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PAPURAU ATODOL

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Dyddiad ac amser y cyfarfod	DYDD LLUN, 19 TACHWEDD 2018, 5.30 PM
Lleoliad	YSTAFELL BWYLLGOR 4 - NEUADD Y SIR
Aelodaeth	<p><u>Pwyllgor Craffu Economi a Diwylliant</u> Cynghorydd Howells (Cadeirydd) Y Cynghorwyr Henshaw, Gordon, Gavin Hill-John, Parkhill, Robson, Sattar, Simmons a/ac Stubbs</p> <p><u>Pwyllgor Craffu'r Amgylchedd</u> Cynghorydd Patel (Cadeirydd) Y Cynghorwyr Derbyshire, Philippa Hill-John, Owen Jones, Lancaster, Jackie Parry, Owen, Wong a/ac Wood</p>

7 Datganiadau Ysgrifenedig (*Tudalennau 3 - 238*)

Davina Fiore

Cyfarwyddwr Llywodraethu a Gwasanaethau Cyfreithiol

Dyddiad: Dydd Mawrth, 13 Tachwedd 2018

Cyswllt: Andrea Redmond, A.Redmond@Caerdydd.gov.uk, 02920 872434

Mae'r dudalen hon yn wag yn fwriadol

**Joint Scrutiny: Economy & Culture and
Environmental Scrutiny Committees**

Monday 19th November 2018

**Public Space Protection Orders - Control of
Dogs**

Written Statements

██████████ - Acting Secretary Creigiau Recreation Area Management Committee

Dear Sir

Please confirm acceptance of this written submission to the Joint Scrutiny Meeting re PSPO Proposed Dog Controls from Creigiau Recreation Area Management Committee.

- As a Recreation Committee we would encourage everyone to take as much exercise as possible, if this includes a dog that is absolutely fine. However we must ensure that our Recreation Ground is clear of dog waste, so while the problems are the fault of a mindless few the consequences of their in-action can be devastating and life changing for anyone (adult or child) infected through dog-waste.
- All dogs should be closely monitored when they are on a Sports Field, and the best way of achieving that is by mandating use of a lead, which would make enforcement easier as seeing whether a dog is on a lead is easier than seeing if its owner is carrying a waste bag.
- We consider further spending by Cardiff City Council is desperately needed to give as many dog walkers as possible access to Dog Waste Bins. We understand that cost is the reason why there are no Dog Waste bins on Creigiau Recreation Field and, while cost of proving such a service needs careful consideration, the consequences to a person being infected, to their families and to the NHS would be enormous and possibly lifelong.

Regards

██████████
Acting Secretary
Creigiau Recreation Area Management Committee

(Copied to Chairman, CRAMC)

[REDACTED] – Written Submission on behalf of Cardiff Dog Action

I am writing to add my name to any submissions with regard to the PSPO consultations and wish to attend the scrutiny on Monday 19 November 2018.

As I have already written a comprehensive as part of the original consultation (under my own name from [REDACTED]), my latest approach was to look at how to move forward.

Please find attached a document I have put together with regard to this - if you can't open the zip files please let me know and i can send separately.

Many responsible dog walkers fully support PSPOs that are well thought-out, well implemented and target those exhibiting irresponsible behaviours but not those that involve excluding dogs from areas such as marked sports pitches. In addition to this, we feel education and a proactive dog community supported by Cardiff Council are the way forward, with punitive measures for dog fouling.

Cardiff Dog Action was set up for three reasons: (1) to inform as many people as possible about the consultation; (2) fight the proposals for exclusions in areas of marked sports pitches throughout the city and give a reasoned argument as to why we believe this from many viewpoints of members of the dog walking community; and (3) see how we can move forward with the council not to victimise responsible dog walkers but punish those that don't pick up dog mess (or hang bags in bushes or trees!!!).

Cardiff Dog Action is an informal group of individuals that came together with the same goals – to prevent dogs being excluded from marked sports pitches, and thus fragmenting dog walking areas, and to be able work with the council to ensure greater responsibility for all dog walkers. As the consultation is over, the time is right now for all those dog owners/walkers to do something in their local areas to work towards these aims.

By making it easy for dog walkers to do the right thing, awareness raising schemes are more likely to be effective than only telling them what not to do and thus avoid unwanted displacement (always a risk when putting on anti-dog fouling schemes).

To reduce dog fouling it is necessary to change the behaviours of the minority of those irresponsible dog owners/walkers who are not clearing up and the best way is education and enforcement. However, it may well be that there is some value in the future at looking at further research on the social psychological elements for designing campaigns to change behaviour rather than a one size fits all approach.

There is a great need for a wider engagement and communication strategy rather than just relying on one approach. Community action by dog walkers on their own or as part of other groups to improve their local environmental can contribute a great deal to combatting antisocial behaviour or its results, e.g. dog fouling and hopefully have an effect on other aspects of irresponsible dog behaviour.

Most of the various options in this document can be implemented at low or minimal cost and have been trialled in various parts of the UK (and in some cases Ireland) and have helped to reduce dog fouling.

Incidences of dog fouling need to be reduced and if possible stopped all together. However, to do this it is necessary to change the behaviours of the minority of those irresponsible dog owners/walkers who are not clearing up.

The various approaches in this document aim to remove some of the excuses for not clearing up and to reinforce the message that this was not an acceptable behaviour.

It is possible to adapt the examples cited this document either as a standalone or in combination with other methods that have helped to reduce dog fouling in various parts of Cardiff. Sometimes this may depend on area and many dog walkers know the areas they walk in very well and many have expressed an interest in being involved in raising awareness of this issue.

The way forward should be a mixture of education and enforcement and a combination of top-down, council (or other large organisation, e.g. Dogs Trust, KWT) led approaches with those that are bottom-up community-led (either singly, forming their own local responsible dog walking group, or under the umbrella of another more established group, e.g. Friends of parks groups, KWT community litter groups).

While some dog walkers are keen to work with sports clubs in tackling the issue others are wanting to look at a more holistic approach and deal with the problem as a whole. It is hoped that because of all this there will be improvements in other areas of what is considered irresponsible dog behaviour.

There is also need to continue to organise and participate in awareness campaigns as reminders each year.

Best wishes



Moving Forward



Dog friendly Cardiff

About the author

██████████ as Cardiff Dog Action

Dog owner, Chair of Friends of Hailey Park, Llandaff North Festivals Committee member, volunteer with Four Paws Animal Rescue (South Wales) & passionate about responsible dog ownership (including organising/running fun dog shows each year, one for Cardiff Council Parks Dept with emphasis on responsible dog ownership).

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Foreword

Many thanks to [REDACTED] for all their help with Cardiff Dog Action, [REDACTED] for organising the online petition and Clare Fanson for organising the mass dog walk. Many thanks also to the 3900+ members who joined the Facebook group page for Cardiff Dog Action, many of whom contributed to the hours of discussion, which have culminated in much interest in moving forward.

Introduction

Many responsible dog walkers fully support PSPOs that are well thought-out, well implemented and target those exhibiting irresponsible behaviours but not those that involve excluding dogs from areas such as marked sports pitches. In addition to this, we feel education and a proactive dog community supported by Cardiff Council are the way forward, with punitive measures for dog fouling.

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Green Dog Walkers[®] schemes

What is Green Dog Walkers[®]

Green Dog Walkers[®] (GDW) is a non-confrontational, friendly approach to help change attitudes about dog fouling. It also appears to be an easy to follow format, which requires minimal input too other than initially starting it up and rolling it out across as many areas as possible. It can then be promoted periodically at various events around the city.

GDW was originated by the Community Green Initiative in partnership with Falkirk Council Litter Strategy Team. It is a scheme that reportedly cut dog fouling problems in Falkirk by at least 50%. As the project was so successful Falkirk Council decided to trademark the scheme and licence it out to other local authority areas.

GDW is now an acknowledged scheme in Britain & Ireland that has previously won the UK Kennel Club Dog Recognition Award, featured at Crufts, and was a finalist for the CIWM Innovation in Waste Management Award.

How to go about it

Dog walkers are encouraged to sign a pledge (**Appendix 2**), then they receive a GDW badge, armbands, free poo bags, and an information pack.

Pledges can be signed online or paper (See **Appendix 2**, which is also in leaflet format) version <https://www.smartsurvey.co.uk/s/GDWpledge/> (Malvern Council, which also leads to a short survey in this case <https://www.smartsurvey.co.uk/s/greendogwalkers/>)

Once dog walkers have 'taken the GDW pledge' they can wear a GDW armband to show they are part of the scheme and undertake to

- Clean up after their dog
- Carry extra dog waste bags
- Be happy to be approached to 'lend' a dog waste bag to those without
- Be a friendly reminder to other dog walkers to clean up after their dogs

Often Community Councils, private organisations or voluntary organisations (e.g. community litter schemes or Friends of parks/other open space groups that are already up and running) can then be encouraged to

run GDW activities in their own areas and it would be easy for this to be implemented, as the handbook is quite self-explanatory. It is also a bright, well thought out project that enables it to be consistent.

Funding can be sought through grants and sponsorship.

Links

Falkirk <http://www.falkirk.gov.uk/services/bins-rubbish-recycling/rubbish-litter/dog-fouling/green-dog-walkers.aspx>

Antrim <https://www.midandeantrim.gov.uk/news/green-dog-walkers-120218>

Chichester <https://www.chichester.gov.uk/greendogwalkers>

Bradley Stoke <https://www.bradleystoke.gov.uk/town-council/green-dog-walkers-scheme.php>

City of Bradford Metro District Council <https://www.bradford.gov.uk/your-council/council-budgets-and-spending/be-a-green-dog-walker/>

Wicklow <http://wicklowvoice.ie/need-for-green-dog-walkers-programme-in-wicklow/>

Malvern Hills <https://www.malvern hills.gov.uk/green-dog-walkers>

Northumberland

<https://youtu.be/tL8eJkID08I>

<https://www.northumberland.gov.uk/Protection/Animals.aspx>

<https://www.northumberland.gov.uk/Protection/Animals.aspx#thegreendogwalkers-responsible dogownership>

<http://www.northumberlandcoastaonb.org/green-dog-walkers-scheme-is-unleashed/b184>

Armagh <http://armaghi.com/news/green-dog-walkers-scheme-could-be-rolled-out-across-borough/28483>

Belfast <https://www.belfastlive.co.uk/news/belfast-news/green-dog-walkers-scheme-northern-12475139>

Aberdeen <https://myturriff.co.uk/2015/01/08/green-dog-walkers-scheme/>

Mundsley <https://www.mundesley-pc.gov.uk/join-the-green-dog-scheme/>

South Gloucs <http://ladden-frome.blogspot.com/2012/05/launch-of-green-dog-walkers-scheme.html>

Ryedale, N. Yorks <https://www.gazetteherald.co.uk/news/16128945.new-scheme-launched-to-tackle-dog-fouling/>

Wimblington, Fenland DC <http://www.cambstimes.co.uk/news/wimblington-fenland-district-council-dog-poop-green-ribbon-doodoo-1-5430411>

Whittlesey, Fenland DC <http://www.cambstimes.co.uk/news/green-dog-walkers-scheme-1-5757707>

Durham <https://www.durham.gov.uk/greendogwalkers>
(+<https://www.durham.gov.uk/article/2979/Environmental-education>)

South Dublin County Council, Dun Laoghaire—Rathdown County Council, Fingal County Council, Meath County Council and Wicklow County Council

<https://www.sdcc.ie/en/services/environment/social-credits/green-dog-walkers/>

Dublin City <http://www.dublincity.ie/main-menu-services-water-waste-and-environment-waste-and-recycling-litter-graffiti-and-pollution-4>



leave only pawprints®

Green Dog Walkers®

Dog Fouling


There's no excuse 

Dog Fouling - Your Responsibilities

- Dog Fouling is one of the most common and annoying types of litter.
- If not cleaned up and disposed of properly, dog fouling can cause serious infection in humans.
- Please be a responsible dog owner.
- Take a dog bag or plastic bag with you and clean up immediately after your dog has fouled.
- Put your dog bag in any litter or dog waste bin, or take it home and bin it.
- Failure to clean up may result in a fine from €150!
- Remember, always bag it and bin it.



Dog Fouling

There's no excuse 

For more information: Contact your Local Council

South Dublin County Council

01 4149000

info@sdblincoco.ie

Dún Laoghaire-Rathdown County Council

01 2054817

environ@dlrcoco.ie

Fingal County Council

01 8906236

enviraware@fingalcoco.ie

Wicklow County Council

1890 222276

eao@wicklowcoco.ie

Dublin City Council

1800 251 500

waste.management@dublincity.ie

Meath County Council

1890 228 466

environment@meathcoco.ie

Drogheda Borough Council

1890 202 303

info@droghedaboro.ie



leave only
pawprints®...



Postcard for Dublin City: Green Dog Walkers®

Bag dispenser schemes

Around the UK, many are either funded by companies or groups fundraise for them. Bag dispensers may help by removing the 'excuse' used by irresponsible dog owners and walkers that they do not have a bag to clear up their mess. The supply of free bags onsite can help to alleviate the issue and seems to be what many dog walkers have raised as something that could help (just as many complain about lack of bins). It could, however, be also seen as a promotional tool to remind people that many responsible dog walkers use these areas and in combination with other methods.

New dog bag dispenser at Riverside Park

The Friends of Riverside Park have purchased and installed a dog poop bag dispenser with the help of grant aid from Newhaven Town Council and a donation from Meridian Pets in Peacehaven. The Friends have volunteered to manage the refilling of the dispenser and ensure it is maintained for the safety of the community using Riverside Park. A notice on the dispenser gives contact details if it is empty. The Friends plan to buy another dispenser in the new year together with a litter bin and some new litter picking equipment.



From <https://www.newhaventowncouncil.gov.uk/news/new-dog-bag-dispenser-riverside-park/>



Dog mess problems are 'in the bag' thanks to successful parks pilot (Wirral Council, 2017)

"A pilot project in four Wirral parks where there are dispensers in place giving out free dog poo bags has proved successful. These dispensers are currently situated at Dibbinsdale, Royden, Harrison and Victoria parks, but more are due to be installed at other parks in the coming weeks. Providing owners with a free supply of bags helps to remove one of the most common excuses enforcement officers hear when they catch an offender; that they forgot to bring their own bag on a walk."



Free dog waste bag dispensers to stop foul play

The latest weapon in the war on dog fouling has been unleashed by **Northumberland County Council**.

“Dog owners no longer have an excuse of falling foul of the law when it comes to picking up after their four-legged friends after the installation of free dog waste bag dispensers at two dog fouling hot spots.

The dispensers hold 100 percent compostable and biodegradable dog waste bags which are free and accessible 24/7.

...

The stations have been provided free of charge by international market-leading company, TiksPac, who will cover the cost of the stations through advertising. The company will also provide replacement dog bags and replace any damaged stations for free. The only cost to the council will be the initial siting of the dispensers.

The council's efforts to crack down on dog fouling are continuing across the county. Dog wardens are working hard to educate the public on responsible dog ownership and patrol problem areas, issuing on the spot fines to anyone who is spotted failing to pick up after their dog. Earlier in the year the council also launched a Green Dog Walker's Scheme, a community-led programme to reduce dog fouling and promote responsible dog ownership across the county.”

From <https://www.northumberland.gov.uk/News/2017/Oct/Free-dog-waste-bag-dispensers-to-stop-foul-play.aspx>



Free dog waste bag dispensers to stop foul play
(St Helens Council, 23 June 2017)

“Ten Tikspac stations, which hold sufficient 100 percent compostable and biodegradable dog waste bags, are accessible 24/7 in various parks, cemeteries and visitor attractions for dog owners to use – rather than face an on the spot fine of £80 if found caught short of failing to clear up after their pet.

The news should also get tails wagging among non-dog owners, too, who won't have to foot the bill through council tax.

Stations have been provided free of charge by international market-leading company, Tikspac, through station sponsorship opportunities as part of a unique deal to St Helens from the Swedish company, whose UK office is based in the Newton-le-Willows area of the borough.

Tikspac – whose goal is to bring about the kind of involvement to help create a cleaner environment in a sustainable society – will also provide replacement dog bags and replace any damaged stations for free.”

From

<https://www.sthelens.gov.uk/news/2017/june/23/free-dog-waste-bag-dispensers-to-stop-foul-play/>



Dog poo bag dispensers installed to make park cleaner
(Trowbridge, 25 April 2017)

‘The dispensers, which each contain bio-degradable bags, have been placed in four locations in the park after a collaborative effort by Trowbridge Town Council and Garston Veterinary Group. Aby Cooper, the council’s customer services manager, contacted all veterinary practices in the Trowbridge area to ask if they could supply the dispensers and Garston agreed to help.

Miss Cooper said: “We want to continue welcoming dogs in the park but dog owners must take responsibility for cleaning up their dog’s mess. These dispensers are a reminder to people to do that and they also add a bit of social pressure.” ...’

<https://www.wiltshiretimes.co.uk/news/15244853.dog-poo-bag-dispensers-installed-to-make-park-cleaner/>

Council to install new dog waste bag dispensers

“HARTLEPOOL Borough Council (21 March 2018) announced plans to install 40 free dog waste bag dispensers at key locations across the town.

Working in partnership with a company called TiksPac, the dispensers will be installed at zero cost to the Council. TiksPac is an innovative environmental concept whereby stations for the free distribution of dog waste bags are sponsored by businesses which have their logo on display.

Hartlepool’s dispensers were identified within the Clean and Green Strategy, which sets out the Council’s vision for clean and well maintained streets, parks, other green spaces and highways.”



From https://www.hartlepool.gov.uk/news/article/1188/council_to_install_new_dog_waste_bag_dispensers

Miscellaneous

Interactive map of 40 free dog poo bag dispensers installed across Surrey Heath (example of an idea to ensure people are aware of where these stations are in case dog walkers need one if about to be caught short)

<https://www.getsurrey.co.uk/news/surrey-news/interactive-map-40-free-dog-14725891?>

Example of business involvement in combatting dog waste

<https://www.tikspac.co.uk/> (NB have mentioned TiksPac as their name comes up often as many councils are using their services particularly as they are offered for **free**, but other companies may also offer same or can be purchased cheaply by community groups).



Foul play: give fouling the red card

Some councils are 'tackling' the problem of dog fouling particularly on sports pitches by putting on awareness events in their areas and using the tactic of trying to 'give fouling the red card'. Monmouth in particular has been a fan of this approach plus the community of responsible dog walkers and sportspeople can get behind it to raise awareness. Again a simple idea that with planning could be part of various awareness raising events around Cardiff and as they find in Monmouth that it still continues to be a problem, so may be in combination with other methods too as there is a need to work together with dog walkers, councils and sports clubs.

Groups work together to combat dog fouling

"MONMOUTHSHIRE County Council (MCC) worked in partnership with other public bodies to hold a dog fouling awareness day recently.

The council's environmental health and waste and street cleaning teams, as well as town and community councils and the police continue to raise awareness of the anti-social nature of fouling through the Give Dog Fouling the Red Card initiative. ..." 31 May 2018, <https://bit.ly/2FheDwY>

Monmouthshire Council 2015 <https://www.monmouthshire.gov.uk/2015/11/25/monmouthshires-local-communities-give-dog-fouling-the-red-card>

Monmouthshire Council 2017 <https://www.monmouthshire.gov.uk/2017/06/29/sir-yn-dweud-na-faw-cwn>

Youtube Monmouth sports video <https://youtu.be/7XGfqkyNsRs>

31 May 2018 Monmouthshire <https://bit.ly/2FheDwY>



Keep Wales Tidy: taking-the-lead-on-dog-fouling

This was a project (in 2016) funded by the Welsh Government to tackle hotspots in various areas around South Wales.

They used brightly coloured signs and paw prints directing people to bins – all reinforcing the message ‘bag it, bin it or take it home’. This pilot project was felt to be successful.

There is no information on their site to suggest if it is something they will use again in other areas. One thing they do highlight is about looking at hotspots and acting upon those with special projects. But, it would also be better to ensure they are not just a one-off as these things can be easily forgotten by some or may be those irresponsible dog owners have gone elsewhere at times when these projects are on.

The **full report** of this pilot project forms part of this document as **Appendix 4** (Tackling dog fouling through social marketing: a trial by Keep Wales Tidy).

KWT have reported on their website that it seems on Wednesday 10 October local authorities across Wales took part in a ‘day of action’ to raise awareness of the far-reaching impacts of littering and dog fouling. Some areas concentrated on dog fouling more than others.

Keep Britain Tidy’s award winning campaign was about suggesting irresponsible dog owners are being watched particularly at night when some are more inclined to leave dog mess than if during the day. Another successful poster campaign is their ‘There’s no such thing as the poo fairy’ in their attempt to tackle those dog owners who do bag their dog’s mess but feel the need to hang the bag around on bushes. They also have a wealth of resources available to inform more about the whole issue, including a research document in 2014 ‘Keeping an eye on it: A social experiment to combat dog fouling’ (**See Appendix 8**).

Keep Scotland Beautiful address the issue of dog fouling with their ideas of working with other stakeholders to ensure that dog fouling is tackled in a strategic and coordinated way and they monitor more than 14 000 sites a year to identify problems and trends in dog fouling (they also monitor these sites for other environmental issues too). They are keen promote that communities have a role too, including one idea of creating "dog sharing stations", where people are encouraged to pick up their dog's mess (sadly the links to examples of "dog sharing stations" are broken but there’s a separate section in this document that highlights them throughout UK anyway).

Resources

Keep Wales Tidy

KWT news of project <https://www.keepwalestidy.cymru/News/were-taking-the-lead-on-dog-fouling>

<https://www.keepwalestidy.cymru/News/action-to-prevent-littering-and-dog-fouling>

<https://www.keepwalestidy.cymru/dog-fouling>

Keep Britain Tidy

General <http://www.keepbritaintidy.org/local-authorities/reduce-litter/dog-fouling>

Policy (i.e. How can government help, How can local authorities help, How can NGOs help)

<http://www.keepbritaintidy.org/local-authorities/reduce-litter/dog-fouling/policy>

Solutions (i.e. Package campaign solutions, Dog fouling & control training, Learn from each other & from our experts) <http://www.keepbritaintidy.org/local-authorities/reduce-litter/dog-fouling/solutions>

'We're Watching You' <http://www.keepbritaintidy.org/local-authorities/reduce-litter/dog-fouling/solutions/were-watching-you>

'Portsmouth pilot using 'We're Watching You' campaign https://youtu.be/J3XX8zl_W-s

'There's no such thing as the poo fairy' <http://www.keepbritaintidy.org/local-authorities/reduce-litter/dog-fouling/solutions/dog-poo-fairy>

Research document 2014 *Keeping an eye on it: A social experiment to combat dog fouling* (See also Appendix 8)

Keep Scotland Beautiful

<https://www.keepsotlandbeautiful.org/local-environmental-quality/clean-up-scotland/the-problems/dog-fouling/>



Signage

Most if not all signage won't work as a standalone solution for combatting dog mess but it can work as a useful reminder to all who see it.

Dog owners are probably less receptive to signage at access points, as this is where their dogs are most likely excited and prone to foul – many owners' attentions are more likely to be on the dog itself. Multiple access points mean visitors will pass required signage, which can in themselves be difficult, unsightly and expensive. Recall of all but the most targeted, clear and simple messages on signage can often be low. It also doesn't help if signs and panels have a lot of content, so that the most important messages lost presence and emphasis. Signage is not the primary influence on dog walker behaviour, but it does have a significant supporting role. Messages that are written to help dog walkers have a safe, enjoyable and hassle-free visit, rather than just telling them what not to do are the best way forward. However, there is a great need for a wider engagement and communication strategy rather than just relying on one approach.

In Southampton they have combined their signage with a dog code and the idea that dogs are brilliant (see below) – so many dog codes and signage can put dog walkers off by being negative about dogs so Southampton went for the more positive approach. Too much emphasis on punitive measures rather than proactive encouragement does not make for good practice.



Dogs are brilliant and dog walkers, as regular park users, help look after our open spaces by reporting any problems or damage in the park, collecting litter and help improve safety.

Owning a dog can improve your physical and mental health, so let's not give dogs a bad name in shared spaces by following these simple rules. ...

<https://www.southampton.gov.uk/people-places/parks-open-spaces/parks/dog-code.aspx>

In Torfaen, they're also using Green Dog Walker® signage to accompany their awareness raising campaign.



In Cardiff, we tend to use these along parts of the Taff Trail but this is more about setting a code for all users of the trail.



One item that is meant to work very well and deter and prevent anti-social activities is by displaying images of 'watching eyes'. This has been shown to make people behave in more socially desirable ways in a number of settings. It is an evidence-based initiative that has proved very cost-effective in the past. Newcastle University have experimented with similar posters with increasingly more sinister eyes, to deter pedal cycle thefts. By fixing the poster below near to the cycle racks they found that the thefts reduced by over 60%. It was also suggested that students felt safer in those areas where the eyes were fixed.

These were then developed to combat dog fouling by Keep Britain Tidy (Keep Wales Tidy also have a role to play in the fight against dog fouling) as part of their award winning campaign, 'We're Watching You' (see Resources below and **Appendix 7**).



Resources

<https://www.southampton.gov.uk/people-places/parks-open-spaces/parks/dog-code.aspx>

<http://www.keepbritaintidy.org/local-authorities/reduce-litter/dog-fouling/solutions/were-watching-you>

Portsmouth pilot using 'We're Watching You' campaign https://youtu.be/J3XX8zl_W-s

Images of watching eyes research Bateson et al. Do images of 'watching eyes' induce behaviour that is more pro-social or more normative? a field experiment on littering. *PLoS One* 2013; **8**(12): e82055. doi:10.1371/journal.pone.0082055 (available in **Appendix 7**).

The Big Scoop: Dogs Trust

The Dogs Trust campaign team regularly run campaigns to remind people about their responsibilities when owning a dog.

One such campaign is to tackle the issue of dog fouling by encouraging owners to be more responsible and changing the attitudes of the minority who fail to pick up after their dogs. This is an annual awareness campaign and with a different theme each year (e.g. 'scooperhero'). They often provide materials and sometimes installations in various parts of the UK to generate awareness about the issue of dog fouling and to encourage dog owners to dispose of their dog's poop and that any bin will do.

"The Big Scoop is all about reminding everyone that this unpleasant, anti-social and unhygienic problem can be sorted by remembering one simple rule: Any public bin will do."

However, many of their educational campaigns about being a responsible dog owner will include the topic of dog fouling and a dog owner's responsibility.

The Dogs Trust believes that the best way to tackle irresponsible dog ownership is through prevention (rather than punitive measures alone), and that education is fundamental to this. Therefore, the Dogs Trust also have an extensive programme for learning about dogs through educational workshops, promotional materials and other resources, aiming for responsible dog ownership among adults and children alike (e.g. through local schools, antenatal/postnatal group, library, community centre or other suitable community location).

Much of what they do is led by the Dogs Trust so often by request of the institution or group, or they provide materials for teachers for curriculum-based activities linking dog safety and responsible dog ownership.

While theirs is a top-down approach rather than community-led like some other schemes, some of what they do can be integrated into a good community/volunteer programme particularly as their resources are very good. Having a well-known celebrity to promote the Big Scoop can sometimes help too.

Complaining about the mess left behind in his local park, TV presenter Ben Fogle – who is involved in The Big Scoop – said he sometimes cleared it up himself. "I pick up one extra poo each time I pick up after my dog but authorities ... need to do more to enforce it," he said.

Resources

Big Scoop campaign <https://www.dogstrust.org.uk/news-events/issues-campaigns/dog-fouling/>

Themed campaign example <https://www.dogstrust.org.uk/news-events/issues-campaigns/dog-fouling/a-tail-of-true-love>

Educating children about responsible dog ownership and safety is an important part of what they do at the Dogs Trust <https://www.learnwithdogstrust.org.uk/>

Poop scoop game <https://www.learnwithdogstrust.org.uk/assets/games/poop-scoop/>

Did you know that the UK's **9** million dogs produce over **1,000** tonnes of **waste** each day?!

That's as much as...

	200 Elephants
	3 airplanes
	100 double decker buses
	Over 8.5m mobile phones
	Over 2m footballs!

 **The Big Scoop**
Bag it, Bin it

 DogsTrust

That's a lot of waste to clear up but we can each do our bit to help; just **BAG IT** and **BIN IT** and become a **SCOOPERHERO!** It's that simple!

Miscellaneous

Paws on patrol, dogwatch and other similar schemes

Dog walkers can provide useful provide a useful service, e.g. natural surveillance and informal 'wardening' if engaged with in the right way.

Paws on Patrol, dogwatch, etc. ask local dog walkers to be the eyes and ears of emergency services and report any suspicious activity, graffiti, vandalism, fly tipping, injured wildlife, fires etc. encountered while walking, to the police/fire service or council as appropriate. These types of schemes build on the concept of Neighbourhood Watch as dog walkers are ideally placed.

They can be set up in partnership with the council/fire/police services and work better if they are periodically promoted. They would be easy to integrate with a Green Dog Walkers® initiative too as often dog walkers are out and about at all times of day in all weathers so often by their 24/7 presence they are the eyes and ears of most public spaces by default. These schemes often promote responsible dog ownership anyway and could be a useful tool to report dog fouling hotspots too.

These schemes are important, as they are reminders to dog walkers that it is important to report anything out of place (as long as it is safe to do so) or suspicious rather than thinking someone else may have done it.

Funding for resources can be from grants and sponsorship.

Links

<https://www.essex.police.uk/advice/essex-watch/dog-watch/>

<https://www.facebook.com/StevenageDogWatch>

<https://www.facebook.com/gwentpolice/posts/torfaens-paws-on-patrol-initiative-has-now-been-launchedpaws-on-patrol-asks-loca/10154679407160452/>

<https://www.richmond.gov.uk/watches> (page includes all types of 'watch' scheme)

Preston: Canine volunteers

From <https://www.preston.gov.uk/yourservices/environmental-health/dogs/dog-groups-and-events-in-preston/canine-volunteers/>

Also see attached **Appendix 6**.

The council encourages park users to be the eyes and ears of the communities they often walk in so can report any dog control issues to the council. Volunteers will also have the ability to talk to dog owners about responsible dog ownership and reward good behaviour. Any residents of Preston (you do not need to own a dog) are eligible and they make observations when they are walking around in their area and report any issues to the council Dog Control Team. If the volunteer is happy to do so, they will be given training to approach and educate dog walkers in the city and have a friendly chat. Volunteers will also be able to give a small reward to dog owners who are acting responsibly.

All volunteers are trained and receive assistance and advice from the Dog Control Team as well as take part in prearranged patrols with the Dog Control Team.

Preston PAD (Positive About Dogs)

From <https://www.preston.gov.uk/yourservices/environmental-health/dogs/dog-groups-and-events-in-preston/preston-pad-positive-about-dogs/> & <https://www.facebook.com/groups/PostiveAboutDogs/>

“PAD is a group that connects people together based on their common love for dogs. The PAD group is run by local volunteers and supported by the Dog Control Team. The Dog Control Team will sometimes attend the monthly dog walks, offering advice and guidance to dog owners. ... “

Note that in South Wales there is the successful South Wales Dog Walking Group, which is based on Facebook (<https://www.facebook.com/groups/SWDWC/>), whose aims were originally to have dog socialising walks, but their active Facebook page often acts as a self-help guide for many other dog owners about dogs. May be any schemes could also make use of some of this too. The page admins are quite receptive to ideas and seems a shame to ignore all their hard work.

Doodoowatch: a crowdsourced solution to our cities' dog mess minefield?

(The Guardian, 4 May 2018)

“Major cities worldwide have tried and failed to cut dog fouling. Could a Cambridgeshire village’s ‘mess map’ be the answer? ... Now a community in Cambridgeshire claims to have solved the problem by combining crowdsourced data with the spirit of Neighbourhood Watch. Residents of the village of Wimblington are maintaining a collaborative map of uncollected droppings in a bid to identify hotspots and possible repeat offenders. There is even the option for especially engaged users to upload photographs of individual stools, for veracity. ...”

More at <https://www.theguardian.com/cities/2018/may/04/poo-patrol-how-doodoowatch-could-solve-our-cities-dog-mess-problems?>

Community Action Plan—Dog Fouling: Reducing the Problem (see Appendix 5)

An easy to follow toolkit Put together by the Waste Strategy Team in West Suffolk. They outlined various options that could be implemented at low or minimal cost. All the options in the document were trialled across West Suffolk and all helped to reduce dog fouling.

DNA registration

This idea has often been seen as a quick fix but it still might not change people’s behaviour, and has been dismissed by critics as an expensive step for a council on a tight budget and not necessarily that cost-effective either.

<https://www.thekennelclub.org.uk/press-releases/2017/july/dna-registration-likely-to-be-costly-and-complex-warns-the-kennel-club/>

Appendix 3 [KC Dog Briefing: dog fouling (DNA registers) (also see attached)]

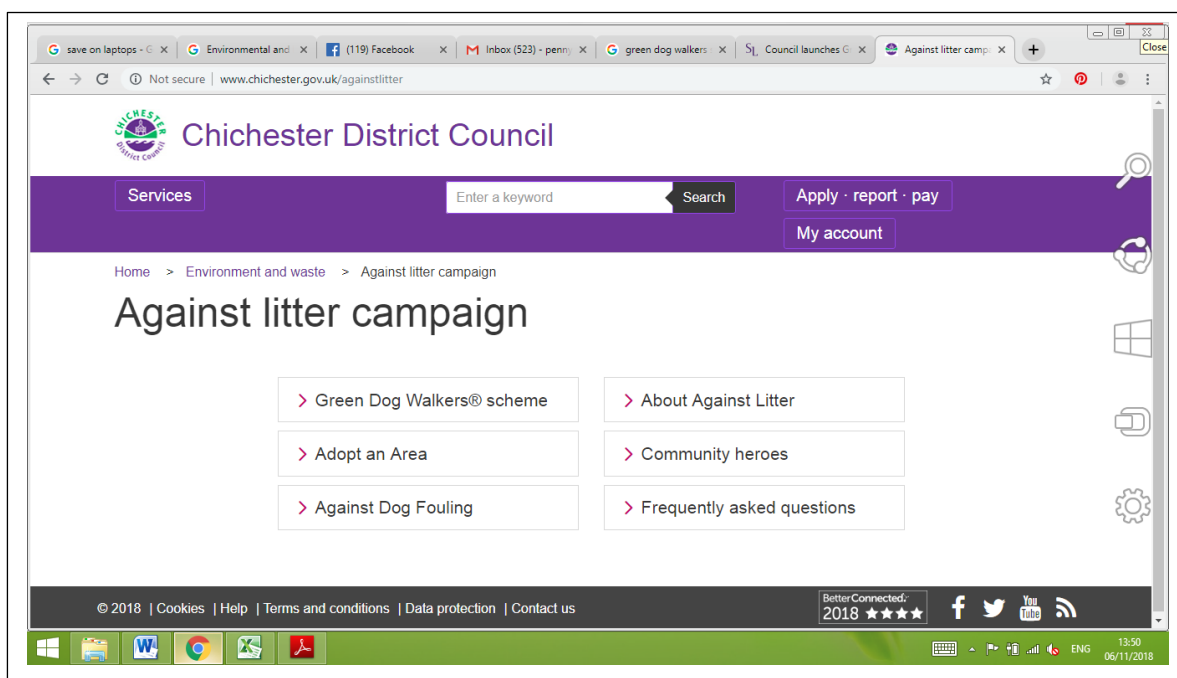
<https://www.thekennelclub.org.uk/media/1159275/kc-dog-briefing-dog-fouling-dna-registers.pdf>

<https://www.gazettelive.co.uk/news/teesside-news/council-decides-test-dna-dog-12453717>

<https://www.independent.co.uk/news/uk/home-news/the-dna-database-for-canine-excrement-in-barking-10220169.html>

Platform for holistic litter campaigns led by council

Idea is to have the information all in one place, which shows the positive aspect of how individuals can get involved to help improve their local areas.



Green Dog Walkers tackle green bags in trees mystery

"It is a cultural phenomenon, not only in Scotland but throughout the UK, that people are taking the trouble to put their dog's poo in a bag, but then they are leaving the bags on the ground, in shrubs, up in tree branches, in bodies of water, tossed onto motorways, etc. Even when a bin is in full view, people are doing this."

To try to get to the bottom of this puzzling behaviour, the Green Dog Walkers Project is hosting a series of Falkirk area Community Conversations called "Why Are There Green Bags in the Trees?" about dog fouling issues, which will include big maps to help people identify dog walking areas, "poo hot spots" and bin locations in their neighbourhood; find out more about the health risks of dog poo on the ground (local vets will be there to talk about worming); Community Safety Team officers on hand to talk with people about the fines and enforcement side of things, etc."



Conclusions

Incidences of dog fouling need to be reduced and if possible stopped all together. However, to do this it is necessary to change the behaviours of the minority of those irresponsible dog owners/walkers who are not clearing up.

The various approaches in this document aim to remove some of the excuses for not clearing up and to reinforce the message that this was not an acceptable behaviour.

It is possible to adapt the examples cited this document either as a standalone or in combination with other methods that have helped to reduce dog fouling in various parts of Cardiff. Sometimes this may depend on area and many dog walkers know the areas they walk in very well and many have expressed an interest in being involved in raising awareness of this issue.

