
MANAGING LITTER IN CARDIFF

Reason for the Report

1. To provide Members with a briefing on how the Council manages litter in Cardiff. In particular this item will consider the various categories of litter; the resources available to tackle litter; the challenges of managing litter in Cardiff; litter management campaigns and recent Local Environmental Audit & Management System (LEAMS) results.

Background

2. The Council is faced with the task of managing litter in Cardiff. The majority of this responsibility is applied to public spaces; however, in some instances the Council has to take responsibility for cleaning private land. The main functions of litter management are carried out by the Street Cleansing Service and Waste Enforcement.

Street Cleansing Service

3. The main functions of the Street Cleansing Service is the cleansing of adopted highway areas across the city and removal of fly tipping. The service provides a number of statutory tasks including street cleansing, public bin emptying and removal of fly-tipping.
4. The service carries out street cleansing for approximately 1088 km of carriageway and 1900 km of footway, it has the responsibility of emptying approximately 1,700 bins on a regular basis and in 2015/16 it dealt with 6,214 fly tipping incidents (6,084 of these fly tipping incidents were cleared within five working days).

5. The service employs 159 full time equivalent members of staff. During 2015/16 the total cost of running the service was £6,537,676; this resulted in a net cost to the Council of £5,920,202. During the period 2011/12 to 2015/16 the total cost of running the service fell from £7,479,803 in 2011/12 to £6,537,676 in 2015/16; this a reduction of £942,127 or approximately 12.6%.

Waste Enforcement

6. The Waste Enforcement service is responsible for the provision of waste management related education and enforcement activities. The service is tasked with delivering the statutory enforcement activities associated with fly tipping along with a wider range of non statutory tasks which include education in respect of waste presentation and recycling; assessment of assisted lift requests and enforcement of waste-related environmental crime including incorrect waste presentation, littering, abandoned trollies and dog fouling.
7. The service deals with approximately 1,200 requests per month including 400 calls for littering, dog fouling & fly-tipping and 100 assisted lift requests. They also remove 1,000 abandoned trollies each year and in 2014/15 they issued 522 fixed penalty notices.
8. The service employs 27 full time equivalent members of staff. During 2015/16 the total cost of running the service was £842,820; this resulted in a net cost to the Council of £211,269. During the period 2011/12 to 2015/16 the total cost of running the service increased from £750,823 in 2011/12 to £842,820 in 2015/16; this is an increase of £91,997 or approximately 12.3%.
9. At this point it is important to note that the enforcement powers available to the recently formed Neighbourhood Services will be reviewed at the December Environmental Scrutiny Committee. The Committee last reviewed litter management on the 10 November 2015 when they received a report titled 'Litter Management & Enforcement in Cardiff'; as the title suggests a significant part of this exercise focused on new and existing enforcement powers available to the Council. As background information to this item the cover report for 'Litter Management & Enforcement in Cardiff' and letter to the Cabinet Member for the Environment written after the meeting have been attached to this report as **Appendices 1 and 2**.

Main Types of Litter

10. Previous presentations to scrutiny have identified the main types of litter which can be seen in Cardiff as:
 - Sweets and food litter ('on the go litter');
 - Dog fouling;
 - Chewing gum;
 - Smoking related litter;
 - Fast food;
 - Split bags, over filled bins;
 - Incorrectly presented bags;
 - Fly tipping.

11. The main sources of litter are frequently generated in or by high footfall areas; discarded from vehicles; takeaways & public houses; schools; areas of transient populations; parks; private land and events.

12. The general approach taken for "Improving Local Environmental Quality" is by using the three E's, i.e. Education, Engineering and enforcement. Education and awareness is extensively used in Cardiff to reduce littering, for example, the Council has in the past used:
 - Targeted campaigns;
 - Preventative measures;
 - Dog fouling bags;
 - Get it out – Students;
 - Waste presentation education & bin provision;
 - Awareness raising;
 - Schools – Really Rubbish;
 - Literature was promoted in fifteen languages;
 - Multi media channels were used, for example, twitter;
 - Tidy Text – as system used to remind people when to put out their rubbish;
 - Participation Monitoring (soon to be replaced by a new app);

- Compositional analysis, i.e. identify the type of litter generated and then raise specific awareness.

13. Beyond the educational and awareness approach the enforcement options available to the Council include:

- Fly tipping investigations and prosecutions;
- Action against those who incorrectly present domestic and commercial waste;
- Waste Controls – transfer notes and carrier licenses are required for the removal and disposal of waste;
- Proactive and reactive waste enforcement patrols;
- Littering – action is taken against people who litter from vehicles and against dog fouling;
- Accumulations on land – Council can take action against individuals who allow litter to get out of hand on their land;
- Frontages – action to ensure frontages are kept clear;
- Street Litter Control Notices;
- Shopping trolleys – the Council has created an “Abandoned Shopping Trolley Policy”.

