

Raising the Standard?

Review of the Capital Standards Campaign to improve street cleanliness.
Report of the Environment Committee

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Front cover photo

Example of use of envirocrime sticker on illegal dumping by LB Southwark. Reported incidents are cleared within 12 hours.

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Chair's Foreword



Surveys and consultations have consistently shown that clean, attractive, well-maintained neighbourhoods free from litter, fly-tipping and graffiti are key to Londoners' quality of life.

The Mayor's Capital Standards Campaign, launched in May 2002, set out to clean up London's street environment in response to these public concerns—aiming to clean up our streets, and, crucially, make sure they stay that way.

Our investigation finds the Campaign is proving to be a qualified success. We applaud the work of the Mayor, the Association of London Government and the boroughs whose hard work is already paying off.

Of course there is room for improvement and the committee makes recommendations designed to sharpen up the scheme and maximise its impact. Above all, though, our report aims to be constructive contribution to the development of a valuable scheme.

The report strongly supports the work of Capital Standards and the difference it is beginning to make to Londoners' lives. Its conclusions are based on a number of evidential hearings and we thank those who came to present their evidence and answer our questions.

I feel that mention should be made of the Conservative minority report which removes the record of consensual reports which the Assembly has built over nearly four years. Although it makes a number of interesting points, it does so without taking into account the information supplied at the evidential hearings. This is a first time that a minority report has been included and disappointingly it contains some inaccuracies. I hope it doesn't detract from the force of the Environment Committee's report on Capital Standards.

Finally, I should like to thank our consultants MEL, as well as Anna Malos, Sue Riley, Jane Mulholland and Lena Troth. Also my colleagues on the Environment Committee – Diana Johnson, Darren Johnson, Roger Evans and Graham Tope who have turned out to visit many parts of London and taken valuable evidence.

Samantha Heath, 4 February 2004

A handwritten signature in black ink that reads "Samantha Heath".

Protecting the City Environment Raising the Standard?

Review of the Capital Standards Campaign to improve street cleanliness.

Report of the Environment Committee

Environment Committee Membership & Terms of Reference

At the meeting of the Assembly on 7 May 2003, the membership and terms of reference of the Environment Committee were agreed as the following:

Samantha Heath (Chair)	Labour
Roger Evans (Deputy Chair)	Conservative
Brian Coleman	Conservative
Darren Johnson	Green
Diana Johnson	Labour
Graham Tope	Liberal Democrat

The terms of reference of the Committee are as follows:

1. To examine and report from time to time on -
 - the strategies, policies and actions of the Mayor and the Functional Bodies
 - matters of importance to Greater London
2. To examine and report to the Assembly from time to time on the Mayor's Air Quality, Biodiversity, Energy, Noise and Waste Strategies, in particular their implementation and revision.
3. To consider environmental matters on request from another standing committee and report its opinion to that standing committee.
4. To take into account in its deliberations the cross cutting themes of: the health of persons in Greater London; and the promotion of opportunity.
5. To respond on behalf of the Assembly to consultations and similar processes when within its terms of reference.

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Executive Summary

The Mayor's Capital Standards Campaign, launched in May 2002, set out to improve London's street environment in response to public concern about levels of cleanliness and consistency. The London Assembly is pleased to be able to report that, to date, the Campaign is proving to be a qualified success.

As the Campaign has been rolled out across London, with 26 of London's 33 local authorities signed up to the Campaign, stakeholders have welcomed it and are hopeful it can deliver on the promise to build a framework that enables London to tackle street cleanliness. However, we have found that there is plenty of scope for improvement and a further assessment of its success should be undertaken once quantitative data is available.

Particularly successful is the Campaign's training element, the Enforcement Academy. This training has provided comprehensive information to local authorities and also provided a valuable opportunity to network and learn from others. The Campaign should build on the success of this training and consider how to train larger numbers, perhaps by having an existing officer act as a trainer in each borough.

The educational strand of the Campaign has been popular with schools, and seems to have made good initial progress. A schools award initiative, designed to increase pupils' sense of responsibility toward environmental issues, has received interest from over a third of all London state schools. However, the Committee feels that merely reaching large numbers of school children is not enough.

The educational projects ought to establish a firm and permanent hold on a school's curriculum and ethos. With increasing numbers of materials provided to schools, the Campaign must ensure that its materials are clearly branded and complement the work of others on related themes. In order to assess effectiveness fully, better mechanisms to monitor success in changing behaviour should be in place.

The greatest challenge for the Campaign is how to organise and manage information on good practice and effectiveness of initiatives. As more initiatives are implemented, there will be an increasing need to share information to avoid duplication of effort. Effective communication is therefore vital and the Committee was pleased to note some examples of good practice already emerging, including e-mail bulletins. The Committee recommend that this work is developed further by establishing a website to provide the members of the Campaign with information on good practice and a place for debate. It could also provide a valuable addition to the educational strands of the Campaign.

The Assembly applauds the Mayor, the ALG and the boroughs involved in Capital Standards for their work to date on this Campaign. However, the success needs to be built upon. We would welcome the expansion of the scheme into other areas of concern and clear integration with work by other bodies, including tackling the wider concerns about street environment.

The Committee also feel that there is scope to develop the role played in the Campaign of non-public bodies, such as fast food outlets and utility companies.

1 Introduction

Background

- 1.1 Londoners are concerned about the quality of their local environment. Graffiti, fly tipping, drugs litter and other debris blight the street environment and scar communities, often representing “the physical manifestation of lawlessness.”¹
- 1.2 In March 2002 the Mayor’s four-year Capital Standards Campaign was launched. The Campaign aims to improve the cleanliness and general appearance of London streets. Twenty-six of the thirty-three London Boroughs are now members, along with the members of the GLA family; London Fire and Emergency Planning Authority (LFEPA), the Metropolitan Police Service (MPS) and Transport for London (TfL).² Each authority pays £10,000 a year to be a member apart from LFEPA which pays £3,000 because of its smaller size.³
- 1.3 The prompt for the Campaign was a survey that found that 83% of Londoners wanted a London-wide scheme approach to environmental crime. As John Duffy, the Mayor’s Environment Policy adviser told the committee:

There have been 33 different messages going out at 33 different times and the budgets are all colossal. If you start to actually bring those budgets together and use them in a co-ordinated way, it will be much more effective.⁴
- 1.4 Capital Standards aims to complement the existing work of London boroughs on street cleanliness. Part of the challenge for the boroughs and the Campaign is to ensure proper involvement of local people and develop local solutions for local problems whilst creating a consistent standard across London.
- 1.5 The main activities of the Campaign have been:
 - a standardised survey of local environmental quality
 - the Enforcement Academy
 - education work with schools
 - information exchange
- 1.6 The survey uses existing methodology to provide independently collected, comprehensive data on local environmental quality issues including street cleanliness⁵. Enforcement Academy is a programme of training courses on how to use existing laws more effectively to prosecute individuals and businesses in order to improve the street environment. Education work has included a school pack, CD-ROM and school awards. Information exchange includes using working groups, e-mail bulletins and will encompass data generated by the survey when this becomes available. In addition, the Graffiti working group led on a voluntary ban of the sale of spray paints to people aged under 18.
- 1.7 The Campaign is managed by Environmental Campaigns (ENCAMS), the national agency (previously known as Keep Britain Tidy) who provide staff, survey

¹ Simon Baxter, London Borough of Southwark, Oral Evidence, 6 November 2003

² The current non-members are the Boroughs of Barnet, Bromley, Enfield, Redbridge and Wandsworth and the Royal Boroughs of Richmond upon Thames and Kensington and Chelsea.

³ See Annex D – financial details of scheme

⁴ Oral Evidence, 6 November 2003

⁵ Details of the LEQ survey can be found in Annex F

support and data analysis as well as a Capital Standards Co-ordinator. The Campaign involves a number of initiatives to tackle issues such as litter and graffiti, facilitates dissemination of information and networking between the partners, and gathers much-needed quantitative data on the scale and location of the problems. As the traits of a poor street environment are often linked to anti-social behaviour, there is a twin-track approach of enforcement training and educational projects which seek to lay the foundations for both short and long term solutions to this problem.

- 1.8 The London Assembly's Environment Committee decided to assess the progress of the Campaign as part of a wider Protecting the City Environment scrutiny on the condition of our streets and open spaces. The Committee hired consultants⁶ to assess the scheme to date and to gather examples of best practice in the improvement of the street environment. This report solely considers Capital Standards; the examples of best practice gathered will form part of the main Protecting the City Environment report due for publication, in Spring 2004.
- 1.9 An assessment using quantitative data will not be possible until 2005 when sufficient survey data will be available to compare effectively progress both of London and the individual boroughs. This report is based largely on qualitative research, which sought views and opinions of participants to provide an initial assessment of the Campaign's progress, and measures of the uptake of Capital Standard initiatives. We hope that it offers a constructive contribution to the development of this potentially valuable and important scheme.

⁶ Information on obtaining M.E.L.'s final research report can be found in Annex B. Their findings have been used throughout this report and additional information from the research is given in Annex E.