The way forward should be a mixture of education and enforcement and a combination of top-down, council (or other large organisation, e.g. Dogs Trust, KWT) led approaches with those that are bottom-up community-led (either singly, forming their own local responsible dog walking group, or under the umbrella of another more established group, e.g. Friends of parks groups, KWT community litter groups).

While some dog walkers are keen to work with sports clubs in tackling the issue others are wanting to look at a more holistic approach and deal with the problem as a whole. It is hoped that because of all this there will be improvements in other areas of what is considered irresponsible dog behaviour.

There is also need to continue to organise and participate in awareness campaigns as reminders each year.

List of appendices

Appendix 1 Your Green Dog Walker® guide

Appendix 2 The Green Dog Walkers® pledge (form and leaflet)

Appendix 3 KC Dog Briefing: dog fouling (DNA registers)

Appendix 4 Tackling dog fouling through social marketing: a trial by Keep Wales Tidy

Appendix 5 Community Action Plan Toolkit—dog fouling: reducing the problem (Suffolk)

Appendix 6 Preston City Council: canine volunteer scheme

Appendix 7 Do images of ‘watching eyes’ induce behaviour (*PLoS One* 2013)

Appendix 8 Keeping an eye on it: social experiment to combat dog fouling (Keep Britain Tidy final report 2014)

Appendix 9 Out of order: the impact of access restrictions on dogs and their owners

Contact details

[Redacted]

[Redacted]

[Redacted]

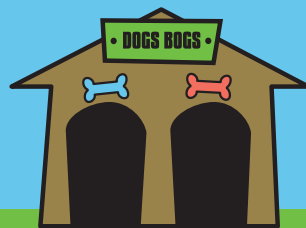
[Redacted]



Your Green Dog Walker® Guide

Contents

- 1 Introduction
- 2 How it Works: A Partnership
- 4 So You Have a Green Dog Walkers Tool Kit - Now What?
- 6 Tips on How to Run a GDW Campaign
- 8 Tips on How to Run a GDW Pledge Stall
- 12 Children, Your Best Allies
- 14 For Inspiration: A Few Falkirk GDW Campaign Events
- 16 Monitoring/Evaluation
- 17 Resources



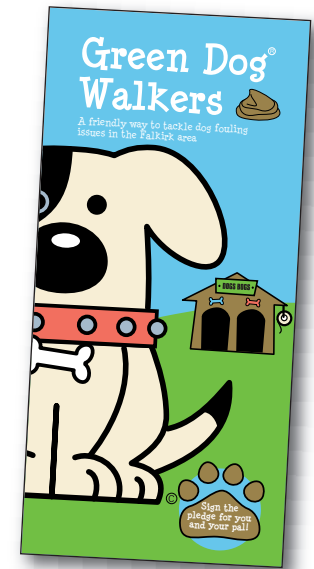
Introduction

The Green Dog Walkers (GDW) Project has been running in the Falkirk Council area since August 2008. The project was initiated by Community Green Initiative (CGI) of Dunipace, Scotland - in partnership with Falkirk Council Litter Strategy Team. Three years later there are close to 1000 individual Green Dog Walkers pledgers in the Falkirk area.

In 2009 Falkirk Council trademarked and licensed the campaign and it became available in other parts of Scotland and the UK, due to popular demand. To date a total of over 1500 dog owners have taken the pledge across Scotland and the UK. Currently there are eight Green Dog Walkers Projects running in the UK - Moray Council, Perth/Kinross, Fife, Normand Park London, Highlands Council, Angus Council, Durham Council and Swale Borough Council.

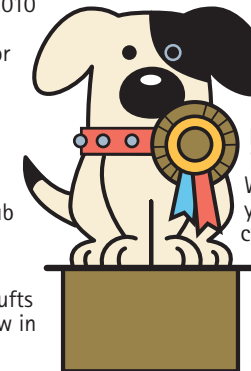
The Green Dog Walkers Project has attracted a lot of attention and accolades in its first two years:

- We were featured on the BBC Landward show in Winter 2009
- GDW had coverage in the BBC news online in 2009
- Your Dog magazine ran a feature introducing the project in June 2009
- Falkirk Council's Litter Strategy Team won the February 2010 Keep Scotland Beautiful People & Places Award for Support of Communities, for its dog fouling and GDW campaigns
- In February 2010, we travelled to London to collect the UK Kennel Club Dog Recognition Award trophy
- GDW was featured on Crufts TV at the Crufts Dog Show in Birmingham 2010.



- 2010 Local Government Communications Rep Silver Award (Falkirk Council Environment Comm)
- Joint Winner CIPR Local Public Services Award 2010 (Falkirk Council Environment Comm)
- We were interviewed on the BBC London radio "Barking at the Moon" show in Spring 2010
- Various dog groups, vets and dog services have added our logo and link to the online pledge form to their websites

The secret to a successful GDW campaign is the volunteer groups and dog owners who are the ones "on the ground" running the pledge stalls and gathering pledgers. It is for those groups that this booklet has been put together. We hope these tips and creative ideas will be of help to you. We always love to hear from you about your own GDW campaigns, so please keep in touch. And remember to LEAVE ONLY PAWPRINTS!



How it Works: A Partnership

The more energy one puts into the campaign, the more effective it is - as with all things!

Local Authority Licence

A Green Dog Walkers Licence allows your local authority to expand and customise the campaign for your area. The licence includes consideration of a fee for the artwork and usage which helps Falkirk Council cover the legal costs of trademarking. The licence package includes a CD with the trademarked artwork and applications, supportive information and very detailed guidelines on how to set up and run the campaign. As new artwork is developed over time, it is also sent to licencees by email attachment. GDW also works with

authorities out with Falkirk Council via the volunteer group in Dunipace, for any questions that may occur once the licence has been issued; full support at every step!

Partnerships Between Local Authorities & Volunteer Groups

The best scenario is for a community volunteer group to work hand-in-hand with their local authority. The group provides the "on the ground" work to sign up pledgers and the council provides the funding for armbands, pledge brochures and promotions of the project at a level which is usually difficult for a small volunteer group to achieve. It's the community volunteers who do the groundwork of signing on pledgers, running booths at every dog event and fair they can find, engaging children in the project (our best ambassadors!) and doing poo surveys, etc. to see how it's going.



Active Visibility is the Key

The project works best the more visible and active the armband wearers are, in neighbourhoods where volunteers really get behind it. In Airth Scotland, for example, the community centre and local dog trainer have taken it on and are happy to report something like a 99% decrease in dog fouling. They told us they can now walk around in Airth without having to keep their eyes on the ground!

Community Outreach - Schools and Families

We have found that working with the primary schools' eco groups is also highly successful - several schools have bad dog fouling footpaths near the school and are tackling the problem with us. (Within the first six months of the campaign in Dunipace/Falkirk, we had to order extra child size armbands!) We are also now sponsoring an annual Canine Capers "family & dog fun day" event to further our outreach into communities. We move this event to a different green park each year and involve the various GDW groups as volunteers in dog agility competitions, stalls on health, behaviour, dog trainers, etc.

A Two Stage Process



The campaign philosophy is that the first stage is to start shifting public attitudes so that it becomes socially unacceptable to leave dog fouling about; the second stage will be a hoped for reduction in dog fouling. Thus far stage one is going very well in that the dog walkers who DO clean up are quite willing to take the pledge and wear the armband - or for their dogs to wear the Green Dog Walkers logo collar.

Obviously stage two will take longer and require further evaluation. A preliminary survey on dog fouling in general, conducted by Falkirk Council in 2009, showed that after less than a year, 44.4% of those surveyed had heard of Green Dog Walkers and knew what it stood for. A 2011 survey showed that had increased to 53% having seen the GDW publicity. Our initial survey of pledgers showed that 51% believed that when other dog walkers saw them wearing the armband, they were less likely to leave dog fouling in their presence. Another indication that it is succeeding is that our charge hands say that they see a marked increase in use of the bins by dog owners (they have had to increase their scheduled pick-ups of the bin contents) and we do know that we are having to order 34% more doggie bags (Falkirk Council gives them out free to the public) than in previous years.

The Falkirk Council Litter Strategy ran a survey of the general population in 2010-2011, including dog owners and GDW pledgers to evaluate the project. 88.2% felt the dog bins were being used; 73.3% received their pledge from a community pledge booth as opposed to on line or picking up a form at a one stop shop (showing great community participation); 69% of GDW pledgers spread the word to family and friends; and 89.7% felt that signing the pledge made them more conscientious about cleaning up, they take the pledge seriously.



So you have a Green Dog Walkers tool kit - now what?

Falkirk Council provides a Green Dog Walkers Tool Kit to each Falkirk community organisation which becomes an official GDW group. The tool kit includes a supply of pledge brochures, armbands, dog collars, green doggy bags, posters, stickers and other items.

Your local authority will assumably provide you with a similar kit or supply of pledge forms and armbands/dog collars, or you will seek funding to procure these for your group.

GDW group leaders should keep a backpack or large bag always packed and ready to go, devoted to the small stuff. That, with a portable table and banner is

the easiest way to walk into a park from your car and set up.

If you are having a formal indoor stall, you may want to add a display background board to this, with your publicity materials. You may also want to start a scrapbook of your publicity and photos, to have handy at the stall for folks to browse.

So Now What?

The key to a successful GDW campaign is active participation. The campaign will not "go live" if you leave the supplies in a closet. You need to take the initiative and just get out there next to a dog walkers path, at a school fair, at any local community event that allows stalls for various causes - and start talking to people. The following pages will give you tips on how to run a campaign and pledge stall.

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It Only Takes Two...

You will want at least a handful of volunteers from your group to take turns running the stalls and demonstrating how to do so to other adults, teens and children in your community who get involved. But you can start with just two! The first GDW group in Dunipace (in Falkirk Scotland) started with two volunteers and quickly grew to 4, then to 10 who now take turns, including teens. By 2010 the Falkirk area grew to over 20 such groups, with handfuls of volunteers in each.

Role Playing

You can practice role playing with each other (take turns being the volunteer running the stall, the friendly "good" dog owner, the hesitant dog owner, the grumpy dog owner, etc.) But the best way to find out how to do it is - just to do it! After you have run your second pledge stall you will be an old hand at it.



Set Targets

We have found it helps that Falkirk Council's Litter Strategy Team has set targets for each of the 20+ groups

- to have at least 3 events annually. An event can be a small pledge stall on a Saturday morning, a PowerPoint presentation to a local school, a poster and/or leaflet campaign, a Green Dog Walkers newspaper column, a small local bark in the park event, or helping with a larger good dog ownership event sponsored by your local authority or dog rescue groups, dog shows, etc. The definition of "an event" is endless, it's just a way to keep your group thinking about the campaign and always keeping an eye out for possible venues for a pledge stall or awareness raising opportunity.

See "Tips on How to Run a Green Dog Walkers Campaign" pages 6-7; "Tips on How to Run a Green Dog Walkers Pledge Stall" pages 8-11.

Basic Tool Kit



A small portable table

1 or 2 chairs or stools

Outdoor banner (don't forget ties!)

Indoor Pop up banner

Pens

Business cards

Dog biscuits

Water bowl and water bottles

Doggie bags

Your mascot dog

Your local authority's publications and pamphlets (on dog fouling laws and enforcement, etc.)

Promotional items, if any

(A gazebo is great if you have one!)



Tips on how to run a Green Dog Walkers campaign

1 The Number One Rule is "Keep It Friendly!"

Remember the pledge, to never be confrontational when wearing the armband. The best way to approach someone is to preface your message with "We are talking to dog owners who are good about picking up after their dogs, so they can help get the message out to those who are not." Assume the person you are talking to is a responsible dog owner and the dialogue will go well. If you approach them in a reprimanding tone, it does no good for the conversation nor the overall message of the project.

2 Wish Them a Good Day!

Since GDW began in August 2008, we can count on one hand the number of people who have responded to us with a negative attitude – out of several hundreds we have spoken to at pledge stalls. Most people are curious, interested and eager to sign up. However, if you find that the person you are talking to or approaching has an attitude, is confrontational, gumpy or begins offering reasons why they won't or can't pick up after their dog, it is best not to engage or let it escalate – they will always have another excuse. Stay friendly, wish them a good day – and move on!

3 Your True Ambassadors

Often after we explain what the armbands are for, the person will smile and say "Oh I already do clean up after my dog," and start to leave because they don't think GDW applies to them. It's very important, at this moment, to say, "Yes, that's why we need YOU to wear the armband" or "Yes, it's the GOOD dog owners whom we are asking to sign the pledge, because you can be a good example." Usually they will stop then and sign the pledge. Don't let these good dog walkers get away, these are exactly the people you want to take the pledge. They are your ambassadors, to help change attitudes by the nonverbal sign of the armband. Don't worry about trying to convince dog foulers to come over to your side. They will,



later. First start with the ones willing to wear the armband to help with a bit of peer pressure.

4 Distributing Pledge Brochures

Arrange to leave cardboard dispensers of the pledge brochure at public places in your community such as the library, one stop shop, vet surgery, pet store, groomer, kennel, trainer classes, and any business which will agree to keep them on the counter. Don't leave armbands with them – unless the person who runs the store or centre is willing to be responsible for only dispensing them to those who sign a pledge and responsible to get the signed pledges back to you. The best policy is to just leave brochures with them so the public can pick them up and mail them to you, to receive an armband. (Be sure you have provided your address by sticker or rubber stamp on the pledge forms.)

5 Vets are Great Resources!

Vets may be happy to include a brochure in any "puppy packs" they give out to clients the first time they bring in a new puppy for its vaccinations. Or they may be willing to mention the project and hand a brochure to all of their clients. We have found vets are very willing to be involved in the project this way. If you have a newsletter in which you will be publishing Green Dog Walker information, you may ask your vet to write an article about the health hazards of dog fouling in exchange for a small free advert in your paper.

6 Network Face to Face

The best way to distribute brochures and circulate armbands is in person, face to face, one on one. This is because it offers a chance to have a dialogue, to find out about trouble spots in your community, where bins are needed, repeat offender information you can pass along to your dog warden or community safety team, and a way to bring in more volunteers to help your group. Network network network!

7 Business Cards

Have business cards made up with the Green Dog Walkers logo on it (or just a green pawprint) and your group's contact information. That helps you talk it up everywhere you happen to be and makes it easy for people to contact you for brochures later. They are also very handy to have in your pocket when walking your dog, if someone asks about the armband. Alternatively, make sure you always have a brochure or two in your pocket or handbag.

8 Set Up a Green Dog Walkers Booth Whenever and Wherever You Can

Saturday morning next to your most popular dog path or in the park, local fairs, including school fairs (we set up outside the door as they enter the school), are a great way to talk to people who are already relaxed and receptive and often have their dog with them. Think of creative ways your booth might fit into theme fairs. For example, we have combined Green Dog Walkers with anti-litter booths at a "health and mental health" fair, with the idea that litter is depressing and clean-ups are good exercise, including dealing with dog fouling; at a heritage fair under the concept that our green spaces are part of our heritage and we need to take care of them, including cleaning up dog fouling. Other obvious venues for a booth are dog shows, bark in the parks, etc. (See "How to Run a Green Dog Walkers Pledge Stall", Pages 8-11.)

9 Media

The Falkirk Herald has run various articles and notices on Green Dog Walkers since it began. You can "launch" your Green Dog Walker project by calling them or any other local paper or newsletters to have a photographer there at your first booth, to announce that your community group has taken on the project. You can include a member of your local authority if you wish and it is good for the "photo opp" to include a couple dogs on leash. However, experience has shown two things to keep in mind: if you bring in dog volunteers, warn their owners that the hoped for photo may or may not end up in the paper. (You have no control over what editorial decisions are made) and don't bring a dog to a photo shoot (or pledge stall) who is



unfriendly to other dogs. A battle of dog wits does not make for a good publicity event!

10 Green Dog Walkers Columns

Include a regular Green Dog Walkers column or page in your group's newsletter and/or website, and any newsletter/website that will have you! Remember, keep it friendly and nonconfrontational!

11 Involve the Children

We find that children really get enthusiastic about the Green Dog Walkers project. Keep a toy dog at your pledge stall as a "mascot" to bring their attention (one school's eco group hosted a pledge stall at a school fair; every child brought in a toy dog and put them on display at the booth. It was a great attention grabber!) The children will flock to you and want to name the mascot and end up helping you run the booth. (See "Children, Your Best Allies", Pages 12-13.)

Often children are about to get their first puppy and are easily convinced to "start out right" by signing the pledge in advance. Brownies can earn badges by helping with the project. Talk with your school's eco teacher about more creative ways to involve the children in pledge stalls, poster contests, poo surveys, educating the adults, etc. A school's eco group will often "take it and run with it", leaving you with not much more to do than count pledge forms!

12 Keep it Friendly

Make sure that any communication that goes out under the logo is always in the friendly, nonconfrontational manner of the project. For example, it would not be used to post notices that were entirely about enforcement or a reprimand from a neighbourhood group to any individual about their dog fouling habits, etc.

These are just some of the ways we have promoted the project from the start. New ones are always coming up and you will think of your own. We would appreciate it if you would let us know of promotional ideas you use that really work, so we can continue to advise all Green Dog Walker project leaders of creative new ideas. Always feel free to call upon the Falkirk Council Litter Strategy Team's Green Dog Walkers Project for advice or help.

Tips on how to run a Green Dog Walkers pledge stall

1 Permission

For a pathside stall, you may need to find out who owns the property where you wish to have your stall. Grocery store managers, the council, landowners, etc. Once you go through this process the first time, it gets easier.

2 Insurance

If you are a constituted group, no doubt you have public liability insurance. It's a good idea when you are mixing dogs, kids and strangers at a stall. If you haven't gotten it yet, look into that. If your group does environmental work, litter picks and by taking on GDW, you may qualify to join BTCV for a modest fee and then qualify for their inexpensive public liability insurance. www2.btcv.org.uk

3 Safety and Fun in Numbers

A GDW stall doesn't really work with just one person running it (we know, we've tried that!). Always travel in twos at least. It's more friendly and people are more likely to come talk to you and sign up if you already seem "active" by talking with your partner or your child or teenager. Maybe one of you has brought your (friendly, socialized) dog or puppy along - these things help keep the atmosphere friendly and upbeat. One person sitting alone is not too inviting - and in case of the rare confrontive customer, it's best to have a backup.

4 Set a Good Example

Wear your armband while running the stall.

5 Don't Just Sit There!

People may be reluctant at first to come over to your stall - they may think you are selling something or going to reprimand them. Take a brochure, approach them as they come near the area, ask if you can pet their dog, ask the dog's name, chat, be friendly. Be sure to use the magic words, "We are asking responsible dog owners to help us get the irresponsible ones to change their attitude about dog fouling." If you assume you are talking to a responsible owner from the outset, the dialogue will go much better - so that they don't feel they are being singled out or reprimanded. Offer them the brochure to take home and think about and then add that, alternatively, they can sign up right now and get their armband today. No pressure, give options.



6 Enticements

For an outdoor stall where people are likely to come by with their dogs, keep a water dish and water bottle on the ground and a basket of dog treats on the table (the scent draws the dogs to your table). Also bring a supply of dog poo bags - people will come to talk to you just to get their free bags and then you can sign them up. Make your table look fun and friendly (see Tool Kit, Item 9, page 10)

7 Sharing Information

You will find out important things and you can dispense helpful information at the stall. Telling folks where to get their regular supply of free doggie bags is important, talking about the law is helpful. If they want to discuss a lack of bins in a particular area, take notes so you can talk to your local authority about that later. They can also tell you about other hot spots in town where you may want to have a stall. Take notes!

Formal Stall



The first kind of stall is more formal, it is something you plan for ahead of time when you are invited to, or asked to be part of, another event like a bark in the park, dog show, community fair, school fair, etc. It can include, along with brochures and armbands, a display board with images from your local authority's GDW campaign and your own collection of photos of your Green Dog Walkers events (always take pictures!). Keep a scrapbook or supply of your publicity and photos and such, so you can always be ready to set up a display. If you need to use some from Falkirk Council's collection to get started, we have an archive, just email a request and we can send the images by email attachment for you to print out.

8 Kids

Your best weapon and ally is a kid! Kids love GDW stalls, they will end up helping you talk to people and pet their doggies. Get a toy dog mascot - either a green one (try ebay) or one you can put a green bandana on, or one of the armbands as a collar. Kids gravitate to talk about the mascot, give it a name, adopt it (but not to take it home!). Even adults will stop to joke with you about your mascot. Brownies can earn badges by helping you run the stall. A stall on the badly-fouled path near your primary school may work to engage the pupils also. You might involve them in doing a poo survey the same day you have a stall (*Monitoring/Evaluations" pages 16-17.*)

9 Tool Kit

The basics you need for your pathside stall are: *small table, chairs, banner, brochures, armbands, pens, business cards, dog biscuits, water bowl and water bottles, doggie bags, your mascot dog,*

council cards and brochures about dog fouling laws, etc. We find that having a backpack devoted to the small stuff and a small portable table is the best way to walk into a park from your car and set up easily. (If you are having a formal indoor stall, you may want to add a display background board to this, with your publicity materials. You may also want to start a scrapbook of your publicity and photos, to have handy at the stall for folks to browse.)

10 Publicity

Think of your stall as a multi-purpose event - not only to sign up pledgers but to bring more attention to the campaign and help educate more and more people. Try to get photos of your stall event, get them in the newspaper or newsletters, see if a photographer will attend from the local paper, etc. With publicity like that, next time people see your stall in the park, they will know more about who you are and be more interested to come talk to you. Set up a blog about your campaign, go to dog-related chat areas and message boards if you are a computer person, tell folks all about it!

11 Legal Stuff

Property owner permissions, council licenses (we had to get one to put a stall up on the sidewalk near the library in Denny, for example), public liability insurance, disclosures if you have kids working the stall with you, etc. Be aware of these things, tick all those boxes! For your own protection and so that the Green Dog Walkers project as a whole never gets a bad rep!

12 Dogs at the Stall

It can help to have a friendly dog or puppy with you at the stall outdoors. But make sure you know the dog you bring along is a good ambassador and be prepared to leash or remove the dog from the scene if any dog confrontations loom. Don't bring a dog that tends to aggression - there's no point in setting up a stall with a guard dog! Be careful if setting up near a dog-walker path, don't block people's passage, set yourself to the side so they can pass. Don't force your presence on them, or your dog's. Just be there if they want to stop by. At all times be friendly, courteous and aware.



13 Banners

A Green Dog Walkers banner is a handy thing to have. You can have them made up by companies at ebay for about £35, a six foot banner that will last many seasons in all weather. If you need more information on suppliers, email us at greendogwalkers@yahoo.co.uk.

14 Be Organised

Figure out a system so that you remember, when you get home, which people got an armband and which ones need one sent. For example, if you run out of armbands at the stall, you can still sign up pledgers and mail them one - so you need to put a note on the pledge form "send armband", to remind yourself.

If you need help, advice or have other great stall ideas to share with us, please contact us!

Pathside Stall



The second kind is the "pathside" stall, which you can set up informally, instantly, on a whim or by making a quick phone call to the property owner get permission. Or you may set up a schedule to run a pathside stall every Saturday for a month, hitting different parks in your community. For example, in the Falkirk area, we have set these up next to dog walking paths in the park, near activity centres (the best time is Saturday morning for a couple hours), near libraries, entrances to grocery stores (where people often park their dogs), at footpaths where there is a particular problem, etc. We try to set them up in a different place each time, to get new pledgers and new attention to the project.



Children, Your Best Allies

Engaging the children is an important part of the Green Dog Walkers attitude-shifting campaign for two reasons: (1) they are our future dog owners and will take the GDW message into their adult life, and (2) they will take this issue on with great enthusiasm and creativity.

Since the dog fouling issue has the "ewww" factor and the Green Dog Walkers has the logo "mascot" doggie, you will find them eager to help.

Through the school's eco group/teacher, involve them in poster design, poo surveys,

presentations, letters to the editor, etc.

A GDW campaign can bring attention to specific dog fouling areas near the school grounds (many primary schools have a serious problem on the path next to the school, as parents often walk the child to school with the dog in tow).

An enthusiastic member of your GDW group can arrange to talk to the school's assembly – perhaps teaming up with a community safety officer or vet to help talk about enforcement, fines, health risks – as an initial way to engage the children.

Visit the school's parent group and see if they will take part in the campaign,

setting up a pledge stall at a school fair.

Do role playing with a team of children (4 to 6 is good, perhaps from the eco group) on how to run a pledge stall, letting the children take turns pretending to be a good and bad dog owner.

Then let the children run the pledge stall at the school spring and/or Christmas fair. Someone in a dog costume is a good touch – also great to have the children bring in their toy doggies from home to display at the stall wearing armbands and collars.

Involvement in the campaign can also help your school get its Green Flag.



Kinnaird Primary School created their own mascot, Buster, for the GDW campaign.

Dunipace Brownies Pledge Booth: "Brownies and primary school pupils run pledge booths with great success."

2012



Fake Poo Recipe



To dramatise the problem, kids love to make fake poo for photographs. There are recipes on the Internet. Here's one basic method we have used:

Ingredients:

- Chocolate spread
- Peanut butter (chunky)
- Dirt with bits of grass/leaves mixed in

Mix til the right consistency. (Don't mix too much or the chocolate gets runny.) Put in a freezer bag, cut a one inch hole in a corner and squeeze the fake poo out from there into shapes.

Make sure there is adult supervision and clean the mess away after your photo shoot.

Don't leave it where dogs might eat it – chocolate is toxic to them.

Keep away from small children.

Caution: could stain furniture.

For Inspiration: A Few Falkirk GDW Campaign Events

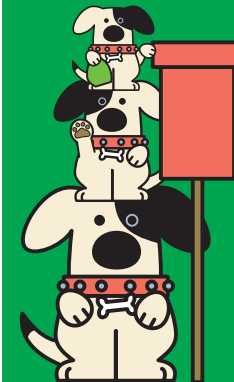
Teaming Up! The Helix Green Team is a group of pupils from various Falkirk primary schools who are involved in a local greenspace transformation project called Helix. The team put together a GDW power point and presented it to the Scottish Parliament for the Big Fit Walk in June 2010. All Big Fit Walks in Edinburgh and Falkirk included the children wearing their GDW armbands, which brought great media attention to the campaign.



Canine Capers: Each year GDW teams up with the Falkirk Council Outdoor Access Team and other services and agencies (such as Forestry Commission Scotland, local vet surgeries, pet stores, Helix, etc.) to host a family dog day event to help promote good dog ownership. Agility demos, contests, stalls for vet surgeries, dog charities, dog toys and more plus lots of GDW promoting! GDW will cohost this event each year in a different park in the Falkirk area, to spread the fun and awareness raising!

Use Community Feedback! In Falkirk we have so far run 3 dog fouling surveys since 2009. For the most recent one in 2010-2011, to increase the number of responders, we ran an ad campaign on a local radio station and raffled off free dog supplies at pledge booths for responders. The prizes were products that help us to further promote the concept of responsible dog ownership. We made survey forms available both in print at one stop shops and libraries and on line.

Christmas Awards Celebration: Each year our litter team holds a Christmas Awards Celebration event for the litter volunteers in Falkirk. We have set targets for GDW groups, so at this event they receive trophies, pet supply vouchers and GDW promotional products as our way of thanks for their hard work. And it's a great chance to network and share creative ideas!



We try to stay open to ideas as they come, and to follow these simple guidelines:

Team Work!

Teaming up with other services, agencies and groups helps broaden the campaign so you reach more and more people. Think of ways to involve others and be responsive to their invitations!

Listen To What The People Want!

We found over time that some people would prefer a dog collar than an armband so now we make both available. Dogs owners love their "dog gear" and their dogs can be ambassadors too!

Acknowledge Your Volunteers!

Think of ways to motivate and thank your volunteers for time and energy spent signing up pledges!

Keep a Sense of Humour in the Campaign!

"Properly trained, a man can be dog's best friend."
Corey Ford



Monitoring/Evaluation

Part of your responsibility as a group taking on a Green Dog Walker project is to do surveys and evaluations. This is not as onerous as you might think, and if you involve the children, it can be fun as well as educational. Remember, the surveys may seem silly but they are very important!

First Survey: Choose an area or group of areas you will monitor over the next year, where you know a lot of dog-walking goes on. Nearby parks, green spaces, streets, etc. As you first launch your Green Dog Walker project – either before or around the same time as you first begin to sign up pledges and give out armbands – do a “poo count” and record the results. Then make up a wee chart to record the number and the date. Involve other volunteers in other neighbourhoods and you can get surveys done of different parts of your town.

Page 44

Second Survey: Six months later, walk along the same area and do another count. Add those numbers and dates to your chart, to compare with how it looked six months ago.

Final Survey: Six months later, do it again. Now you have a survey from before your campaign began, during it and at the end of the first-year pilot.


Don't be discouraged if the numbers at first seem to indicate less success than you hoped; on the other hand, if they show an amazing fast “success”, don't get too excited! Several factors can be involved, such as weather, are people walking certain areas more or less due to available daylight hours, etc. It really will take at least a year to see how results look “on the ground”.


The other part of the survey is the monitoring of dog bin collections. You will want to work with your Local Authority on this part. Try to set up a schedule with them for the council to do surveys on the use of the dog bins in the area where you are running the campaign. Hopefully you will find – as we have in Falkirk Council – that the bins are being used more, which is a good indicator! You can set up to have those surveys done every month or quarterly, whatever you prefer. And keep track of that too.


Whether it is the local authority or another funding source, at the end of your first year you may be called upon to report results of the GDW project. These surveys can be very helpful to you in providing true indications of success.


Questionnaires: Another part of survey/analysis is to send out questionnaires to your pledgers. We recommend you do this six months after the project starts and then again at the end of the year. We are happy to provide you with a sample survey questionnaire if you email us at greendogwalkers@falkirk.gov.uk.

Involving the Children: A few of ways we made the poo counts fun, while helping document and provide visual materials for our displays at booths, and our scrap book:

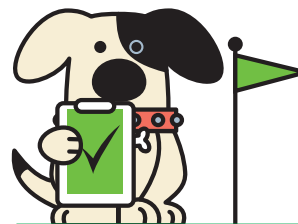
 We find that children like to help with this part of the job. We purchased some golf counters from ebay – very inexpensive – and took some children on a walk along dog paths with us. Keep an eye on their counting, make sure they don't get carried away with enjoying the clicking sound of the counters! Make sure they only click if they really see a dog poo.

 **Wee Flags:** Make up a set of flags (we used laminated pieces of the GDW logo and attached them to long green garden sticks) and find an area with a lot of dog poo on the ground. Have the children stick the flags in the ground next to (not in!) the dog poo. Take a picture to show how dramatically bad it is! At six months, do it again at that spot, to see if there is improvement or to show people it's still bad and they need to shape up!

 **Coloured paint or sand:** Some schools have a bad problem with footpaths near the school. Their eco groups have led projects whereby the children poured coloured sand over the dog poos to help people see how bad it was. We read of another district that has used the same concept, using spray paint (biodegradable).

 **Fake Poo:** Children love making Fake Dog Poo and it can be useful to dramatise the situation without actually working near “the real thing”. (See pages 12–13, “Children, Your Best Allies”.)

If you think of other fun, creative ways to involve the children in the poo counts, please let us all know!



Resources:



The following websites have further information on the Green Dog Walkers Campaign and Licensing to Local Authorities, including Pledge Forms which can be downloaded: www.falkirk.gov.uk/greendogwalkers

[www.cgiscotland.org/Green Dog Walkers page](http://www.cgiscotland.org/Green_Dog_Walkers_page) (The quarterly publication 'New Leaf News' can also be accessed at the CGI website, which runs regular GDW articles and announcements).

www.cgiscotland.org/Page/green_dog_walkers.html (Video Clip from Crufts TV)

Pledge Forms and Sample Licences may be obtained from:
Community Litter Officer
Green Dog Walkers
Project Leader
Earls Road,
Grangemouth FK3 8XD
Tel: 01324 501108
greendogwalkers@falkirk.gov.uk



leave only pawprints....^{® 2011}



Falkirk Council

design and illustrations by communications unit, falkirk council, corporate and neighbourhood services

What's the Green Armband for?

If you see someone wearing the Green Dog Walkers® armband, it means they have "Taken the Pledge"

- to always clean up after their dog
- to carry extra doggie bags
- to gladly give you a bag for your dog - just ask!

A friendly Reminder...

Green Dog Walkers® is a non-confrontational, friendly way to change attitudes about dog fouling.

Would you like to take part in the project?

Just read The Pledge and return the signed Acceptance Form. We will send you your durable, waterproof Green Dog Walkers® armband.

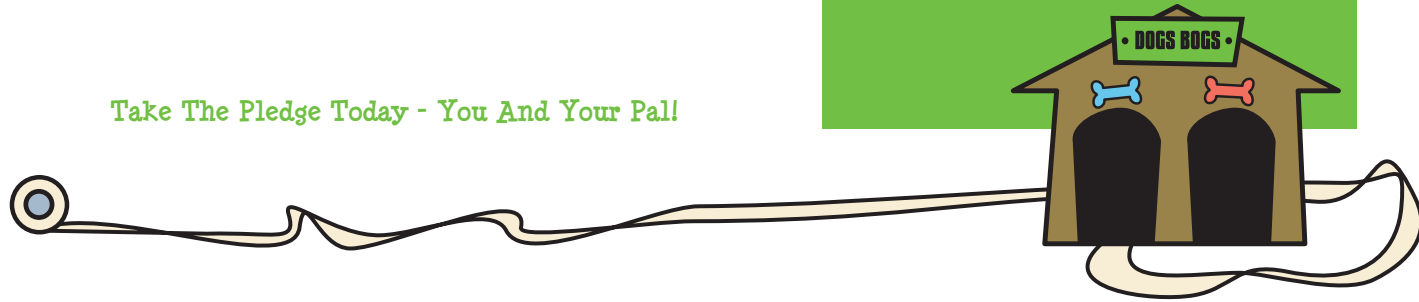
The Facts...

- the Scotland Dog Fouling Act 2003 fines from £40 - 500!
- 52% of UK households have a pet
- there are 7 million UK dog owners!

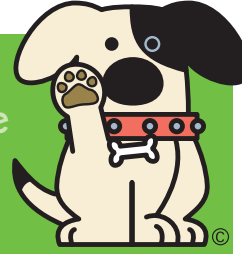
Did you know that primary school children and footballers are most at risk from diseases from dog fouling? After it has lain on the ground for two weeks, worms develop and these diseases and others can cause: toxacara canis, roundworm, salmonella, E-coli, resulting in pneumonia, asthma and blindness.

However, it IS SAFE to clean it up "on the spot"!

Take The Pledge Today - You And Your Pal!



The Green Dog Walkers® Pledge



I hereby volunteer to accept a Green Dog Walkers® Armband and pledge to take part in the campaign as follows:

1. I will wear the armband as often as possible when walking my dog(s).
2. I will at all times clean up after my dog and dispose of the bag in a bin.
3. When others walk my dog I will encourage them to clean up after my dog.
4. I understand that wearing the armband indicates that I will carry extra doggie bags to distribute to other dog walkers if requested.
5. At no time when wearing the armband will I aggressively confront other dog walkers about dog fouling. I fully understand that Green Dog Walkers® is intended to be a non-confrontational and friendly campaign to change attitudes about dog fouling.
6. I agree that Green Dog Walkers® may contact me to take part in questionnaires or surveys regarding my Green Dog Walker® experience, to help judge the success of the project.

Acceptance Form: The Green Dog Walkers® Pledge

I have read The Green Dog Walkers® Pledge. My dog and I agree to take part in the GDW campaign. By my signature below, I hereby volunteer to accept the terms of the Pledge, to receive and wear a Green Dog Walkers® Armband, and to carry extra doggie bags when I walk my dog.

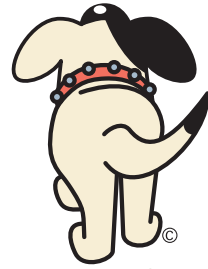
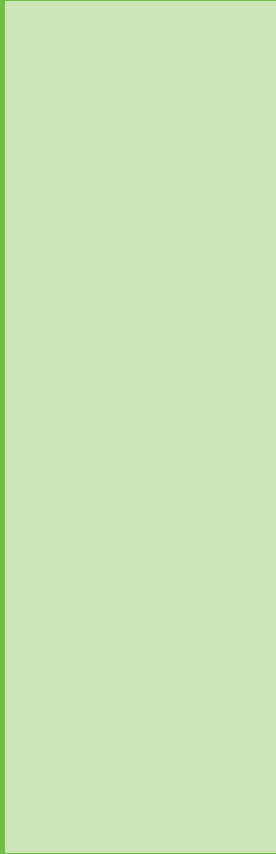
Print Name: Dog's Name:
 Address:
 Town: Postal Code:
 Telephone: Email:
 Area(s) in which I generally walk my dog(s). Name of Town:
 My neighbourhood Local Park Rural area Other
 Signed: Date:/...../.....

Your Green Dog Walker® Armband will be given or sent to you upon receipt of this form.

I understand that my contact information will be held in confidence by Green Dog Walkers® and not shared with any other parties or agencies.



Green Dog Walkers®



leave only pawprints®...

For further information contact



Green Dog Walkers® is an original project initiated by Community Green Initiative of Dunipace in partnership with Falkirk Council...