14. The main litter challenges identified in Cardiff are:

- Raising awareness of litter issues across the city;
- Dealing with dog fouling problems;
- Flats – predominantly the presentation of litter for collection from flats;
- Litter in areas of transient populations, for example, student areas. Because of the transient nature of these areas new education initiatives constantly have to be repeated;
- Frontages – ensuring that people take responsibility for keeping frontages clear of litter and the difficulty in enforcing against this;
- Increasing active/eating on the go culture.

Litter Performance Measures & Indicators

15. The main performance indicators used by the Council to measure street cleanliness are:
 - Use of bi-monthly Local Environmental Audit & Management System (LEAMS) surveys – these measure street cleanliness, not performance of cleansing teams;
 - Two established performance indicators - the Cleanliness Index and the percentage of Highways to a High or Acceptable Standard of Cleanliness.
16. **Appendix 3** of this report illustrates the results for the Cleanliness Index and percentage of Highways to a High or Acceptable Standard of Cleanliness in Cardiff for the period from July 2014 to September 2016.
17. The data for the 'Cleanliness Index' has a 70% target. For the period July 2014 to September 2016 the Council has for every period (with the exception of September 2014 – 66.67% and March 2015 – 69.33%) exceeded this target. Performance peaked in March 2016 when the index score reached 85.33%. Since May 2016 the index score has achieved a consistent score in the late 70's, for example, May 2016 – 77.33%; July 2016 – 78.27% and September 2016 – 77.11%. This information is illustrated in **Appendix 3**.
18. The data for the 'Percentage of Highways to a High or Acceptable Standard of Cleanliness in Cardiff' has a 90% target. For the period July 2014 to January 2016 the Council consistently fell beneath this target, however, since March 2016 the Council has consistently exceeded this target, i.e. March 2016 – 97.33%; May 2016 – 93.33%; July 2016 – 97.47% and September 2016 – 98.8%. This information is illustrated in **Appendix 3**.
19. The 'Local Government Data Unit Wales Report – 2015/16' features two key performance indicators which relate to litter and cleanliness. These were:
 - **'Percentage of land of a high or acceptable of cleanliness'** - when compared against the other Welsh local authorities Cardiff came 21st out of 22 with a score of 90.64%. This is an improvement when compared to 2014/15 when Cardiff came 22nd out of 22 with a score of 86.8%.

- **‘Percentage of reported fly tipping incidents cleared within 5 working days’**
- when compared against the other Welsh local authorities Cardiff came 4th out of 22 with a score of approximately 97.91%. This is a significant improvement when compared to 2014/15 when Cardiff came 4th out of 22 with a score of approximately 97.91%.

Love Where You Live Campaign

20. In September 2016 the Council launched a city-wide campaign titled ‘Love Where You Live’ to improve the standard of cleanliness in streets and neighbourhoods. In doing this it engaged the support of the citizens of Cardiff by asking them to get involved with this exercise.
21. The ‘Love Where You Live’ campaign focused on five key elements, these were:
- **Harnessing People Power** – This involved working with and thanking individuals and groups who already help to keep Cardiff clean and tidy;
 - **Neighbourhood Cleaning** - Neighbourhood Services teams undertook deep cleans of wards in the city. Council teams from different areas like parks and cleansing came together to deep clean eight inner-city wards on a weekly basis. This work was in addition to the normal cleaning operations;
 - **Zero Tolerance Approach to Littering** - Advertising was placed across the city to remind those that litter of the fines that they could potentially face if caught by enforcement officers;
 - **Raising Recycling Awareness** – This emphasised the importance of individuals doing their bit to help boost recycling and composting in the city. It drove home the fact that Cardiff needs to recycle and compost 64% by 2020 and that this will increase to 70% by 2025;
 - **Student Education** - Working closely with the universities and colleges, information and education on the zero tolerance approach has been used to help encourage students to take pride in the areas that they live.
22. The neighbourhood deep cleans or ‘blitzes’ focused on the inner city wards of Grangetown, Canton, Cathays, Riverside, Plasnewydd, Adamsdown and Splott. All

of these wards were targeted for a one week period with each of the six identified wards being visited twice, i.e. they will overall receive a two week clean.

Way Forward

23. Councillor Bob Derbyshire (Cabinet Member for the Environment) has been invited to attend for this item. He will be supported by officers from the City Operations Directorate.

Legal Implications

24. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

Financial Implications

25. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

RECOMMENDATIONS

The Committee is recommended to:

- i. Note the contents of the attached reports;
- ii. Consider whether they wish to pass on any comments to the Cabinet following scrutiny of the item titled 'Managing Litter in Cardiff'.

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9 November 2016