2 Measuring street cleanliness

- 2.1 Historically there has been very little nationally comparable measurement of street cleansing standards. Although a number of Best Value Performance Indicators have been designed⁷, reporting against these indicators has proved unreliable and largely focused on cost, rather than quality. This has meant that the effectiveness of initiatives on street cleanliness has been difficult to measure. Assessments to monitor contractor performance have been in place for some time, but not collated in a way that allowed wider analysis.
- 2.2 The Capital Standards Campaign has sought to address this lack of data by using the Local Environmental Quality Survey (LEQS) which also allows the participating boroughs to report on the new cleanliness Best Value Performance Indicator (BVPI) 199⁸. Boroughs receive an independent assessment of LEQS by ENCAMS as part of membership of the Capital Standards programme. Non-signatory boroughs will measure and collate their own data to report against the indicator. If paid for separately this assessment would cost around £15,000⁹.
- 2.3 We believe the inclusion of independent measurement of LEQ, as part of Capital Standards and by the same agency, is beneficial because it creates a dataset that has been consistently and rigorously collated. This allows for better comparisons across the 26 signatory boroughs. At this stage no comment can be made as to whether the consistency of measurement of the BVPI will be equivalent between signatory and non-signatory boroughs. It is recognised that in-house assessment may be seen as less rigorous. The alternative view from a non-signatory borough is:
- It is better for our contracts monitoring staff to be fully trained in the methodology and objectives ... and for these directly employed staff to conduct the surveys themselves .. Any perceived shortfall can then immediately be followed by ... remedial action.¹⁰
- 2.4 The BVPI figure is the combined percentage of sites with litter and detritus that fall below a given measure (Grade B or light littering/presence of detritus). LEQS considers this information across a wider range of sites and with a more precise set of grades that can then be aggregated for the BVPI.
- 2.5 The new indicator addresses the failings of previous indicators, with a standardised assessment and an evaluation of a range of issues affecting street cleanliness. It will attempt to overcome previous difficulties with "either purely perception-based data or very crude quantitative input data."¹¹
- 2.6 The comprehensive results will be confidential to the individual authorities. A London-wide, anonymised summary will be made available for wider publication in May 2004 which will be the baseline for future comparisons. There will be three surveys a year, which will assist member authorities to meet their obligations to report on BVPI 199.
- 2.7 This indicator appears to be comprehensive and it attempts to address public perception by measuring how an onlooker would perceive an area rather than by

⁷ Further details on previous indicators that have been used can be found in Annex E.

⁸ Details of the BVPI and LEQS can be found in Annex F.

⁹ John Duffy, GLA Policy Advisor, Oral evidence, 6 November 2003

¹⁰ Cllr Merrick Cockell, Leader of the Council, Royal Borough of Kensington and Chelsea, written evidence.

¹¹ Cllr Philip Portwood, Chair, ALG Transport & Environment Committee, Oral evidence, 6 November 2003

precise quantity of litter or detritus. It also considers the land on view to the public rather than simply that which is publicly owned. However the Committee has been unable to measure fully the effectiveness of the indicator in comparison to previous ones, because its first year of use has only just been completed.

- 2.8 Initial comments on the indicator did also state that the measure “uses a different dashboard to the one that we have been used to seeing, and different scoring methods to what we have historically seen in the past”¹² which may mean that there is need for training or guidance on its use.
- 2.9 The Government has set the acceptable level of sites below this measure of litter and detritus at 30%. Department for Environment Food and Rural Affairs's Service Delivery Agreement target for this BVPI is:
- ‘By 2005-06, to improve the level of street and local environmental cleanliness (as measured in the related Best Value Performance Indicator) on 2003-04 levels by reducing the proportion of relevant land in local authorities that is significantly or heavily deposited with litter and detritus by 15%. Concentrated improvements should be made in neighbourhoods with the greatest need so that no more than 30% of the relevant land in any one local authority has significant or heavy deposits of litter and detritus.’
- 2.10 From early results it appears likely that a number of areas of London, currently fall below this standard of acceptability. This would not be unexpected given current perceptions and public opinion surveys. What will be more interesting will be to see how boroughs can improve on their initial results and how changes relate to particular initiatives.
- 2.11 In addition to BVPI 199 on cleanliness itself, BVPI 89 measures percentage of people satisfied with the level of cleanliness. Local authorities are obliged to measure satisfaction with their services every two years and BVPI 89 forms part of this. Comparisons between these two measures will allow individual boroughs to check whether improved cleanliness is matched by improved satisfaction levels. An improved street environment could become something of a hollow achievement if there is a gap between reality and residents’ perceptions. By considering this relationship across boroughs, the Campaign should be able to determine whether further action is needed to tackle this.
- 2.12 It should be noted that some boroughs still use an ENCAMS Cleanliness Index Measurement, which predate the LEQS methodology. This system is now superseded by LEQS, but some councils may still rely on this older system until their officers are familiar with the new methodology.
- 2.13 Defra commissions ENCAMS to carry out a regular Local Environmental Quality Survey for England. This uses the same methodology as the LEQ survey for Capital Standards, but at a lower intensity with not all authorities selected for assessment each year. When a local authority is included in the national survey this will provide a mechanism both for the authority and for the Mayor to verify BVPI 199 measurement and assess its consistency.
- 2.14 The Mayor’s State of the Environment for London report includes indicators on cleanliness of the street environment. The first report, produced in 2003, includes measures of cleanliness of main highways and a record of enforcement

¹² Alan Cook, Head of Waste Management, City of Westminster, Chair of Capital Standards Network, Oral Evidence, 6 November 2003

actions by borough. Future versions will use BVPI 199, and LEQ survey results if the borough is in Capital Standards. The current Mayor has stated that he wishes to report on the street environment more frequently than through the four yearly State of the Environment report. The Mayor may wish to insist on additional information being provided by all boroughs if BVPI data should prove inadequate for proper assessment of the street environment.

Recommendation 1

The Committee welcomes the independent assessment of local environmental quality that is part of Capital Standards and values the additional information that this provides. London-wide reports ought to allow fair comparison between signatory and non-signatory boroughs, and data from the national survey of environmental quality may aid this comparison.

Recommendation 2

The Committee consider that London-wide surveys should include assessments of resident satisfaction and the comparison of these assessments with measures of street cleanliness and the quality of the street environment.

3 Enforcement training

- 3.1 The Capital Standards Campaign aims to improve the effectiveness of boroughs' enforcement by training officers in the use of existing legislation to combat envirocrimes such as littering, dumping and graffiti. This initiative is known as the Enforcement Academy.
- 3.2 The Enforcement Academy is "the most successful aspect" of the Campaign to date, "developing skills and sharing best, good practice"¹³. Seven three-day training courses have been provided for officers from the London Boroughs as part of the first series of courses. The courses were held between May and September 2003.
- 3.3 The courses covered legislation, how to gather evidence, and how to use powers to tackle crime (including examples of best practice). There were 90 attendees on the courses¹⁴ from 23 of the 26 member boroughs. Feedback has been very positive. Attendees were pleased with the information covered by the course and also the opportunity to network and learn from other people. Attendees also requested that a similar course be arranged on issues for green spaces.
- 3.4 There is a clear demand for more of this type of training. The second series of training for more than 160 participants is being delivered during January and February 2004. The three member councils who did not send attendees to the first course have now signed up for the second event and there is interest from boroughs not signed up to Capital Standards¹⁵. A contract that would allow for expanded delivery of the courses is now being put out for tender which would allow the course to be expanded to non-member councils.
- 3.5 No other UK city or group has carried out training on this scale, and interest from other cities such as Manchester indicates that there is a real demand for this training. London is, we are pleased to report, leading the way in enforcement training.
- 3.6 Non-signatory boroughs¹⁶ have stated that they are satisfied with their current arrangements for in-house training on enforcement and so do not feel that the Enforcement Academy would add value for their borough.
- 3.7 However, the opportunity for discussion which the joint training afforded local authorities was vital. According to Alan Cook, Head of Waste Management at Westminster, local authorities "were not sharing best practice."
- 3.8 The major benefit is the application of consistent standards across all London. Again as Alan Cook points out:
- It is equally important, that if you run a business in London, that you know you are going to be dealt with in the same way and that there is consistency.....particularly now where you have got lots of group businesses in operation, lots of coffee shops operating across London, that there is a consistent approach.¹⁷
- 3.9 At present, the level of enforcement varies highly between boroughs. For example, 17 boroughs issued a total of 6,796 fixed penalty notices for littering over a six month period (under Section 88 of the Environmental Protection Act

¹³ Cllr Philip Portwood, Chair, ALG Transport & Environment Committee, Oral Evidence, 6 November 2003

¹⁴ See Annex E for table of attendees by borough

¹⁵ See Annex E for table of expected attendees by borough

¹⁶ Royal Borough of Kensington and Chelsea, Borough of Wandsworth

¹⁷ Oral Evidence, 6 November 2003

1990). The number issued by individual boroughs ranged from 1 to 4,408, most of the active boroughs issued fewer than 100 notices with Westminster the most active. Prosecutions on the Offence of Leaving Litter were similarly variable (under Section 87 of the same Act). Only 12 boroughs issued formal warnings resulting in the instigation of 78 prosecutions with Lewisham the most effective with 19 successful prosecutions.¹⁸

3.10 Members of the Campaign agree that it does not seek to establish the same approach to street management, for instance in Richmond as it would in Southwark, due to the differing nature of problems. However, it provides the opportunity to find out which options are available. How these options are used will then depend on the nature of the area and the problem. This creates the potential that where a specific issue arises “there will be that consistent approach across London.”¹⁹

3.11 There was also the suggestion in oral evidence to the Committee that the benefits were already being felt on the street.