If you wish to sign this Pledge, please fill out the attached Acceptance.

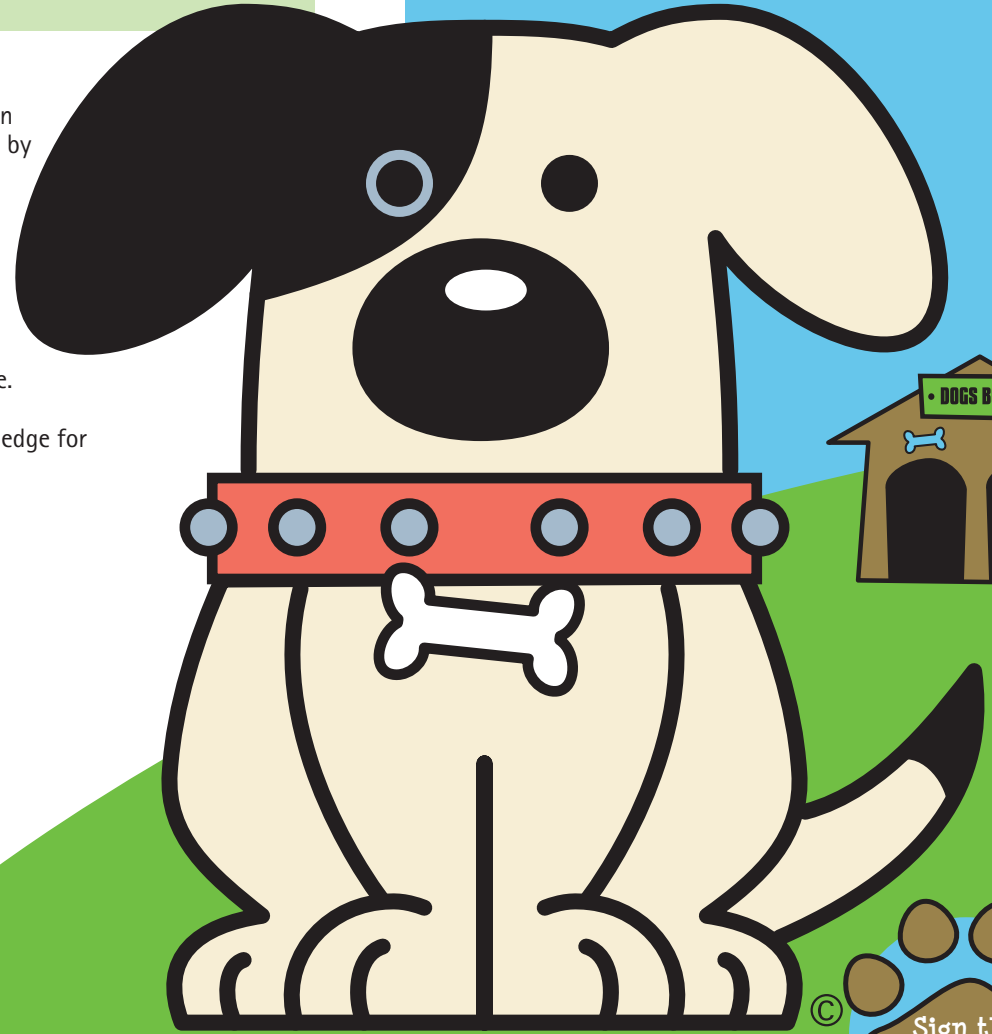
Keep your copy of the Pledge for future reference.

designed by communications unit corporate and neighbourhood services falkirk council

Green Dog Walkers®



A friendly way to tackle dog fouling issues





KC Dog Briefing - Dog Fouling (DNA Registers)

There has been considerable press coverage over the potential use of DNA technology to identify those not picking up after their dog. At first sight it appears to be a very appealing proposition, allowing for those behaving irresponsibly to be held to account, in a targeted manner. While DNA schemes appear to have had success in private residential complexes in the United States, a UK local authority setting is a very different environment. A PSPO to this effect would potentially require every person who wished to walk a dog in any public place within the council's boundary to be pre-registered on a DNA database. It is not clear how this would be applicable to those visiting or transiting through the area.

UK pilot schemes – October 2017 update

Currently two local authorities have run pilot schemes on the use of DNA. The first of which took place in a London Borough from Feb to April 2016. This pilot generated some sensationalist headlines, including references to a 50% reduction in fouling levels due to DNA technology, such headlines are misleading. The Council's official report on the pilot scheme reported more accurately on the reduction: 'During the pilot programme there was a 52% reduction in recorded incidents of uncollected dog fouling. This was partially due to the rise in educational awareness, but also additional patrols carried out by the council's Street Enforcement Officers. The pilot programme cost £8,400'. There is further evidence to suggest the reduction was likely to be attributed to natural seasonal variation. As a result, the local authority did not implement a PSPO to make DNA registration compulsory.

The second pilot, took place over summer 2017 in Kent. It was recently announced the scheme would not be continued, as results of the pilot suggested that the expected benefits would not be delivered. Additionally, the council referenced potential complications of the scheme in light of new data protection laws. The cost of this pilot was reported to be £5,000.

Kennel Club position on DNA registers

The Kennel Club have carefully considered the potential benefits and pitfalls of a DNA registration scheme, and the applicability within a local authority setting. During this assessment we identified a number of significant concerns over the practical application of this idea. Unless these can be addressed, we believe these proposals are likely to further penalise responsible owners, whilst doing very little to tackle irresponsible owners.

The potential success of a DNA testing strategy is reliant upon dogs being registered to a DNA database. Without registration, DNA collected from a faeces sample cannot

be matched back to the originating dog. Yet owners who do not pick up after their dogs are unlikely to voluntarily register their dogs onto a DNA database. This view is supported from data reported from one of the council-run pilots. Over the course of a 12 month period the council 'registered over 333 dogs in the last 12 months. However; it is estimated that this is about 2% of the dog population of the borough.

It has been suggested that the issue with low registration rates would be solved by making registration compulsory. Of course the UK previously had a compulsory dog licensing regime. It was abolished due to low compliance rates and the cost of administering and enforcing it. Before it was scrapped, the compliance rate was estimated to be around 30%. This broadly matches current estimates of dog licensing in Northern Ireland and the Republic of Ireland. It is worth noting that the compulsory licensing system generated a considerable annual income to cover the costs of compliance enforcement.

Whether this approach would even be legal under the existing legislative framework is not certain and has not been tested in court. Significant questions remain unanswered on how a locally mandated, compulsory registration scheme could be applied to visitors and those passing through the local authority area. In an area dependant on tourism and the 'paw pound', a PSPO to this effect could be detrimental to the local economy.

Advocates for DNA registration may point towards compulsory microchipping, with an estimated 80% of dogs being chipped. However, several factors need to be considered, 1) microchipping, unlike DNA registration, is entirely in the dog owner's interest, 2) microchipping is long established and 3) while the numbers of dogs chipped is high, a considerable number have incorrect details recorded on the database. This is likely to be a significant additional problem with a DNA registration scheme as out of date contact details, or even falsified or incorrect details on the database, will make any potential enforcement action very difficult.

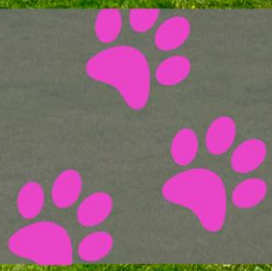
As DNA technology can't identify who was walking the dog at the time of the alleged fouling offence, problems may arise in holding the actual offender accountable in situations where more than one person walks the dog. Examples would include a family situation, those who make use of a commercial dog walker, or the many other situations whereby the registered keeper of the dog won't always be the person walking the dog. Again it remains unclear how this would be addressed from a legal standpoint.

There are also cost and enforceability considerations to making DNA registration compulsory. Whilst a local authority would potentially be able to recoup some of the expense of having faeces DNA profiled, i.e. from resulting fixed penalty notices, in situations where a match cannot be made, the cost of DNA profiling will be unrecoverable. Cost will be dependent on a number of factors e.g. the number of enforcement officers collecting faeces, costs of preserving evidence for a potential criminal prosecution, the number of tests run, the nature of commercial agreements between the council and the testing company, the success rate etc. Local authorities should be aware that the expectation of those who register their dogs' DNA will likely be that this technology is widely used to maximise its potential benefit. However, if it then became apparent that dog fouling was still happening and was not being

collected, or owners were not being identified, then the PSPO would continue to be flouted.

While not an exhaustive list, the points above highlight many of the potential issues we see regarding the use of DNA registration to tackle dog fouling.

More information on measures to deal with dog fouling can be found in our report: [KC Dog Report 'Out of Order: The Impact of Access Restrictions on Dogs and their Owners](#)



**Tackling dog fouling through social marketing:
a trial by Keep Wales Tidy**

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Author: Hanna Jones, Policy and Research Officer

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Ariennir gan
Lywodraeth Cymru
Funded by
Welsh Government

Over several years, Keep Wales Tidy has undertaken many educational and awareness raising initiatives, as well as lots of practical improvement projects with volunteers in communities across Wales. This year, building on initiatives that have been undertaken in Wales and further afield, we decided to combine these elements, using principles of social marketing and other behavioural change techniques in a trial funded by the Local Environmental Quality Branch of the Welsh Government.

The problem

Despite much effort by many partners, dog fouling continues to be a problem in Wales:

- Our street cleanliness (LEAMS) surveys show that on average, dog fouling is present on **12.3%** of streets Wales wide.¹
- The Welsh public considers dog fouling the environmental problem which has the greatest impact on the look and feel of a neighbourhood.²
- Dog fouling is one of the biggest complaints to councils³ and politicians⁴.

Even though most dog walkers pick up after their pets, a minority continue to leave it, and in doing so, danger the lives of people⁵ and dogs.⁶ Others bag the waste, but then leave it on the ground or somewhere nearby. With no recognised blanket solution to the issue, we decided that this experiment would focus on dog fouling.



¹ Keep Wales Tidy (2016) 'How Clean are our Streets? All Wales Local Environmental Audit and Management System Report 2015-16'.

² Keep Wales Tidy (2010) 'Litter in Wales Understanding Littering and Litterers Executive Summary Report'.

³ Website: <http://www.bbc.co.uk/news/magazine-22853270> (Visited: 08-01-16).

⁴ Website: <http://www.theguardian.com/news/blog/2009/feb/11/dog-fouling-britain> (Visited: 08-01-16).

⁵ Website: <http://www.keepwalestidy.org/news/153-dog-owners-need-to-take-responsibility> (Visited: 09-02-16).

⁶ Website: <http://barcproject.wix.com/barcproject#!barc-science-11hrs> (Visited: 22-03-16).

The experiment took place across Wales, using three park/public open space locations, one in each region.

We selected local authorities where dog fouling was identified as an issue in our street cleanliness surveys, as follows:

- South East: **Blaenau Gwent**
- South West: **Bridgend**
- North: **Conwy**

Project officers in these areas chose a location based on their knowledge of local dog fouling issues and sought permission from the local authority to do the experiment there, ensuring also that local authority staff would not divert enforcement or cleansing resources to the area during the time, or at least not more than usual (as this would affect the results).

Method

The purpose of the experiment was to change negative behaviour associated with dog fouling by using the nudge technique, i.e. influencing people through positive reinforcement. Two nudge interventions were used:

1. **Chalk-based spray:** paw prints with a message sprayed at the end of them (leading to a bin, if one is present). Footprints to bins have been used to successfully change littering behaviour in Wales⁷ and beyond⁸.
2. **Signs:** using a message in a prominent place. Signage has been used during environmental improvement projects by volunteers supported by the Tidy Towns initiative and has been noted as being effective.

'Bag it and bin it' is a common and easily understood message in dog fouling campaigns, however Keep Wales Tidy recognises that it is impractical and expensive for local authorities to provide bins (whether general litter bins or dog fouling ones) everywhere. Therefore, we added a third element to our message: '**Bag it and bin it or take it home**' in an attempt to persuade people to take it home if there wasn't a bin available.



⁷ Website: <http://www.bbc.co.uk/news/uk-wales-21769616> (Visited: 08-02-16).

⁸ Website: <http://inudgeyou.com/archives/819> (Visited: 08-02-16).

For consistency, the same message was used on both interventions, along with paw print design artwork in bright pink, which we hoped would attract attention.

With the three areas chosen, we decided to use spray in Blaenau Gwent, signs in Bridgend and a combination of both interventions in Conwy.

Experiment sites were clearly defined making the boundary easy to recognise at each visit. The experiment was designed in a way that success could be tangibly measured. Officers visited the sites once each week for three consecutive weeks and on the same day each time, see timetable below.

Visit	Task
-------	------

Visit 1	Clean up the dog fouling in the study area.
---------	---

Visit 2	Clean up the dog fouling in the study area, recording the number of incidents present. Put the intervention(s) in place in the study area.
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Visit 3	Count and record the number of incidents present in the study area. Collect anecdotes and qualitative research from a survey with park users.
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Observations and a survey with park users were added to collect information on perceptions, their understanding of the interventions and other relevant data (please see Appendix).

As this was an experiment, rather than a campaign, we didn't produce or run any communications on the activity throughout the period as this would inevitably skew the results.

Cost

In this current climate of austerity, Keep Wales Tidy deliberately kept the cost of the experiments as low as possible, with the majority of the cost being staff time. Both nudges were designed in-house (the signs were printed and laminated at our office), so only the following items needed to be purchased which collectively cost under £125 (total).

Signs	Spray
-------	-------

- | | |
|--|---|
| <ul style="list-style-type: none"> • Posts • Hardboard | <ul style="list-style-type: none"> • Pink chalk-based spray (non-permanent and environmentally friendly) • Stencils |
|--|---|
-

A. Blaenau Gwent intervention – spray

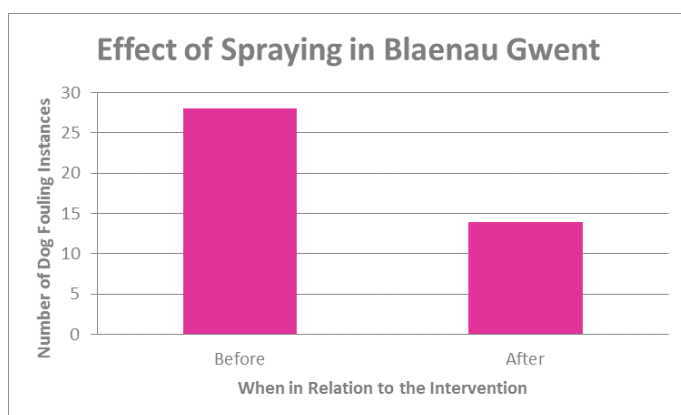
Beaufort Ponds and Woodlands, a popular Local Nature Reserve, was the selected location in Blaenau Gwent. The experiment area was suggested to the project officer by park users – a circular area of gravel path following the pond from the main entrance on Highlands Road and a meter either side of the path on the grass. There were no bins in the area, the closest one being outside the park on the street.



Source: Google Maps on www.freemaptools.com

The experiment was done in partnership with Welsh Baccalaureate pupils from the Ebbw Fawr Learning Community in Ebbw Vale, so started two weeks later than the experiments in Bridgend and Conwy (as there the timing fell within the autumn half term).

As well as the spray stencils, pupils also sprayed the dog fouling they saw to highlight the problem and show that it didn't go unnoticed.



Spraying led to a **50% reduction in dog fouling** in Beaufort Ponds and Woodlands (28 incidents before the intervention to 14 after).

Park users understood that the intervention was there to encourage dog walkers to pick up and bin the dog fouling.

Of the four park users we spoke to, three had noticed the spray, but only one thought that dog fouling had decreased (the others thought there'd been no change or didn't know).

People mentioned that there are no excuses not to pick up dog fouling but that the darkness meant people weren't picking up (one student also thought people were less likely to pick up when it was raining).

Comments about the intervention included:

"It's scary what you can catch from dog mess, more so if you are a child playing and don't know the dangers. I'm certainly more aware of it now the fouling has been marked out. Hopefully people will clean up."

Jemma, park user

"It's very sad some people aren't very considerate for the dangers fouling poses to people. I walk my dog everyday on site, and I have noticed a decrease in fouling since you have started spraying. Well done!"

Jean, park user and dog owner

"I think the activity has been a success. I've noticed less dog mess as you enter the park which is a great improvement. I have also spotted a lot more people using the dog bin we have at the entrance, instead of throwing the bags into the trees."

Mr John Hillier, Ebbw Fawr Learning Community Teacher and community group member

"I don't like seeing dog mess everywhere and I hope we help keep the park clean by making people see how many people don't clean-up."

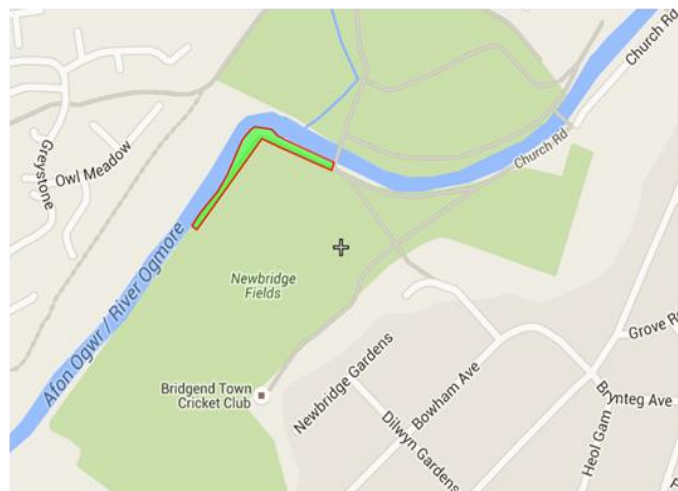
Nicola, student



B. Bridgend intervention – signage

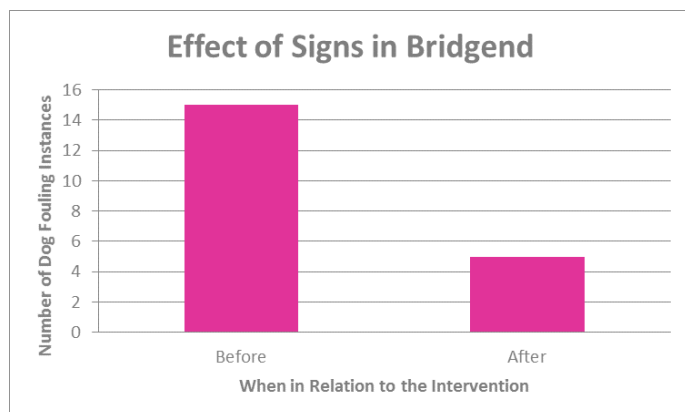
Newbridge Fields was the location chosen in Bridgend. This is a large park near the centre of Bridgend, which has football and rugby fields and is popular with dog walkers.

The Ogmore River splits the park into two distinctive sections, and the experiment took place in the southern section.



Source: Google Maps on www.freemaptools.com

The study area, which included litter and dog fouling bins, followed the main walkway (passing the park exercise equipment) starting just to the right of the path that crosses the river and finished at the dog fouling bin, with a width from the walkway to the river. Five signs were erected in the study area.



The signs led to a **66.6% reduction in dog fouling** in Newbridge Fields (15 incidents before the intervention to 5 after). This is a very significant change, and park users reacted very positively towards the signage, thinking it was a good idea.

Keep Wales Tidy discussed the intervention with seven park users, all of whom were dog walkers.

Overall, they had a good understanding of the purpose of the signs. Of the seven we spoke to, all five daily users had noticed the signs, while the other two who visited a few times a week hadn't.

Considering the success of the intervention, their perception of whether the amount of dog fouling had changed as a result of the intervention was surprising. Only one person thought there was less dog fouling, while two thought it was the same, one thought there was more and three didn't know.

Two park users mentioned the dark as a reason for more dog fouling at that time of year. Other comments made (all by separate park users) included:

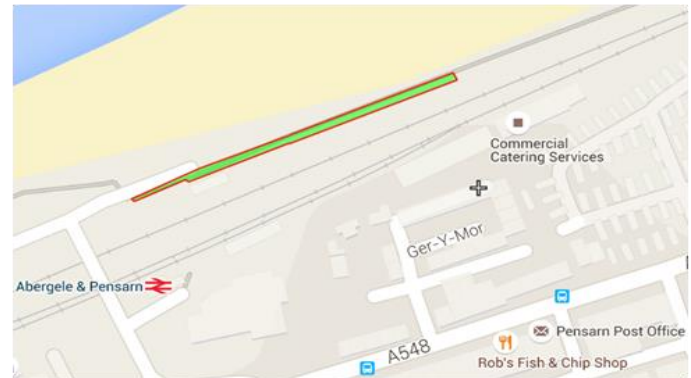
- the need for more dog fouling bins
- that some bins are occasionally overflowing
- that everybody who fails to pick up after their dogs should be fined (this by a male dog walker who had experienced a health issue as a result of dog fouling)
- that walkers do not always see them (the dogs) making a mess.



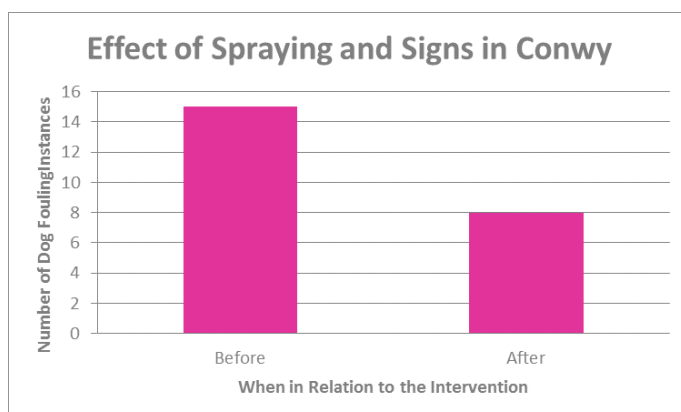
C. Conwy intervention – spray and signage

A different kind of public open space was used for the experiment in Conwy – a stretch of the Wales Coast Path at **Pensarn heading eastwards**. It is popular with walkers and cyclists and also has a café, pantry, gift shop and caravan site near the section of path. During our visits to the site, we met enforcement officers, there as part of their normal duties. They agreed that dog fouling was an issue there (they hoped to catch a dog owner who often fails to pick up).

The experiment site started at a bin and finished opposite the end of a building and included the paved walking path and a stretch of grass which ran alongside it. There was one dog fouling bin in the area as well a dog bin and a litter bin just outside the area. We used three signs on site as well as the paw prints. Dog fouling seen at the site was sprayed, as was the case in Blaenau Gwent.



Source: Google Maps on www.freemaptools.com



Spraying and the signs led to a **46.6% reduction in dog fouling** at the Pensarn Coast Path (15 incidents before the intervention to 8 after).

Overall path users were pleased that something was being done about the issue, and our discussions showed that they understood the message portrayed by the interventions.

Of the six path users we spoke to (four of which were dog walkers), all of them had noticed the experiment, despite the fact that one of them visited the area less than once a month. However, it became clear from discussions that more people had noticed the paw print spray stencils than the signs.

When we asked the users whether there'd been a change in the amount of dog fouling, of the five that answered this question, four said they thought there was less (with one of these saying much less), while the last user did not know.

Unlike the other two locations, in Conwy people thought that dog fouling was worse during the holiday period (there are several large caravan sites backing onto the path). Other comments made (all by separate park users) included:

- there are plenty of dog bins for the path
- people carry dog fouling bags to the next bin
- people throw dog fouling bags over the sea wall rather than bin them
- the path is used mainly by dog walkers
- that dog licences should be reintroduced
- that our interventions were a waste of time and that huge fines were the only answer.



If we collate the data from all three sites, overall the interventions resulted in a **53.4% decrease in dog fouling incidence** (58 incidents before the intervention to 27 after).

Like other nudges, we believe that our interventions have been successful as they gently encourage people to do the right thing.⁹ In our case, the nudges were positive, friendly, bright reinforcement, with an element of humour with the pink paw print design. They showed that dog fouling is an issue for people, but without making any reference to Keep Wales Tidy – indeed as far as the site users were concerned, anybody could have put them in place.

Lessons Learned

We learned some valuable lessons during the experiments, which are summarised below.

Timing of the experiments

We deliberately timed the dog fouling experiments later in the year, as dog fouling is thought to be a bigger problem when it is darker outside, as people are more hidden.¹⁰ This very issue was indeed raised by park users in Blaenau Gwent and Bridgend.

Unfortunately, however, the autumn brought its own problems, with leaf fall making it more difficult to find and identify incidents of dog fouling, especially on grass surfaces. Therefore, despite being even colder outside, January or February may be better months for such an experiment in future.

However, path users in Conwy commented that dog fouling was worse during the holidays, so if such nudges were to be carried out locally, timing could be decided on factors such as holidays, weather or footfall.



⁹ Website: <https://www.hubbub.org.uk/neat-streets> (Visited: 04-02-16).

¹⁰ Website: <http://www.keepbritaintidy.org/werewatchingyou/1668> (Visited: 11-01-15).

Our initial plan was that the experiments in all three regions would happen over the same consecutive three weeks (commencing 19 and 26 October and 2 November), and this timing went ahead in Bridgend and Conwy.

However, as the local secondary school was involved in Blaenau Gwent, the start time had to be delayed by two weeks to allow the pupils to be involved for the duration of the experiment (the week commencing 26 October was half term).

In future, all experiments in a Wales-wide project, where comparisons hope to be made, should take place at the same time for consistency.

Spraying and stencils

We knew from using chalk-based spray in the past that it showed up well in the outside environment.¹¹ However, we were aware that the same wouldn't apply to spraying stencils, which would only be clearly visible on hard surfaces. This did mean that in Blaenau Gwent and Conwy, we were limited to dog fouling hotspots that had footpaths as the stencil design wouldn't work on grass. So, for dog fouling hotspots on all-grassed areas, signs or other nudges would need to be used.



The spray we used was chalk-based and therefore non-permanent. With a three-week experiment where the spray was applied during week two this was fine, but for a longer term spray intervention, the spray would need to be reapplied (especially during periods of wet weather).

Discussions with users in Conwy show that the paw prints showed up well and that these were what most people noticed. However, the stencil text was a little small, so in future a larger stencil should be used to improve awareness and understanding of the message.



Having paw prints leading to a dog fouling or normal bin is the ideal situation, as this gives dog walkers somewhere to dispose of the dog fouling in the walking area. This worked well in Conwy, where the paw prints led to a dog fouling bin (which also had a sign on it). However, there were no bins within the experiment site in Blaenau Gwent, and the results were still good, which suggests that a nudge can still be effective in an area without bins.

¹¹ Website: <http://www.walesonline.co.uk/news/local-news/eco-charity-paints-town-yellow-7895786> (Visited: 11-01-15).

In Blaenau Gwent and Conwy, as well as spraying the paw prints and ‘Bag it bin it or take it home’ message, we also sprayed the dog fouling to highlight the problem. This was an additional intervention showing that dog fouling is present and noticed by people. However, it could have been read in one of two ways:

- that dog fouling is present and should be cleaned up
- that it is common behaviour to leave dog fouling

Peer pressure has a strong influence on society and it is possible that spraying the dog fouling could lead people to think it is ‘normal’ to leave dog fouling.

In future, if a different intervention is implemented, it should be used on a site of its own so its effectiveness can be measured separately. Currently, we cannot say whether the ‘bag it bin it or take it home’ on the spray/signs or spraying the dog fouling had the biggest impact. Neither can we properly assess whether multiple interventions were more effective than using only signs in Bridgend.

For each location, we asked permission to undertake the experiment from the relevant local authority. The importance of getting permission was made evident when we were approached by a PCSO who initially thought we were graffiti-ing. This is also relevant to signs (which could be seen as fly-posting).

Signs

We found that the laminated signs were a little flimsy when used alone (as was the case in Conwy). Therefore, hardboard and posts were purchased for the Bridgend experiment.

Although the signs remained on site and in good condition throughout the experiment period, signs cannot be expected to be very long lasting. In Conwy, we were told that all signage gets pulled down eventually. We also understand that there are problems with vandalism in some areas. So for longer lasting experiments and impacts, signs would need to be replaced or made sturdier.

In Conwy, where both interventions were used, discussions with users show that more people noticed the spray than the signs, so as with the spray text, a larger sign would have been better (signs were A4).



Keep Wales Tidy is encouraged by the success of our interventions in all three areas. Our results show that nudging can be an effective way of changing behaviour, but this initial work can be built upon and developed further.

As with all issues relating to the quality of the local environment, dog fouling is a complex issue, which has many related factors. Some of these are human factors, e.g. our research shows that more young people (than those in other age groups) think that forgetting a poo bag is an excuse for not picking up after your dog.¹² However, there are also many external influencing factors such as time of day and year, weather, footfall, facilities (bags, bins) etc.

Undertaking nudges over a longer period of time would reduce the impact of these individual factors on the overall result of the experiments. This would also give a better indication of whether the nudges have a long lasting impact.

Measuring the extent of behaviour change could be improved by clearing and counting instances of dog fouling over a larger area than the perimeters of the nudge interventions. For example, in a small park, a nudge could be put in place on a path on one side of the park, but dog fouling could be cleared and counted from the whole park, and perhaps even the adjacent street. This would better determine whether the behaviour had changed, as opposed to the dog fouling issue being moved to the other side of the park or onto the street.

Moreover, more nudges could be tested. The UK Government has found that by making nudges personal, there has been an increase in their success¹³, so a sign with a message such as 'Is it YOU that leaves your dog's poo in [insert park's name] park' could be tested.



¹² Keep Wales Tidy (2012) Wales Omnibus Survey by Beaufort Research (unpublished).

¹³ Website: <http://www.bbc.co.uk/news/magazine-33629019> (Visited: 04-02-16)

Messages could also be tailored to certain behaviour traits. For example:

- Our research shows that 9% of people think it is acceptable not to pick up after your dog if you're walking in the countryside.¹⁴ A nudge of paw prints and small footprints could be used in a rural location with the message saying 'dog fouling causes blindness and children use this path' (reducing the spread of disease and the *Toxocaracanis* parasite are important factors influencing people to pick up after their dogs¹⁵).
- Visibility is considered to be an important factor determining behaviour. High visibility is believed to reduce dog fouling with people being more likely to pick up after their dogs and less likely to leave bagged waste behind.¹⁶ A possible message to target this behaviour would be to emphasise how many people use the area, or that people notice those who fail to pick up after their dogs, (which is similar to that used by Keep Britain Tidy in the 'We're Watching You' campaign¹⁷).
- Research by Keep Britain Tidy shows that 'justifiers' tend to think they won't be caught for failing to pick up after their dogs.¹⁸ To target people with this belief, an effective nudge might be signage stating how many people have been issued with Fixed Penalty Notices locally, using enforcement dog fouling signage, such as is already used in Denbighshire (below centre) and Neath Port Talbot (below right), or even making the area a crime scene¹⁹.



¹⁴ Keep Wales Tidy (2012) Wales Omnibus Survey by Beaufort Research (unpublished).

¹⁵ Lowe, C.N., Williams, K.S., Jenkinson, S. and Toogood, M. (2014) 'Environmental and social impacts of domestic dog waste in the UK: investigating barriers to behavioural change in dog walkers', *Int. J. Environment and Waste Management*, Vol. 13, No. 4, pp.331-347. Available: <https://www.iwight.com/azservices/documents/1376-Dog-waste-behavioural-change-dog-walkers-IJEW13040-2014.pdf> (Visited: 22-03-16).

¹⁶ Williams *et al.* op.cit.

¹⁷ Website: <http://www.keepbritaintidy.org/werewatchingyou/1668> (Visited 11-01-15).

¹⁸ ENCAMS (now Keep Britain Tidy) Dog Fouling and the Law.

¹⁹ Website: https://www.youtube.com/watch?v=8a_C3Tzbam8 (Visited: 08-02-16).

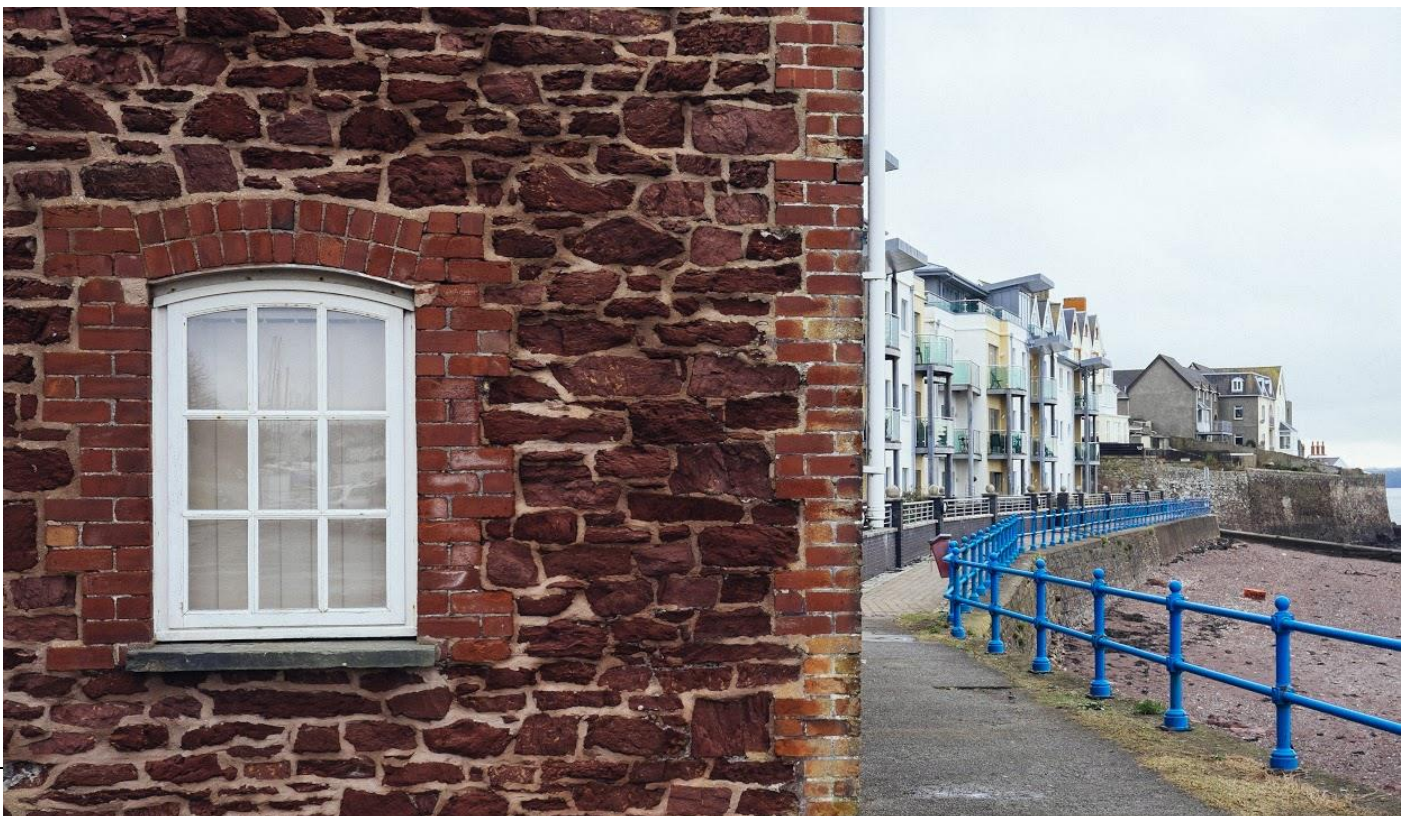
Our research shows that the vast majority (78%) of dog owners think it is never acceptable to leave dog fouling, with only 5% admitting to failing to pick up after their dogs in the past year.²⁰ This suggests that most dog walkers are responsible and pick up after their dogs, and could form the basis of another possible nudge – encouraging the minority to conform to the social norm (such a message could also be used to change littering behaviour).

Picking up dog fouling is considered the right thing to do and this is thought to be the most important factor influencing dog walkers to clear up after their dogs.²¹ This is another positive message that could be used to encourage responsible behaviour.

Many nudges could be trialled across different areas (with one nudge per area and with all taking place the same time if they are to be compared). Or, to see whether one works better than another with a certain community, different nudges could be used at different times but in the same location.

If proved successful, this behaviour change technique could be repeated across Wales by Keep Wales Tidy and others.

It is important to remember however that unfortunately, a minority of dog walkers want to get rid of dog fouling at the earliest opportunity, are unwilling to take dog fouling home or into their cars, or in some cases are disengaged altogether²². Therefore, as identified in our previous research, other (more hard-hitting methods, such as enforcement) are likely to be needed to deal with these harder to engage individuals as part of a wider behaviour change strategy.



²⁰ Keep Wales Tidy (2012) Wales Omnibus Survey by Beaufort Research (unpublished).

²¹ Williams *et al.* op.cit.

²² Williams *et al.* op.cit.

Nudging has been used successfully to change behaviour in many fields, including local environmental quality. Our nudges have shown that this clever technique can also be used to change behaviour in relation to dog fouling.

Unlike much previous work undertaken by ourselves at Keep Wales Tidy and our local authority partners to tackle the persistent and dangerous issue of dog fouling, our experiments were designed to tangibly measure the impact of the interventions.

The dog fouling data demonstrates that our interventions were successful in nudging dog walkers' behaviours. The number of instances of dog fouling reduced significantly at the intervention sites in all three dog fouling hotspots, with reductions ranging from **46.6% to 66.6%**. The overall reduction across the three locations was **53.4%**.

