Neighbourhood and Environment Act and the use of fixed penalty notices for environmental crimes, the authority considered issuing these to juvenile offenders but this

was met with strong opposition from all quarters as it was not felt to be a reasonable approach for a relatively minor offence. Hartlepool tried targeted action using 'warnings' which were sent to parents, but again the 'weakness' of this threat made it ineffective.

In 2010 the authority decided to look again at developing an approach to tackling juvenile litter crime, it was decided that a stronger 'stick' was needed to make any impact and all were in agreement that fixed penalty notices or further environmental legislation had to be used. The key to doing this successfully was to show that all reasonable steps had been taken before this and that the use of legislation was a final resort.

Craig Thelwell Waste and Environmental Services manager said "I was certain that education was still needed. Following previous initiatives we knew that the juvenile courts viewed littering as a relatively minor crime and were reluctant to support a programme where youths who perpetrated this relatively minor crime may have to face the trauma of a court appearance.

Following the attendance of one of the team on the 'National Speed Awareness' course for a minor speeding offence, a new idea emerged of using education as an alternative reprimand for first time offenders. When caught littering, youths between 10-17 years old could have the option of attending an awareness course or to pay the fixed penalty notice."

As environmental educators, the team were determined that the course must make some difference and would not just be sessions where attendees sat and switched off. A carefully thought out programme has been developed lasting 90 minutes (which is felt to be an appropriate length to be a punishment but not too long so that attention spans are exceeded). The course is held straight after school and, where possible, at the secondary school the offender attends.

Helen Beaman Senior Environment Officer adds "We wanted to make the most of the 90 minutes 'captive time' that we had and so developed a fun and very interactive course which looks at why people litter as well as looking at the potential impacts, we have also used research into youth littering in order to maximise results".

Jo Taylor, Schools Environmental Project Officer, says "We wanted a course that not only pricked their consciences but also wanted to hear their views on problems and potential solutions in order to give them a sense of empowerment and involvement in making changes."

The option of attending a litter awareness course as an alternative to payment of a fixed penalty notice is now offered only once every 3 years to offenders. Those caught re-offending within this time period will be served with a fixed penalty notice. Failure to pay the fixed penalty notice results in court actions and a summary conviction, and a fine of up to £2,500.

The pilot programme commenced in Hartlepool in October 2010, a total of eight courses were run throughout the academic year. 83% of 10-17 year olds that were caught littering attended one of the courses whilst a number of others chose to pay the fixed penalty notice.

This alternative approach has been extremely well received in Hartlepool where it has been developed with support from the community, schools, politicians, youth offending team and the youth magistrates court.

The feedback from the courses has been extremely positive:

"Enforcement is an effective way to tackle the problem of littering but the real key to prevent people dropping litter in the first place is education. The Litter Awareness Course has already had a hugely positive impact on young people and their perceptions of the environment" (Mayor of Hartlepool)

"Our Litter Awareness Course has been very successful in training and educating 10-17 year olds who drop

litter. The course is based on the principles of why they dropped litter in the first place and the consequences of so doing.

It is delivered by our in house team and receives support from our Environmental Enforcement Team and school staff. I am a big believer in that people should face the consequences of their actions but this educational model has shown me that there needs to be a complimentary approach as well as fining young people.

I would recommend this scheme to all schools in the Region." (Director of Regeneration and Neighbourhoods, Hartlepool Borough Council)

"I think that the course is an excellent idea in backing up the work of the litter wardens and trying to educate the students rather than a heavy handed approach in the first instance. I have noticed a drop in the number of complaints I receive from local residents which again is a good indicator. I will fully support the initiative and look forward to working together in the future." (Secondary School Teacher)

"The course is important and backs the College as we have the same beliefs. It is no problem at all organising a night or two and we would support future courses." (Secondary School Teacher)

For further information on the course or to order a course pack please contact the Environmental Action Team on 01429 523358 or email [helen.beaman@hartlepool.gov.uk](mailto:helen.beaman@hartlepool.gov.uk)

Contact: [joanne.taylor@hartlepool.gov.uk](mailto:joanne.taylor@hartlepool.gov.uk)