The feeling we get very strongly from the staff who have been on [the training]... is that there is a qualitative improvement in the way enforcement is undertaken, and in some cases, quantitative increase in enforcement.²⁰

3.12 The Committee will be interested to see how levels of enforcement, and numbers of successful prosecutions alter in the boroughs where officers take part in the Enforcement Academy to ensure that these early impressions of the success of the training are justified.

3.13 An expansion of the training programme is welcomed. However, how this is delivered needs to be considered. Further feedback also found that some local authorities are interested in having a dedicated course for their own staff only. A cost effective way is for one officer to act as a trainer for the rest of their team. However, we feel that if boroughs only have in-house training, there is a danger of losing opportunities for networking and sharing good practice. In-house training should expand the current training programme rather than replace it.

Recommendation 3

That the Enforcement Academy considers introducing a ‘training the trainers’ approach, where an existing Council officer would act as a training representative for each authority. They could be trained to deliver the course within their own authority and would also be each authority’s point of contact for a network of local authority officers to disseminate information and share good practice.

3.14 It is also important to ensure that staff continue their training; legislation is ever changing and staff will benefit from exchanging news about progress on good practice examples.

3.15 In addition to the training courses, a Street Academy manual has been produced to provide reference information on enforcement. Again there is anecdotal

¹⁸ See Chapter 10 Green Capital, The Mayor’s State of the Environment Report for London 2003

¹⁹ Simon Baxter, London Borough of Southwark, Oral Evidence, 6 November 2003

²⁰ Cllr Philip Portwood, Chair, ALG Transport & Environment Committee, Oral Evidence, 6 November 2003

evidence to suggest that this manual has been well received and is proving useful. According to Kenny Wilks, LB Camden:

I came into the enforcement office recently, and there was a group of people actually having a discussion where one of the people who had been on the course was referring back to the workbook and saying, 'No, this is actually the way to do it,' or 'This is what the piece of legislation was.'²¹

Other Sources of Best Practice

- 3.16 The Home Office initiative, *Together*²², is a raft of measures designed to tackle anti-social behaviour. Its central hub for the dissemination of innovation and recent best practice will be the *Together Academy*, which will work in conjunction with an advice action line and a good practice manual. The initiative's environmental strand covers abandoned cars, alleyways, anti-graffiti measures and the clean-up of estates. It aims to tackle a wider range of issues than Capital Standards and the Academy work is not specifically targeted at enforcement.
- 3.17 The work obviously shares in the aim of the Capital Standards Campaign to target anti-social behaviour as a means of improving the street environment. It will provide support in areas that are especially relevant to Londoners and London is being used as a "trailblazer" area on the initiative to remove abandoned vehicles within 72 hours (see 6.7 for more details).
- 3.18 There is a danger that some of the work of Together could duplicate the work of the Campaign and equally a danger that if the two projects do not link up, some good work might slip by unnoticed. It is vital therefore that the two initiatives do not compete with one another, but establish a constructive dialogue that avoids duplication. However, similar Councillors, borough officers and ALG officers are involved in both initiatives so this co-ordination should be relatively straightforward.
- 3.19 It is encouraging to note that liaison between the programme and the Home Office is already happening. In the case of graffiti, a web-based database is soon to be launched which builds on the work by individual boroughs on logging tags and possible perpetrators. The chair of the working group has been in discussions with the Home Office, and they are working towards making the database a national tool. This will also allow other organisations, such as Network Rail and TfL, to be able to access and add data. The database has been designed to accept data from a very wide range of sources so it will also be capable of handling information on abandoned vehicles, flytipping and other environmental crime.

Recommendation 4

That the Enforcement Academy complements and draws on the work of the new Home Office Together Academy to provide London authorities with examples of innovation and recent best practice from across the UK.

²¹ Oral Evidence, 6 November 2003

²² Further information about the Together campaign is available from the Home Office or at <http://www.homeoffice.gov.uk/crimpol/antisocialbehaviour/actionplan/index.html>

4 Education

- 4.1 Education projects can often take years to have a tangible effect (for example a reduction in graffiti) and even then it is always difficult to attribute to one single source or factor. Rather than specifically evaluate the education element, the Committee has therefore concentrated on constructive suggestions as to how the education strand could be delivered more effectively in schools.
- 4.2 The Campaign does need to consider how the effectiveness of the education work can be evaluated other than by the number of schools taking up the initiatives, which is the current short-term measure. This would allow better monitoring to ensure that resources are being targeted appropriately.

Storybook and CD ROM

- 4.3 The education campaign started with the production of a storybook and CD Rom for primary school aged children that was distributed to all London schools. These materials contain brief ideas on activities and advice to schools as to how the contents can be tied to the curriculum. A second phase of promotion is now being carried out as part of the London Schools Environment Award scheme.
- 4.4 We feel this initiative needs to be built on. A valuable resource for schools has been put out there, but the extent of its use may be limited and requires measurement. Packs such as these compete with huge amounts of information sent to schools so it needs to stand out, if it is to be used by teachers. The pack does suggest how it can be used to deliver the curriculum and explicit reference to the curriculum is essential for all future materials designed for schools.
- 4.5 It is not clear how far this pack has been integrated into other education materials used by London Boroughs to promote street cleanliness. If this is to be the message for London school children then it needs to be integrated into all materials including other programmes of education on waste issues such as recycling. One possible method to help achieve this aim is for branding consistency across all promotional educational materials.
- 4.6 Another problem that such a scheme may encounter is that it can be hard for those outside the education system to make good contacts with schools or find the right person to contact. There needs to be support on how to link with schools and/or guidance on how to approach them. Methods such as providing teachers with a template presentation on the materials, supplemented with local information or linking the CD ROM to a website to add a proactive and current element to the pack, may also boost its use.

London Schools Environment Award (LSEA)

- 4.7 In September 2003 the LSEA was launched as a three-year initiative to increase pupils' sense of responsibility for environmental issues. This challenge is not meant to replace any current environmental projects, but seeks to build on these initiatives. There will be a £2,000 distinction award and a £1,000 highly commended award to the two schools in each borough with the most effective programme. The LSEA is available to all primary schools, even if they are in a borough that has chosen not to sign up to Capital Standards.
- 4.8 The LSEA pack has five themes, including a compulsory theme on litter which uses the CD ROM and storybook. The activities in the pack are designed to

connect with the national curriculum. As one of the themes for LSEA, a school may submit work for boroughs' local schemes or other school initiatives, such as Ecoschools, to ensure that it complements these initiatives.

- 4.9 To date 564 schools of the 1,456 primary schools in London have expressed an interest in the scheme. This represents 20,000 young Londoners in total and shows that the scheme has been well received. The table below shows the level of interest by borough, of those signed up by the end of September 2003. The London-wide nature of the project has helped spread the message through schools by word of mouth.

Borough	Number of schools	% replied	Borough	Number of schools	% replied
Barking and Dagenham	49	16	Hounslow	61	26
Barnet	91	11	Islington	47	6
Bexley	63	22	Kensington and Chelsea	26	0
Brent	60	13	Kingston upon Thames	37	27
Bromley	76	24	Lambeth	61	10
Camden	41	17	Lewisham	70	26
City of London	1	0	Merton	43	26
Croydon	95	21	Newham	66	21
Ealing	65	17	Redbridge	51	22
Enfield	65	22	Richmond upon Thames	41	12
Greenwich	64	23	Southwark	72	19
Hackney	55	11	Sutton	42	19
Hammersmith and Fulham	35	6	Tower Hamlets	71	11
Haringey	66	18	Waltham Forest	65	21
Harrow	56	21	Wandsworth	57	30
Havering	65	17	Westminster	40	22
Hillingdon	66	11			

Table 1 Number of schools provided with information about the LSEA and percentage response (by end September 2003) given by borough. Boroughs not signed up to Capital Standards shaded in grey.

- 4.10 The objective was to involve a quarter of all schools and this has been achieved in terms of numbers that have signed up. However, it is too early to determine if all those schools interested then produce projects and initiatives.
- 4.11 The steering group of the scheme will be considering future plans for the award, including the possibility that it is rolled out to secondary schools at the

beginning of the next academic year in September 2004. This body should also consider how to improve the links of this scheme with other environmental projects in schools and particularly the work by local fire and police services.

- 4.12 As for the CD ROM, clear parameters for success need to be outlined. For example, results from local environment surveys in the vicinity of schools could be one method of measuring success.
- 4.13 A further concern is about the long-term use of the scheme. Participants today will move on and the scheme's overall objective must be to ensure the programme's stated aims become part of a school's ethos.
- 4.14 To tackle the problems we have identified above, we therefore recommend:

Recommendation 5

That the Programme sets clear objectives to measure the take up and effectiveness of the storybook and CD ROM educational pack in schools and the success of the London Schools Environment Award.