Although this is a very positive result for all areas, this experiment should be replicated across larger areas and over a longer time frame in order to build on the evidence base for the success of nudge interventions.

Once data shows that this can work over a longer time frame and at-scale, without moving the problem to other areas, we could then recommend that local authorities consider similar approaches to tackle the problem.

Furthermore, our experiments were supported by the public, with the majority thinking that the interventions were a good idea. Discussions with users showed that the nudges were also well understood by local people. They were also low in cost, which considering the current economic climate, is particularly important if such experiments are to be replicated.

Keep Wales Tidy would like to build on these impressive results. In the future, we hope to develop our behaviour change work further, testing more dog fouling nudges using the lessons learned from this initial work.

We recognise that prevention is better than cure and see potential in using nudge techniques for other issues affecting the quality of the local environment. If the success of this work continues, we would like to facilitate the roll out of nudge as a behaviour change methodology across Wales for the benefit of the environment and people of Wales.

Park user questionnaire

1. About Park User *(to be completed without asking park user the question)*

Gender: Male Female

Age: < 16 17-30 31-45 46-60 >60

2. Park User – Use of Park

Are you a dog walker? Yes No

How often do you use this park?

First visit Less than once a month A couple times a month A few times a week

Every day More than once a day

3. Intervention

Have you noticed the paws/signage? Yes No

What do you think its/their purpose is? (Open question)

4. Dog Fouling

How much dog fouling have you noticed today compared to last month?

Much less Less The same More Much more Don't know

Where can you dispose of bagged dog fouling?

Litter Bin Dog fouling Bin On top of a bin Household refuse bin

Garden waste Don't know Other please specify

5. Any other comments.

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Forest Heath & St Edmundsbury councils



Community Action Plan

Dog fouling: Reducing the problem

Introduction

It is estimated that 24% of UK households own a dog and although the majority of these dog owners are responsible there are still those that don't and won't bag it and bin it!

Dog mess is a nuisance and is associated with various diseases including toxocara canis which is a roundworm whose eggs can be found in dog mess. This causes stomach upsets, sore throats, asthma and in rare cases blindness.

When irresponsible dog owners do not clear up not only are they committing an offence but they are leaving behind something which can be easily picked up by young children or stood in by others.

Unfortunately it is difficult to catch dog owners not clearing up, however across West Suffolk several initiatives have been implemented which aim to change this behaviour.

There are various options listed within this action plan which can be implemented at minimal or low cost to any organization affected by this issue.

All the options have been trialed at locations across West Suffolk and all have helped reduce dog fouling.

1.0 Basic provision

Most locations suffering from dog fouling will already have the basic provision of either a dedicated dog waste bin or general litter bin somewhere on or nearby the site.

As a minimum one waste disposal bin (either a dog or combined litter and dog waste bin) should be sited at or near the location where you are having an issue with dog fouling.

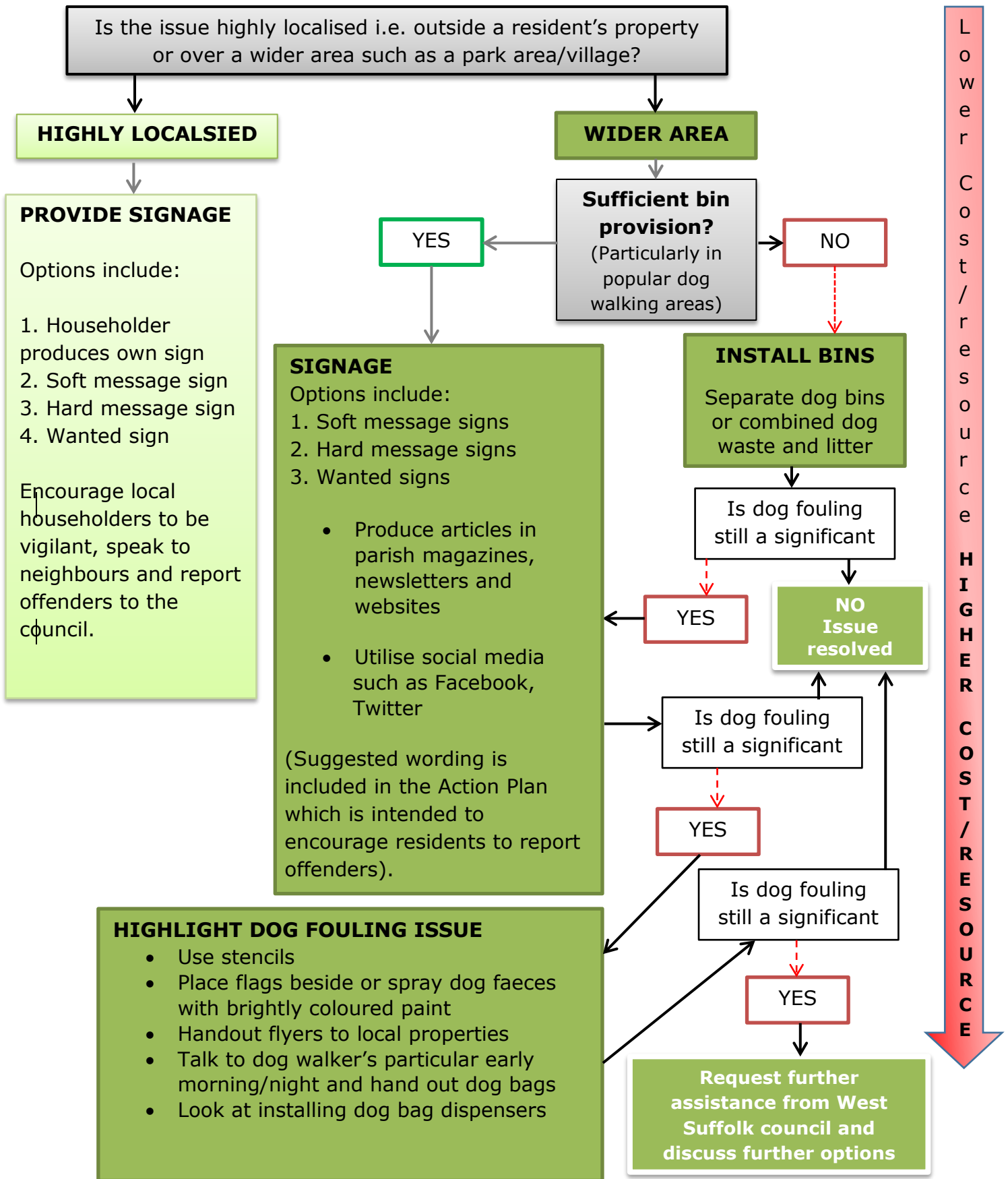
If people are visiting the location to walk their dogs then having at least one bin encourages and reinforces responsible dog ownership.

This should be located where it is both easy to empty and where most people will see it and therefore use it.

A bin is a basic requirement for any location where dogs are allowed before considering any of the other stages listed to reduce a dog fouling issue.

A flow diagram explaining the various stages which can be implemented can be found below, followed by a more detailed explanation of what each of these stages involves.

Flow diagram to assist in the management and reduction of dog fouling:



2.0 Dog fouling: How to reduce the problem

There are several progressive stages in the process of trying to reduce dog fouling which can be followed one by one or a specific stage can be selected, depending on your local situation.

The implementation of one specific stage may be enough to resolve the issue at one location whereas another location may need to try several stages in a gradual approach to reduce the issue.

Details of different trials and the various individual and multiply stages that were implemented during these trials can be found in the appendix.

Before you consider implementing any stages you should ask:

- Where are your 'hot spot' locations?
- When do you have an issue?
(Summer months tend to result in fewer complaints than the winter months.)
- What stages you want to implement?
- Who is going to implement these stages?

Behaviours

A recent investigation into barriers to behavioural change in dog walkers categorises five distinct 'dog walking typologies':

- **'Proud to pick up'** – happy to be seen carrying dog waste, will pick up in all locations and take it home if no bins are available.
- **'It is the right thing to do'** – will pick up in public places but will seek to dispose of the waste as soon as it is practical.
- **'I have done my job'** – if there is no bin available will leave the bagged waste to be dealt with by others.
- **'Only if I have to'** – will only pick up in the presence of other people – likely to discard when no one is looking.
- **'Disengaged'** – will not pick up in any situation even if they are aware of the environmental consequences of their actions.

Research has also demonstrated that dog fouling offenders:

- are from all social classes but more likely to be male than female
- include all age groups with just a slightly higher proportion between the ages of 18 and 24
- only admit that they allow their dog to foul in a public place when pressed

- all know that they could be fined, but the majority did not believe they would ever be caught.

The targets for influencing behaviour change will undoubtedly include the last three 'typologies' listed above.

The 'I have done my job' can be influenced by letting them know that any public litter bin will do, you don't have to use a dedicated dog bin and by making these aware that their general household waste bins can also be used for bagged dog waste disposal.

The 'only if I have to' and 'disengaged' are difficult behaviours to influence and change but with campaigns and more community involvement to report offences, the threat of being caught will increase. These people may be more inclined to pick up if they think more people are watching and willing to report them.

Success should be measured by a reduction in local dog fouling issues rather than the amount of fines issued or prosecutions taken. Fines and prosecutions are the last in the list of stages and there are lots of things to try before this.

2.1 No or minimal cost stages

Publicity/social media campaign

It is useful to be able to increase the awareness of any local dog fouling issues so that residents or users of a particular location are discussing the issue and potentially finding out information on potential offenders.

Local publications such as newsletters, village magazines, websites and social media pages/groups can promote the issue and highlight local concerns.

A template article is included in the appendix which can be adapted or amended and used in newsletters or placed on websites.

By either using your own or by joining other local social media groups the issue can be raised and an online discussion can take place.

The greater number of people that are made aware of an issue, the greater number of people that can keep a look out for offenders, and the greater the awareness, the more likely you are to change the behaviour of those who may previously not bagged and binned dog mess.

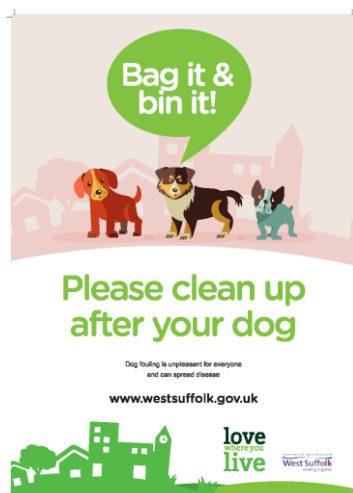
Links can be posted/tweeted to keep people aware of a local campaign / or use our online form to report anyone who is seen not clearing up dog mess:
www.westsuffolk.gov.uk/bins/street_cleaning/dogfouling.cfm

New signs

Three new signs have been designed: one with a softer, reminder message of "Bag it, bin it!", another with a harder hitting message of "Shameful" and a "Wanted" sign that warns irresponsible dog owners that others could be watching out for them.

All three signs are freely available for anyone to download and use from our website at: www.westsuffolk.gov.uk/bins/street_cleaning/dogfouling.cfm

"Bag it, bin it"



"Shameful"



"Wanted"



- Download one or all of them
- Print them at home
- Laminate them (if possible)
- Display them

Once you have downloaded and printed any of the signs, they can be displayed within weatherproof noticeboards or in windows.

If you can laminate the signs then this will enable you to be more flexible where you can display them without having to worry about the weather damaging them.

The best locations for signs are where the greatest number of people will see them, both at the 'hot spot' location and in the surrounding area:

- main entrances/exits
- popular routes/footpaths
- car parks
- noticeboards (villages, schools)
- local businesses (shops)

The more prominent a location you can display a sign at, the more the message will be seen by those people whose behaviour you are trying to change.

You must **only** display signs where you have permission to do so.

If you prefer you could also try to design your own signs and display them; sometimes a more personal sign may have a greater impact at reducing the problem than one that has been produced by the local authority.

Printed and laminated signs can be attached to a small wooden stake. This will enable you to be flexible in locating signs on areas such as grass fields where a sign can simply be attached to a wooden stake and secured into the ground.

We can also provide these signs in A3 size, made from 5mm thick Foamex board - the cost of these signs is dependent on the quantity required (please contact the council for further information).

Stencils

We have a metal template which can be used for spraying a temporary message as a reminder to 'clean it up'; these messages have been sprayed on grass and footpaths at 'hot spot' locations using semi-permanent marker and chalk sprays.

They are temporary but may last for several weeks. When sprayed on grass, the grass needs to be cut so it is fairly flat. Footpaths will also need to be flat and free from loose debris.



White line marker spray on grass



Road marker spray on tarmac path

Flyer

The 'wanted' poster has been incorporated into a flyer which can be printed and hand delivered to properties in or near 'hot spot' locations or given out to supporters at sports games or other community events.

The front shows the 'wanted' poster and the rear has a form for anyone who has seen a dog owner/walker not clearing up to what they have witnessed.

A form titled 'Reporting Dog Fouling' with the 'West Suffolk' logo. It has sections for 'Your Details' (Contact name, Home phone, Email address, Home address) and 'Incident Details' (Date, time and location of fouling incident, Type of dog involved, Name of person responsible for the dog at the time of fouling (if known), Name and address of person responsible (if known), Car registration, make, model and colour (if a vehicle was involved)). At the bottom, it says 'Please report incidents to: customer.services@westsuffolk.gov.uk or 01284 763233'.

A copy of the flyer is available in the appendix to print and use to raise awareness of an issue or if the other stages have failed to reduce dog fouling.

Banners

We have two banners as depicted below which can be borrowed (subject to availability) by any organisation to display for a short period of time to highlight specific fouling issues on large open spaces or sports pitches.

The banners are 12'x3' and would need to be cable tied (not provided) to a secure structure such as posts at the chosen site.

They can also be displayed on the days before a sport pitch is going to be used, attached to goal posts, at the side of a pitch or at an entrance to an open space.

The banners should be used on a temporary basis so that they have an impact on those people seeing them.

(To borrow the banners please see the contacts below)



School talks

We have teamed up with the Blue Cross to provide free talks to primary schools and cub/scout groups that focus on responsible dog ownership. Further details and an online application form can be found at: www.bluecross.org.uk/education

Campaigns

National campaigns

The Dogs Trust has run several campaigns over the last few years to promote and encourage responsible dog ownership.

They have previously included the Big Scoop and Bag it and Bin it campaigns. Their latest campaign, 'love at first scoop' included a kit of A4 Posters, A5 Flyers, packs of poo bags and bin stickers.

The posters used in this campaign are displayed below and a range of advice and downloads are available from the Dogs Trust using the link below:



www.dogstrust.org.uk/news-events/issues-campaigns/the-big-scoop

The materials available from the Dogs Trust can be used to promote responsible ownership and run your own local awareness campaign; they tend to launch their campaign towards the end of summer.

There is an opportunity to again promote this issue locally by using the resources of the Dogs Trust to assist your organisation.

Local campaigns

Some local communities have used subtle techniques in an attempt to highlight the amount of dogs mess at a particular location and to shame those that are offending.

This is fairly inexpensive and can be as simple as a laminated sign on a stick, a flag or a harmless spray. The sign or flag is placed beside any dogs mess found to mark where it is located, a spray can be used even more effectively to literally highlight where the mess is and how much of it is not being cleared up.





The Pink Means Poo campaign has been effectively used in villages in the North East where a local mum was fed up seeing so much mess on the way to taking her children to school. She decided to use the pink chalk spray to prevent others from stepping in the piles of mess as well as shaming irresponsible dog owners and walkers. The amount of fouling decreased by at 50 per cent within three weeks.

2.2 Low cost stages

Bag dispensers

Bag dispensers can help by removing the 'excuse' used by irresponsible dog owners and walkers that they do not have a bag to clear up their mess. Although this is never a valid excuse, the supply of free bags onsite can help to alleviate the issue.

They are approximately £100 to buy and are fairly easy to install to either a brick wall or fence post.

Placed at the right site they tend to be used by people who have forgotten to bring a bag or who have used all their bags rather than people who just want a free bag.

They do require monitoring so that bags can be replenished as and when necessary and do not run out. Someone also needs to be responsible to order and store these bags and there is an ongoing cost to this as well unless sponsorship can be found from a local business to cover the cost.

Further information and current prices of dispensers and replacement bags can be viewed at: www.jrbenterprises.com

Waste disposal bins

Additional waste disposal bins will not necessarily stop the issue but can be considered as an option along with the other stages.

There is the initial cost to purchase a bin and the ongoing emptying costs to consider when considering this option. (Please use the contact details at the end if you require any further pricing information).

All locations in the trials did have existing waste disposal bins in place but still continued to have issues with dog fouling not being cleared up.



3.0 Conclusions

To reduce dog fouling it is necessary to change the behaviours of the minority of those irresponsible dog owners/walkers who are not clearing up.

The stages listed here aim to remove some of the excuses for not clearing up and to reinforce the message that this was not an acceptable behaviour.

Any stage listed here can be adapted to suit the particular needs or resources available to any community or organisation facing the issue of dog fouling.

The examples listed in the appendix have either used one stage or a combination of stages which have helped to reduce dog fouling at their particular locations.

4.0 Future developments

We are looking at a variety of options to reduce dog fouling in West Suffolk through a mixture of education and enforcement:

- Public Space Protection Order (PSPO) – is being introduced September 2017 to increase the amount of the Fixed Penalty Notice (FPN) for those caught not picking up after their dog to £80.
- Possibility of rewarding residents who report offenders where a FPN is paid or a case successfully taken to court.
- Increased use of social media to raise the profile of dog fouling .
- Continue to participate in awareness campaigns (trial the use of banners).
- Free dog bag dispensers in main town locations.

5.0 Contacts

For any further information or advice on the prevention of dog fouling or on any other environmental crime issues please contact:

St Edmundsbury Borough Council

Andrew Harvey

Enforcement Officer

Phone: 01284 757687

Email: andrew.harvey@westsuffolk.gov.uk

Forest Heath District Council

Dominic Owner

Enforcement Officer

Phone: 01638 719374

Email: dominic.owner@westsuffolk.gov.uk

Appendix

Parish dog fouling article

The Pet Food Manufacturers Association estimated that the dog population was 9 million in 2014 or 24% of UK households with the amount of excrement being produced probably exceeding 1,000 tonnes per day.

Fortunately the majority of dog owners and dog walkers are responsible with 9 out of 10 clearing up their dog mess, the problem is the one who still does not bag it and bin it!

Dog mess is a nuisance and is associated with various diseases including toxocara canis which is a roundworm whose eggs can be found in dog mess. This causes stomach upsets, sore throats, asthma and in rare cases blindness. When irresponsible dog owners do not clear up not only are they committing an offence but they are leaving behind something which can be easily picked up by young children or stood in by others.

Dog owners please remember to:

- ✓ take enough bags when you take your dog(s) out
- ✓ use a red dog bin or **any public litter bin**
- ✓ use your black household bin at home if no other bin is available
- ✓ watch out for others not clearing up and report them to us

Reporting dog fouling incidents

If you witness a dog fouling incident please record as many details as possible.

We will investigate all complaints, however the level of response that we can provide will vary depending upon the quality of information provided.

For example we are in a better position to take action if you can provide a full description of what happened including the name and address (if known) or a vehicle registration number of the person in charge of the dog at the time the incident took place.



Reporting dog fouling

Your details

Contact name: _____

Phone number: _____

Email address: _____

Home address: _____

Incident details

Date, time and location of fouling incident

Type of dog involved

Name of person responsible for the dog at the time of fouling (if known)

Name and address of person responsible (if known)

Car registration, make, model and colour (if a vehicle was involved)

Please report incidents to: customer.services@westsuffolk.gov.uk or 01284 763233

Trials

Wickhambrook (publicity, dispensers, signs)

Like many other villages Wickhambrook has playing fields adjacent to their community hall within the village.

There are dog mess bins at all four corners where residents can access the playing fields but even so dog fouling has been an ongoing issue on and around the playing fields where children play and football matches take place.

The usual warning signs were not having the desired effect and both the parish and borough councils agreed to trial a new approach:

- Publicity (parish newsletters and website)
- Bag dispensers (two installed and stocked locally)
- New signage (soft message signs followed by hard message signs)

The amount of dog fouling incidents monitored at the Wickhambrook playing field significantly reduced over and beyond the trial period and the awareness of the issue was raised within the community.

Red Lodge (warning signs)

Red Lodge Parish Council had ongoing issues with dog fouling on public pavements around Hundred Acre Way and although they had already installed numerous dog mess bins in the area, the problem had not been resolved.

The dog fouling was sporadic and appeared to be the result of a very small number of dog walkers who were persistently not picking up after their dog.

Two types of signs were provided for the parish to trial. First they used the 'Shameful, Selfish' signs which were placed on lampposts around the 'hot spot' areas. After two weeks the parish reported around a 50% reduction in the number incidents.

These signs were then removed and replaced with the 'Wanted' poster for two weeks. By the end of the trial, dog fouling in the area had reduced by 90.

It was felt by the parish that the 'Wanted' poster had been the most effective way of reducing dog fouling in this area. This was not only more successful than the dog bins, but was also more cost effective.

Great Whelnetham (New dog bin, signs, flyers)

In Great Whelnetham, a local resident was fed up with the amount of dogs mess not cleared up from the footpaths around the housing estate and on the route to the local primary school.

The parish council paid for a new dog mess bin to be installed near to the local primary school, new designed soft message signs were placed at key locations in the village. The resident who had raised concerns, along with other local

volunteers, delivered 'wanted' flyers to households within the village and highlighted the issue on local social media groups.

There was a considerable improvement and the flyers helped remind potential offenders that they could be being watched if they left their dog's mess on the footpaths.

Great Bradley (bag dispenser)

Although a smaller village, Great Bradley still had issues with dog's mess being left on footpaths around its playing field. They had a dog mess bin at the main entrance/exit to the field and had used old style warning signs but still had an issue that would not go away.

Following the success at Wickhambrook, they decided to purchase a bag dispenser for their playing field and have since noted a marked improvement on the field and little fouling on the surrounding footpaths where there was previously an issue.

Parks Department (bag dispensers)

The councils' own parks department has installed dog bag dispensers at two of its park locations, Nowton Park, Bury St Edmunds and East Town Park, in Haverhill. These dispensers have both been sponsored by a local vet practise and are both been well used. Neither of them has been vandalised and there has been reduced dog fouling in both parks.

Flyer



Forest Heath & St Edmundsbury councils

West Suffolk
working together

WANTED
INFORMATION
TO IDENTIFY
THE
DOG OWNER

**WHO IS ALLOWING A DOG TO FOUL THIS
AREA AND DOES NOT CLEAN UP!**

Contact us (in confidence)

01284 763233

Reporting Dog Fouling

Your Details

Contact name: _____

Home phone: _____

Email address: _____

Home address: _____

Incident Details

Date, time and location of fouling incident

Type of dog involved

Name of person responsible for the dog at the time of fouling (if known)

Name and address of person responsible (if known)

Car registration, make, model and colour (if a vehicle was involved)

Please report incidents to:

customer.services@westsuffolk.gov.uk

or 01284 763233

Canine Volunteer Scheme



Role of a Canine Volunteer

- ❑ To talk to other friendly dog owners, to offer advice and to supply dog bags if required
- ❑ To thank responsible dog owners for picking up their dogs poo and to give out 'Thank You' cards
- ❑ To report any incidents of dog fouling, stray dogs or dog welfare issues
- ❑ Let others know about enforcement action in the area and free dog microchipping events
- ❑ To engage with others to let them know about the volunteering role and perhaps encourage others to join us



Canine Volunteers kit

- ❑ Information cards
- ❑ Reporting cards
- ❑ Thank you cards
- ❑ Spare poo bags
- ❑ High Viz jacket for your dog
- ❑ Kit bag and freebies

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Safety



Some characters to look out for

Mr. 'Couldn't care less'

Some dog owners simply do not care about how their behaviour affects others and their Environment.

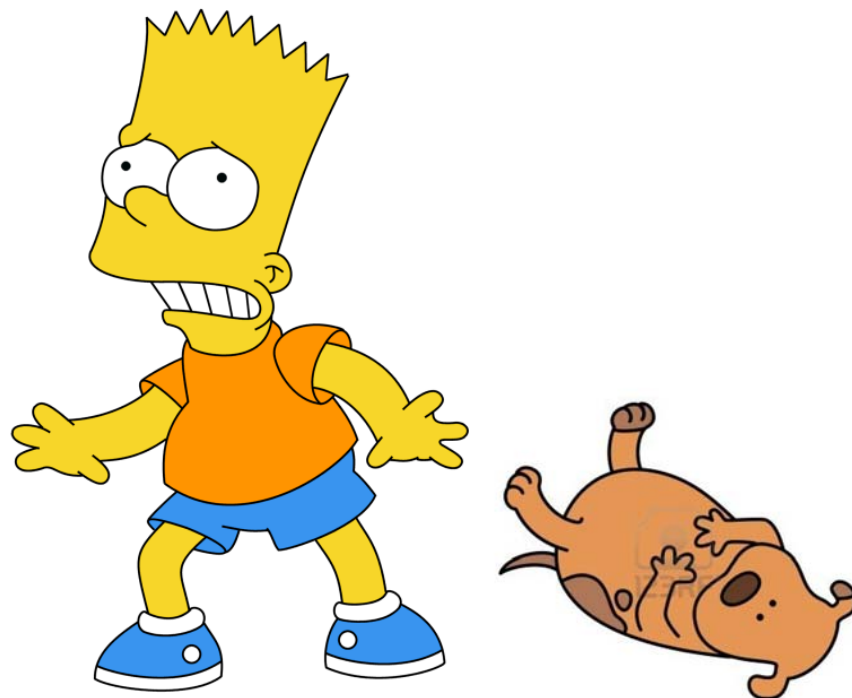
You may wish to try to persuade these owners to think about the issues, or simply record their dog walking activities and let us know so that we can try to address the problem through out routine patrols.



Some characters to look out for

Mr. 'It wasn't me!'

Many dog owners will claim it was not their dog and even though you saw it happen – you may not wish to challenge them. This is still a great opportunity to tell the dog owner about the problems with dog fouling and to offer them a spare bag.



Some characters to look out for

Mrs 'Why should I?'

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Some owners feel that for a variety of reasons, they should not have to pick up their dogs poo.

The law is clear and it is worth reminding them that dog patrols are happening in the area, and unless they are exempt, they may be fined if they do not clean up after their dog.



Some characters to look out for

Miss 'Who me/I didn't see anything?'

You will see this dog owner everywhere – but remember, not seeing your dog foul is no excuse for not picking up.

This is a great opportunity to alert The owner to the fact they have missed their dog fouling and a bag can be offered with some advice about where they can dispose of it.



Some characters to look out for

Mr 'Why should I?'

This character crops up from time to time and genuinely believes he should be able to leave his dogs fouling for someone else to deal with.

Do not try to deal with this scenario unless you feel very confident to do so. This is a job for Preston City Council. Simply tell us when and where this owner tends to walk their dog and we will deal with this through routine patrols.



Dog Welfare Service

The Dog Welfare Service promotes responsible dog ownership:

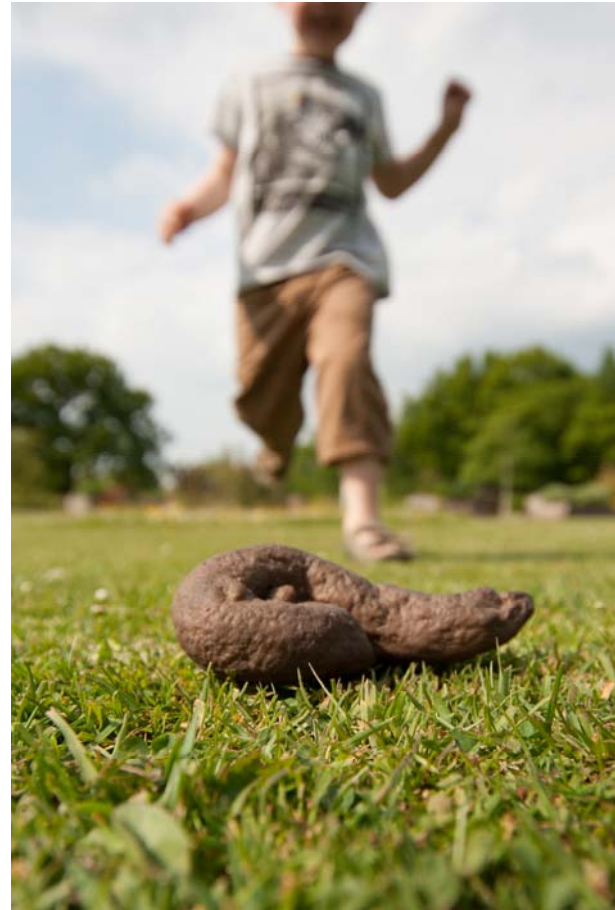
- ❑ Publishing and distributing advisory information
- ❑ Educational talks to schools and community groups and individual dog owners
- ❑ Participating in both dog specific and broader community promotional events
- ❑ Patrols of the City's streets, parks and public open spaces to target enforcement action, issuing fixed penalty notices to dog owners who fail to clean up after their dog
- ❑ Free micro chipping
- ❑ Dog behavioral and training advice

Clean Environment Service

- ❑ Responsible for clearing dog fouling from the Public Highway and Preston City Council open spaces.
- ❑ Operating a large team of litter picking operatives who clear the streets and many public areas of litter and dog fouling.
- ❑ Education is a large part of this process and we spend some time visiting local schools and community groups to talk about the harm litter and dog fouling can do to the environment.

Dog Fouling

- ❑ Dog fouling is one of the most common complaints we receive from the general public and is a particular problem to blind people and people with wheelchairs and prams.
- ❑ Dog faeces can also have serious health implications because it can transmit harmful diseases. One such disease is Toxocariasis, which can cause blindness in children.



Legislation regarding dog fouling

- The Fouling of Land by Dogs Order 2012, makes it an offence for a person in charge of a dog to fail to remove dog faeces. A fixed penalty notice can be issued to anyone found allowing their dogs to foul and not removing the dog faeces immediately from the public area and any open space.



Stray Dogs

The Dog Welfare Service attempt to minimise the number of dogs roaming unattended within the City by:

- Patrols
- Response and collection of dogs from public and other organisations
- Educational work
- Microchipping advice and services

Dog Control Orders

There are presently four Dog Control Orders in force in Preston, which our Dog Welfare Officers enforce:

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- ❑ Fouling of Land by Dogs Order 2012
- ❑ Dogs Exclusion Order 2012
- ❑ Dogs on Lead by Direction 2012
- ❑ Dogs on Leads Order 2012

And finally.....

- Simply having your presence on the city's parks assures others that there are people in the community who care about our environment
- The Canine Volunteer role is simply an extension of the every day interaction you may have with other dog owners in your area.
- Only talk to people you are happy to talk to, ANY assistance you can give us to spread the word about responsible dog ownership will be welcomed
- We want you to enjoy working with us – Do not tackle anything you are unsure of, simply contact ourselves and we will deal with anything you feel concerned about

Do Images of 'Watching Eyes' Induce Behaviour That Is More Pro-Social or More Normative? A Field Experiment on Littering

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Abstract

Displaying images of eyes causes people to behave more pro-socially in a variety of contexts. However, it is unclear whether eyes work by making people universally more pro-social, or by making them more likely to conform to local norms. If the latter, images of eyes could sometimes make people less pro-social if pro-social behaviour is not the local norm. To separate these hypotheses we conducted a field experiment in which we explored whether manipulating a local descriptive norm altered the eyes effect. We recorded litter dropping decisions on a university campus in a 2 x 2 design, comparing situations with and without litter already on the ground (a manipulation of the local descriptive norm) and with and without large signs displaying images of watching eyes. We additionally recorded the number of potential human observers in the vicinity at the time of each littering decision. We observed a norm effect: the presence of litter on the ground increased littering, replicating previous findings. We also found that images of watching eyes reduced littering, although contrary to previous findings this was only when there were larger numbers of people around. With regard to our central aim, we found no evidence that litter on the ground interacted non-additively with images of eyes to induce increased littering behaviour. Our data therefore support the hypothesis that images of eyes induce more pro-social behaviour, independent of local norms. This finding has positive implications for the application of eye images in combating anti-social behaviour.

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Introduction

There is growing evidence that engaging the psychology of surveillance using simple images of watching eyes induces people to behave more pro-socially. This effect, henceforth the 'watching eyes effect', was first demonstrated in controlled laboratory experiments employing economic games such as the Dictator and Public Goods Games [1-3]. A number of subsequent studies using similar methods have demonstrated that participants are more likely to transfer money to others in the presence of an image of eyes compared with a control image [1,4-7]. Positive watching eyes effects have also been reported on a number of different real-world decisions. In the presence of images of eyes people are more likely to pay for their drinks via an honesty box [8], donate to a charity bucket [9] and recycle appropriately [10]. They are also less likely to leave litter on cafeteria tables [11] or steal bicycles from a university campus [12]. These results raise the possibility that

cheap interventions based on simple images of watching eyes could be used to tackle anti-social behaviour, and even crime, in a range of real-world situations. However, before such interventions are widely adopted, we need to understand the psychological mechanisms underlying the watching eyes effect, since this could influence the class of situations in which images of watching eyes are most likely to have positive impacts on decision making. Here we explore whether local behavioural norms influence the watching eyes effect.

The motivation for our study question comes from the fact that there are multiple interpretations for what drives the watching eyes effect. One simple possibility is that the effect of watching eyes will always be to induce more pro-social behaviour. This can be linked to 'reputation-based partner choice' models of the evolution of cooperation in humans [13,14]. Under these models, people are pro-social, in the absence of immediate returns, as an investment in their social reputations. A good reputation in turn increases the likelihood

of being favoured by others for inclusion in future mutually-beneficial interactions. Being observed increases the reputational consequences of an action, and hence, people are psychologically sensitive to whether they are observed or not, and will always increase their level of pro-sociality when observed over their level when not observed. Artificial watching eyes exploit this sensitivity.

A subtly different possibility invokes 'norm psychology' [15]. Norm psychology consists of sensitivity to locally-specific behavioural norms, coupled with a tendency to sanction departures from these norms. The presence of observers increases the perceived probability of being sanctioned for departing from local norms. Thus, being watched (or artificial images that exploit the feeling of being watched) should make people more normative. Norm psychologists distinguish two different types norm: an injunctive norm is an action that most people would approve, whereas a descriptive norm is what most people actually do [16]. Theoretically, both types of norm could be affected by cues of surveillance. The pro-sociality hypothesis and the norm psychology hypothesis often predict the same outcome. For example, when it is locally normative to behave pro-socially, then both hypotheses predict that watching eyes will increase pro-sociality. However, there are situations where the local norm is not to be pro-social, and in such situations, the norm psychology hypothesis would predict that watching eyes would *decrease* pro-social behaviour, whereas the pro-sociality hypothesis would predict them to *increase* it.

Some support for the norm psychology hypothesis comes from a recent meta-analysis of the watching eyes effect in the Dictator Game [4]. Whilst watching eyes make people more likely to give something, they do not increase the mean amount given, because the variance in donations is reduced under eyes. These data are compatible with the hypothesis that images of eyes make people more normative, giving an amount of money closer to the mid-point of possible donations, which represents some kind of perceived norm, as opposed to making them uni-directionally more generous. However, set against this, Powell, Roberts and Nettle [9] found that watching eyes strongly increased charitable donations in a context (charity collection buckets in a supermarket) where most people did not donate (there was no descriptive norm of donation), and there was no sanction for not donating (there was no injunctive norm to donate). They interpret their findings as lending more support to the pro-sociality than the norm-psychology hypothesis for the watching eyes effect.

The strongest test between the pro-sociality and norm psychology accounts of the watching eyes effect would be to experimentally manipulate which behaviour is locally normative, and test for an interaction between local norms and the presence of watching eyes. Our aim in the current paper was to carry out such an experimental test by making use of an established methodology for experimentally manipulating a descriptive norm. We focussed on littering behaviour for a number of reasons. Littering is an extremely costly societal problem and there is considerable interest in cheap interventions that could reduce it [17]. Littering is additionally an easily quantified behaviour that can be observed and

manipulated in real-world situations [16]. We have previously demonstrated that littering of tables is reduced by images of watching eyes in a self-clearing cafeteria with an established norm of litter clearing [11]. However, there is also substantial evidence that littering behaviour is strongly affected by local descriptive norms. Littering behaviour leaves a physical mark on the environment (litter) that acts as a cue to the local prevalence of littering behaviour. This feature makes it possible to manipulate cues of the local descriptive littering norm without the need for people to actually witness the behaviour itself. It has previously been demonstrated that people are more likely to drop litter if there is already litter present on the ground or if there are other cues of disorderly behaviour such as graffiti in the local environment, and moreover, these effects have been shown experimentally by manipulating the amount of litter present in the local environment [16,18,19].

The above results suggest that it should be possible for us to test the prediction that if watching eyes induce more normative behaviour, littering behaviour will *increase* in the presence of images of watching eyes when there is already litter present in the environment and hence littering is perceived as locally normative. To test this prediction, we conducted a field experiment with a 2 x 2 factorial design in which we quantified littering behaviour either in the presence or absence of images of eyes, and simultaneously, either in the presence or absence of litter already present on the ground. If images of eyes always induce more pro-social behaviour we predicted additive main effects of eyes and existing litter: littering behaviour should be independently increased in the absence of eyes or the presence of litter (Figure 1a). In contrast, if eyes induce more locally normative behaviour, we predicted a non-additive interaction between eyes and existing litter such that littering is most likely when both eyes and litter are present (Figure 1b). We additionally recorded the number of people present in the vicinity at the time of each littering decision, because previous studies have shown that the eyes effect can be modulated by the number of real people potentially observing a decision [9,11,20].

Methods

Ethics statement

Ethical approval for the study was obtained from Newcastle University's Institute of Neuroscience Human Psychology Ethics Committee (application number 000401). Since no individuals were approached or identified during the study and the participants were simply observed in a public place, it was not considered necessary or appropriate to obtain informed consent or conduct debriefing. Our ethics committee waived the requirement for written informed consent.

Study site and participants

The experiment took place at six bicycle racks on the campus of Newcastle University. We chose bicycle racks as the location for the experiment because three racks had durable signs featuring a large pair of staring eyes (60 x 90 cm) preinstalled on the walls above the racks, apparently looking down over the bicycles (see pictures in [12]). These signs had

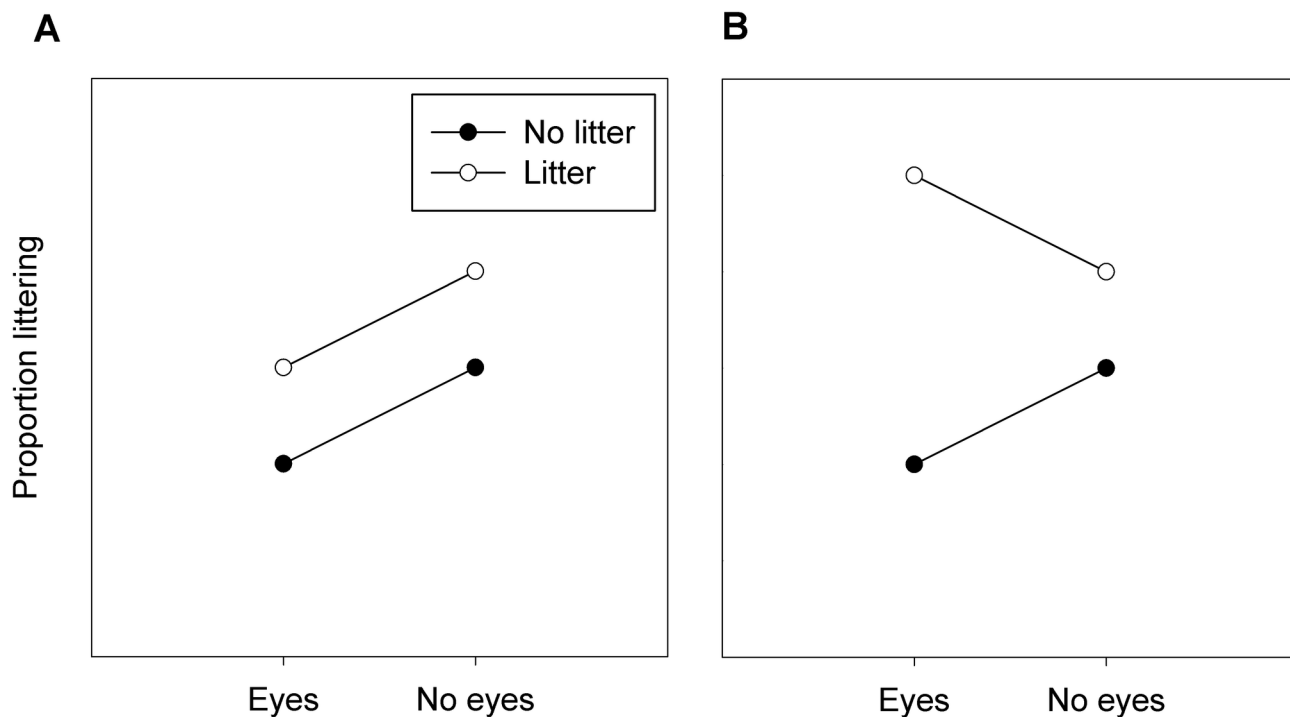


Figure 1. Theoretical predictions. Graphical representation of alternative predictions: (a) eyes and litter have additive effects on littering behaviour; (b) there is a non-additive interaction between eyes and litter, whereby eyes enhance the effects of litter such that the highest proportion of littering is seen when both eyes and litter are present. Alternative patterns of results are also possible, but for the purpose of this study it was these two hypotheses that we sought to separate.

doi: 10.1371/journal.pone.0082055.g001

been installed approximately 18 months previously as part of an anti-bike theft campaign and additionally bore a verbal message irrelevant to the current study. The other three racks used in the experiment had no signs installed and acted as control locations without images of watching eyes. The control racks were chosen to be similar in size to the racks with eyes. All six bicycle racks were situated near to the entrance of major university buildings that were heavily used by staff and students during the period of the study. All six racks had a litter receptacle in the vicinity, which is important since probability of littering is positively related to the distance from a bin [21]. All locations also had good artificial lighting meaning that visibility of both the signs and other people was maintained after sunset.

The participants in the experiment were all cyclists, and are likely to have been largely students and university staff. They comprised 439 males and 181 females and were all judged to be between the ages of 18 and 40.

Generation of littering opportunity

To create a standardised opportunity to litter, we attached a leaflet to each bicycle parked in the rack at the beginning of each observation period and to any new bicycle that arrived during the observation period. The leaflet was printed in black on white paper and contained suggestions for safe cycling (Figure 2a). It was designed to resemble a genuine flyer that

was relevant to bicycle users, but contained no information that might cause the reader to want to keep it. The flyer was attached to the handlebars with an elastic band in such a manner that it would be difficult to move the bicycle without first removing it (Figure 2b). All leaflets still attached to bicycles at the end of each observation period were removed.

Manipulation of littering norm

In order to change the perceived descriptive norm for littering we experimentally manipulated the amount of litter present on the ground during our observation periods. At each bicycle rack we had two conditions. In the 'no litter' condition we removed all existing litter from between and around the bicycle rack prior to the beginning of each observation period and also at intervals within the period. In the 'litter' condition we artificially increased the litter between and around the bicycle rack prior to the beginning of each observation period. The litter we used was comprised of screwed-up and regular leaflets, both the experimental leaflets (see above) and random advertising leaflets (e.g. takeaways, local businesses). It also contained sweet wrappers and empty drinks cans. The litter was scattered randomly around the area of the bike rack; the highest concentration of litter was nearest the centre of the bicycle rack and this decreased in concentration gradually up to approximately 2 m away from the rack in all directions. At the

A**B**

Figure 2. Leaflet and method of attachment. (a) The leaflet used, and (b) an example of how the leaflets were attached to the bicycle handlebars.

doi: 10.1371/journal.pone.0082055.g002

end of each observation period all experimental litter was cleared away.

Data recording and analysis

A single observer (either LC, JRH, or MLRR) recorded the data from an inconspicuous position near to each bicycle rack (sometimes inside an adjacent building). Inter-observer reliability was established prior to the start of formal data collection and the three observers contributed equally to data collection across the experiment. The observers were not blind to the treatment combination in place. However, whilst they were aware of the published main effects of watching eyes and litter on littering behaviour, at the time of data collection we had not agreed the specific hypothesised interaction between these variables that is the focus of this paper. Hence, it is unlikely that the observers' data were influenced by the main hypothesis under test (i.e. that eyes would increase littering when littering was cued to be normative).

Each person returning to collect one of the leafleted bicycles became a participant in the experiment and provided a single data point. Their behaviour towards the leaflet was categorised as follows: they either left without removing it, kept it on their person (e.g. put it in a pocket or bag), placed it in a nearby litter bin, placed it elsewhere in the vicinity (e.g. on an adjacent bicycle or window sill), or dropped it on the ground. Additionally, we recorded the apparent sex of the person, the

approximate age of the person (categorised as either <18, 18-25, 26-40 or 40+) and the approximate number of other people within a radius of approximately 6m of the participant at the time of the littering decision (categorised as either 0, 1-5, 6-10, 11-15 or 16+). Data were collected from each of our six locations on a total of four different days, two days with litter absent and two days with litter present. The six locations were used sequentially in a repeating cycle with the litter condition alternating between cycles. The observation periods were each of 2 hours duration and took place between 1130 and 1730 on 24 days between 25/10/12 and 13/12/12.

For the purposes of the analysis each data point (littering decision) was assumed to be independent. Whilst it is possible that the same individual could have been observed more than once, this is relatively unlikely because the pool of potential participants was very large (Newcastle University has more than 20,000 students, and employs over 5,000 staff), and the bike racks were adjacent to large buildings on the main campus heavily used for teaching. Furthermore, data collection at each location was spread over four days and six hours of the day in order to capture different populations of people leaving the buildings at the end of classes. Hence we believe the assumption of independence is reasonable, but acknowledge the possibility of some non-independence as an unavoidable limitation of the study.

Table 1. Summary of behavioural decisions and how these were classified.

Behavioural decision	N	%	Classification	N	%
Left without removing leaflet	18	2.9	Data discarded	-	-
Dropped leaflet on the ground	163	26.3	Littered	163	27.1
Put leaflet in nearby bin	39	6.3	Did not litter		
Put leaflet elsewhere in vicinity	74	11.9	Did not litter	439	72.9
Retained leaflet on person	326	52.6	Did not litter		
Total	620	100		602	100

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Data were analysed in SPSS version 19. Our dependent variable was the decision to litter. Cases where the participant left without removing the leaflet were coded as missing values, since we could not be sure that the participant had noticed the leaflet and their decision could not be reliably classified as littering or not littering. Dropping the leaflet on the ground was coded as 'littering', keeping it on the person, placing it in a bin or elsewhere in the vicinity were all coded as 'not littering'. Since our dependent variable was binary (littered/did not litter), we used generalised linear models with a binomial probability distribution and a logit link function in order to model the effects of our various predictor variables. An alpha value of 0.05 was assumed throughout.

Results

The raw data from the study are available as Supporting Information (Data S1 and Data S2). We observed a total of 620 people returning to a bicycle to which we had attached a leaflet. The behaviour of these participants, and how we classified their littering decisions, are summarised in Table 1.

To test for main effects of images of eyes and existing litter on the ground we performed a generalised linear model with the decision to litter (littered/did not litter) as the dependent variable and the presence of eye posters (eyes/no eyes), the presence of litter on the ground (litter/no litter) and the 'eyes x litter' interaction as categorical predictors. There was a significant main effect of litter (Wald $\chi^2 = 4.214$, $df=1$, $p=0.040$), with a greater proportion of people dropping litter when there was litter present on the ground than when litter was absent. However, littering behaviour was not significantly affected by eyes (Wald $\chi^2=0.002$, $df=1$, $p=0.964$), or the 'eyes x litter' interaction (Wald $\chi^2=1.707$, $df=1$, $p=0.191$; see Figure 3).

Next, we explored whether an interaction with the number of people present could be obscuring a watching eyes effect in the current data set. Since the number of observations that fell into each of the five categories we recorded for number of potential observers was very unequal, we formed a new variable, 'people' by classifying decisions into two groups: those made when there were 0-5 people in the vicinity ($n=373$), and those made when there were 6 or more people in the vicinity ($n=247$). We repeated the generalised linear model described above with the 'eyes x people' interaction as an additional categorical predictor of littering behaviour. Since models must be hierarchical, it was also necessary to include

the main effect of 'people'. In this model, the interaction of 'eyes x people' was the only term that explained significant variation in the proportion of people littering, and the effect of 'litter' was now marginally non-significant, probably due to lack of power (Table 2), but the pattern was the same as that seen in Figure 3. (estimated marginal mean with litter present $+SE=0.30+0.03$; estimated marginal mean with litter absent $+SE=0.23+0.03$). Post-hoc pairwise comparisons indicated that the 'eyes x people' interaction was driven by a rise in the proportion of people littering when there were more people around in the 'no eyes' condition only ($p=0.060$; see Figure 4). As in the simple 2 x 2 model presented above, the 'eyes x litter' interaction was not significant and there was no indication of the predicted interaction between eyes and litter shown in Figure 1b; the interaction plot of the estimated marginal means remains essentially identical to that shown in Figure 3.

Discussion

In a field experiment on littering behaviour in which we examined the effects of both the presence of signs featuring images of watching eyes and the presence of litter on the ground, we found: (1) that the addition of litter being already present on the ground induced greater littering behaviour; (2) that images of watching eyes reduced littering behaviour, albeit only when there were larger numbers of people in the vicinity; and crucially (3), that there was no evidence that litter on the ground interacted non-additively with images of watching eyes to induce enhanced littering behaviour.

Our first finding, that litter on the ground induces greater littering behaviour compared to the condition in which there was no litter on the ground, replicates the findings from several previous experimental and observational studies [16,19,21,22], and confirms our assumption that we would be able to manipulate littering behaviour by changing the local descriptive norm for littering by altering the cues of previous littering behaviour present in the environment. This demonstration that we could manipulate the local descriptive norm for littering was a critical prerequisite for the success of the study. Although the significant effect of litter became marginally non-significant in the second more complex model including the number of people in the vicinity, we believe that this was due to the reduced power of this latter more complex model to detect an effect of litter. The qualitative pattern was maintained with more people littering when litter was already present on the ground.

Our second finding, that images of watching eyes reduce littering when there are larger numbers of people (6 or more) in the immediate vicinity replicates an eyes effect on littering behaviour in the predicted direction [11], but shows a different interaction with the number of potential real observers around from that seen in previous studies. Ernest-Jones et al. [11] found that posters with images of eyes were only effective at reducing littering on café tables when the café was relatively empty (i.e. below the median number of people present of 46). Other studies have similarly shown that the effect of images of watching eyes is reduced when there are more real observers around [9]. In both cases, the interpretation given for these findings was that in the presence of more real potential

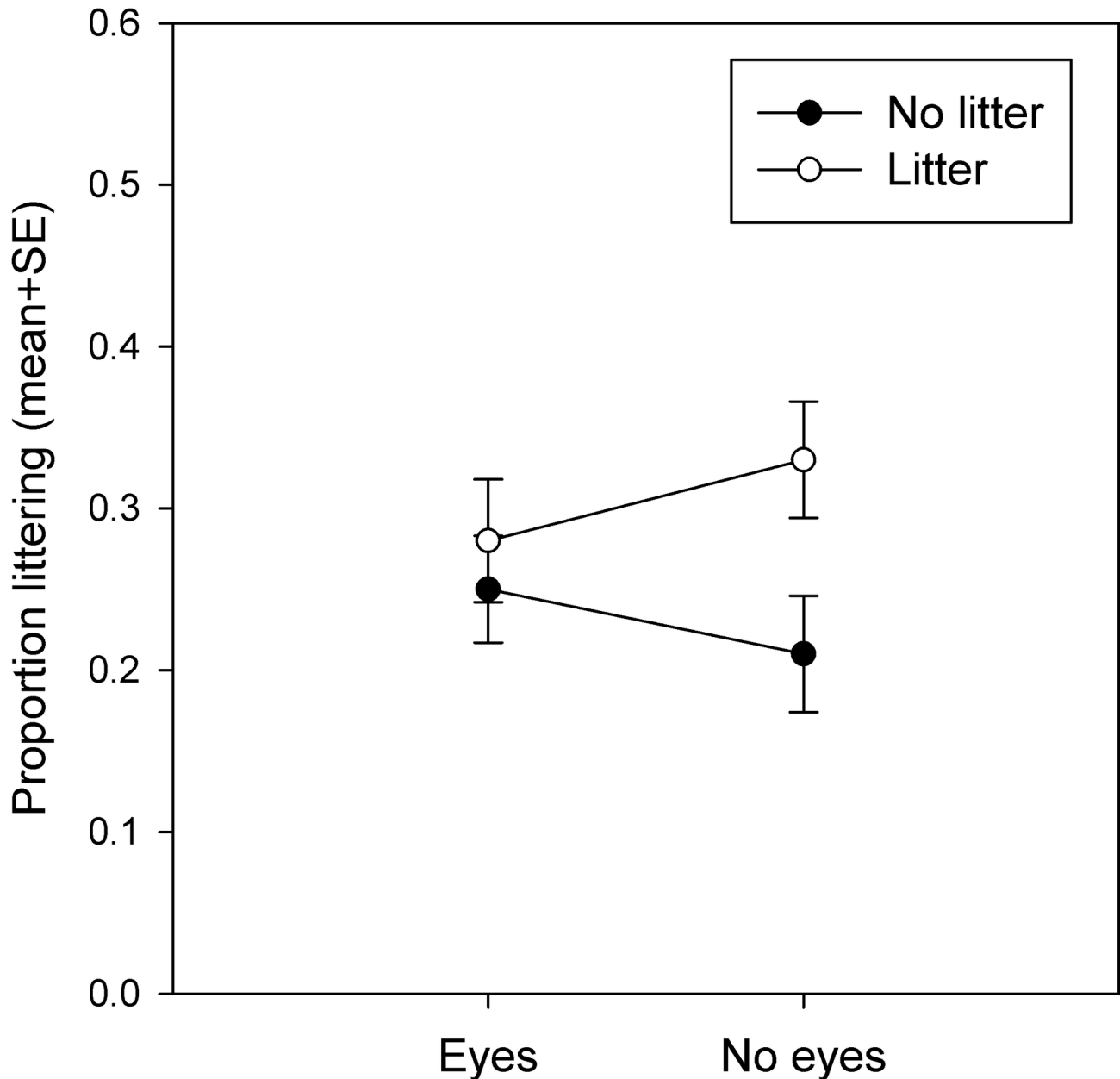


Figure 3. Proportion of participants littering in each treatment combination. Note that the highest level of littering is seen in the 'no eyes'/litter' condition as predicted in Figure 1a by the hypothesis that effects of eyes and litter are additive. Graph shows estimated marginal means from the 2 x 2 generalised linear model+SE.

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observers in the environment the effect of images of eyes became unimportant. Why then did we find that signs with watching eyes were more effective in larger group sizes in the current experiment? It is possibly significant that the eye signs we used were much larger and more obvious in the current experiment than in previous experiments. The sign used in the current study was 90 cm wide x 60 cm tall, whereas the posters used by Ernest-Jones et al. [11] were only 21 cm wide x 29.7 cm tall. It may also be significant that the current study was

conducted outside in a public space that participants were passing through as opposed to indoors in a cafeteria or a supermarket queue. When passing through crowded public spaces people tend to avert their gaze from others meaning that although there may be many people present, few may be directly watching each other [23-25]. If few real people are making eye contact this may act to increase the salience of large signs displaying images of watching eyes. Thus, we are suggesting that the relationship between the efficacy of images

Table 2. Results from the second generalised linear model with the number of observers added to the model.

Source of variation	Wald χ^2	df	p-value
Eyes	0.184	1	0.668
Litter	2.955	1	0.086*
People	0.384	1	0.536
Eyes x litter	1.303	1	0.254
Eyes x people	4.263	1	0.039**

*Marginally non-significant: $0.1 > p > 0.05$; **significant: $p < 0.05$.

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of watching eyes at modifying behaviour and the number of real people in the vicinity might be non-monotonic. The eye effect might be strongest when people are either alone (the situation in the empty café), or in a large, anonymous crowd (possibly the situation when people were collecting their bikes outside a building in the midst of a large group), and weakest when people are interacting in social groups (possibly the situation when the café was fuller or when people are watching each other in a supermarket checkout queue). Further studies will be needed to explore how the watching eyes effect changes in different group sizes and different social contexts.

It is noteworthy that the eye image manipulation in the current study made use of pre-existing signage designed to deter bicycle theft that bore the verbal message, "Cycle thieves we are watching you!" We have previously shown that the same signs produced a significant reduction in thefts of bicycles from their vicinity [12]. However, in that study it was impossible to separate the contributions of the eye images and the verbal message to the observed change in behaviour, and it is possible that the eyes could have simply drawn thieves' attention to the verbal message rather than altering their behaviour directly. It is therefore interesting that we have found some effects of the same signs on a different anti-social behaviour pattern not alluded to in the signs. This finding supports previous results suggesting that images of eyes can affect behaviour directly, presumably by engaging the psychology of surveillance, rather than by drawing observers' attention to a verbal message [10,11].

The central aim of the current study was to test the hypothesis that images of watching eyes work by making people behave more normatively as opposed to universally

more pro-socially. This hypothesis led to the prediction that when the local descriptive norm was to drop litter, watching eyes would induce increased levels of littering behaviour (Figure 1b). The data provided no support for this prediction. Figure 3 confirms that there is no evidence for the predicted interaction between eyes x litter shown in Figure 1b; if anything, the qualitative trend appears to be in the opposite direction, with the effect of litter on the ground on littering behaviour being attenuated in the presence of eyes rather than exaggerated (Figure 3). Indeed the highest level of littering is shown in the condition with litter on the ground and no eyes present, consistent with the additive model shown in Figure 1a.

The findings of the current study thus concur with those of Powell et al. [9], who observed a positive effect of watching eyes on pro-sociality in a situation (charitable collection buckets in a supermarket) where pro-sociality was not normative. Our current experiment adds to this result by showing that experimentally manipulating what is normative does not seem to moderate the watching eyes effect. This suggests that watching eyes may activate a psychology of reputation whose ultimate origins lie in processes of reputation-based partner choice [13], rather than activating a norm psychology in which punishment for non-normativity is the salient outcome predicted by observation by others (see also Oda et al. [6] for related conclusions). This is not to imply that concerns about normativity are unimportant for human social action - on the contrary, we observed a norm effect in the current study - but rather that the effect of watching eyes is not to heighten normative concerns, but rather to heighten the motivation to behave more pro-socially, independently of local social norms. This finding is potentially important, since it implies that real-world interventions based on 'watching eyes' could be effective in settings where pro-sociality is not currently (descriptively) normative, as well as those where it is.

In conclusion, in a field experiment in which we manipulated cues of locally normative behaviour, we found no evidence to support the hypothesis that images of watching eyes make behaviour more normative. Instead, our data provide tentative support the hypothesis that images of watching eyes induce more pro-social behaviour irrespective of the local descriptive norm. This finding has important implications for the potential use of watching eyes as a cheap intervention to reduce littering since it suggests that the strategy could provide benefits independent of the local littering norm.

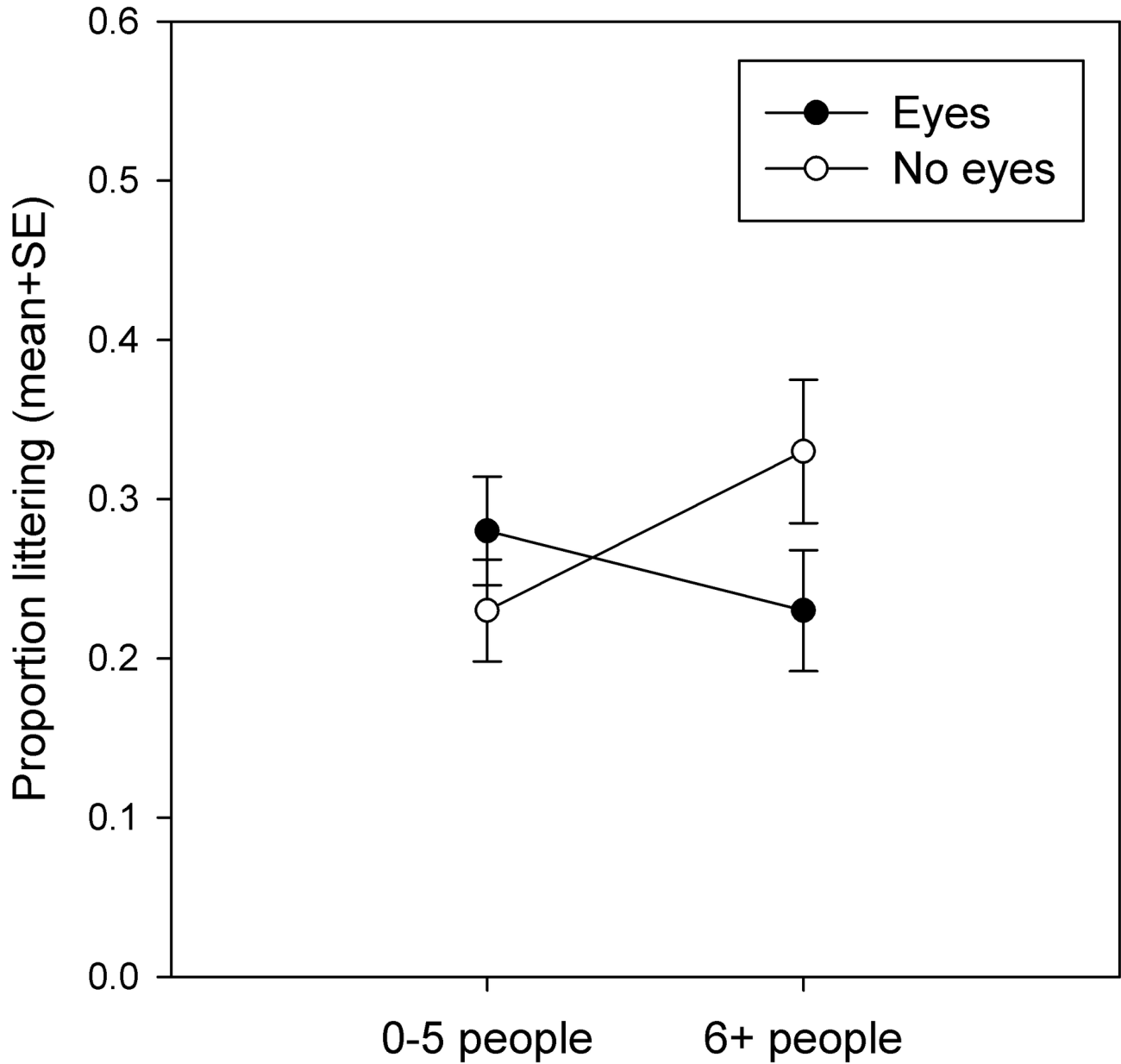


Figure 4. Interaction between watching eyes and number of people. The proportion of participants littering is significantly predicted by the interaction between the number of people in the vicinity and the presence of signs with images of watching eyes. The interaction appears to be driven by a near-significant ($p=0.060$) pairwise comparison between 0-5 and 6+ person groups in the 'no eyes' condition: littering increased when more people were present in the 'no eyes' condition only. Graph shows estimated marginal means from the second generalised linear model+SE.

doi: 10.1371/journal.pone.0082055.g004

Supporting Information

Data S1. This file contains information on the contents of the .CSV file supplied in Data S2.

(DOCX)

Data S2. A .CSV file containing the data on which the analyses presented in this paper are based.

(CSV)

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Author Contributions

Conceived and designed the experiments: MB DN. Performed the experiments: LC JRH MLRR. Analyzed the data: MB. Wrote the manuscript: MB LC JRH MLRR DN.



Love
where
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Live

Keeping an eye on it

A social experiment to combat dog fouling

October 2014

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Glossary of terms

- **Target sites:** sites considered dog fouling ‘hotspots’ and varied in land use and size where the intervention occurred (i.e. posters were displayed to prevent dog fouling).
- **Displacement sites:** a site nearby the target sites where incidents of dog fouling might be displaced following the implementation of the intervention. For example, this could be an alleyway or patch of grass where a dog walker might logically move on to from the target sites.

1. Executive Summary

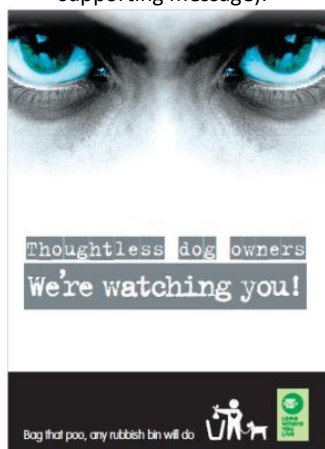
1.1. Background

In 2013 Keep Britain Tidy conducted a series of workshops and an online survey with local authorities and other land manager organisations as part of its Defra-funded *Social Innovation to Prevent Littering* programme. These identified that dog fouling was a priority litter issue for local authorities and other land managers, often due to the volume of complaints from residents. The feedback we received was that incidents of dog fouling tended to be worse at night time or in areas that are not overlooked, such as alleyways. There was a feeling that this could be because some dog owners act irresponsibly when they think they aren't being watched.

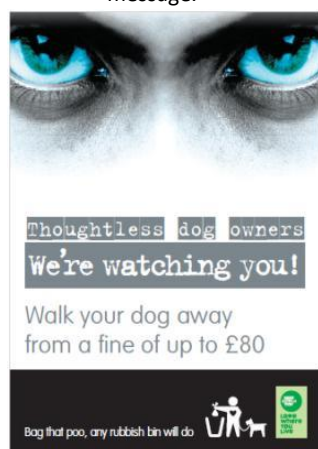
Interventions based on the theory that people behave better when they think they are being watched have been successful in encouraging socially desirable behaviours in other contexts, such as encouraging people to pay into an honesty box and preventing bicycle theft. However, prior to this experiment the approach had not been tested for the prevention of dog fouling. Between December 2013 and March 2014, Keep Britain Tidy and 17 local land manager partners developed and delivered an experiment to test the use of posters displaying a 'watching eyes' image at dog fouling 'hotspots' for this purpose. The A3-size posters used a luminescent film that 'charged up' during the day and glowed in darkened areas to increase their visibility at night.

Four versions of the 'watching eyes' poster were tested in the experiment:

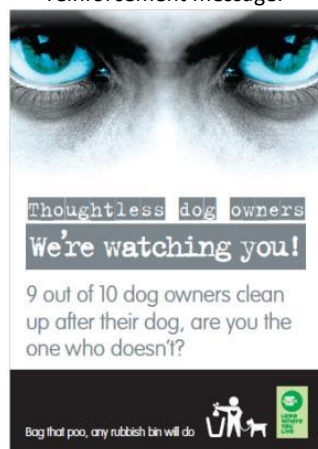
Poster 1: eyes only – testing the 'watching eyes' in its most basic state (i.e. without an additional supporting message).



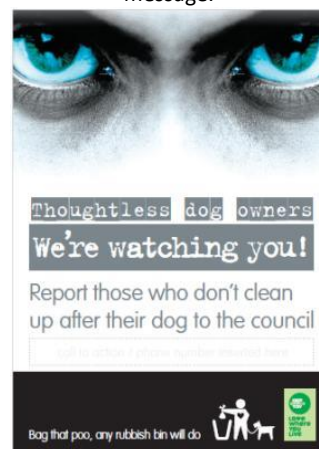
Poster 2: enforcement – testing the 'watching eyes' with a supporting enforcement message.



Poster 3: positive reinforcement – testing the 'watching eyes' with a supporting positive (norming) reinforcement message.



Poster 4: peer influence – testing the 'watching eyes' with a supporting peer influence message.



1.2. Aim

The aim of the experiment was to test the effectiveness of using images of ‘watching eyes’ and particular accompanying messages in reducing dog-fouling incidents in hotspots across England.

Evaluation objectives

1. To identify the impacts of the different posters on dog fouling
2. To identify if there was a displacement effect from target areas to nearby sites
3. To identify what would improve the impact, effectiveness, appropriateness and efficiency of the approach

1.3. Methodology

The experiment methodology is detailed at Section 0 of this report and summarised below.

The posters were tested at eight target sites per partner, with only one version of the poster displayed throughout each site so that the poster message could be tested in isolation. The partners monitored incidents of dog fouling at their eight target sites as well as eight ‘displacement’ sites, or 240¹ sites in total. This involved counting the number of dog poos at the sites for a minimum of three weeks before and three weeks during the display of the posters.

Target sites were dog fouling ‘hotspots’ identified by the partners where the posters were displayed. Displacement sites were sites adjacent to or less than 100 metres from the target sites, where no posters were displayed. For example, this could be an alleyway or patch of grass where a dog walker might logically move on to from the target sites. The displacement sites were monitored to identify any increases in dog fouling following the implementation of the intervention that may indicate that the posters had simply displaced the problem elsewhere.

The size of the target sites were determined by the partners based on the visibility of the posters (i.e. points at which the posters could be seen and read were included in the site

¹ Two partners are not included in the main analysis: one partner tested all four version of the poster per site and the results from this approach are analysed separately in the report, while one partner did not complete the experiment.

area). The size of the displacement sites were also determined by the partners, either to match the size of the target sites or as defined by natural boundaries (roads and fences, for example).

Partners tested the posters in a range of land use types, including housing, recreation, public footpath, alleyway, main road and main retail/commercial areas (see Table 2 on page 14).

The experiment compared the average rates of dog fouling at each site before to after the installation of the posters, taken over a minimum of three weeks either side. It is possible that other variables may have influenced rates of dog fouling at the sites over the same period. Keep Britain Tidy has sought to minimise any impacts of this to the analysis by including a large number (240) of test sites. However, incorporating control site monitoring into future iterations of the approach would assist in discounting such variables. These control sites would need to be in locations that are comparable to the test sites but unlikely to be visited by dog walkers who encounter the posters elsewhere.

1.4. Results

Objective 1: To identify the impacts of the different posters on dog fouling

Overall, the 'watching eyes' posters approach appears to have been highly effective in reducing dog fouling at both the target and potential displacement sites. The average change in incidents of dog fouling (taking both increases and decreases into account) was a 46% decrease per site. 75% of target sites and 56% of displacement sites experienced a decrease in dog fouling incidents following implementation of the posters.

Of the four versions of poster, it appears that the positive reinforcement message (Poster 3) was the most effective in decreasing incidents of dog fouling across the target and displacement sites (49% reduction overall), however the differences in reductions across the four versions (ranging from 43% to 49%) did not reach statistical significance.

Dog fouling decreased at all land use types following the installation of the posters, however this was significantly less so at social housing and public footpath sites. The use of posters at social housing and public footpath areas may therefore need to be supported by other behavioural interventions, such as social marketing, education and enforcement.

There is strong evidence that tailoring the version of poster to be displayed to specific land use types increases the effectiveness of the posters. The version of poster that was most effective at each land use type tested is summarised below.

Land use type	Most effective version of poster	Average % change in dog fouling
Housing area	<ul style="list-style-type: none"> Private housing – Poster 3: positive reinforcement Social housing – Poster 4: peer influence Mixed social/private housing - Poster 4: peer influence 	-56% -21% -77%
Recreation area	<ul style="list-style-type: none"> Poster 2: enforcement 	-44%
Public Footpath	<ul style="list-style-type: none"> Poster 3: positive reinforcement, however this finding should be treated with caution due to a smaller number of partners testing the posters at this land use type 	-21%
Alleyway	<ul style="list-style-type: none"> Poster 1: eyes only 	-58%
Main road	<ul style="list-style-type: none"> Poster 3: positive reinforcement, however this finding should be treated with caution as only two versions of poster were tested at this land use type 	-62%
Main retail and commercial area	<ul style="list-style-type: none"> Poster 4: peer influence, however this finding should be treated with caution due to a smaller number of partners testing the posters at this land use type 	-60%

Objective 2: To identify if there was a displacement effect from target areas to nearby sites

The displacement effect can be observed when a target site experiences a decrease in dog fouling incidents, while the adjacent displacement site experiences an increase. Of the 120 target sites monitored, 92 experienced a decrease in dog fouling. At the corresponding 92 displacement sites an average decline in fouling of 49% was observed. Displacement may occur at local level (26 of our displacement sites did experience an increase in dog fouling), although overall results are positive.

This indicates that the posters have been effective in achieving reductions in dog fouling incidents at the target sites without simply displacing the problem to an area nearby. This could be because the initiative continued to influence people’s behaviour once they left the target sites, however more research (e.g. control site monitoring and public perceptions research) is required.

Objective 3: To identify what would improve the impact, effectiveness, appropriateness and efficiency of the approach

Overall, the partners were satisfied with the experiment and 13 partners planned to continue using the posters in their areas in some way. Partners felt that the posters were visually striking and different to other anti-dog fouling posters, owing to the large eyes and glow-in-the-dark aspect of the design. It was also felt that the posters were generally easy to put up and made of a robust material that was able to withstand heavy rain and wind.

Suggestions for improving the design of the posters included changing the text on the posters to black font with a white background and applying the luminescent paint to the eyes only, rather than the whole poster, to increase its visual impact. Additionally, several partners would like to see the posters made available in a range of sizes to increase their versatility.

Partners generally felt that the experiment methodology was rigorous, efficient and appropriate in terms of the length of the monitoring period and the number of sites involved. The partner briefing workshop was also highly appreciated and there is evidence that this improved partners understanding of the experiment and their role in it. Partners at the workshop also provided input on poster design and monitoring process, which greatly improved the experiment.

The monitoring aspect of the experiment also presented many challenges for partners and it was suggested that Keep Britain Tidy provide more guidance around the size of target and displacement sites and the number of posters to be displayed per site. Partners would also like to see qualitative public perceptions research incorporated into the next iteration of the approach, along with longer term monitoring to test desensitisation to the posters.

1.5. Recommendations

Based on the findings of the experiment, Keep Britain Tidy believes that the approach could be replicated successfully by other land managers and scaled into a nation-wide campaign.