Recommendation 6

That all educational materials produced by the Campaign establish a consistent branding and should correspond with other materials produced for other related campaigns, such as on recycling.

Recommendation 7

That all educational materials produced by the Campaign should connect with and complement the work of the police and fire service on related issues.

5 Dissemination and networking

- 5.1 The greatest challenge faced by the Campaign is disseminating good practice and managing this knowledge so that it can be accessed both now and in the future. Clear systems of knowledge sharing allow others to learn and benefit, ensure transparency and avoid repetition. The fact that the Campaign is delivered in partnership with ENCAMS means that it benefits from their expertise on LEQ, their work with central government on anti-social behaviour and their experience of the People and Places scheme.

- 5.2 The dissemination of information at present is principally through two mechanisms, the working groups and a bi-monthly news e-bulletin, although clearly the Enforcement Academy also fulfils this purpose. This allows cross-borough dissemination to be more flexible:

People from Southall and Brick Lane can talk together in a way that maybe had happened bilaterally before between Southall and Wembley, or even Ealing and Brent, ... on a wider, broad London basis.²³

- 5.3 However, those boroughs not in Capital Standards may consider this additional mechanism to be superfluous. For example according to Barnet council

WE welcome the sharing of information and believe that this does not need the bureaucracy of [Capital Standards] to see that this happens.²⁴

Capital Standards Working Groups

- 5.4 There are three main working groups: Graffiti, Enforcement and Education. These working groups are the creative force behind initiatives and have carried out many good projects.
- 5.5 There have been a number of understandable teething problems. Administrative difficulties such as diary co-ordination and a lack of agreed terms of reference for each group has hampered progress. This may be because of a discrepancy in the perception of the role of the coordinator. The coordinator and ENCAMS do not believe the role is to provide administration, such as minute taking, for all the meetings. Alternative administrative support, allied to agreed formats for information exchange, may need to be established.
- 5.6 Other suggestions to emerge during the research included hosting a programme of seminars to disseminate information with case study speakers, or activity days such as those organised by the graffiti group comparing methods of graffiti removal.

E-mail bulletin

- 5.7 The e-mail bulletin is intended to bridge the time gap between full network meetings and has been well received. It is designed to report news and information, but also enables recipients to feed back enquiries, comments and suggestions. By October 2003 there had been two bulletins.

²³ Cllr Philip Portwood, Chair, ALG Transport & Environment Committee, Oral Evidence, 6 November 2003

²⁴ Cllr Brian Coleman, note to Committee 13 January 2004

Improving knowledge management

- 5.8 Comments from the councils interviewed for the case studies have indicated that more knowledge sharing is needed because they do not always know what is going on in other areas and do not want to re-invent the wheel. This suggests that even with the addition of information sharing through the Campaign by e-bulletins and working groups there is still more scope for sharing good practice.
- 5.9 As the Campaign expands and more initiatives are carried out, there is the need to develop new systems to share information, experiences and learning points. This will avoid duplication of effort and make for more effective targeting of resources. This will be particularly apparent as the scheme gathers more quantitative information, through the BVPI 199 assessments and the London-wide LEQ data. Stakeholders will want to be able to interpret quickly the information gathered and relate measured standards to practices and initiatives.
- 5.10 The administration of any knowledge management system should be streamlined, to ensure that the coordinator does not spend all his or her time answering individual enquiries. Current mechanisms in the Campaign allow for mass communication, but new systems will need to be developed as the amount of information builds. Whichever new systems are chosen to increase the dissemination of good practice, these should be selected taking into account the time needed to keep them up-to-date.
- 5.11 A website could provide a forum for discussion, enable information to be shared more widely and has the potential to tackle many of the other difficulties outlined elsewhere in the report. Any website would be largely updated by the coordinator. The website should be designed and constructed in a way that creates low demand for maintenance and allows posting of good practice by members of the Campaign, with the coordinator acting as a moderator.

Recommendation 8

That a Capital Standards Programme website be set up in order to:

- **provide a platform for information exchange**
- **provide additional information on enforcement to reinforce the work of the Enforcement Academy**
- **supplement educational support to projects**
- **provide additional resources for the educational projects**

- 5.12 The Committee support the planned production of a best practice manual, by the Association of London Government, which complements and refers to the work of the Campaign. This manual should be easy to update and provide information about initiatives on issues such as: setting up warden schemes; graffiti; education work in schools; and best practice in working in partnership.

Residents' Feedback

- 5.13 Feedback from the boroughs shows that one of the main drivers, for Councils getting involved in the Campaign and carrying out specific initiatives, was people's concern about the quality of their local environment. Residents' views have also been key to deciding which projects are carried out by councils. The

Committee reiterates that involving residents in initiatives to improve the street environment is vital to their success.

- 5.14 In July 2003 an event for interested residents from across London to discuss street cleanliness was organised by the GLA. Residents had been asked to write in about their concerns and experiences in an article about the Campaign in *The Londoner*. Some 200 responses were received. Those people who responded were invited to the follow-up meeting. The event helped to inform those managing streets in London and strengthen their belief in the importance of this issue. Over half of the residents were aware of Capital Standards Campaign and over 30 attended the meeting²⁵. Previous research has shown litter is the major problem for residents, followed by dumped rubbish bags and dog fouling.
- 5.15 It was also interesting to note that one conclusion to emerge from these exercises was that litter dropping was considered the fault of the individual rather than of the agency responsible for street cleaning. Consequently it was felt that the focus in a campaign should be on making the individual accountable for their actions.
- 5.16 As part of work to involve residents, Capital Standards may wish to explore the difference between residents' satisfaction and actual conditions.

Partnership Working

- 5.17 There have been many excellent examples of partnership working ensuring that initiatives are successful and targeted. In the case studies identified by the consultants, councils attribute the success of initiatives on street cleanliness to working in partnership. In terms of enforcement this has involved the Environment Agency and the police. In terms of promotion this has involved working with local outlets for publicity materials. For education it has involved working with others to get into schools.
- 5.18 It is therefore welcomed that Capital Standards reinforces this partnership approach by including non-borough agencies in the Campaign. It is vital that the Campaign continues to build partnerships and has more members from outside the current group and draws on the joint work at a local level such as Crime Reduction partnerships.
- 5.19 The Campaign could consider fast food organisations who pledge support in kind rather than pay a membership fee; for example with prizes or in-store information.
- 5.20 There is more scope for further integrating activities to tackle fast food litter into the Campaign with the Government's proposed Voluntary Code of Best Environmental Practice for the fast food industry. A Draft Code has been designed to enable fast food operators, together with local authorities, to reduce litter and waste without significant extra cost to the industry.
- 5.21 Lewisham have entered into agreements with businesses to either provide receptacles for litter or take other actions to take the area outside their premises clean²⁶. So far this initiative seems to have led to improved levels of cleanliness

²⁵ Details of attendees and responses provided via Office of John Duffy, Policy Advisor to the Mayor.

²⁶ Agreements were made after negotiation through issuing street litter control notices under Section 93 of the Environmental Protection Act 1990

near these businesses.²⁷ We would be interested in seeing how this approach could be developed and if it remains successful.

- 5.22 The Committee also feel that more could be achieved with London's utility companies, such as BT, and other statutory undertakers²⁸ whose property forms an important part of London's street environment. The Anti-Social Behaviour Bill will give local authorities the power to serve a notice requiring them to remove graffiti or fly-posting from their street furniture. This may also allow money to be claimed back for cleaning²⁹. It would be beneficial if these companies could become some type of partners in the scheme.

Recommendation 9

The Capital Standards Campaign should consider how other organisations such as fast food businesses or utility companies could be brought in as partners in the Campaign.

²⁷ Helen Sheen, Enforcement Manager, LB Lewisham. Oral evidence during site visit to Lewisham, 24 November 2003

²⁸ A Statutory Undertaker is any organisation which has a statutory right to place and maintain apparatus on the highway.

²⁹ Simon Baxter, LB Southwark, Oral Evidence, 6 November 2003

6 Challenges for the future

- 6.1 Membership of the Campaign provides the opportunity to build partnerships and facilitate a London-wide approach to street cleanliness. Whilst the Campaign seems to have started successfully according to initial evidence, there is scope for improvement. In addition, further assessment of its effectiveness should be undertaken once quantitative data is available.
- 6.2 The non-membership of seven boroughs was raised as an issue of concern during the case study interviews and the evidentiary hearing and this was seen as a barrier to achieving a London-wide approach. It must be remembered that some councils will always choose to go their own way. For example, two of the seven non-members (Kensington & Chelsea and Bromley) are also not members of ENCAMS' People and Places scheme. This scheme has been active for much longer and membership has increased over time.
- 6.3 The Campaign should identify why the remaining boroughs have chosen not to be members and seek to demonstrate value for money to help break down those barriers. Barnet³⁰, non-signatory borough, has stated:
- Barnet considers that it remains ahead in this field ... Barnet would contend that it is more beneficial to spend money on further improving our own good services, rather than spending it on the bureaucracy associated with Capital Standards.
- 6.4 It is still early days for the Capital Standards Campaign and so non-members may join as they see the Campaign delivering. Indeed according to Bromley, another non-signatory borough:
- It does now appear that benefits are starting to accrue from being a member of the scheme. As well as facilitating the sharing of good practice, it seems good promotional material is being produced, regular training sessions are run and updates on changes of legislation are provided to staff... the Council are not signed up to the campaign but ... will ... review whether it should participate
- 6.5 However, it is not only non-signatory boroughs that are reconsidering membership. Andrew Mann, Cabinet member for Havering has stated: "it is OK, but nothing special. The question has been asked whether it is value for money ... there is a strong chance that Havering will not renew."
- 6.6 In order to be able to demonstrate that the Campaign does represent best value, it must have very high standards of transparency, with clear decision making and accountability. Annex D gives the income and expenditure statements of the Campaign to date. The Mayor's contribution is not ringfenced for particular expenditure, nor is it expected to increase if further boroughs withdrew from the Campaign³¹.
- 6.7 There is great potential for the Capital Standards Programme to develop links with other projects.
- 6.8 The ALG was successful in bidding to the Home Office for £13.4 million to tackle the increasing problem of abandoned and untaxed vehicles in London under Operation Scrap-it, an anti-social behaviour initiative by the Government. The target is to remove all nuisance vehicles within 72 hours of a complaint.

³⁰ Cllr Brian Coleman, AM note to Committee 13 January 2004

³¹ Jeff Jacobs, Oral evidence to Environment Committee on the GLA budget 18 December 2003.

The operation will run for two years between October 2003 and 30 September 2005 with resources available until the end of the 2005/6 financial year. The ALG supervises the project for all 33 London boroughs is currently determining budget allocations based on a consultation it carried out in autumn 2003.

- 6.9 The fact that the graffiti database (see 2.16) is acting as a pilot for the Home Office serves as an excellent example of how the rest of the UK may benefit from work being pioneered in London. We hope and expect that the favour is returned. The Home Office's *Together Academy* is perhaps the best opportunity for this to occur. The burgeoning reputation of the Campaign's training programme which has spread beyond London and the interest being shown from other UK local authorities presents the Campaign with an opportunity to learn as well as educate.
- 6.10 There are likely to be further opportunities to seek funding for work by Capital Standards as part of central government initiatives, including on tackling anti-social behaviour. The graffiti database also demonstrates the opportunities for the Capital Standards Campaign to lever in additional resources. These and private sector funding opportunities should be identified by the steering group to ensure best value from the Campaign.
- 6.11 Capital Standards chose to start its work by focusing on education, graffiti, enforcement training and surveys. There is now the opportunity to broaden its remit to other areas although this should always be balanced with the need to keep within available resources.

Recommendation 10

The Capital Standards Campaign should consider what contribution it can make in support of the boroughs in additional areas. These may include: addressing resident dissatisfaction with street conditions; fast food litter, to complement the new government good practice code; illegal dumping by offenders operating across boroughs; and flyposting, particularly that from non-local sources.

Recommendation 11

The Capital Standards Campaign should seek to lever in additional funding, especially from central government and the private sector.

Annex A – List of Recommendations from the majority report

Recommendation 1

The Committee welcomes the independent assessment of local environmental quality that is part of Capital Standards and values the additional information that this provides. London-wide reports ought to allow fair comparison between signatory and non-signatory boroughs, and data from the national survey of environmental quality may aid this comparison.

Recommendation 2

The Committee consider that London-wide surveys should include assessments of resident satisfaction and the comparison of these assessments with measures of street cleanliness and the quality of the street environment.

Recommendation 3

That the Enforcement Academy considers introducing a ‘training the trainers’ approach, where an existing Council officer would act as a training representative for each authority. They could be trained to deliver the course within their own authority and would also be each authority’s point of contact for a network of local authority officers to disseminate information and share good practice.

Recommendation 4

That the Enforcement Academy complements and draws on the work of the new Home Office Together Academy to provide London authorities with examples of innovation and recent best practice from across the UK.

Recommendation 5

That the Programme sets clear objectives to measure the take up and effectiveness of the storybook and CD ROM educational pack in schools and the success of the London Schools Environment Award.

Recommendation 6

That all educational materials produced by the Campaign establish a consistent branding and should correspond with other materials produced for other related campaigns, such as on recycling.

Recommendation 7

That all educational materials produced by the Campaign should connect with and complement the work of the police and fire services on related issues.

Recommendation 8

That a Capital Standards Programme website be set up in order to:

- provide a platform for information exchange
- provide additional information on enforcement to reinforce the work of the Enforcement Academy
- supplement educational support to projects
- provide additional resources for the educational projects

Recommendation 9

The Capital Standards Campaign should consider how other organisations such as fast food businesses or utility companies could be brought in as partners in the Campaign.

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Recommendation 11

The Capital Standards Campaign should seek to lever in additional funding, especially from central government and the private sector.

Annex B – Evidence submitted to the Committee

If you wish to obtain any of the evidence listed below, please contact Anna Malos, Assistant Scrutiny Manager on 020 7983 4421 or email anna.malos@london.gov.uk

Written Evidence

The Committee commissioned M.E.L. Consultants to produce a report to:

- Collect information on standards of street cleanliness and levels of litter
- To identify key issues influencing levels of litter and any distinctive problems in particular areas
- To identify examples of good practice in London and elsewhere
- To provide information on the future of the Campaign
- To provide comparative data with other cities in the UK and abroad

The Committee based its final report on their findings, which are available to the public in electronic form at no cost.

M.E.L. can be contacted at:

M·E·L Research
8 Holt Court
Aston Science Park
Birmingham B7 4AX
Tel: 0121 604 4664
Fax: 0121 604 6776
Email: info@m-e-l.co.uk
www.m-e-l.co.uk

Written evidence from boroughs and interested parties on actions to improve the street environment was submitted as part of the Protecting the City Environment Scrutiny. This will be listed in the main report from the scrutiny due out in Spring 2004. Further details are available at this stage on request.

Oral Evidence

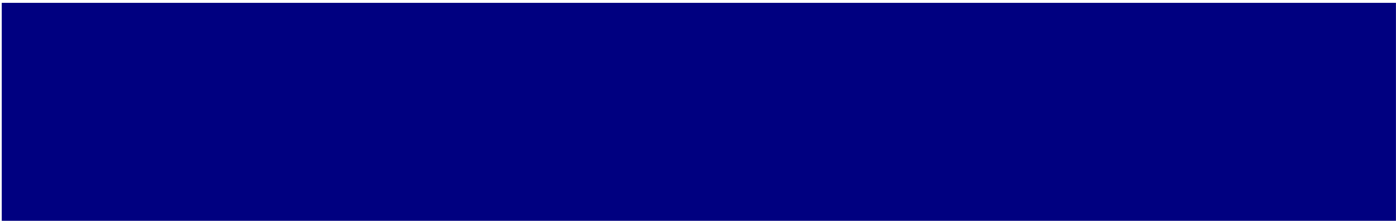
The Committee held an evidentiary hearing on November 6th, 2003 to which the following were invited to give evidence.

John Duffy, Policy Director to the Mayor, GLA (Environment)
Councillor Phillip Portwood, Chair of the ALG Transport & Environment Committee
Alan Cook, Head of Waste Management, London Borough of Westminster, Chair of Capital Standards Network.
Nick Lester, Director of Transport & Environment, ALG
Neil Almond and Tommy Hutchinson from Kikass
Mark Pinnock, Street Scene Manager, London Borough of Croydon
Simon Baxter and Andrew Chandler, London Borough of Southwark
Kenny Wilks, London Borough of Camden
John McHenry, London Borough of Newham

A transcript of the hearing can be downloaded from
<http://www.london.gov.uk/assembly/envmtgs/index.jsp>

Protecting the City Environment: Capital Standards - a Load of Rubbish?

**An alternative view of the Mayor's Capital Standards Campaign
Minority Report of the London Assembly's Environment Committee
February 2004**



Minority Report on Capital Standards

The Environment Committee have conducted a scrutiny into the cleanliness of London's city environment. As part of this, they have produced a report on the Mayor's Capital Standards scheme. Two members of the Committee, Roger Evans and Brian Coleman, dissented from the Committee's findings. They have therefore exercised their right under the Assembly's Standing Order number 8, paragraph 7 ("Minority views must be recorded in any report or in a separate minority report"), to produce this Minority Report. It should be read in conjunction with the Committee's Majority Report.

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1 Foreword

The cleanliness of our neighbourhoods is an issue about which many Londoners are concerned. Litter, graffiti and general untidiness result in a street environment which appears unpleasant, and encourages crime and anti-social behaviour. This is an important issue, and it is right that the London Assembly's Environment Committee should consider it as part of the scrutiny "Protecting the City Environment".

The Mayor's Capital Standards campaign was launched with the stated intention of improving the levels of cleanliness and consistency of standards across London Boroughs. It is therefore a scheme whose effectiveness has to be looked at as part of the Committee's scrutiny on this subject. The evidence we heard and saw was very useful, and many important issues were raised in the course of the investigation. However, it soon became clear that as members of the Committee we had differing views on the conclusions to be drawn.