A scaled-up rollout of the approach could take the form of a complete package for land managers, including posters, guidelines and templates for delivering the approach and monitoring its impacts. Partners would manage and conduct their own delivery activities and monitoring. Keep Britain Tidy could work with a number of these partners to monitor and assess the impacts of the approach over the longer term, providing feedback to the broader group of delivery partners to improve the effectiveness and efficiency of the approach.

Based on the findings of the research, Keep Britain Tidy has the following recommendations for any future iteration of this work or any similar projects:

1. Scale the approach and roll out nationally to local land managers.
2. Improve the design, effectiveness and durability of the poster.
3. Ensure local partners are offered training and support for future joint campaigns.
4. Conduct additional monitoring of the use of dog fouling posters, alongside control site monitoring, to support the continued testing and development of the project.
5. Use the posters as part of a wider set of measures to reduce dog fouling.
6. Local partners should continue to evaluate locally to improve their efforts to reduce dog fouling.
7. Work in partnership with other stakeholders to identify hotspots and build local support for the campaign.

2. Introduction

2.1. Background

In 2013 Keep Britain Tidy conducted an online survey and a series of workshops² with local authorities and other land manager organisations as part of its Defra-funded *Social Innovation to Prevent Littering* programme. These aimed to assist Keep Britain Tidy in better understanding land managers' needs and priorities towards litter prevention, as well as what is already happening across the country to prevent litter locally.

The results identified that dog fouling was a priority litter issue for local authorities and other land managers, often due to the volume of complaints from residents. The feedback we received from workshop participants was that some dog owners act irresponsibly when they think they aren't being watched. For example there are increased incidences of dog fouling under the cover of darkness/in winter or in areas that are not overlooked, such as alleys.

Interventions based on the theory that people behave better when they think they are being watched have been successful in encouraging socially desirable behaviours in other contexts³, including bicycle theft prevention at a university campus (see boxed text below). However, prior to this experiment the approach had not been tested for the discouragement of dog fouling. Between December 2013 and March 2014, Keep Britain Tidy and 17 local land manager partners developed and delivered an experiment to test the use of posters displaying a 'watching eyes' image at dog fouling 'hotspots' for this purpose.

'Cycle Thieves, We Are Watching You': Using the eyes watching approach to prevent bicycle thefts at a Newcastle University campus

In May 2011-2012, researchers at Newcastle University sought to test the impact of the 'watching eyes' approach on bicycle thefts at the University's city centre campus. Previous experiments conducted by two of the researchers had found that displaying 'watching eyes' images could be an effective tool for encouraging socially desirable behaviour in certain settings (by paying into an honesty box, for example), however the effectiveness of the approach in preventing certain crimes was not understood.

Using a bicycle theft database, the researchers selected three bicycle rack locations across the campus where thefts were most prevalent, and installed the intervention signs (three signs at the largest

² Online survey conducted in July 2013 (19 respondents); three workshops held in Wigan, London and Birmingham (33 attendees in total).

³ The 'watching eyes' approach has also been used in experiments to encourage donations to charities in supermarkets, putting money in an honesty box and responsible litter disposal in a cafeteria (Nettle, Nott & Bateson, "*Cycle Thieves, We Are Watching You*": *Impact of a Simple Signage Intervention against Bicycle Theft*, 2012).

'Cycle Thieves, We Are Watching You': Using the eyes watching approach to prevent bicycle thefts at a Newcastle University campus

location and one sign each at two locations). These displayed a 'watching eyes' image and were accompanied by the message 'Cycle Thieves, We Are Watching You' and the sub-messages 'Newcastle University Security Service in partnership with Northumbria Police' and 'Operation Crackdown'. The remaining 30 bicycle racks across the campus (ranging from 100m to 1000m from the intervention sites) acted as control locations in the experiment. Reported bicycle thefts were monitored at the intervention and control locations for 12 months prior to the intervention and 12 months during.



Left: The signage used in the experiment

Right: The sign in action at an intervention location

The research found that bicycle thefts decreased by 62% at the intervention locations following the implementation of the signs (from 39 thefts to 15), but increased by 65% across the control locations (from 31 at 16 locations to 51 thefts at 30 locations). To the researchers, this displacement suggested that as the 'watching eyes' signage suggested surveillance of that specific location, it 'may have led to the perception that moving out of sight of the signs was a sufficient response' (Nettle *et al.* 2012, p.3). The authors concluded that the approach provided a highly effective and cheap place-based crime intervention that perhaps that could potentially be applied across all bicycle racks at the University to achieve an overall reduction in thefts.

Nettle, D, Nott, K & Bateson, M 2012, "'Cycle Thieves, We Are Watching You': Impact of a Simple Signage Intervention against Bicycle Theft', *PLOS One*, vol. 7, issue 12, pp. 1-5.

2.2. Aim and objectives of the project

The aim of the experiment was to test the effectiveness of using images of 'watching eyes' and particular accompanying messages reduced dog-fouling incidents in hotspots across England.

The experiment evaluation objectives were to identify:

1. the impacts of the different posters to dog fouling in the target areas
2. if posters displaced dog fouling incidents to other nearby locations
3. what would improve the impact, effectiveness, appropriateness and efficiency of the approach

2.3. Methodology

Partner selection

Workshops were held with local land managers⁴ to gain their input into the experiment and enhance its design. Firstly, two workshops were held at the Keep Britain Tidy Annual Conference to gauge interest in the proposed experiment and gain feedback on its design. Secondly, a briefing workshop was held in Birmingham with representatives from 15 land manager organisations who had indicated their interest in partnering in the experiment to fine-tune the experiment to maximise take-up and training partners to deliver the project in their area.

Following these workshops a total of 17 organisations partnered in the experiment that represented a range of geographical locations:

Table 1: The partner organisations

Dog fouling posters experiment partner organisations	
<ul style="list-style-type: none">• Amey (Sheffield)• Birmingham City Council• Borough Council of Wellingborough• Cambridge City Council• Doncaster Metropolitan Borough Council• Hinckley & Bosworth Borough Council• London Borough of Tower Hamlets• North West Leicestershire District Council• Portsmouth City Council	<ul style="list-style-type: none">• Reading Borough Council• Rochford District Council• Sandwell Council• South Gloucestershire Council• Stafford Borough Council• Staffordshire Moorlands District Council• Telford and Wrekin Council• Wirral Metropolitan Borough Council

Poster design

The posters used in the experiment are included at

Poster messages

All four versions of poster displayed the message 'Thoughtless dog owners, we're watching you!'. This message was developed in collaboration with the experiment partners and Keep Britain Tidy's Campaigns & Communications team at the briefing workshop in Birmingham. The message sought to isolate and target those dog owners who don't pick up, rather than all

⁴ These were invited to attend via the Keep Britain Tidy Network and other contacts.

dog walkers, most of whom appear to behave responsibly. The 'we're watching you' component took inspiration from the Newcastle University bicycle thefts experiment (see boxed text on page 7). All four versions of poster also included the text 'Bag that poo, any rubbish bin will do'. The purpose of this was to provide dog walkers with a 'call to action', while informing them that bagged dog poo can be placed in any rubbish bin, rather than only allocated dog fouling bins, as the partners had anecdotal evidence that this is common misconception amongst residents.

Three of the posters displayed an additional supporting message to test whether these influenced their effectiveness in reducing dog fouling. The messages were developed by Keep Britain Tidy and refined during the Birmingham briefing workshop following input from the partners. The four versions of poster were:

- Poster 1 ('eyes only'), which used no supporting message to allow the 'watching eyes' concept in its most basic state to be tested;
- Poster 2 ('enforcement'), which included the accompanying message 'Walk your dog away from a fine of up to £80'. While enforcement policies varied across the partner organisations, all used fines (or Fixed Penalty Notices) to some extent to discourage dog fouling, with amounts range from £50 to £80. This poster sought to test the combined 'watching eyes' and enforcement message in changing behaviour.
- Poster 3 ('positive reinforcement'), which included the message '9 out of 10 dog owners clean up after their dog, are you the one who doesn't?'. This message sought to influence and leverage social norms, or perceptions of how other people behave. Research has found that social norms messages can have a strong influence on people's behaviours (noting that it is important to construct messages that do not unintentionally encouraged undesired outcomes). Social norms messages should ideally use accurate research findings as feedback, however Keep Britain Tidy is not aware of data regarding the proportion of people who pick up after their dogs. The purpose of including the '9 out of 10' message was to test the effectiveness of a positive social norm statement (i.e. that most people do the right thing).
- Poster 4 ('peer influence'), which included the message 'Report those who don't clean up after their dog to the council', along with space for the partner organisation to add their dog fouling reporting hotline on the poster. This poster sought to leverage peer pressure to regulate behaviour by highlighting to irresponsible dog walkers that others within their community could report them if they don't pick up and by providing those seeking to report others with the means to do so.

Figure 1 below. These were printed on a thick corrugated Correx plastic in A3 size. The posters were covered in a luminescent film that 'charged up' during the day and glowed in darkened areas at night to increase their visibility. Cable ties were provided to the partners for installing the posters if required, however holes were not punched into the posters prior to distribution. This was at the request of attendees at the briefing workshop, who explained that allowing the partners to punch the holes themselves as per their individual requirements would increase the versatility of the posters without damaging the imagery. Instructions for punching/drilling holes into the posters for fixings were included with the posters instead and a white 15mm border around the edge of the imagery was included on the posters for this purpose.

Poster messages

All four versions of poster displayed the message 'Thoughtless dog owners, we're watching you!'. This message was developed in collaboration with the experiment partners and Keep Britain Tidy's Campaigns & Communications team at the briefing workshop in Birmingham. The message sought to isolate and target those dog owners who don't pick up, rather than all dog walkers, most of whom appear to behave responsibly. The 'we're watching you' component took inspiration from the Newcastle University bicycle thefts experiment (see boxed text on page 7). All four versions of poster also included the text 'Bag that poo, any rubbish bin will do'. The purpose of this was to provide dog walkers with a 'call to action', while informing them that bagged dog poo can be placed in any rubbish bin, rather than only allocated dog fouling bins, as the partners had anecdotal evidence that this is common misconception amongst residents.

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to influence and leverage social norms, or perceptions of how other people behave. Research has found that social norms messages can have a strong influence on people's behaviours⁵ (noting that it is important to construct messages that do not unintentionally encouraged undesired outcomes⁶). Social norms messages should ideally use accurate research findings as feedback, however Keep Britain Tidy is not aware of data regarding the proportion of people who pick up after their dogs. The purpose of including the '9 out of 10' message was to test the effectiveness of a positive social norm statement (i.e. that most people do the right thing).

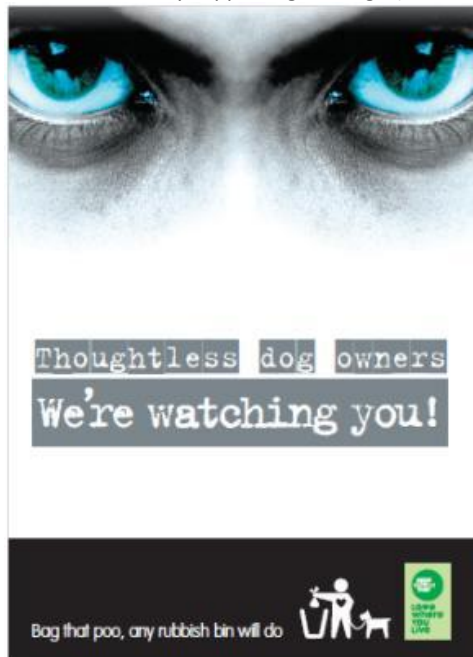
- Poster 4 ('peer influence'), which included the message 'Report those who don't clean up after their dog to the council', along with space for the partner organisation to add their dog fouling reporting hotline on the poster. This poster sought to leverage peer pressure to regulate behaviour by highlighting to irresponsible dog walkers that others within their community could report them if they don't pick up and by providing those seeking to report others with the means to do so.

⁵ *Social Norms Guidebook: A guide to implementing the social norms approach in the UK*, John McAlaney, Bridgette M Bewick and Jennifer Bauerle, June 2010; *The Social Norms Approach: Theory, Research, and Annotated Bibliography*, Alan D. Berkowitz, 2004; *A Room with a Viewpoint: Using Social Norms to Motivate Environmental Conservation in Hotels*, Noah Goldstein, Robert Cialdini & Vlaslas Griskevicius, 2008; *Crafting Normative Messages to Protect the Environment*, Robert Cialdini, 2003.

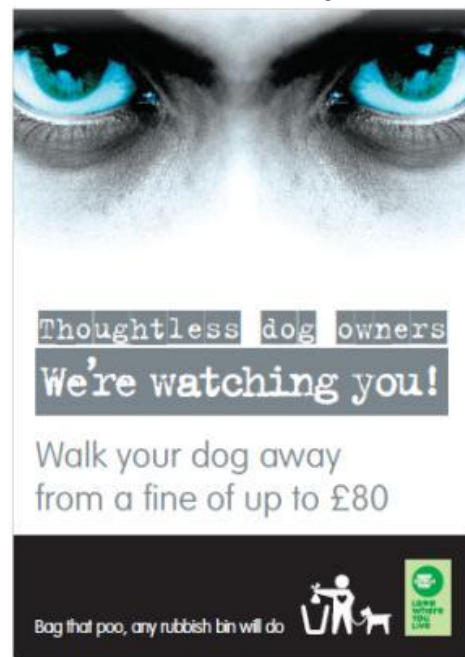
⁶ For example, a 2007 study provided feedback to households on their energy consumption in relation to that of their neighbours. This had the intended impact of reducing energy use amongst those whose consumption was above average. However, a 'boomerang' effect was also observed, in which households well below the average rate increased their energy consumption towards the accepted norm. The study found that this effect could be reversed, however, by adding a message of approval specifically aimed at those below the average rate of consumption (*The constructive, destructive, and reconstructive power of social norms*, Schultz et al., 2007).

Figure 1: The four 'watching eyes' posters used in the experiment

Poster 1: eyes only – testing the 'watching eyes' concept to reduce dog fouling on the ground in its most basic state (i.e. without any supporting messages).



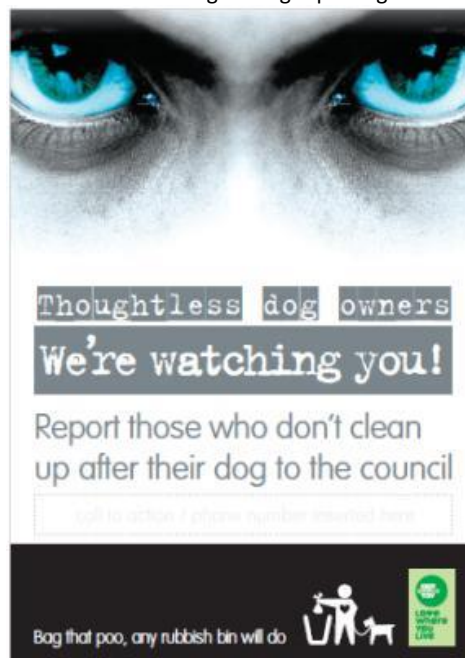
Poster 2: enforcement – testing the 'watching eyes' concept to reduce dog fouling on the ground with a supporting enforcement message.



Poster 3: positive reinforcement – testing the 'watching eyes' concept to reduce dog fouling on the ground with a supporting positive (norming) reinforcement message.



Poster 4: peer influence – testing the 'watching eyes' concept to reduce dog fouling on the ground with a supporting peer influence message. Space was provided to write in the local dog fouling reporting hotline.



Target and displacement sites

Partners selected eight target sites across their areas for displaying the posters and one nearby displacement site for each target site (16 sites in total). The target sites were dog fouling hotspots known to the partners through their litter prevention work, with some partners using reports from residents or information provided by local dog fouling wardens, street cleansing staff and other frontline staff to identify these problem areas. The size of the target sites were determined by the partners based on the visibility of the posters (i.e. points at which the posters could be seen and read were included in the site area).

The eight displacement sites were locations adjacent to or less than 100m away from the target sites that could potentially record an increase in dog fouling as a result of the poster experiment displacing the problem away from the target site. These included grassed areas, alleyways, residential streets and other land use types near the target sites.

The target sites selected by the partners encompassed a range of land use types, as summarised in Table 2.

Table 2: Number of target sites by land use type and version of poster displayed

Land use type	Poster 1: eyes only	Poster 2: enforcement	Poster 3: positive reinforcement	Poster 4: peer influence	Total - target sites
Housing area	13	10	19	11	53
Recreation area	4	5	5	5	19
Public footpath	5	2	1	3	11
Alleyway	5	5	6	9	25
Main road	0	3	3	0	6
Main retail and commercial area	0	1	1	1	3
Rural road	0	0	0	0	0
Other*	0	0	0	3	3
Total	27	26	35	32	120

*Other sites include 'housing and commercial', a school lane and secondary retail.

Display of posters at target sites

The experiment was conducted between January and March (including baseline monitoring), with the posters on display for at least three weeks from late February to mid-March 2014 across the partner areas (though the majority of partners chose to continue displaying the posters when the experiment finished – see Section 3.4). Winter months were deliberately chosen for the experiment due to the longer nights, however there was a slight delay in beginning the experiment due to difficulties in sourcing the luminescent film for the posters.

The original design of the experiment was that each partner would test one version of poster per site at two different target sites in their area, meaning that each version of poster was to be tested at 34 sites in total⁷. However, a number of partners chose to test some versions of the poster at more than two sites and some at less (for example, one partner tested Poster 1 at no sites, Poster 2 at one site, Poster 3 at two sites and Poster 4 at five sites), as shown in Table 3 below.

Additionally, one partner chose to test a mixed-poster approach, displaying all four versions of the poster at each target site. This data has not been included in the main impact analysis due to a relatively small sample size, though the results provide an interesting perspective on the potential for this approach and are discussed separately in the boxed text on page 21. Therefore, a total of 15 partners and 120 target sites are included in the main analysis presented herein, as outlined in Table 3 below.

Table 3: Number of partners and target sites included in the experiment analysis

Version of poster	Number of target sites	Number of partners
Poster 1: eyes only (no supporting message)	27	14
Poster 2: enforcement	26	14
Poster 3: positive reinforcement	35	15
Poster 4: peer influence	32	15
Totals	120	15

An additional partner used a mixed-posters approach across its eight target sites – see boxed text on page 21.

To maximise visibility, each partner was provided with enough posters to display up to five copies of a version of the poster per target site. The partners were asked to choose target sites that were geographically spread across their areas to minimise the chance that residents would see more than one version of poster. Each partner displayed the posters in their areas for a minimum of four weeks during the experiment (a number of partners chose to continue displaying the posters after the experiment – see Section 3.4 for details).

Monitoring and evaluation

The monitoring of dog fouling incidents at the target and displacement sites was integral to the experiment as a measurement of the impact of the posters. Partners counted the number of dog poo incidents at each site on at least a weekly basis for a minimum of three weeks prior to the implementation of the posters (baseline monitoring period) and for three weeks during.

⁷ One version of poster x two target sites per partner x 17 partners = 34

The frequency at which the partners conducted the monitoring counts each week depended on their usual dog fouling cleansing routine at the site. For example, if a partner’s usual routine was to cleanse a site of dog fouling three times per week, they would continue with that cleansing frequency during the experiment period, conducting a dog poo count before each cleanse. At sites where there was not an existing dog poo cleansing routine (or where dog fouling was cleansed only in response to complaints from residents, etc.), partners were asked to cleanse the sites of dog fouling once at the commencement of the baseline monitoring period and again immediately before the implementation of the posters. The partner then conducted a dog poo count at the site at least once per week throughout the monitoring period. The majority of partners (12 of 16 included in the analysis) conducted their counts on the same days of each week throughout the monitoring period, while four partners conducted theirs on varying days of each week. Each count represented the number of dog fouling incidents that accumulated at the site since the partner’s last visit, meaning that in principle, all incidents of dog fouling during the monitoring period were able to be captured regardless of the partners’ frequency or days of monitoring. Two research limitations were identified with regard to this approach and are discussed below.

The evaluation of the experiment is also informed by dog fouling reports from the public in each of the partner areas and by partner interviews, as summarised in the evaluation methodology table below.

Table 4: Evaluation methodology

Data collection method	Methodology
Site monitoring – dog fouling counts (Jan – Mar 2014)	<p>Aim</p> <ul style="list-style-type: none"> To identify the impact of the posters to the number of dog fouling incidents at target and displacement sites. To understand the effectiveness of the different poster messages when used at different land use types. To understand the extent to which the number of posters and the number of bins at the sites influenced the effectiveness of the posters. <p>Data collection</p> <ul style="list-style-type: none"> Counting of dog fouling incidents at eight target sites and eight displacement sites per partner before (control monitoring) and after (impact monitoring) the implementation of the posters. Conducted by the partner organisations. <p>Data population</p> <ul style="list-style-type: none"> 120 sites in the main impact analysis (8 target sites + 8 displacement sites x 15 partners) 8 sites in one partner area using a mixed-posters approach (this data is not included in the main analysis - see boxed text on page 20) <p>Analysis</p> <p>Quantitative data analysis using Microsoft Excel. The findings of the analysis were cross-checked with the partners’ interpretation of the monitoring results (as identified during the partner interviews) and reviewed through internal workshops. Where appropriate, findings</p>

Data collection method	Methodology
	<p>from the quantitative data were tested for statistical significance using a 95% probability. Statistical significance tests are used to determine the likelihood that the same results would be found if the survey was repeated using a different or larger data sample, rather than being due to chance. All results presented in this report are statistically significant, unless otherwise specified.</p>
<p>Dog fouling reports from public (Jan – Mar 2014)</p>	<p>Aim</p> <ul style="list-style-type: none"> To gain further insight into the effectiveness of the posters by identifying dog fouling reports from the public made in response to the posters. <p>Data collection</p> <ul style="list-style-type: none"> Monitoring and recording of dog fouling complaints and reports made to the partner organisations by the public (e.g. via a hotline or online form), including details of whether these were in response to a particular version of the poster. Conducted by the partners and submitted to Keep Britain Tidy on the site monitoring recording form. <p>Data population</p> <ul style="list-style-type: none"> Reports from 17 partner organisations. <p>Analysis</p> <p>The data was reviewed by Keep Britain Tidy to identify and count the number of reports that related directly to a version of the poster (i.e. the complainant specifically mentioned that poster), indicating that the poster had triggered the complainant’s action.</p>
<p>Partner interviews (Apr – May 2014)</p>	<p>Aim</p> <p>To identify:</p> <ul style="list-style-type: none"> learnings to improve the impact, effectiveness, appropriateness and efficiency of the approach the scalability of the approach and potential for replication by other land managers. <p>Data collection</p> <ul style="list-style-type: none"> A short semi-structured telephone interview with all partners, conducted by Keep Britain Tidy at the end of the experiment. Partners were asked to provide input into what worked well in the experiment, what could be improved and their interpretations of its impacts. The questionnaire used for the interviews is included at Appendix A. <p>Data population</p> <ul style="list-style-type: none"> 17 partners. <p>Analysis</p> <p>Qualitative data analysis using NVivo software. The findings of the analysis were reviewed through internal workshops.</p>

Public relations and media coverage

In order to ensure that the results of the experiment were accurate and unbiased, Keep Britain Tidy and partners deliberately did not undertake any promotional activity that would alert people to the purpose of the posters and experiment before or during its delivery.

Limitations of the research

Four limitations of research have been identified.

Firstly, all partners were required to cleanse their sites of dog fouling at the commencement of the baseline monitoring period and again immediately before the implementation of the posters to ensure that the counts only captured incidents that occurred during each monitoring phase. This may have had some influence on rates of dog fouling at the sites, as previous research by Keep Britain Tidy⁸ has found that people are less likely to litter where no litter is present. However, as the site cleansing occurred at the beginning of both the baseline and impact monitoring periods, any impacts of this phenomenon to the quality of the data are likely to have been minimised (i.e. it would have influenced both the 'before' and 'during' sets of data).

Secondly, each count conducted by the partners was intended to capture all incidents of dog fouling that had occurred at the site since the partners' last visit, based on what had accumulated there. This required partners who did not conduct a site cleanse after each count to differentiate between new dog fouling incidents and those that had been there at the last count to avoid double-counting. It is possible that some incidents were incorrectly counted as a result, however partners took measures to minimise the risk of this occurring (by noting the location and appearance of the incident, for example) and felt confident that they were able to avoid this. Additionally, this approach relied on incidents of dog fouling not disappearing between counts (e.g. due to it being repeatedly walked through or grass cutting). The research sought to overcome this by using average, rather than total, counts of dog fouling taken over each three week monitoring period so that such anomalies could be accounted for in the analysis.

Thirdly, severe wet weather experienced in some partner areas over one week during the baseline monitoring period washed away dog fouling incidents at some monitoring sites. However these partners were able to extend their monitoring period by a week, allowing them to gather additional data for the analysis.

Finally, the experiment compared the average rates of dog fouling at each site before to after the installation of the posters, taken over a minimum of three weeks either side. It is possible that other variables may have influenced rates of dog fouling at the sites over the same

⁸ *People who litter*, Dr Fiona Campbell, 2007.

period. Keep Britain Tidy has sought to minimise any impacts of this to the analysis by including a large number (240) of test sites. Despite this, it is recommended that future iterations of the approach use control site monitoring to allow other variables that may influence rates of dog fouling at the sites to be discounted. These control sites would need to be in locations that are comparable to the test sites but unlikely to be visited by dog walkers who encounter the posters elsewhere.

3. Results and findings

3.1. Objective 1: To identify the impacts of the different posters on dog fouling

This section discusses the impacts of the posters on dog fouling at the sites. The results presented show the average percentage change in the number of dog fouling incidents per site from before to during the implementation of the posters, unless otherwise indicated. This average takes increases into account as well as decreases, and is useful for understanding the extent to which the posters had an impact.

All calculations are based on the average⁹ counts of dog fouling incidents per site during the control (before) and impact (during posters implementation) monitoring periods¹⁰.

Overall impact

The overall average change in incidents of dog fouling per site was a 46% decrease, as shown in Table 5.

Table 5: Overall impact of posters on dog fouling

	Total counts		Average count per site		Average % change in dog fouling incidents per site
	Before installation	After installation	Before installation	After installation	
Target sites	2,159	1,208	18.0	10.1	-44%
Displacement sites	861	434	7.2	3.6	-50%
Overall	3,020	1,642	12.6	6.8	-46%

Base: 120 targets sites and 120 displacement sites = 240 sites overall.

⁹ As opposed to sum counts.

¹⁰ For example, at a site that had 16 counts in week 1, 10 counts in week 2 and 12 counts in week 3, the average counts for that site would be 12.7 during the control period.

These results indicate that overall, the ‘watching eyes’ posters approach has been highly effective in reducing dog fouling at both the target and potential displacement sites.

When looking at sites in turn results were more variable. Positively, 75% of target sites and 56% of displacement sites experienced a decrease in dog fouling incidents following the implementation of the posters, while 17% of target sites and 27% of displacement sites experienced an increase. 8% of target sites and 18% of displacement sites showed no change. The majority of sites that experienced an increase or no change in dog fouling incidents following the implementation posters were public footpaths or social housing sites, indicating that the posters were least effective when used at these area types (see *Impact by version of poster per land use type* below for further discussion).

Impact by version of poster

Of the four versions of poster, it appears that the positive reinforcement message was the most effective in decreasing incidents of dog fouling across the target and displacement sites (49% reduction in incidents overall), however the differences in results across the four versions of poster did not reach statistical significance (see Table 6).

Table 6: Impact on dog fouling by version of poster

Average % change in dog fouling incidents per site				
Site type	Poster 1: eyes only	Poster 2: enforcement	Poster 3: positive reinforcement	Poster 4: peer influence
Target sites	-42%	-41%	-47%	-46%
Displacement sites	-54%	-47%	-53%	-44%
Overall	-45%	-43%	-49%	-45%

Base: 120 targets sites and 120 displacement sites = 240 sites overall.

The Mixed Posters Approach: The impacts of displaying all four versions of the poster per site

One partner in the experiment chose to display all four versions of the poster at each of their eight target sites. Due to the small sample size, the monitoring results for this approach were not included in the main analysis. However, this case study does indicate that the approach was highly effective at reducing dog fouling in the local partner area, as outlined below.

The mixed posters approach reduced dog fouling incidents at all (100%) eight target sites in the partner area. Dog fouling increased at three (38%) displacement sites, but decreased at four displacement sites and stayed the same at one (63% of displacement sites in total).

On average, dog fouling decreased by 71% at target sites, 44% at displacement sites and by 64% overall.

Of the four land use types where tested, the mixed posters approach appears to have been most effective at alleyway and public footpath sites. However, due to the small sample size these results should be treated with caution.

Average % change in dog fouling incidents per land use type				
Land use type	Target sites	Displacement sites	Overall	No. of sites
Mixed social/private housing area	-68%	-41%	-56%	4
Recreation area	-57%	n/a	-57%	1
Public Footpath	-100%	n/a	-100%	2
Alleyway	-100%	-100%	-100%	1

n/a = no dog fouling present during the monitoring period

Impact by land use type

The average percentage change in rates of dog fouling at the different land use types following the installation of the posters is summarised in Table 7 below.

Table 7: Impact on dog fouling by land use type

Average % change in dog fouling incidents per site				No. of sites
Land use type	Target sites	Displacement sites	Overall	
Housing area	-43%	-46%	-44%	119
<i>Social housing</i>	-14%	-37%	-21%	29
<i>Private housing</i>	-59%	-50%	-56%	83
<i>Mixed social/private housing</i>	-79%	-61%	-77%	7
Recreation area	-43%	-49%	-44%	37
Public Footpath	-28%	+200%	-21%	33
Alleyway	-57%	-63%	-58%	22
Main road	-61%	-63%	-62%	17
Main retail and commercial area	-44%	-81%	-60%	7
Rural road	0%	-29%	-29%	1
Other	-56%	+13%	-44%	4

Notes: 'Other' land use types includes a housing and commercial site, a school lane and a secondary retail area.

Base: 120 targets sites and 120 displacement sites = 240 sites overall.

As shown, the posters appear to have had a positive impact on rates of dog fouling at all target site land use types. However, they appear to be least effective when used at social housing and public footpath sites. The latter experienced a significant increase in incidents at displacements sites following the initiative, from an average of nine incidents before to 27 incidents after the implementation of the posters (a 200% increase).

These findings indicate that the use of the posters at social housing and public footpath sites may need to be supported by other measures that specifically target those sites, such as enforcement and/or social marketing.

Impact by version of poster per land use type

The average percentage change in rates of dog fouling at each land use type per version of poster displayed is shown in Table 8.

Table 8: Impact on dog fouling by poster message at each land use type

Average % change in dog fouling incidents per target site				
Site land use type	Poster 1: eyes only	Poster 2: enforcement	Poster 3: positive reinforcement	Poster 4: peer influence
Housing area	-39%	-30%	-51%	-46%
<i>Social housing</i>	+6%	-11%	0%	-23%
<i>Private housing</i>	-59%	-45%	-68%	-59%
<i>Mixed social/private</i>	-0%	+33%	0%	-82%
Recreation area	-28%	-57%	-15%	-47%
Public Footpath	-13%	+333%	-60%	+55%
Alleyway	-77%	-56%	-38%	-46%
Main road	n/a	-53%	-71%	n/a
Main retail and commercial area	n/a	-60%	-11%	-86%
Rural road	n/a	n/a	n/a	n/a
Other	n/a	n/a	n/a	-56%

Notes: n/a = version of poster not tested at land use type; differences for all results presented over 10% are statistically significant at a 90% confidence level; 'other' land use types includes a housing and commercial site, a school lane and a secondary retail area; Base = 120 target sites; Red figures = are where largest positive change occurs and are discussed below.

The implications of these results can be summarised as follows:

- Housing areas – the peer influence message (Poster 4) was the most effective of the four versions of posters when used in social housing and mixed social/private housing areas, while the positive reinforcement message (Poster 3) was the most effective of the four when used in private housing areas.
- Recreation areas – the enforcement message (Poster 2) was the most effective of the four versions of poster when used at this land use type.

- Public footpaths – the positive reinforcement message (Poster 3) appears to have been the most effective of the four versions of poster, however this finding should be treated with caution as only one partner tested this poster at a public footpath target site.
- Alleyways – the ‘eyes only’ poster (Poster 1) was the most effective of the four when used at this land use type.
- Main roads – the positive reinforcement poster (Poster 3) was the most effective of the four versions, however only two versions of the poster were tested at this land use type (Poster 2 and Poster 3).
- Main retail and commercial area – the peer influence message (Poster 4) was the most effective of the four versions of poster when used in main retail and commercial areas, however this finding should again be treated with caution as only three partners tested any of the posters at this land use type.
- Rural road – no partners selected a rural road as a target site, therefore no posters were tested at this land use type.

Number of bins per site

While the size of the target and displacement sites across the different partner areas varied (and Keep Britain Tidy did not collect this data), an analysis was conducted to determine whether the presence of a litter or dog fouling bin at a site influenced changes to dog walkers’ behaviour. This found that sites with at least one bin were significantly more likely to experience a decrease in dog fouling incidents (74% of sites with at least one bin experienced a decrease compared to 49% of sites without), with a higher average rate of decrease per site than those where no bins are present (see Table 9). The results therefore indicate that the posters may be more effective when used in conjunction with at least one bin at the site, however more research is required to determine the influence of the size of the site on this effect (i.e. is the effect apparent at both small and large sites).

Table 9: Influence of the number of bins at site

Average change in dog fouling incidents per site			
Number of bins per site	Target sites	Displacement sites	Overall
No bins at the site	-33%	-25%	-30%
1+ bins per site	-47%	-63%	-48%

*Notes: All percentage differences are statistically significant at a 95% confidence level.
Base: 120 targets sites and 120 displacement sites = 240 sites overall.*

3.2. Objective 2: To identify if there was a displacement effect from target areas to nearby sites

A displacement effect may be observed when a target site experiences a decrease in dog fouling incidents, while the adjacent displacement site experiences an increase. This section of the results only looks at sites where dog fouling declined in the target areas.

The Newcastle University bicycle thefts experiment, upon which this experiment is based, witnessed an increase in thefts at control sites, which was presumed to be a result of thieves switching to areas where they felt they were not being watched. While failing to clean up dog fouling is an inherently different behaviour to bicycle theft, it is interesting to note that in this experiment, a displacement effect appears far less likely. Overall, where target sites experienced a decline in dog fouling, the associated displacement sites also experienced a decline.

Of the 120 target sites monitored, 92 experienced a decrease in dog fouling. At the corresponding 92 displacement sites an average decline in fouling of 49% was observed. Some displacement may occur (26 of these displacement sites did experience an increase in dog fouling), although overall, results are positive. Occurrences of displacement in future iterations of the approach are likely to be relatively easy to manage, for example by moving the posters between target and displacement sites periodically or by introducing targeted enforcement at affected sites.

It is not known whether the relatively low level of displacement observed in the dog fouling experiment is due to the nature of the offence, the relatively short distance (less than 100m) of the monitored displacement sites from the target sites or some other influence. The results indicate that the posters have been effective in achieving reductions in dog fouling incidents at the target sites without simply displacing the problem to an area nearby. However it is recommended that future iterations of the approach include public perceptions and/or observations research to better understand dog walkers' behaviours and how they respond to the posters (particularly in relation to displacement effects). In addition, it is recommended that control site monitoring be incorporated to discount other variables that may be simultaneously influencing rates of dog fouling at the sites.

3.3. Additional partner findings

Official public reports

Throughout the experiment, the partners monitored dog fouling reports made to their organisation by residents, either to report someone else for failing to clean up after their dog or to request dog fouling to be cleaned up. Partners were asked to note whether the resident making the report had seen any of the experiment posters. The purpose of this was to gain some insight into whether the posters had triggered the action of the resident in reporting dog fouling to the council.

In total, 128¹¹ reports from residents were recorded by the partners, eight of which could be directly linked to the resident seeing one of the posters:

- two residents from two sites in one partner area said that they had noticed a “vast” improvement in dog fouling at the sites (both Poster 4: peer influence);
- two residents in one partner area called to report large amounts of dog fouling in streets near to, but not part of, two of the partner’s target/displacement sites (Poster 3: positive reinforcement and Poster 4: peer influence);
- one resident of one partner area called to report that two posters at a site (Poster 2: enforcement) had been vandalised or damaged, and the partner subsequently replaced these;
- one resident of one partner area called to report incidents of dog fouling at a displacement site (Poster 2: enforcement); and
- one resident of one partner area called to ask if a poster on a lamppost outside her property could be moved, as it had frightened one of her younger children at night time. The partner subsequently moved the poster to another lamppost (Poster 3: positive reinforcement).

Additional public feedback

Ten partners received positive feedback regarding the posters from the public, including regular complainants, as well as from councillors, dog wardens and other council staff. Partners felt that these had the added benefit of demonstrating to residents that the Council was doing something proactive to prevent dog fouling. Just one instance of negative feedback

¹¹ It should be noted that six partners recorded all reports made by residents on their monitoring form, while three partners recorded only those that related specifically to the posters and seven partners recorded no reports. Therefore this figure should not be interpreted as an accurate reflection of the total number of dog fouling reports received by all 16 partners during the monitoring period.

was reported by the partners (a resident who reported that her child had been frightened by one of the posters through their Report It hotline – see above).

“Some real positives came out of this experiment – residents in four of the areas targeted asked for the posters to stay. People were very aware of the posters, they really noticed a difference.”