Unlike the majority of our colleagues, we felt there were significant issues and criticisms of the scheme which had not been properly looked at. From our own experience we knew of London Boroughs who had taken a positive decision not to participate in the scheme, and we were concerned that the reasons for their reticence had not been addressed.

We sought additional evidence from those Boroughs, and found a very different picture of Capital Standards emerging. Such was the disparity between the generally positive conclusions drawn by the other members of the committee, and our own impression based on the totality of the evidence, that we felt unable to support the Committee's main report. In order to ensure the alternative view is heard, we have therefore prepared this Minority Report, which we hope will form a useful contribution to the Committee's work, and the ongoing debate.

Roger Evans



Brian Coleman



2 Introduction

- 2.1 This report has been prepared in response to the majority report on the Capital Standards campaign, presented to the London Assembly Environment Committee on Wednesday 4th February 2004.
- 2.2 We believe the majority report gives an unfairly positive view of the success of the Capital Standards scheme. We do not think the initial evidence supported this view, which we believe was distorted by the methods used and the evidence gathered.
- 2.3 For this reason, we have found it necessary to prepare this Minority Report in order to present critical views of the scheme which we consider to have been ignored by the rest of the committee. We hope that by presenting this alternative, a more balanced view of the scheme will be achieved.

3 Background

- 3.1 In March 2002, the Mayor launched his four-year Capital Standards Campaign. This aimed to improve the cleanliness and general appearance of London streets. Twenty-six of the thirty-three London Boroughs are now members, along with members of the GLA “family”; The London Fire and Emergency Planning Authority (LFEPA), the Metropolitan Police, and Transport for London (TfL). All of these pay £10,000 per year for their membership, except LFEPA, which pays less due to its smaller size.
- 3.2 The scheme aimed to offer member boroughs a number of benefits. These included membership of ENCAMS (previously known as “Keep Britain Tidy”)’s “People and Places” campaign, which gives the boroughs a framework for implementing improved cleanliness through the use of the Local Environmental Quality Survey (LEQS), which is the basis of BVPI³² 199.
- 3.3 Capital Standards also offers members support in terms of training, Information Exchange, and an educational element. The training aspect is known as the Enforcement Academy, and provides stakeholders with information on how to make best use of existing legislation to improve the street environment.
- 3.4 The Information Exchange element provides working groups, email bulletins and other methods of communication between members.
- 3.5 The educational side is aimed at schools with a view to raising pupil awareness of environmental responsibility. To date this has been carried out through schools being issued with a storybook and CD Rom, and as a second phase the London Schools Environment Award is being launched.
- 3.6 Despite these apparent benefits, a number of London Boroughs chose not to join the scheme at the outset. Richmond upon Thames did join, and took a leading role, but then withdrew from the scheme after expressing dissatisfaction with it. The current non-members are the Boroughs of Barnet, Bromley, Enfield, Redbridge and Wandsworth, Richmond upon Thames and Kensington and Chelsea.

³² Best Value Performance Indicator

4 Capital Standards: a critical view

Partial Evidence

- 4.1 The fact that seven boroughs have opted to remain outside the scheme suggests that the positive picture of Capital Standards painted by the Committee's Majority report does not offer a rounded viewpoint of the advantages and disadvantages of Capital Standards.
- 4.2 As our colleagues concede, there is no hard data yet to substantiate these claims, with many of the statements made in their report and in the M.E.L. consultants' report³³ consequently being based on sentiment and perception. Moreover, M.E.L. admits in its report that there is a lack of comparative data, meaning that the analysis is only qualitative. On this basis we contend that there is insufficient evidence to support such a positive conclusion.
- 4.3 We find it incredible that evidence from the non-participant boroughs was not included in the consultants' report, and consider this a fundamental error. Indeed, the M.E.L. Research report itself states:
- "A survey of non-members may highlight the reasons for non-membership and the campaign can seek to break down those barriers."*³⁴
- 4.4 Furthermore, none of the non-participant boroughs are named among those asked to offer oral evidence to the Environment Committee.
- 4.5 While we acknowledge that written evidence was requested from all London boroughs, this covered the broader question of 'Protecting the City Environment'. Studying the replies received from the boroughs, it does not appear that they were asked specifically to comment on the success or otherwise of Capital Standards or, where appropriate, on why they have chosen not to join the scheme. As a result, we do not consider that this evidence is sufficient to measure the progress of the Capital Standards scheme.
- 4.6 In all the evidence received from the boroughs in response to the request for comments relating to 'Protecting the City Environment', there were only seven mentions of the Capital Standards Scheme. Three of these relate to the voluntary scheme to prevent spray-paints and marker pens from being sold to under 18s. However, Barnet Council for one already runs such a scheme, without being a member of Capital Standards, so this cannot be used as a major justification. Consequently, the evidence gathered cannot be said to offer the Capital Standards Scheme a ringing endorsement.
- 4.7 Our concern at the lack of comprehensive evidence, and in particular from non-member boroughs, led us to seek further such evidence. We received highly useful submissions from a number of those who are outside the scheme, detailing their reasons for not joining. With this level of co-operation available, we see no reason why their contribution should not be actively sought in future by the Committee.

³³ Evaluation of the Capital Standards Campaign by M.E.L. Research

³⁴ Evaluation of the Capital Standards Campaign by M.E.L. Research, p.E.19

Recommendation 1

In continuing to monitor the scheme, the Environment Committee should actively seek the views of non-participant boroughs on their reasons for remaining outside the Capital Standards scheme, and question them on what measures they are taking to ensure good street cleanliness. This information should then be used to determine the comparative success or otherwise of Capital Standards.

Reasons for non-participation

- 4.8 The reasons given by non-participant boroughs for their non-membership of Capital Standards can be distilled down to two issues: cost and bureaucracy.
- 4.9 In its evidence, Barnet underlined that it considers itself to be well ahead of the field in the areas covered by Capital Standards. Consequently, the borough does not believe that membership of the scheme would be to its benefit, particularly in view of what being a member of Capital Standards would cost it in bureaucracy.
- 4.10 The Royal Borough of Kensington & Chelsea expressed similar views. This borough points out that it already undertaken extensive training of its street monitoring staff and so does not believe that it will benefit from the Street Academy. The borough also states a preference for carrying out its LEQS with internal staff, stating:

“We prefer to keep local, expert ownership of the issue, rather than call in outsiders”³⁵

- 4.11 Bromley Council has never yet been a member but perhaps expresses a more positive view in that it states that:

“The Council are not signed up to the Campaign but continue to monitor its progress and will over the coming months review whether it should participate.”³⁶

The council lists four occasions on which it has reviewed joining Capital Standards, deciding against on each occasion. Among the reasons given for its continuing non-membership Bromley gives the following:

- Bromley already has initiatives in place which cover the areas included in Capital Standards. These include its Pride of Place Awards, accepting responsibility for the clearance of dumped rubbish from unadopted highways and the free removal of graffiti from properties where it is visible from the highway.
- The council did not consider that a compulsory scheme was necessary and that the information supplied on a voluntary basis should not exceed that which would be required by the surveys to meet the proposed Best Value Performance Indicators (BVPI) for 2003/04. Moreover the council

³⁵ Letter from Cllr Merrick Cockell, Leader of the Council (Royal Borough of Kensington & Chelsea) to Mayor Ken Livingstone, dated 17th July 2003.

³⁶ Email from Bob Hetherington, Assistant Director Street Services, Bromley Council to David O’Brien at Barnet Council.

considered that the information should only be requested annually, not quarterly.

- The council was prepared to supply information, such as had already been collected, on a voluntary basis.

- 4.12 Barnet and Wandsworth clearly state that they already carry out the ENCAMS surveys which are used by Capital Standards and both are part of the People and Places programme. Consequently, neither borough can see what they would gain from spending £10,000 on joining Capital Standards.

Recommendation 2

Compulsory reporting of performance statistics should be replaced by voluntary reporting, to be facilitated by the GLA in order to gather London-wide information, and to facilitate best practice in a less constrained format.

- 4.13 Havering Council, a current participant in Capital Standards, has expressed doubts about the value of the scheme and considers that it may get just as much out of joining ENCAMS' "People and Places" scheme directly and becoming a member of the Association of London Cleaning Officers.
- 4.14 Havering Council considers that the money saved by not being part of Capital Standards could pay for an additional road sweeper and states that its continued membership of Capital Standards is therefore in doubt.
- 4.15 The evidence from Richmond is, however, perhaps the most damning of Capital Standards. This borough chose to join the scheme but has since withdrawn. In an email to ourselves, the following opinion of Capital Standards was expressed:

*"Political interference and infighting ... detracted from what should have been a useful project to help clean London."*³⁷

- 4.16 Among the issues raised by Richmond Council in their evidence were the following:
- The scheme has not been allowed to develop in a co-operative manner and as such it has not achieved as much as it might have done.
 - The BVPI requirement regarding street cleanliness was changed for 2003/04 and specified a modified form of LEQ survey which could be undertaken by the authorities themselves. Since then a voluntary information scheme has been successful.
 - While recognising that there is a significant role for the Mayor in Capital Standards, in terms of his being better placed to attract more publicity, interest and sponsorship than the other partners involved in Capital Standards, Richmond Council considers that there was a bias towards any schemes which would enhance the Mayor's reputation. Although some of these schemes have been successful, Richmond Council considers that they are shallower than they would have been if they had had the development time and preparation that they deserved.

³⁷ Email from Malcolm Sharp, Head of Environmental Services, Royal Borough of Richmond, 22nd January 2004.

- Apart from the work on enforcement training and anti-graffiti measures, the output of the Capital Standards Scheme has been rushed and it has failed to deliver the promised street survey work.

- 4.17 There is significant concern among the non-participant boroughs that Capital Standards will create duplication of work. Barnet underlines certain duplications with Home Office work and Wandsworth mentions overlaps with the ODPM. Barnet also mentions that the North London Strategic Partnership are using handheld cameras to capture data on abandoned vehicles, graffiti, anti-social behaviour, street cleansing, flytipping, street lighting and highways maintenance and that there could be unnecessary commonality between these activities and those in the Capital Standards programme.

Recommendation 3

The GLA's role should be restricted to providing a 'lighter touch' in terms of guiding the boroughs on street cleanliness issues and sharing best practice. This could be achieved, for example, by facilitating the organisation of one-off annual events to encourage networking and the sharing of good practice.

Recommendation 4

The future of the Capital Standards scheme as a whole should be reviewed in the light of the BVPI requirement regarding street cleanliness having been changed for 2003/04 to specify a modified form of LEQ survey that could be undertaken by authorities themselves. This will cut down on the current levels of bureaucracy relating to the Capital Standards scheme.

Mayoral self-promotion

- 4.18 We were struck by the comment from Richmond's evidence, that:

"...there has also been continuous and obstinate haste to create anything that would enhance the Mayor's reputation."

This echoes our own concern that the Capital Standards campaign has appeared to focus unduly on the Mayor as the driving force behind the initiative, despite the fact that its stated aim is to spread best-practice amongst London Boroughs, who are the ones who deliver the services.

- 4.19 Allied to this concern is the impression we have formed that many of the initiatives included in the Capital Standards Campaign have been more about publicity than genuine results, as Richmond also noted *"this has led to apparently successful but sometimes shallow projects that could have been better if they had been allowed the time and effort in preparation that they deserved."*
- 4.20 Whilst we recognise that the Mayor should have a central role given his unique ability to draw attention to issues surrounding the environment in London, and to attract sponsorship, this must not be allowed to take on a greater importance

than the scheme itself. Initiatives such as the “Pick It Up” litter song and press conferences with celebrities such as Lord Attenborough may be eye catching but we question their contribution to the objectives of the campaign.

Recommendation 5:

The scheme should be run on a non-political basis for the wider good of London’s environment. Great care should be taken to ensure that political expediency by any of the partners does not distort the aims of the scheme. We consider this applies particularly to the current Mayor.

5 Conclusions

- 5.1 By not taking evidence specifically on Capital Standards from non-participant boroughs we would contend that the majority report offers only a partial view of the perceived efficacy of the Capital Standards scheme and we consider this to be unacceptable.
- 5.2 The evidence we have gathered from non-participant boroughs offers strong justification for not joining the scheme. Considering the evidence of Richmond (which has left the scheme) and Havering (which is considering not renewing its membership) together with this, it seems wholly wrong for the Majority Capital Standards report to portray the work of the scheme to date as so positively successful. While it cannot be denied that some of the participant boroughs suggest belonging to the scheme has been beneficial, this cannot alone be used as a premise for an official committee report, especially in the light of there being no hard quantitative data to back this up.
- 5.3 The fact that some boroughs have not chosen to join Capital Standards need not be a barrier to gathering London-wide data.³⁸ Instead, a means to facilitate voluntary reporting without significant costs to the boroughs should be found in order to take information on LEQS from boroughs which prefer to operate independently. Similarly, a means to facilitate communications between boroughs could be found. This would overcome the gaps in knowledge from the Capital Standards scheme and allow boroughs to learn about each other's good practice, without having the added layers of bureaucracy brought about by Capital Standards.

³⁸ 'The non-membership of six boroughs was raised as an issue of concern during the case study interviews because this was seen as a barrier to achieving a London-wide approach' (Evaluation of the Capital Standards Campaign, M.E.L. Research, p. E.19)

Appendix C1 – List of Recommendations from Minority Report

Recommendation 1

In continuing to monitor the scheme, the Environment Committee should actively seek the views of non-participant boroughs on their reasons for remaining outside the Capital Standards scheme, and question them on what measures they are taking to ensure good street cleanliness. This information should then be used to determine the comparative success or otherwise of Capital Standards.

Recommendation 2

Compulsory reporting of performance statistics should be replaced by voluntary reporting, to be facilitated by the GLA in order to gather London-wide information, and to facilitate best practice in a less constrained format.

Recommendation 3

The GLA's role should be restricted to providing a 'lighter touch' in terms of guiding the boroughs on street cleanliness issues and sharing best practice. This could be achieved, for example, by facilitating the organisation of one-off annual events to encourage networking and the sharing of good practice

Recommendation 4

The future of the Capital Standards scheme as a whole should be reviewed in the light of the BVPI requirement regarding street cleanliness having been changed for 2003/04 to specify a modified form of LEQ survey that could be undertaken by authorities themselves. This will cut down on the current levels of bureaucracy relating to the Capital Standards scheme.

Recommendation 5

The scheme should be run on a non-political basis for the wider good of London's environment. Great care should be taken to ensure that political expediency by any of the partners does not distort the aims of the scheme. We consider this applies particularly to the current Mayor.

Appendix C2 – Evidence

To obtain any of the evidence listed below, please e-mail anna.malos@london.gov.uk

Written Evidence

The Committee commissioned M.E.L. Consultants to produce a report to:

- Collect information on standards of street cleanliness and levels of litter
- To identify key issues influencing levels of litter and any distinctive problems in particular areas
- To identify examples of good practice in London and elsewhere
- To provide information on the future of the Campaign
- To provide comparative data with other cities in the UK and abroad

The Committee based its final report on their findings, which are available to the public in electronic form at no cost.

M.E.L. can be contacted at:

M·E·L Research
8 Holt Court
Aston Science Park
Birmingham B7 4AX
Tel: 0121 604 4664
Fax: 0121 604 6776
Email: info@m-e-l.co.uk
www.m-e-l.co.uk

Written evidence from boroughs and interested parties on actions to improve the street environment was submitted as part of the Protecting the City Environment Scrutiny. This will be listed in the main report from the scrutiny due out in Spring 2004. Further details are available at this stage on request.

Additional written evidence was received from:

London Borough of Wandsworth
London Borough of Bromley
London Borough of Barnet
Royal Borough of Kensington and Chelsea
London Borough of Havering
London Borough of Richmond upon Thames

Oral Evidence

The Committee held an evidentiary hearing on November 6th, 2003 to which the following were invited to give evidence:

John Duffy, Policy Director to the Mayor, GLA (Environment)
Councillor Phillip Portwood, Chair of the ALG Transport & Environment Committee
Alan Cook, Head of Waste Management, London Borough of Westminster, Chair of Capital Standards Network.
Nick Lester, Director of Transport & Environment, ALG
Neil Almond and Tommy Hutchinson from Kikass
Mark Pinnock, Street Scene Manager, London Borough of Croydon
Simon Baxter and Andrew Chandler, London Borough of Southwark

Kenny Wilks, London Borough of Camden
John McHenry, London Borough of Newham

A transcript of the hearing can be downloaded from
<http://www.london.gov.uk/assembly/envmtgs/index.jsp>

Annex D – Income & expenditure statements

Information provided from Capital Standards Campaign, December 2003. Debits shown in brackets. The balance below the table is the balance that includes monies received, payments made and committed payments. It does not include payments expected or anticipated expenditure.

2002-2003

DATE	INCOME/EXPENDITURE	SOURCE/DESTINATION
01/04/2002	50,000.00	GLA (Annual contribution of £25k & an additional 25K project payment)
01/04/2002	239,000.00	ALG (borough contributions collected by ALG)
11/02/2003	- (1,000.00)	Anti graffiti leaflet
11/02/2003	- (25,000.00)	Pick it up' book & CD
11/02/2003	- (10,000.00)	Enfield Refund
11/02/2003	- (9,000.00)	People & Places over payment
11/02/2003	- (77,935.00)	Encams survey work
03/04/2003	- (313.00)	Capital Standards letterhead
16/04/2003	- (47,628.00)	Street Academy payment
30/06/2003	- (5,000.00)	Print of Graffiti posters
15/07/2003	- (1,706.00)	Street Academy additional printing
June/July 03	10,000.00	Lambeth
June/July 03	10,000.00	Greenwich
12/08/2003	10,000.00	Merton (from ALG)
19/08/2003	10,000.00	Haringey contribution
13/10/2003	10,000.00	Transport for London contribution
Balance	161,418.00	

Note; Still awaiting TfL, LFEPA and Hammersmith & Fulham payments.