“One of the things was that people have requested them [the posters] to be used elsewhere – people want them and want them tried somewhere else.”

“All the officers are saying that they work and they were asking if they can leave the posters up.”

“Everyone I’ve spoken to, Council employees and members of the public, have all been very positive about the posters.”

“[The posters are] appreciated by complainants as they could see that the Council was making an effort.”

(Partner interviews)

In some cases, the experiment allowed the partners to gain a greater understanding of the issue of dog fouling in their areas, such as how frequently it was occurring, whether it was being cleansed and the public perception of dog fouling versus the reality.

“Generally I’m stuck in the office, but just been at the coalface of it was really useful... For example, I was told that the back alleys were cleaned of dog fouling fortnightly, but that clearly wasn’t the case.”

(Partner interview)

“[It] has allowed us to collect data from outside our normal working hours that we otherwise wouldn’t have. This way, we were able to gain more information and get a better idea of what was going on outside our normal hours and it’s allowed me to look at how we approach our various projects, where some issues might be more appropriately addressed outside normal working hours.”

(Partner interview)

For some partners, participation in the experiment enhanced their understanding of designing social innovation experiments, including monitoring.

Unintended impacts

Two partners found that the posters appeared to encourage irresponsible behaviour in some people:

“Going out and actually cleaning up after the poo meant that certain people felt that they could carry on doing it... They knew I was coming at a certain time. There are certain people who just don’t care unfortunately and it made them think ‘Oh I can do this and he’ll come and pick it up with a shovel.’”

“I think some people do take this as a bit of a challenge, literally the day after I put the poster up, directly underneath there was a big pile, so to me people do see this as a challenge, so that’s why you need to back it up with action.”

(Partner interviews)

Partner interpretation of results

Twelve partners felt that the monitoring results were an accurate or strongly indicative reflection of the impact of the posters in their areas. The remaining four partners felt that the results weren’t fully conclusive due to the impact of other variables in their areas (such as severe wet weather, though these partners extended their monitoring period to overcome this, and grass cutting) or due to low dog fouling counts at the sites to begin with, despite these sites initially being perceived to be problematic hotspot areas. Keep Britain Tidy’s own research has found that the public consider dog fouling to be the most unacceptable and dirtiest type of litter, and a priority in terms of the extent to which they see it as a problem and the importance they place on tackling it¹². The reality is that incidents of dog fouling on the ground are rarer than generally perceived¹³. Therefore, public perceptions of dog fouling problem areas and the reality won’t always match up. It is our recommendation that a range

¹² *The Little Book of Litter: an essential guide*, Keep Britain Tidy, 2012; *The View From The Street*, Keep Britain Tidy, 2012.

¹³ *How Clean is England? The Local Environmental Quality Survey of England 2012/13*, Keep Britain Tidy, 2013.

of stakeholders (e.g. local dog fouling officers/dog wardens and street cleansing staff) be engage to identify dog fouling hotspots in future iterations of the approach (see *Recommendation 8* in Section 4).

Four partners perceived that, particularly at sites with relatively low rates of dog fouling, one dog walker (or very few dog walkers) tended to have a disproportionate impact on the results:

“It was a small area and only one dog causing the problem. That was the worst area I’ve ever seen in my life. The posters weren’t as effective there as I had hoped and I think that comes down to it being one dog owner doing it, so then you have to start to move enforcement.”

“I think it [the experiment] definitely highlights that it’s just a few dog walkers. So if you prick the conscious of two dog foulers then you dramatically reduce the impact of these dog walkers in the areas. I think it’s a few who cause the bulk of problem. But if you’ve got five dog walkers causing the problem and you change the behaviour of two or three, you get a dramatic reduction.”

(Partner interviews)

3.4. Objective 3: To identify what would improve the impact, effectiveness, appropriateness and efficiency of the approach

This section discusses what the partners thought worked well in the experiment, what could be improved and other learnings to improve the design and delivery of the approach.

Satisfaction with the project

Overall, the partners were satisfied with the experiment and 13 partners¹⁴ planned to continue using the posters in their areas in some way. Most planned to scale up their use of the posters in terms of distribution of sites and the number of posters per site, however two partners indicated that they would use them as ‘hotspot’ interventions, targeting specific, localised problem areas as required. Two partners said that they would use the posters on a rotational basis (for example, moving them to new sites each month). Two partners said that they would increase the size of the posters (e.g. to A2 or A1 size) to maximise visual impact,

¹⁴ 13 of the 16 partners planned to continue using the posters in their areas, two partners were unsure and one partner did not plan to continue using the posters.

including one partner who planned to develop triangular versions of the poster that would wrap around lampposts/street furniture.

Based on their experience in delivering anti-litter campaigns in their areas, a number of partners felt it was important that the poster messages be reinforced by other measures to prevent dog fouling, such as pavement stencils, window stickers, community engagement and enforcement. Community engagement was seen to be useful for reinforcing the message that dog fouling is unacceptable to the local community (i.e. 'we as a community are watching you'), while enforcement was seen as an important tool for demonstrating that irresponsible dog walkers are indeed being watched by Council, for example:

"...if you caught somebody and you take them to court, there's press and people link that to the posters. We wouldn't have to do it everywhere, but even if there's just a few [cases] with publicity, people start to make that link and the posters would become a deterrent in their own right."

(Partner interview)

Challenges for partners

The main challenges for partners in delivering the experiment were:

- a delay in receiving the posters following printing delays. This disrupted partners' planning for the experiment, requiring some to extend their monitoring period by two weeks, and meant that the posters were implemented at a time of year when the days were beginning to get longer, rather than during winter as originally planned;
- resourcing the partner activities in the experiment, particularly the site monitoring and cleansing. Some partners felt it would be useful hearing from the other partners how they managed this.

"Current resources meant that employees had to incorporate the requirements of the experiment – counting, poster affixing, cleansing – within their day-to-day tasks."

"It would be interesting to know to know how the other partners did the street cleansing and the monitoring if possible. You know, they may have done it in a particular way that worked really well."

(Partner interviews)

- the theft and vandalism of posters in several locations;
- limited options for putting the posters up at some sites. In many cases (e.g. on residential streets), the only places available for displaying the posters were on lampposts, which was perceived to diminish the glow-in-the-dark effect;
- identifying displacement sites at locations where there were several areas to which dog fouling might be displaced (e.g. in a large recreational area);
- differentiating between old and new dog fouling incidents, which was sometimes a challenge for partners who didn't cleanse the monitoring sites each week; and
- bad weather periods, which impacted monitoring at some sites by washing dog fouling incidents away, requiring them to extend their monitoring period.

Poster design



Most partners (12 of 16) believed that the poster design and material worked well. Partners felt that they were visually striking and different to other anti-dog fouling posters, owing to the large eyes and glow-in-the-dark aspects of the design. The partners also felt that the posters were generally easy to put up and made of a robust material that was able to withstand heavy rain and wind.

“Certainly in terms of design they were the right size, designed well and very visual, which I think is the most important thing in my opinion – I think they were spot on.”

“We all thought here that the posters were very well designed, we were very pleased, they had an impact visually, the eyes were menacing and imposing and we also had feedback from the public along the same lines.”

“In terms of putting them up, I don’t think it could be any easier. I could find places to put them up using the cable ties, but if I hadn’t, I could have easily stapled these to a fence using an industrial staple gun, or could have used No Nails or grit fill on a brick wall.”

(Partner interviews)

Two partners felt that the grey text used for the messages on the posters did not stand out enough, particularly from further away. These partners suggested a black font and white background would increase the visibility and impact of the posters.

“It was hard to read in the grey section. It needed to be more prominent, more black and white contrast with the eyes and then the message would probably have worked very well.”

(Partner interview)

Two partners said that they would have preferred the luminescent paint to be applied to the eyes only, rather than the whole sign, to make the eyes stand out more. One partner felt that the luminescent paint made it harder to read the grey text on the posters during the daytime.

Two partners felt that the posters could be much larger in size or be made available in a range of sizes targeted to different location types to increase their versatility.

“The size of the posters would need to be designed depending on where they go up. I think going on lampposts I’d want them bigger.”

(Partner interview)

Two partners would seek a more robust poster material in future to prevent vandalism and theft. This would allow them to display the posters closer to eye level (rather than out of reach of potential vandals) to increase their visibility.

“Going forward if we did roll them out, we’d produce them from a different material - something strong to stop them from being ripped down, so for example something metallic with metallic fixtures. Even if they’d be more expensive, I’d definitely be inclined to use stronger material.”

(Partner interview)

Two partners felt that a greater range of fixture options would increase the utility of the posters, firstly by allowing the posters to be displayed at locations where there are no poles or walls to fix the posters to and secondly, to allow anti-theft materials to be used so that the posters can be displayed closer to eye level (e.g. a more permanent frame with Perspex casing).

One partner was not able to use the enforcement message poster (Poster 2), as the fines for dog fouling in their area are currently £50 and they felt that the poster message of the fine being “up to £80” might cause confusion. A simple sticker could be designed for these posters so that the appropriate fine amount can be displayed in areas where the fine is not £80.

One partner felt that the eyes could have been more menacing.

Testing and monitoring the posters

Partners generally felt that the monitoring methodology worked well. For these partners, the monitoring was rigorous, efficient and appropriate in terms of the length of the monitoring period and the number of sites involved. It was also felt that the monitoring forms captured all of the relevant information required to assist in interpreting the results, such as the version of poster used, whether the location was on a school route, weather conditions at the time of monitoring and number of bins at each site.

“The eight locations gave us a reasonable spread across our area. We were able to target different types of locations, such as alleyways, open spaces, main roads, side roads, social housing.”

(Partner interview)

Despite this positive feedback, the monitoring aspect of the experiment presented the most challenges for partners and generated the most suggestion for improvement during the interviews.

The biggest opportunity for improvement related to the provision of more guidance from Keep Britain Tidy around the size of the target and displacement sites.

“The only thing I would have changed – the one thing I found difficult – the areas we selected in terms of target areas and displacement areas, [it was difficult] working out whether the [site size] could have been more or less.”

“There wasn’t a lot of guidance about how far apart the posters should be placed or how large the areas should be. Everyone would have different ways of approaching it across all the partners and this may have impacted the results, in terms of how many posters they used and how large the sites were.”

(Partner interviews)

Two partners felt that there should have been more than five posters per site:

“I did think that it would have been more beneficial to target fewer areas, but put up considerably more posters within each targeted area – really blitz it.”

(Partner interview)

Two partners would like to see some qualitative public perceptions research incorporated into the next iteration of the approach, while one partner would like to see longer term site monitoring included to address the question of whether people become desensitised to the posters over the longer term.

Other suggestions for improving the monitoring aspect of the experiment were:

- Increase the length of monitoring time after the implementation of the posters from three to six weeks to gain a better indication of impact and to minimise the influence of variables such as weather that may affect the results. Conversely, there was a suggestion from an equal number of partners to reduce the overall monitoring time (e.g. to two weeks before and two weeks after posters implementation), particularly in areas that already have robust baseline data. It was felt that this would allow more land managers to implement the approach across a greater range of locations, as less resourcing would be required.
- Include control sites that are monitored at the same as target and displacement sites while the posters are being displayed (this experiment monitored the target and displacement sites prior to the implementation of the posters for the control monitoring). This would allow the analysis to capture unexpected variables that occur during the posters implementation period.
- Add a section to the monitoring form to record approximate dawn and dusk times, as rates of dog fouling tend to increase with increased hours of darkness (i.e. when the clocks return to Greenwich Mean Time after summer) and this could be taken into account when analysing the results.
- Deliver the approach during winter months, when dog fouling is worse (due to delays in receiving the posters, the experiment did not begin until late winter/early spring).

Experiment process

Partners who attended the experiment briefing workshop in Birmingham found it useful for understanding the approach, sharing ideas and providing input to improve the design of the experiment, for example:

“I thought it was a great idea to have that workshop beforehand because that probably addressed a lot of that ambiguity and ironed out a few things. And it gave a bit of ownership as well, that was important in making the participants feel part of it and have input into it.”

(Partner interview)

“The Birmingham workshop was very useful where we got together with other authorities, just to hear other people’s experiences. It certainly got me thinking about what’s the best way of doing this. The sharing of ideas and information is really powerful.”

“[I was] very happy to see that you as a group took on board the comments of the local authorities to influence the design.”

(Partner interviews)

Indeed, even those partners who were unable to attend the briefing workshop identified it as a valuable activity in which they would seek to participate in future:

“It would have been nice to have been able to attend the workshop and have some input, but we came quite late. The guidance notes were helpful, but when you’re sharing ideas at the workshop with the other partners and having input... we would have had a better understanding of what was expected of us. So next time we’d do that.”

(Partner interview)

Most partners also felt that the experiment process was easy to follow, with clear guidance notes regarding key dates, site monitoring and recording results. A number of partners also commented that the process was easy to deliver and not too onerous in terms of resourcing.

“I thought the whole thing was very well organised and very prescriptive. There wasn’t that much ambiguity about it I wasn’t left thinking what am I meant to be doing next.”

“The table was easy to use in terms of the spreadsheet, you had clear columns to use, clear sites on the spreadsheet and links across all the weeks of the experiment. It showed what sites you were talking about, so it was easy for me to put into the tables. And it calculated the increase and decrease for you, so that was easy... it was clear and concise and anyone could use it should they wish to roll it out themselves across other areas.”

(Partner interviews)

A number of partners had some tips to share regarding what they thought worked well in delivering the approach:

- Having one person conduct counts at the same sites throughout the monitoring period worked well, particularly for those who weren’t cleansing the sites each week and therefore needed to be able to distinguish between old and new dog fouling incidents.
- Tailoring the version of poster to be displayed at a site to its land use type.
- Use the local knowledge of dog wardens, street cleansing staff and other local officers to identify dog fouling ‘hotspots’, rather than relying solely on reports from the public, which may provide biased information. However, one partner found that the information provided by their dog wardens was inaccurate and that their street cleansing staff would have been more appropriate, therefore in some cases it may be worth gaining this information from a number of different sources.

A number of partners provided feedback to Keep Britain Tidy around the usability of the monitoring spreadsheet, the guidance notes and initial timings of the experiment. Keep Britain Tidy has noted this valuable feedback and will incorporate it into future projects, including the next iteration of the experiment.

A number of partners also commented that they would like to see the findings of the experiment released to other land managers dealing with littering issues to allow the ideas and learnings from the experiment to be shared, and to give people an understanding of what partnering in these types of experiments involves. This will be a core component of the next iteration of the experiment.

Involving the community in the 'watching eyes' posters approach

A number of partners commented that they would be looking to involve their local communities more in delivering any future rollout of the 'watching eyes' approach to increase its impact and create a sense of social responsibility for the issue of dog fouling.

Ideas for community engagement included:

- Involve community groups such as Neighbourhood Watch in the delivery of the approach, for example by putting posters up, monitoring impacts and/or site cleansing
- Involve local businesses in promoting the approach, such as local veterinary clinics
- Obtain sponsorship for the posters from businesses, e.g. pet food companies
- Distribute leaflets and window stickers to residents and businesses to get them involved. For example, one partner planned to leaflet all residents and businesses in streets where the posters are displayed to explain that they are temporary and to ask for their support for the campaign, including reporting dog foulers. Another idea was using stickers to reinforce the positive reinforcement message:

"Perhaps even producing a sticker that says something like 'I'm a dog owner and I pick up'. Because it is about normalising the right behaviour and [other] people might automatically assume it's their dog, so by putting that sign up it could be similar to the '9 out of 10' message."

(Partner interview)

4. Recommendations

Recommendation 1: Scale the approach and roll out nationally to local land managers

Based on the findings of this experiment, we recommend that the 'watching eyes' approach has the potential to be scaled up successfully, involving a greater number of partners and areas across England to have a significant impact on dog fouling. Indeed, a scaled up version of the experiment is something that several of the partners said they would like to see take place, both in their own areas when they roll out the approach and through take up by other partners.

A scaled-up rollout of the approach could take the form of a complete package for land managers, including posters, guidelines and templates for delivering the approach and monitoring its impacts. Partners would manage and conduct their own delivery activities and monitoring. Keep Britain Tidy could work with a number of these partners to monitor and assess the impacts of the approach over the longer term, providing feedback to the broader group of delivery partners to improve the effectiveness and efficiency of the approach.

Recommendation 2: Improve the design, effectiveness and durability of the poster

We recommend using a black font (as opposed to grey) to allow the text and eyes stand out more from further away, especially during the night. Partners requested a range of posters sizes (A3 to A1) available to increase their versatility and impact, which could be provided or alternatively templates could be used so that partner could develop their own posters. Furthermore we recommend investing in metal posters to ensure their durability and long lasting, especially those that can be removed to put up in other sites, rotating around local hotspots.

Recommendation 3: Ensure local partners are offered training and support for future joint campaigns.

We recommend developing detailed guidelines for future partners and running a briefing workshop for organisations wishing to partner in any scaled up version of the ‘watching eyes’ approach. Partners should also be provided with a communications plan to promote the approach without adversely affecting its ‘watching eyes’ aspect. This should include a press release template and communications guidelines for inclusion in any partnership packages to ensure that communications are consistent across all partners.

Recommendation 4: Conduct additional monitoring of the use of dog fouling posters, alongside control site monitoring, to support the continued testing and development of the project.

We recommend ensuring that a scaled-up rollout of the approach incorporates longer term site monitoring, even if this is only with a handful of “monitoring partners”. This should include testing of the mixed-posters approach (displaying all versions of the poster per site – see page 21), as more data is required to determine whether this is a more effective approach to displaying the posters individually, along with simultaneous control site monitoring to allow other variables that may have an influence on dog fouling to be discounted. Secondly we recommend developing a short questionnaire for future partners who wish to conduct qualitative public perceptions research in their areas to gather feedback on the posters. This should be included in any partnership packages developed for scaling the approach and will help to ensure the consistency and utility of data collected across the partner areas. Finally, longer term site monitoring and public perceptions research should be used to test desensitisation to the ‘watching eyes’ posters approach.

Recommendation 5: Use the posters as part of a wider set of measures to reduce dog fouling.

We recommend partners should not rely solely on the posters to make a long-term difference but to use them as part of a wider strategy and set of actions to reduce dog fouling. For example social marketing, community engagement and enforcement, especially in areas where we found the posters to be less effective. There is evidence to suggest that the posters are more effective when used in conjunction with at least one litter or dog fouling bin at the site, though further research is required to verify this.

Recommendation 7: Local partners should continue to evaluate locally to improve their efforts to reduce dog fouling.

We recommend local partners should always conduct site monitoring where possible using the template and guidelines provided by Keep Britain Tidy. This will assist partners in understanding the impacts of the posters in their areas and will allow the findings to be used in communications, public relations and reporting. Any data collected should also be submitted to Keep Britain Tidy to allow it to develop a more complete understanding of the impacts of the posters across England.

Recommendation 8: Work in partnership with other stakeholders to identify hotspots and build local support for the campaign.

We recommend consulting local dog fouling officers/dog wardens, street cleansing staff and other relevant personnel to identify dog fouling 'hotspots' for displaying the posters, as the partners in this experiment found these to be valuable sources of information. These stakeholders alongside the local community and businesses should be consulted to build support for the campaign and local action to address dog fouling together.

5. Conclusion

Overall, the 'watching eyes' posters experiment appears to have been highly effective in reducing dog fouling across the 16 partner areas and it is strongly recommended that a scaled-up version of the approach be rolled-out in partnership with land manager organisations across England to reach a wider range of areas and audiences.

All four posters were equally effective in the extent to which they reduced average rates of dog fouling per site. However, there is strong evidence that tailoring specific poster messages

to land use areas increases their effectiveness and Keep Britain Tidy has made recommendations for this.

Additional outcomes of the 'watching eyes' experiment have been positive feedback from residents, local councillors and other personnel at the partner organisations, and for some partners an increased understanding of the issue of dog fouling in their areas. Unfortunately, in some cases the approach has also had the unintended impact of encouraging irresponsible behaviour and several incidents of poster vandalism and theft were reported.

The majority of partners indicated that they wish to continue using the posters in some way to reduce dog fouling in their areas. However there is scope for improving the poster design, partnership agreements and delivery approach if it is to be rolled-out nationally following the recommendations made within this report.

The 'watching eyes' posters approach is currently being used to deter a range of anti-social behaviours. For example, we are aware of the approach being used at bicycle racks in the London boroughs of Waltham Forest and Westminster¹⁵ to prevent bicycle thefts, and in a national advertising campaign by HM Revenue & Customs¹⁶. There is therefore a question as to whether 'overuse' of the approach becomes detrimental to its effectiveness. This should be taken into account when considering long term use of the posters in campaigns to prevent dog fouling. It is recommended that ongoing monitoring be conducted to test desensitisation to the posters, while practitioners should also consider moving the posters around their areas on a rolling basis to minimise this effect.

¹⁵ Observed *in situ* in February and September 2014, respectively.

¹⁶ *HMRC's publicity campaign against tax evasion*, UK Government, October 2014, <<https://www.gov.uk/government/policies/reducing-tax-evasion-and-avoidance/supporting-pages/hmrc-s-new-publicity-campaign-against-tax-evasion>>.

Appendix A – Partner interviews questionnaire

Thank you for your participation in the dog fouling posters experiment. As you are aware, we are currently evaluating the experiment and as a partner, we would like your input on what worked well, what could be improved and your interpretations of its impacts. I would like to ask you some questions in a telephone interview that should last no more than 15 minutes. You will not be personally identified in our reports. Is now still a good time?

Interviewee details: (Partner organisation, name, job title)

Interview

1. What worked well about the following components of the posters experiment?
 - a. The design of the experiment
Prompt: e.g. thinking about the design of the posters, the way these were tested and the monitoring of the impacts
 - b. The outcomes of the experiment
Prompt: for example, benefits, unexpected impacts etc.
 - c. The process for the experiment
Prompt: e.g. thinking about the partnership, delivery, timelines, briefing etc.
2. What could be improved about the following components of the posters experiment?
Prompt: what would you do/what should Keep Britain Tidy do differently next time?
 - a. The design of the experiment
Prompt: e.g. thinking about the design of the posters, the way these were tested and the monitoring of the impacts
 - b. The outcomes of the experiment
Prompt: for example, benefits, unexpected impacts etc.
 - c. The process for the experiment
Prompt: e.g. thinking about the partnership, delivery, timelines, briefing etc.
3. What is your interpretation of the findings?
Prompts: do you think that your data is an accurate reflection of the posters' impacts? Did anything occur locally that may have positively or negatively influenced the effectiveness of the posters?
4. Do you plan to continue using the posters? If so, how?
5. Do you have any final comments about the dog fouling poster experiment that you would like to share as part of the evaluation?



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OUT OF ORDER THE IMPACT OF ACCESS RESTRICTIONS ON DOGS AND THEIR OWNERS



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kcdog
The Kennel Club dog owners group
HELPING ALL DOG OWNERS TO PROTECT THEIR RIGHTS





THE KENNEL CLUB
Making a difference for dogs

OUT OF ORDER - THE IMPACT OF ACCESS RESTRICTIONS ON DOGS AND THEIR OWNERS

The Kennel Club is the largest organisation in the UK devoted to dog health, welfare and training, whose main objective is to ensure that dogs live healthy, happy lives with responsible owners. With the introduction of Dog Control Orders under the Clean Neighbourhoods and Environment Act (2005), the Kennel Club set up a UK wide dog owners group, KC Dog, with approximately 5,000 members, to monitor and keep dog owners up to date about local dog related issues, including restrictions on dog access to public spaces. With the introduction of Public Spaces Protection Orders introduced under the Anti-social Behaviour, Crime and Policing Act (2014), the remit of KC Dog has widened further as we often act as an intermediary between local authorities looking to introduce dog related PSPOs and local dog walkers.

The Kennel Club is the only organisation which monitors and responds to individual dog related PSPO proposals across England and Wales.

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SECTION 1

BACKGROUND

INTRODUCTION

Dogs have been man's best friend for centuries; the latest figures suggest that there are approximately 8.5–9.3 million pet dogs in the UK, with one in every four households having a pet dog.¹ Dog ownership results in physical and mental health benefits for the whole family.² One of the most important and enjoyable elements for most dog owners is getting out in the fresh air to take their dogs on a walk.

Since the introduction of the Animal Welfare Act 2006 there is a legal requirement for those responsible for dogs to provide them with 'suitable exercise',³ which means regular opportunities to walk and run off lead.⁴

While the majority of dog walkers are responsible, unfortunately there is an irresponsible minority who don't pick up after their dog or allow their dogs to run out of control. This behaviour has resulted in an increasing number of local authorities introducing ever-more stringent restrictions on where dog walkers can exercise their dogs. Restrictions may require dog walkers to keep their dogs on a lead in part or all of a restricted site, such as a park or beach, or they could impose a complete ban on taking dogs into these areas.

The Kennel Club accepts that there are scenarios where restrictions on dog walkers are required and justified; indeed we are aware of many restrictions which are perfectly sensible and fair for all. However, we believe many others do not meet these criteria and are unreasonably causing hardship for responsible dog owners – in many cases making it harder for dog owners to provide appropriate exercise for their dogs.

For a number of years we have been concerned about the impact of restrictions on dog walkers and the welfare of their dogs. These concerns have grown following recent changes to the law, which we believe have increased the chances of unreasonable restrictions being implemented.

Currently in England and Wales there are three main pieces of legislation which may restrict dog access in public spaces.

These are byelaws (under powers granted under the Public Health Act 1875 and the Open Spaces Act 1906), Dog Control Orders (DCOs) (introduced under the Clean Neighbourhoods and Environment Act 2005) and Public Spaces Protection Orders (PSPOs) (introduced under the Anti-social Behaviour, Crime and Policing Act 2014 to repeal and replace Dog Control Orders by October 2017).

This report will cover some of the problems that unreasonable dog restrictions can create, highlight areas of good practice and bad practice, and identify where Government intervention could help to prevent further problems occurring.

The purpose of this report is to highlight what we believe to be general deficiencies with the implementation of dog restrictions. While specific examples will be used to highlight these principles, to avoid debate being focussed on the actions of specific local authorities these examples of bad practice will be anonymised. Evidence to support every example referenced in this report is available on request.

RELEVANT LEGISLATION

In the overwhelming majority of cases local authorities seek legal restrictions to tackle the issues related to irresponsible dog ownership. Typically restrictions may ban dogs from a section of a public open space such as a park or beach, or require them to be kept on a lead.

Byelaws

Prior to 2005, local authorities seeking to introduce restrictions on dog walkers accessing public spaces had to use byelaws, as provided for by the Public Health Act 1875 and the Open Spaces Act 1906. Byelaws were available for use by both primary (district/county councils) and secondary authorities (parish/community councils).

Byelaws were not an ideal solution for local authorities as they were costly to implement with each byelaw requiring central government approval. Enforcement was also inefficient as fines could only be issued following conviction in a magistrate's court.

Dog Control Orders

In 2005, DCOs were introduced as a specific tool for local authorities to deal with irresponsible dog walkers, replacing byelaws. The need

for local authorities to apply for government approval was removed with DCOs and they allowed the use of fixed penalty notices (FPNs) for enforcing breaches. As with byelaws, both primary (district/county councils) and secondary authorities (parish/community councils) were able to introduce DCOs.⁵

The legislation provided for five specific offences for which a DCO could be introduced. These were: failing to remove dog faeces; not keeping a dog on a lead within a specific area; not putting, and keeping, a dog on a lead when directed to do so by an authorised officer; permitting a dog to enter land from which dogs were excluded; and taking more than a specified number of dogs onto land.

Alongside stipulating five offences for which DCOs could be used, strict procedures for the implementation of DCOs were mandated⁶ which included a clear requirement to consult with the public prior to making a DCO and to advertise details of the consultation in a local newspaper.

Public Spaces Protection Orders

The Anti-social Behaviour, Crime and Policing Act 2014 contained provisions for primary authorities to introduce PSPOs.⁷ These were designed to be used to tackle individuals or groups committing any form of anti-social behaviour in public spaces – including dog owners.

To implement a PSPO, the local authority must be satisfied on reasonable grounds that the activity has been or is likely to be detrimental to the quality of life of those in the locality, and that the activity is likely to be persistent and unreasonable in nature. The PSPO can either prohibit the activity or make specific requirements` on those who are carrying out the detrimental activity.

As such they can be used for a very broad range of activities; for example PSPOs have been implemented to tackle the use and sale of 'legal highs',⁸ street racing,⁹ busking,¹⁰ use of remote controlled model vehicles¹¹ and of course, dog walking.¹²

The Act repealed the ability for local authorities to implement new DCOs which means that primary authorities (district/county councils) seeking to introduce new dog control measures must now use PSPOs,

with existing DCOs being converted into PSPOs in October 2017. Secondary authorities (parish/community councils) are unable to introduce PSPOs and must return to using byelaws if they wish to introduce new dog control measures.

Whereas DCOs were very prescriptive, PSPOs provide local authorities with considerable flexibility on the restrictions they seek to introduce and the process that they are required to follow to do so.

In practice the majority of restrictions imposed on dog walkers by PSPOs to date have continued to be one of the five specified offences provided for under DCOs. The limited exceptions to this have been novel offences, designed to deal with dog fouling, which will be discussed later in the report.

KENNEL CLUB POSITION ON RESTRICTIONS

The Kennel Club is the only organisation which monitors and responds to individual PSPO proposals to restrict dog access across England and Wales. Since the introduction of PSPOs in October 2014, we have responded to over 50 local authority PSPO proposals to restrict dog access. We expect this number to increase significantly in the lead up to October 2017 when remaining DCOs must be converted to PSPOs.

We welcomed Defra's guidance to PSPOs for local authorities which encourages them to make contact with us: 'Where a PSPO will affect dog owners or walkers e.g. by restricting access to all or certain parts of a park, the local authority should consult with them. This can be done through engaging with national organisations, such as the Kennel Club'.¹³ However, it is regrettable that in most cases local authorities do not conduct any pre-consultation with us.

The Kennel Club is not opposed to the principle of restrictions on dog owners and walkers. It is often overlooked that problems associated with irresponsible dog ownership affect responsible dog owners as much as those without dogs. Dog walkers are one of the most common users of the open spaces where these problems occur and over which restrictions are introduced.

Typically issues of dog fouling and out of control dogs are associated with urban settings. However, irresponsible dog ownership can be a contentious issue in rural areas as well – livestock chasing is a high profile example.

While it is important to recognise these problems, they must be placed into some context. There are approximately 8.5–9.3 million dogs in the UK, with the majority being walked off-lead at least once a day, this equates to over 3 billion dog walks per year.¹⁴ While it is difficult to put figures on levels of anti-social behaviour related to dogs, we can confidently say the overwhelming majority of dog walks take place without incident.

We also know from the data collected by Keep Britain Tidy that levels of dog fouling have consistently declined over the past 10 years. Their latest report published in December 2015 stated that the proportion of sites they surveyed with dog faeces present was at its lowest level since they started recording data in 2001/02.¹⁵

Notwithstanding this, the Kennel Club takes irresponsible ownership very seriously; we invest considerable resources across a number of schemes to tackle the problem. These include our Good Citizen Dog Training Scheme (GCDS) which was set up in 1992 to promote socially acceptable dogs by way of creating responsible dog owners. As the largest dog training scheme in the UK, it has so far issued over 562,000 certificates of achievement to owners and their dogs who have successfully passed the scheme's tests.

The Kennel Club also employs a specialist dog access advisor to provide advice and guidance to local authorities, landowners and other stakeholders on developing strategies to manage access for dogs to open spaces and balance the needs of all.

While we will usually seek alternative options to legal restrictions to tackle issues relating to irresponsible dog ownership, we do recognise at times there is a need for them. When done in an appropriate manner they can be effective at dealing with problem dog walkers.

However, we know that many restrictions which come into force are not justified, proportionate or appropriate to deal with the underlying problems they seek to address. In some cases we suspect they may even exacerbate them.

As such we do not wish to see local authorities stripped of their ability to implement restrictions. Instead we wish to see the introduction of clearer rules and guidance on how they should be used. We believe this would both help to improve the impact of any restrictions introduced and protect the majority of responsible dog owners who are often unfairly penalised by these restrictions.

SECTION 2

RESTRICTIONS – THEIR IMPACT, ASSOCIATED PROBLEMS, GOOD AND BAD PRACTICE

IMPACT OF RESTRICTIONS ON RESPONSIBLE DOG WALKERS

Some PSPO measures, such as a provision for local authority officers to request dog walkers put their dogs on leads if they are out of control, are likely to improve the daily life of responsible dog owners. However, a blanket ban on letting any dog off lead in a local park will have a significant impact on those dog walkers who walk their dogs at that site.

This has been directly reflected in the volume of consultation responses PSPO proposals have received. Proposals to implement a PSPO introducing a dog fouling offence and minimal access restrictions have typically received fewer than 20 responses. Whereas proposals to restrict where dog walkers can go, usually receive between 400–600 responses; responses in the low thousands are not unheard of. Some PSPO consultations have received more responses than recent UK government consultations on significant animal welfare issues, such as greyhound racing and the licensing of animal establishments (such as pet shops and dog breeders), because they are directly affecting the lives of regular dog owners. Therefore this is not an issue that Government should underestimate.

Impact on business

Aside from businesses that are directly involved in providing services for dog owners, such as dog walkers and dog creches, many businesses market themselves as being dog friendly, such as pubs and cafes. The introduction of access restrictions could have the potential to severely impact upon these businesses. We have seen examples of businesses calling on restrictions to be relaxed or repealed.¹⁶ However, the economic impact upon local businesses is rarely ever considered by local authorities.

Ensuring restrictions are fair and proportionate

While there is a clear legal test for the introduction of PSPOs, far too often there appears to be either limited, or no evidence to support restrictions. For instance one council released a media statement explaining a dogs on lead restriction was required for all of their parks because of 'fouling on pitches'. It transpired many of their parks had no sports pitches at all, and of those with pitches, only a small proportion

of the park space was a sports pitch. Following correspondence with the Kennel Club's dog owners group, KC Dog, the council dropped this proposal.

Through our KC Dog group, we receive hundreds of emails regarding dog access restrictions, with dog walkers desperately seeking ways to stop restrictions being introduced. We've also seen a number of local dog walkers groups set up across the country to fight restrictions, including Dogs in Coventry, Waltham Forest 4 Dogs, Southwold Beach – Dog Ban, and Campaign to Keep Dogs in the Parks (Caerphilly).

RECOMMENDATION 1

- To ensure that the legal test is being met, and to help dog walkers understand the rationale behind proposals, we would like to see evidence supporting the need for restrictions published alongside consultation documents.

DISPLACEMENT OF PROBLEMS

We know that the majority of contentious restrictions on where dog walkers can exercise their dogs are introduced because of out of control dogs or dog walkers not picking up after their dog. The fundamental flaw of this approach is that blanket access restrictions typically do very little to address these underlying behaviours which are the cause of the restrictions.

The dog walkers responsible for the problem behaviour are often simply displaced to another site, where they are highly likely to continue to behave in an anti-social manner. Indeed this displacement effect can often make problems worse than before or result in new ones developing.

The problem of displacement was recently reported by one local authority in relation to their PSPO outlawing legal highs. While the anti-social behaviour is different the principles are the same –

following a 12 week review the council reported: 'Displacement of problems currently experienced in and around Peel Square is a significant risk if the longer term underlying factors contributing towards this type of behaviour are not successfully addressed. The tactics of high visibility, disruption and enforcement are already beginning to drive some of the main perpetrators away from the higher profile locations in the town centre however problems are emerging elsewhere both at other less visible town centre locations and also on streets outside the town centre.'

It is obvious that reducing the amount of space available for dog walkers to exercise their dogs off lead, will naturally result in a concentration of dog walkers on sites where they can do so. This will also likely increase the numbers of irresponsible dog walkers at the remaining sites with no restrictions. This is highly likely to result in problems developing at these remaining sites, and further restrictions being introduced, creating a vicious cycle.

Another common unintended consequence is displacement onto inappropriate land, typically land where livestock or sensitive wildlife is present,¹⁷ resulting in new conflict being created. It can be difficult to predict the effects of displacement, but if proper consideration of alternative sites for dog walkers is considered when introducing access restrictions the risks can be minimised.

The Government provided clear instructions to local authorities that they must provide restriction free sites for dog walkers to exercise their dogs. This message was contained in the guidance document for DCOs,¹⁸ and has been retained in both the Defra/Welsh Government and Home Office PSPO guidance documents,¹⁹ with the Defra guidance for PSPOs stating 'local authorities should ensure there are suitable alternatives for dogs to be exercised without restrictions'

However, we know local authorities and dog walkers do not always have the same view on whether alternative sites for dog walkers are suitable. An example of this was provided to us by a dog walker whose parish council introduced a dog ban in their local park.

The alternative site they put forward was a meadow linked to the park, but accessed via a sloping, and at times treacherous path which

the dog walker was unable to traverse (figure 1). The result being that this dog walker, and we suspect others, were displaced onto other sites elsewhere, which may result in unintended consequences down the line.



Figure 1: Access for dog walkers was restricted to the park on the left of this photo; instead they were instructed to use a lower meadow. This alternative site was often inaccessible, due to conditions of the path (right of the photo).