2003-2004

DATE paid/received/due	INCOME/EXPENDITURE (£)	SOURCE/DESTINATION
01/04/2003	161,418.00	Carry forward from 2002-2003
01/04/2003	25,000.00	GLA contribution
01/07/2003	- (50,700.00)	Encams - 1st quarter contract payment
03/07/2003	- (25,000.00)	LSEA payment (agreed at Network Meeting)
by 14/07/03	10,000.00	Brent contribution
by 14/07/03	10,000.00	Camden contribution
by 14/07/03	10,000.00	Corporation of London contribution
by 14/07/03	10,000.00	Lambeth contribution
by 14/07/03	10,000.00	Lewisham contribution
by 14/07/03	10,000.00	Islington contribution
by 14/07/03	10,000.00	Hounslow contribution
by 14/07/03	10,000.00	Hillingdon contribution
by 14/07/03	10,000.00	Hackney contribution
by 14/07/03	10,000.00	Kingston contribution
28/07/2003	10,000.00	Waltham Forest contribution
05/08/2003	10,000.00	Harrow contribution
11/08/2003	10,000.00	Barking & Dagenham contribution
11/08/2003	10,000.00	Bexley contribution
11/08/2003	10,000.00	Merton contribution
12/08/2003	10,000.00	Croydon Contribution
12/08/2003	10,000.00	Newham Contribution
12/08/2003	10,000.00	Southwark contribution
19/08/2003	10,000.00	Haringey contribution
13/10/2003	10,000.00	Transport for London
13/10/2003	10,000.00	Westminster contribution
07/11/2003	10,000.00	Tower Hamlets contribution
01/10/2003	- (50,700.00)	Encams - forecasted 2nd qtr contract payment
01/01/2004	- (50,700.00)	Encams - forecasted 3rd qtr contract payment
01/04/2004	- (50,700.00)	Encams - forecasted 4th qtr contract payment
Balance	178,618.00	

Annex E – Other evidence from the consultants

Information on Best Value Performance Indicators

Previous indicators include BVPI 85 *Cost of keeping land clear* between 2000 and 2002 and BVPI 89 *Percentage of people satisfied with cleanliness* 2000 to 2001. BVPI 85 measures cost rather than the cleanliness of streets and high costs do not always mean clean streets. For BVPI 89 there has only been one collection of data. Both BVPIs are self-reported by councils with low reporting rates and the criteria used have varied widely with no consistent baseline measurements and consequent loss of comparability.

Enforcement Academy attendees

London Borough	No. of attendees	New course	London Borough	No. of attendees	New Course
Barking and Dagenham	3	9	Islington	4	7
Barnet	0	0	Kensington and Chelsea	0	0
Bexley	4	2	Kingston	0	1
Brent	6	5	Lambeth	1	5
Bromley	0	0	Lewisham	5	5
Camden	3	16	Merton	5	tbc
City of London	5	8	Newham	5	5
Croydon	0	5	Redbridge	0	0
Ealing	2	tbc	Richmond upon Thames	0	0
Enfield	0	0	Southwark	6	5
Greenwich	3	5	Sutton	3	5
Hackney	3	8	Tower Hamlets	7	11
Hammersmith and Fulham	4	5	Waltham Forest	2	9
Haringey	4	6	Wandsworth	0	0
Harrow	0	5	Westminster	3	17
Havering	4	5			
Hillingdon	1	4			
Hounslow	5	8			

Table 2 Number of attendees for first Enforcement Academy course and interest expressed (by October 2003) for second series of courses to be held January/February 2004. Boroughs not signed up to Capital Standards shaded in grey. Data from MEL report and updated with information from GLA provided 26 January.

Annex F – Details of the BVPI 199 and LEQ Survey

BVPI 199

The cleanliness BVPI is measured through grading the amount of litter *and* detritus on given areas, decided separately and then combined. The grading system is designed to reflect the way that a member of the public would perceive the local environment and is based on those set out in the Code of Practice for Litter and Refuse (COPL&R). Further information on this indicator can be found at <http://www.bvpi-leq.com/> or through ENCAMS at Elizabeth House, The Pier, WIGAN, WN3 4EX Tel: 01942 612639.

In brief, the grading system is as follows:

A is Clean;
B is Light;
C is Significant, and;
D is Heavy.

The indicator is the *combined percentage* of sites with litter and detritus that fall below Grade B, on ten different land use classes of relevant land (as defined under EPA 1990 Part IV s.86) surveyed in each of three 4-month periods during the year (April – July; August – November; and December – March).

The ten BVPI land uses are:

Primary Retail and Commercial Areas
Secondary Retail and Commercial Areas
High Density Housing Areas
Low Density Social Housing Areas
Low Density Private Housing Areas
Industry/Warehousing/Retail Sheds/Science Parks
Main Roads
Rural Roads
Other Highways
Recreation Areas

Local Environmental Quality Survey

This considers additional aspects to the cleanliness BVPI and is summarised below. For further information on this survey contact ENCAMS or see <http://www.encams.org>

The environmental aspects that contribute to local environmental quality, covered in the survey, are:

Cleanliness - Litter, flytipping and recent leaf and blossom fall

Cleansing-Related Issues - Detritus, weed growth, staining, flyposting, graffiti and uncollected wastes placed out

Highway Infrastructure - Obstruction of paved areas and road channels, physical condition of paved areas, road channels and carriageways

Street Furniture - Highway posts and lamp posts, public signs, other street furniture (seats and benches, railings, bollards etc.), visual appearance of adjoining buildings and boundary structures

Litter Bins - Cleanliness, condition and degree to which bins are filled

Landscaping - Litter, and standard of horticultural maintenance

Bus Shelters and Bus Stops - Litter, condition, staining/grime and graffiti

Public Toilets - Litter, condition of fixtures and fittings, staining/grime and odour

Twelve types of land use are used. These are the ten defined under the cleanliness BVPI plus:

Transport Facilities (Railway and Bus Stations)

Other Sites (primarily seaside promenades, and academic precincts)

Each aspect of the local environment is assessed as into four grades: good satisfactory, unsatisfactory or poor.

The criteria for these grades are:

Good - of an exceptionally high standard.

Satisfactory - the site being surveyed will not be free of the environmental issue that is being reported on for example, there may be some litter or graffiti present.

However, the extent to which it is present is *unlikely* to be noticed by most people walking or travelling through the site, or be regarded as having a significant adverse effect on the quality of the local environment.

Unsatisfactory - The issue in question is present to such a degree that many people will notice it, and some may regard it as worthy of criticism.

Poor - the issue in question is present to such a degree that few people would fail to notice it, and most people would regard it as a matter for criticism.

These four broad categories are divided into four sub-categories using Standard Quality Intervals. These represents the minimum interval over which a reasonably observant person will notice that a difference in quality standard.

Annex F – Orders and translations

How to order

For further information on this report or to order a copy, please contact Anna Malos, Assistant Scrutiny Manager, on 020 7983 4207 or email to anna.malos@london.gov.uk

See it for free on our website - You can also view and download a copy of this report at: <http://www.london.gov.uk/assembly/reports/plansd.jsp>

Large print, Braille or translations

If you, or someone you know, needs a copy of this report in large print or Braille, or a copy of the summary and main findings in another language, then please call us on 020 7983 4100 or email to assembly.translations@london.gov.uk

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Si usted o algún conocido, quiere recibir copia del resumen ejecutivo y las recomendaciones relatados en este informe en formato de Braille, en su propia idioma, y gratis, no duden en ponerse en contacto con nuestros managers al 020 7983 4100 o por correo electrónico assembly.translations@london.gov.uk

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Ta ba ri enikeri ti o pa ni ife lati ni eda ewe nla ti igbimo awon asoju tabi papa julo ni ede ti abinibi won, ki o kansiwa lori ero ibanisoro. Nomba wa ni 020 7983 4100 tabi ki e kan si wa lori ero assembly.translations@london.gov.uk. Ako ni gbowa lowo yin fun eto yi

Haddii adiga ama qofaad taqaniid, oo doonaayo riuu ku helo koobi ah warbixinta oo knohar iyo talooyinka far waaweyn ama farta qolka mufaha la' hoga talagalay, ama hogaqayweda, oo helaaash u ah, dadlan nagala soo xiriir telefoonka 020 7983 4100 ama email-ka cinwaanka yahay assembly.translations@london.gov.uk

Annex G – Scrutiny principles

The powers of the London Assembly include power to investigate and report on decisions and actions of the Mayor, or on matters relating to the principal purposes of the Greater London Authority, and on any other matters which the Assembly considers to be of importance to Londoners. In the conduct of scrutiny and investigation the Assembly abides by a number of principles.

Scrutinies:

- aim to recommend action to achieve improvements;
- are conducted with objectivity and independence;
- examine all aspects of the Mayor's strategies;
- consult widely, having regard to issues of timeliness and cost;
- are conducted in a constructive and positive manner; and
- are conducted with an awareness of the need to spend taxpayers money wisely and well.

More information about scrutiny work of the London Assembly, including published reports, details of committee meetings and contact information, can be found on the London Assembly web page at www.london.gov.uk/assembly.

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