RECOMMENDATION 2

- When proposing access restrictions local authorities should publish a list of alternative sites that they believe dog walkers can use to exercise their dogs without restriction. Both dog walkers and non-dog walkers would then have a clear opportunity to submit their views on whether these alternatives were suitable. This should help minimise the risks of unwanted and unintended displacement effects.

BLANKET RESTRICTIONS

Blanket restrictions impact on all dog walkers regardless of their behaviour. In many cases it could be argued that the impact of these restrictions is felt most heavily by responsible owners. We know that the irresponsible minority who are the cause of the restriction in the first place, will often proceed to ignore the restrictions imposed, or simply continue their irresponsible behaviour elsewhere (as discussed previously).

For example, the beach pictured below is subject to a dog exclusion order between 1 May and 30 September but the ban is largely ignored, as there is little enforcement action taken (figure 2). It is hugely frustrating for those dog walkers who comply with the rules, to see others flouting them without any consequence. Lack of enforcement of restrictions can significantly undermine the effect of restrictions in general.



Figure 2: Dog walkers ignoring a beach ban, in the main due to a widely known lack of enforcement.

In a recent House of Lords debate on PSPOs, the Government reiterated that 'anti-social behaviour powers are there to protect the activities of the law-abiding majority, to enable people to enjoy their public spaces.'²⁰ In many cases blanket restrictions on dog walkers won't conform to that position.

Local authorities have significant targeted powers to deal with individual irresponsible owners such as Acceptable Behaviour Contracts and Community Protection Notices. Detailed advice on the use of these targeted measures to deal with irresponsible dog owners are contained within a Defra/Welsh Government guidance document.²¹ These tools have the advantage of allowing authorities to require problem dog walkers to attend training courses and deal directly with the underlying problem behaviour. However, it's incredibly rare for local authorities to make use of them, implementing blanket restrictions instead, which affect all dog walkers regardless of their behaviour.

The overwhelming majority of local authorities, when asked by the Kennel Club through a Freedom of Information request if they considered alternative approaches, stated there was no alternative option to blanket restrictions. While in some instances this is a reasonable position to take; for instance, for a PSPO excluding dogs from children's play areas and making it an offence not to pick up after their dog. In many other cases, utilising more targeted measures could be used to achieve a fairer solution, and will more likely be effective (as the perpetrator will be made aware).

Indeed this is the approach taken by Carmarthenshire County Council: 'One of the advantages of using CPNs [Community Protection Notices] to deal with a dog control issue, is that it only imposes restrictions of the individual(s) who are causing the problem. Where problems are being caused by a small minority of people, they can provide a fairer and more proportionate way of dealing with those problems, rather than imposing restrictions that will affect all dog owners.'²²

RECOMMENDATION 3

- We would request local authorities consider enforcement strategies prior to introducing blanket access restrictions; if restrictions can't be enforced, further conflict is likely to develop.

RECOMMENDATION 4

- When consulting, local authorities should demonstrate why the use of more targeted restrictions such as Acceptable Behaviour Contracts and Community Protection Notices would not be sufficient to deal with the problem behaviours they've identified.

LEAST RESTRICTIVE APPROACH

Where blanket measures are proven necessary, the Kennel Club strongly believes that local authorities should adopt a principle of seeking the least restrictive approach to achieve their desired aim. Adopting the least restrictive approach is most likely to minimise tensions around the implementation of the restriction and is more likely to achieve compliance with restrictions that are imposed.

Some local authorities clearly strive to take the least restrictive approach. A good example of this is a PSPO proposed for Lydiard Park in Swindon earlier this year. Following complaints related to nuisance dogs, the council identified a section of the park to be designated as an area where dogs have to be kept on lead. The proposed restrictions covered less than 1/3 of the park, and were only to be applicable between 10:00 and 18:00 during the busiest half of the year from April to September. KC Dog welcomed the proposed seasonal and zonal restriction, as it provided a balanced solution for all park users, but unfortunately proposals such as these are rare.

Typically, with the exception of beach restrictions, local authorities will introduce blanket, year round restrictions regardless of the appropriateness. An example of this was a council that implemented a dog ban on a small field within the city centre. A local school had an informal agreement with the council that they had priority use of the site for sports and PE. Complaints had been made regarding dog fouling and use of the field by dog owners during school time hours. In response to these complaints, the council consulted on the implementation of a PSPO to protect the school children. One option considered by the council was the introduction of a term time ban, which we believe would have been sufficient to tackle the identified issues, especially if used in combination with targeted powers. However, this was rejected as it was deemed 'too difficult' to implement in practice, and instead a year round ban was introduced.

The council highlighted four alternative sites where dogs could still be exercised but three of these sites were not suitable for off-lead exercise. The site the council put forward as the 'nearest alternative dog walking area' was described as a 'small open space which has a dog ban within the children's play area'. This open space is approximately 100m long by 50m wide at its largest point, near to a road, and contains an unenclosed 'play area' with a few items of play equipment dispersed around the site (Fig 3). It seems counter-intuitive to knowingly displace dog walkers here, given the PSPO was introduced to reduce unwanted interaction between children and dogs.



Figure 3: A local authority introduced a ban on dogs in a local park to separate children from dogs. It suggested the site pictured above as the nearest alternative dog walking site. Given how open it is to the road, and presence of unenclosed children's play equipment we would question its suitability as a dog walking site.

Whilst we are generally not opposed to seasonal restrictions where they appear to fit with the principle of the least restrictive approach, they are also not always implemented well. We have concerns over the number for restrictions which begin on Good Friday and end in the autumn, given that the date Good Friday falls upon can vary by up to a month, for instance falling 20 days later in 2017 than 2016.

We are not aware of any evidence that the Easter break is an annual trigger for ongoing anti-social behaviour, which calls into question why local authorities have made walking a dog on the beach or off-lead in some parks in the last week of March and first two weeks of April completely legal in 2017, but a criminal offence in 2016. If there is evidence of a spike in detrimental activity over the Easter weekend due to increased usage of recreation spots, then a restriction for this weekend would be justified. An additional restriction could then be introduced to address the busier summer months.

It is our view that in general, many local authorities are taking the 'easy option' rather than seeking to balance the needs of all users of open spaces when introducing some restrictions.

RECOMMENDATION 5

- As many open spaces are considerably quieter outside of the summer months, where possible we recommend seasonal and/or time limited restrictions be implemented as the least restrictive option to achieve their desired aim.
- Like all restrictions, seasonal restrictions should be evidence based; restrictions which apply for different periods of time in different years should be avoided.

SECTION 3

CONSULTATION ON PSPOs

Perhaps as a result of the broad scope of activities PSPOs can be used to regulate, the legislative requirements for consulting prior to making and implementing PSPOs are not as tightly defined as they were for introducing DCOs. Public consultation for DCOs was clearly mandated and minimum requirements set out for the consultation process. For instance, local authorities were required to publish a notice of the consultation in a local newspaper, have a minimum four week consultation window, and at least a week prior to the Order coming into force, publish in a local newspaper that the Order had been made.

For PSPOs, the Anti-social Behaviour, Crime and Policing Act 2014 only mandates that 'a local authority must conduct the necessary consultation and the necessary publicity' before making, extending, varying or revoking a PSPO. The necessary consultation is defined as 'consulting with – (a) the chief officer of police, and the local policing body, for the police area that includes the restricted area; (b) whatever community representatives the local authority thinks it appropriate to consult; (c) the owner or occupier of land within the restricted area'.

Full and honest consultation is essential to ensure that the views of those who will be most affected by restrictions are heard. Prior to the Act being passed in parliament, the Kennel Club submitted evidence stating our belief that the obligation to consult with 'whatever community representatives the local authority thinks it appropriate' was not sufficient protection for local dog walkers.²³

Whilst we were grateful to Defra and the Welsh Government for including reference to the Kennel Club in the guidance as an organisation local authorities should consider consulting with when making a PSPO,²⁴ in practice it is a minority of local authorities that allow us an early sight of their proposals, or indeed approach us in the first instance. In the majority of cases, the Kennel Club is alerted about proposals to introduce a PSPO via another source, and will then contact the local authority.

This aside, we do believe a significant proportion of local authorities appear to be consulting in a fair and reasonable manner. Since the implementation of PSPOs, two local authorities have stood out

in proposing extensive on-lead restrictions but both have openly consulted on this. The first example was a local authority proposing to require dogs to be kept on lead in every park in the local authority area due to dog fouling on sports pitches. As covered early in the report, during the consultation phase, KC Dog made contact with the local authority and they reconsidered this proposal. A second local authority proposed to ban off-lead walking along 16 miles of coastal path, with very little evidence provided to consultees as to why this was required. At this stage the PSPO is on hold and we remain in discussion with the local authority over the proposals.

However, we have had experience of local authorities interpreting the consultation requirements in a far less democratic manner; one local authority considering the introduction of dog restrictions has deemed that 'a public consultation is not required'. Another local authority decided that they could meet the consultation requirement by sending local residents a 'letter of intent'. This letter clearly stated that the decision to introduce the Order had been made and did not contain any suggestion to recipients that there was an opportunity to support or oppose the proposed restrictions.

In a similar instance, a public consultation for a PSPO was launched, however the accompanying documentation and activity gave a strong indication that a decision had already been made, by stating 'THIS [draft] ORDER will be imposed ... upon completion of the final consultation because the council will have been satisfied on reasonable grounds that activities are carried out or likely to be carried out in a public space area...'. Indeed the signage outlining the restrictions had already been ordered and installed prior to the completion of the consultation period (figure 4).



Figure 4 – At one site signs publicising restrictions and enforcement measures were installed prior to the completion of the consultation.

Earlier in 2016, a council consulted on the introduction of a PSPO for a local park. The PSPO included proposals to restrict: bicycle riding; motorbike riding; drinking alcohol; large groups of three or more people; and requiring dogs to be kept on lead, either all day or between 8am and 6pm.

There was a byelaw requiring dogs to be on lead at the site, though it was clearly evident from both comments made to the consultation and the council's report that the byelaw was neither being adhered to or enforced on the ground. Less than 25% of respondents supported the proposal for an on lead restriction to apply to the park in any form, with more respondents supporting a ban on bicycle riding than off-lead dog walking. Yet the council proceeded to implement an on-lead requirement for dog walkers between 8am–6pm and no restrictions were imposed on bicycle riders.

RECOMMENDATION 6

- Much clearer guidance should be provided on what constitutes 'appropriate consultation with community representatives'. We believe any PSPO proposing to restrict dog access should be subject to an open public consultation, and as a minimum these should be publicised using the local authority website and social media channels.
- In August 2015, Defra produced additional guidance on who local authorities must consult with prior to introducing a PSPO, notably including dog law and welfare experts, and organisations affected by the restrictions. We have seen little evidence that these requirements are being adhered to. We would recommend that Government re-circulates this guidance and also re-states that the Kennel Club (via KC Dog) is both a willing and appropriate organisation to consult with.

DOG WALKERS' OPPORTUNITY TO COMMENT ON RESTRICTIONS

Every PSPO consultation that we have witnessed has provided a list, in some form or another, of areas for where restrictions are proposed. In many cases local authorities will provide maps to identify where restrictions will apply, which we believe to be good practice. This is essential for dog walkers to be able to determine whether the proposals will affect them and provide an opportunity to respond.

Many PSPO consultations will invite respondents to suggest where additional restrictions could be introduced; there are arguments for and against this practice. However, our biggest concern is how local authorities respond to such suggestions. We believe that any additional restrictions proposed by respondents to a consultation should be subject to a further public consultation prior to adoption.

The latter approach was taken by one district council, as when following their initial consultation additional areas were suggested

for restriction, they launched a second consultation on these areas. Their interpretation of the legislation was as follows: 'As the legislation requires that the council consult on all areas that it proposes to include in an Order, it would not have been possible to include any additional areas without further consultation.'

However, in another instance when a local authority consulted on the introduction of a dog control PSPO, eight respondents suggested that a five acre urban park should be subjected to a year round, dogs on lead restriction. Based on these eight respondents, the council had intended to add this to their PSPO, without providing local dog walkers the opportunity to respond to this additional restriction. We have asked the council to run a short consultation on this new proposal, but it remains unclear at this stage whether the council will carry out the additional consultation or not.

RECOMMENDATION 7

- If additional sites are put forward by respondents during the consultation period, dog walkers and other stakeholders should be provided a fair opportunity to respond to the proposal by way of a second consultation period.

SECTION 4
**ASSISTANCE
DOGS**

Those in society who rely on assistance dogs can often be most severely impacted by restrictions on dog walkers.²⁵ Assistance dog users have faced significant difficulties as a result of DCOs and continue to do so under PSPOs.

Under the Clean Neighbourhoods and Environment Act (2005), which saw the introduction of DCOs, the Government included clear requirements that a registered blind person; a deaf person making use of a hearing dog; and those with a disability who relied on an assistance dog, could not be subject to a dog exclusion order. Without such an exemption, a DCO could have made it illegal for an assistance dog user with children to, for example, visit a playground, enter school grounds or visit the beach in the summer.

The Government also included a similar exemption for assistance dog users from dog fouling orders, if their disability affected their ability to pick up after their dog.

Including these exemptions was a common sense measure to ensure that disabled people weren't discriminated from accessing public spaces. Sadly, even though such exemptions were hardwired into the legislation, we are aware of assistance dog users being asked to leave beaches due to restrictions banning dogs and being issued fixed penalty notices under DCO offences.²⁶

While these exemptions prescribed for DCOs were welcomed, a considerable issue was created when no specific provision was provided for an exemption, or at least consideration of an exemption, for assistance dogs from restrictions requiring dogs to be kept on lead. This remains a problem with PSPOs.

In local authority areas with extensive on-lead restrictions in place for public open spaces, it can be very difficult for assistance dog users – especially those who are unable to drive or have mobility impairments – to provide their dogs opportunities to get proper exercise and exhibit normal patterns of behaviour (as required under the Animal Welfare Act 2006). It is worth noting assistance dogs are highly trained and very unlikely to cause a nuisance to other public space users.

A high profile example of the difficulties that can arise is that of Dr Jarman, who is blind and uses a guide dog to assist him on a daily basis. Due to where he lived, the only place he could reasonably access to exercise his dog off lead was at a local lake, a site with a dogs on lead restriction. Dr Jarman was stopped by local dog wardens for breaching a DCO by letting his dog off lead and told he would be fined if he continued to let his dog off lead. This caused Dr Jarman considerable distress. At the time he was quoted as saying 'I will continue to go to the lake because I have no choice. It is a horrible experience now though because when I go there I feel I am being stalked by dog wardens. What I find so sad is that I am being criminalised for being a guide dog owner.'²⁷

The local authority at the time stated they had introduced the restriction because of reported issues of dog on dog attacks and loose dogs harassing the lake's wildlife and waterfowl.²⁸ The legislation provided an exemption for any dog owner with reasonable excuse for breaching an on lead order, meaning we would submit that it would have been appropriate for the local authority to allow for assistance dogs to be exercised off lead at this site; however the local authority did not agree.

As a rather absurd result of how these exemptions have been drafted, for some assistance dog users, the closest safe and legal location for them to exercise their dog off lead could be an area which is usually subjected to a dog exclusion restriction. For instance it could be a playground subject to a dog ban, or in the middle of a park for which an on lead order was in force. Indeed, in the case of Dr Jarman, there was a fenced-in children's playground within a few minutes' walking distance of the lake site where he could have legally exercised his dog off lead, which is clearly a senseless position to be in.

Under the Anti-social Behaviour, Crime and Policing Act, no specific provision was provided to exempt those who rely on assistance dogs from any dog restrictions contained within a PSPO. The guidance merely recommends that 'local authorities may wish to consider exempting those with an assistance dog from being subject to PSPOs in place' and that 'consideration should also be made on how any restrictions affect those who rely on assistance dogs.'

Thankfully some local authorities have already taken the opportunity to provide clear exemptions from all access restriction elements (including both dog exclusion and dog on lead restrictions) of their PSPOs for registered blind people and users of assistance dogs. Examples include Bassetlaw District Council,²⁹ Dover District Council³⁰ and Three Rivers District Council.³¹

However, of great concern is the number of local authorities who appear to be creating additional hurdles for assistance dog users, either by not providing any exemptions at all to access restrictions or by not providing appropriate exemptions, examples of which are as follows:

1. One London borough's PSPO prohibits taking a dog into a children's play area – a seemingly reasonable restriction and one that KC Dog has never opposed in over 50 PSPO consultation responses we have previously submitted. However, we would always call for a standard exemption, as was automatically the case for DCOs, to be included for registered blind people and assistance dog users. Unfortunately this was not the case in this instance, as we had not been aware of the consultation and when we later contacted the local authority we were told:

'After a consultation with our Anti Social Behaviour Team I can confirm that the restriction would apply to assistance dogs. There is no exemption.'

We believe this is almost certainly a breach of the Equality Act 2010 and is also likely a breach of the rules for introducing PSPOs which must meet a legal test – namely that 'the activity is or is likely to cause a persistent detrimental effect on the quality of life of those in the locality'.

2. A borough council introduced a PSPO to prohibit dog fouling and letting dogs off lead within a car park area. The equality impact assessment they conducted came to the conclusion that there was 'no evidence to suggest disability of driver/passengers would be affected by the order' and that 'the treatment and process of applying the order remains the same for all users/visitors of the

car park irrespective of disability'. Again, had this been a DCO an appropriate exemption from picking up would have been mandated for a registered blind person, and those who were physically unable to comply.

3. Due to the manner in which they are drafting PSPOs, a number of local authorities who are implementing exemptions for assistance dogs are failing to include deaf people who rely on hearing dogs within their exemptions.

These councils are typically copying verbatim the prescribed DCO assistance dog exemption as drafted for dog fouling offences, which exempts all assistance dogs apart from hearing dogs (whose owners are considered physically able to pick up after their dogs). These councils are then using the same wording but for dog exclusion orders. This is resulting in all other assistance dog users being exempted from dog exclusion orders apart from those with hearing dogs. While we hoped common sense would be applied on the ground, the current wording results in hearing dog users being singled out and legally barred from accessing certain public spaces.

4. Alongside legal restrictions on where dog owners are able to take their dogs, some local authorities have instead installed physical measures to exclude dogs from certain public spaces. 'Dog grids'³² are analogous to cattle grids, and have been specially designed to be uncomfortable/painful for dogs to cross (figure 5). They are installed in place of gates to stop dogs crossing them but are unable to discriminate between a dog running loose and an assistance dog accompanying a disabled person.



Figure 5: A dog grid installed to stop dogs entering the play area, which will impact on the accessibility of the play area to those who rely on assistance dogs.

The Royal Society for the Prevention of Accidents produced guidance for those responsible for play areas to help them comply with the Disability Discrimination Act 2004, the predecessor of the Equality Act 2010. While the legislation has changed the principles remain the same – and the guidance states that ‘gates should be provided to keep the area dog free (with the exception of guide dogs)’ but ‘dog grids, stiles, kissing gates etc are not suitable’.³³

We are not fully aware of how widespread the usage of these grids is. We came across the example pictured above earlier this year during a site visit, but we know they are used elsewhere. Despite numerous attempts to ask the local authority to respond to our concerns, we’ve yet to receive any assurances that they will take any action to make this play area accessible to those with assistance dogs.

RECOMMENDATION 8

- Clearer guidance should be issued to local authorities on the use of both legal and physical restrictions which impair access for assistance dog users. We would encourage the Government to remind local authorities of their legal obligations under the Equality Act 2010 to provide the same level of service to someone with a protected characteristic as someone without one.
- We would further recommend local authorities be required to justify why providing an exemption from a dogs on lead measure for assistance dog users would be an unreasonable step to take when introducing restrictions.

SECTION 5

THE CREATION OF 'NEW OFFENCES' INTRODUCED AS PSPOs

As has already been discussed, the Anti-social Behaviour, Crime and Policing Act 2014 allows local authorities greater freedom to introduce dog related offences, some of which are more 'creative' in their nature than others. Given this we have seen a number of proposals to introduce novel dog related offences which could not have been introduced as DCOs.

DNA REGISTERS

There has been some high profile media coverage over the potential use of DNA technology to trace those responsible for leaving dog waste behind. Whilst the theory of being able to track those responsible for not picking up may sound appealing to local authorities, we are extremely concerned about how necessary and practical this actually is, particularly considering the high costs involved.

For the technology to be used, ALL dog owners visiting a park (both from within the area and visitors to the area) would firstly have to register their dog's DNA on a database, as dog faeces can only be linked back to existing canine DNA profiles. Therefore for any scheme to be successful, registration to the DNA scheme would have to be compulsory.

It has been suggested that a PSPO could be used to make registration to a DNA database a requirement of dog walkers accessing open spaces in a local authority area. However, we know from the experience of the dog licence in Northern Ireland that compliance levels are likely to be low; in Northern Ireland we understand it to be between 30–40%³⁴ and this is most likely to represent registrations by responsible dog owners.

As is the case with compulsory microchipping legislation which is in force across the UK, any such PSPO would also have to incorporate a number of supporting offences, in addition to a dog fouling offence, in order to effectively identify a dog's registered owner using DNA. For instance not having correct contact details on the database would have to be an offence, as enforcement action could only be taken if the correct details were registered. Given that it is now a legal requirement for dogs to be microchipped and for dog owners to keep their contact

details up to date, it may be extremely confusing for them to also have to do the same for their dog's DNA. Whereas microchipping has an obvious advantage to dog owners (as it makes reunification with their dog much more likely in the event their dog went missing), there is no real advantage to a dog owner of having to register their dog's DNA, and we would not want to see responsible dog walkers and visitors to a particular park fined for not having their dog's details on a DNA database even though they were picking up after their dog(s).

Apart from believing a DNA scheme is overly heavy-handed and disproportionate, we also understand a DNA scheme could only provide evidence that a specific dog's faeces had been found in a prohibited location; it would not be able to provide any accurate indication of when the faeces were deposited. In a situation where more than one person walked the dog, it would be impossible for the authority to prove who was in charge of the dog at the time of the offence. This would therefore require the PSPO to make the registered owner liable for the offence regardless of who was actually the guilty party. This is akin to a family car being caught by a speed camera, but with no indication from the police as to when or where the offence took place to allow identification of who was in control of the car at the time of the offence. This wouldn't be allowed for speeding offences, but a PSPO could potentially be used to implement an equivalent offence for dog walkers.

Despite the complexities, a voluntary DNA registration scheme has been trialled by one local authority. Registration to the scheme so far has been free, with the local authority estimating 25% of dog owners living in the locality having registered their dog's DNA onto the database. At this point in time there is limited evidence as to whether the pilot has had any significant impact on dog fouling in the locality. Significant press coverage was obtained as a result of the council publicising claims of a 50% reduction in dog fouling during the pilot scheme. However, the same 50% reduction in dog fouling would have been expected without any action by the local authority, due to seasonal variation in dog fouling levels,³⁵ with factors such as daylight hours and weather impacting dog fouling levels.

MEANS TO PICK UP

We have seen a number of local authorities implement a so-called 'means to pick up' requirement. Put simply, it provides the ability for local authority enforcement officers to require a dog walker to prove they have a receptacle to pick up after their dog.

Whilst the Kennel Club supports proactive efforts on behalf of local authorities to encourage responsible dog ownership, we believe this particular measure could see responsible owners being penalised unfairly.

Typically dog walkers will not struggle to find a fellow dog walker who will readily give them a bag if they've been caught short. Green Dog Walker schemes have been operated around the country for a number of years and members wear armbands (or other identifying features) to signify themselves as being approachable to lend a dog waste bag to those who have found themselves without one.³⁶ Not being in possession of 'means to pick up' when randomly stopped does not mean that person will not pick up and responsibly dispose of their dog's waste.

Similarly, if a dog walker shows a receptacle, this is not proof that they will pick up.

It is perhaps more likely that someone who has actually picked up after their dog, using their last bag in the process will be penalised by this measure instead. While we would certainly agree that dog owners should pick up after their dog, we would question whether it is reasonable to fine people with no evidence that they have not in fact done so. In other words the owner has actually done nothing wrong.

It is our view that both DNA registers and means to pick up measures intended to deal with the anti-social behaviour of a minority of people have significant potential to criminalise dog owners who may have never been guilty of not picking up after their dog. We believe this is an inappropriate use of the anti-social behaviour powers that the Government has provided.

RECOMMENDATION 9

- We would welcome a return to a set list of prescribed offences as was the case under the Clean Neighbourhoods and Environment Act for local authorities introducing DCOs. As a minimum we believe clearer guidance should be provided to local authorities on the appropriateness of introducing penalties for activities which in themselves are not detrimental to local quality of life.

SECTION 6

DIFFICULTIES IN CHALLENGING A PSPO

There are three routes to challenging the validity of an Order. An 'interested person' as defined in the legislation has six weeks from the making of a PSPO to challenge its validity in the high court.³⁷ Someone charged with committing an offence under a PSPO may also challenge the validity of the Order.³⁸ Finally we understand those who do not meet the 'interested person' criteria are entitled to request a judicial review.³⁹

However, the substantial financial costs of a legal challenge is significantly prohibitive to making the legal challenge an option for the vast majority of dog walkers.

We have had one local authority confirm in writing to us that the introduction of a dog exclusion order imposed in a park 'was a mistake, but there are other 'grey areas' in the Order which may also throw up issues in the future'. Yet the local authority has no intention to alter the PSPO and rectify this 'mistake'.

We have seen an official at another local authority produce a post consultation report for their full council which we believe misrepresented the results of the consultation which was conducted. The report to the council explained that 'The Draft Order has been out for public consultation which ended on the 17th July 2015. There has been minimal opposition to the Order (only 2 people formally objected), with the majority of the comments received, including from the Police and Crime Commissioner, and Police fully endorsing all aspects of the Order.'

Following two Freedom of Information requests, it became clear that the consultation had received a total of nine responses. These nine responses were broken down as follows: informal email comments from two councillors; one response from the local police force; one response from the Police and Crime Commissioner; one response from the Kennel Club; and four from local residents. We would submit that the consultation received five external responses, and when these were analysed, two formally objected to measures contained within the proposal, two supported the Order in its entirety and the third didn't provide an opinion either way on the Order. Therefore it was untrue to suggest that the majority of the comments received fully endorsed all aspects of the Order.

The time taken for the two Freedom of Information requests to be answered and analysed would have taken us past the six week window to challenge the PSPO as an 'interested person'. Yet in many cases crucial information may only be obtainable using FOI requests.

In a similar scenario, another local authority's designed an on-line survey that resulted in respondents who didn't support restrictions on dog access being excluded from later questions on the duration of restrictions. This resulted in the council's members being misled into believing that the majority of respondents supported extending the duration of the restrictions from the summer months to all year round for the affected sites; had the views of those opposing any restriction been incorporated, it would have been clear that a significant majority did not support any extension to the duration of the restrictions in question.

Regrettably the extended restrictions were approved by the councillors and incorporated into the Order as made. The Order has now been in force for a period of time which makes it impossible to be legally challenged, unless by someone charged with committing an offence under it.

While we expect a number of the examples that we have highlighted throughout this report to be vulnerable to a legal challenge, the inflexibility and discretion provided for in the legislation and accompanying guidance would make a legal challenge a significant risk.

RECOMMENDATION 10

- The financial cost of legally challenging an Order makes this an unlikely occurrence. We believe a lower cost alternative should be considered, such as designating the Local Government Ombudsman or similar body, as a first stage alternative to challenging the validity of an Order.
- If a lower cost challenge route is established, consideration should be given to extending the six week time limit for an 'interested person' challenge.

SECTION 7
BYELAWS –
SPECIFIC
ISSUES

As covered at the beginning of this report, secondary authorities (parish and town councils) wishing to introduce dog control restrictions once again have to use byelaws to implement new restrictions. Many of these authorities will have existing DCOs which remain in force until October 2017 and can also be amended up until that point. Perhaps because of this, we are not aware of any new byelaws since the 2014 Act which have been introduced restricting dog access.

We suspect it is highly likely that we will start to see an increasing number of byelaws being introduced over the next year in the lead up to October 2017, and beyond. Prior to 2005, byelaws had to receive central government approval but this is no longer the case,⁴⁰ making it much easier for secondary authorities to implement dog control byelaws.

At this point in time there appears to be no publically available guidance on the use of byelaws for dealing with dog control. We believe many, if not all, of the issues that we have identified around the use PSPOs are equally possible and probable with byelaws. Perhaps with the absence of any obvious guidance, it is more likely that even more unreasonable restrictions will be implemented through byelaws.

While PSPOs must be reviewed every three years, providing a welcome window to reconsider the necessity of restrictions, there is no such provision for byelaws to be reviewed. Therefore the long term impact of an unreasonable byelaw could be significant.

While the law dictates a PSPO implemented by a primary authority would override a byelaw introduced for the same activity for the same location, a significant risk remains that the negative impact on dog walkers introduced by a PSPO are compounded by a byelaw subsequently introduced by a secondary authority.

For instance a PSPO could be introduced restricting off-lead dog walking to a handful of sites, which could then be subjected to access restrictions introduced by a parish council with a byelaw. While both sets of restrictions viewed in isolation might seem reasonable, in combination they could severely restrict dog walkers.

RECOMMENDATION 11

- We believe Government should produce guidance for secondary authorities on the use of byelaws for dog control and that secondary authorities should be required to consult with both neighbouring authorities and the umbrella primary authority on proposed byelaws.
- If a byelaw introduces new restrictions which compound the effects of an existing restriction, local dog walkers should be provided with the opportunity to challenge the proposal on the basis of the combined impact of the two, or more, sets of restrictions.
- As is required with PSPOs, a requirement that byelaws are reviewed every three years should be introduced.

SECTION 8

CONCLUSIONS

While many local authorities are implementing restrictions in a fair and sensible manner, a significant number are not. In most cases, the Kennel Club and local dog walkers have been successful in getting local authorities to amend the most restrictive proposals. However, in all likelihood it will only be a matter of time before a combination of excessively restrictive proposals and poor consultation practices will result in a PSPO being introduced which will have significant negative impacts on both dog owners and their dogs.

Even in the less extreme cases, PSPOs are causing considerable hardship and distress for local dog owners. We believe the recommendations that we have identified in this report would reduce the risk of this, without hindering local authorities from dealing with problems related to irresponsible dog walkers.

SUMMARY OF RECOMMENDATIONS

RECOMMENDATION 1

To ensure that the legal test is being met, and to help dog walkers understand the rationale behind proposals, we would like to see evidence supporting the need for restrictions published alongside consultation documents.

RECOMMENDATION 2

When proposing access restrictions local authorities should publish a list of alternative sites that they believe dog walkers can use to exercise their dogs without restriction. Both dog walkers and non-dog walkers would then have a clear opportunity to submit their views on whether these alternatives were suitable. This should help minimise the risks of unwanted and unintended displacement effects.

RECOMMENDATION 3

We would request local authorities consider enforcement strategies prior to introducing blanket access restriction; if restrictions can't be enforced further conflict is likely to develop.

RECOMMENDATION 4

When consulting, local authorities should demonstrate why the use of more targeted restrictions such as Acceptable Behaviour Contracts and Community Protection Notices would not be sufficient to deal with the problem behaviours they've identified.

RECOMMENDATION 5

As many open spaces are considerably quieter outside of the summer months, where possible we recommend seasonal and/or time limited restrictions be implemented as the least restrictive option to achieve their desired aim.

Like all restrictions, seasonal restrictions should be evidence based; restrictions which apply for different periods of time in different years should be avoided.

RECOMMENDATION 6

Much clearer guidance should be provided on what constitutes 'appropriate consultation with community representatives'. We believe any PSPO proposing to restrict dog access should be subject to an open public consultation, and as a minimum these should be publicised using the local authority website and social media channels.

In August 2015 Defra produced additional guidance on who local authorities must consult with prior to introducing a PSPO, notably including dog law and welfare experts, and organisations affected by the restrictions. We have seen little evidence that these requirements are being adhered to. We would recommend that Government re-circulates this guidance and also re-states that the Kennel Club (via KC Dog) is both a willing and appropriate organisation to consult with.

RECOMMENDATION 7

If additional sites are put forward by respondents during the consultation period, dog walkers and other stakeholders should be provided a fair opportunity to respond to the proposal by way of a second consultation period.

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clearer guidance should be provided to local authorities on the appropriateness of introducing penalties for activities which in themselves are not detrimental to local life.

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The financial cost of legally challenging an Order makes this an unlikely occurrence. We believe a lower cost alternative should be considered, such as designating the Local Government Ombudsman or similar body, as a first stage alternative to challenging the validity of an Order.

If a lower cost challenge route is established, consideration should be given to extending the six week time limit for an 'interested person' challenge.

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If a byelaw introduces new restrictions which compound the effects of an existing restriction, local dog walkers should be provided with the opportunity to challenge the proposal on the basis of the combined impact of the two, or more, sets of restrictions.

As is required with PSPOs, a requirement that byelaws are reviewed every three years should be introduced.

ENDNOTES

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2. Dogs, access and nature conservation, English Nature Research Reports publications.naturalengland.org.uk/file/70026
3. www.legislation.gov.uk/ukpga/2006/45/pdfs/ukpga_20060045_en.pdf
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5. For the purposes of Dog Control Orders eligible local authorities were defined as: a district council in England; a county council in England for an area for which there is no district council; a London borough council; the Common Council of the City of London; the Council of the Isles of Scilly; and a county or county borough council in Wales; parish councils in England and community councils in Wales. Clean Neighbourhoods and Environment Act 2005.
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#KCDog

"Restrictions that are arbitrary and unreasonable ... are regarded as a misuse of the [PSPO] legislation."

"Dealing with irresponsible dog ownership - Practitioner's Manual", DEFRA: applicable to all Wales & England local authorities

Submission by [REDACTED] to a joint meeting of

Environmental Scrutiny Committee and Economy & Culture Scrutiny Committee
of Cardiff City Council

to be held on Monday 19 November 2018 at County Hall

**to examine the Dog Controls Public Space Protection Order proposals
and allied public consultation which ended on 22 October 2018**

**Did Cardiff City Council really mean to stop dogs
being with their family when one of them was playing sport?**

Because that's what the PSPO proposal would have done



"Found this pic of my son from a few years back. Our JRT [dog] would clearly be infringing the proposed PSPO marked sports pitch ban... is this really so heinous? 😞"

[REDACTED] posted on group FB Campaign Group page 21 Oct 2018

Note: this submission is made in a personal capacity as a resident in Cardiff City Council authority area who is both a dog owner and a regular user of public sports playing fields provided by the Council. Data, references and sources were correct as at 8 November 2018. All views expressed are my own (except when citing others) & errors or omissions are mine alone. Thank you.

Purpose of this document

This submission is designed to help the joint Scrutiny Committee members to address 5 key areas:

- A. How far the proposal met PSPO (and other) guidance.
- B. The quality of data, evidence and supporting information provided to Cabinet.
- C. Issues around the process of consultation.
- D. Difficulties created by the wording and maps published.
- E. Whether sufficient thought was given to the consequences and knock-on effects.

A. PSPO guidance & best practice have not been followed

The Home Office has issued guidance¹ and DEFRA has issued a practitioner's manual² for authorities in Wales & England for dealing with anti-social behaviour in relation to dogs.

1. Home Office. *Anti-social Behaviour, Crime and Policing Act 2014: Anti-social behaviour powers. Statutory guidance for frontline professionals. Last updated: Dec 2017*
2. DEFRA. *Dealing with irresponsible dog ownership - Practitioner's Manual. Last updated: Nov 2014*

"Councils should also consider whether alternative options [such as Community Protection Notices] are available to deal with problems around irresponsible dog ownership or dogs being out of control...[DEFRA] has produced detailed guidance in the form of a practitioner's guide on the range of tools available to deal with irresponsible dog ownership. Targeted measures and educational days for irresponsible dog owners can bring about real improvements in the behaviour of irresponsible dog owners."

"Under the Animal Welfare Act 2006, owners must provide for the welfare needs of their animals, including the necessary amount of exercise each day. Local authorities should be aware of the publicly accessible parks and other public places in their area which dog walkers can use to exercise their dogs without restriction."

"Restrictions that are arbitrary and unreasonable ... are regarded as a misuse of the legislation."

However, the central thrust of CCC proposed new measures is at variance with the guidance: it ignores totally the best practice of targeted measures and education; instead opting for an arbitrary and blanket ban that would have little or no impact on the anti-social behaviour of irresponsible owners, recognised by CCC as being a small minority causing the problems.

While reference was made to some parts of the guidance to try to justify the proposed approach, the omission or cursory reference to the details cited above meant that the Cabinet members were inadequately briefed as to the correct use of PSPO and best practice for their development and introduction, particularly in respect of dealing with irresponsible dog ownership.

It is also at variance with recommended best practice from Keep Wales Tidy which has both a forum and a guide "on principles of enforcement for littering and dog fouling ...[to] encourage authorities to develop strategies which target problem areas in a way that is evidence-based".

When it came to presenting how other Councils had approached the issue, only 2 Councils were cited and they both used the proposed new approach. No alternative approaches, though a wide range have been adopted across Wales and England, were given. Indeed, the choice of RCT and Denbigh is curious as neither of these can be said to be similar to Cardiff demographically or geographically.

Birmingham and Nottingham (which had been visited for a comparison in a study of parks by Economy & Culture Scrutiny Committee) are more similar to Cardiff as a major and important city. These should, as a minimum, have been given to show a contrast or alternative approaches; probably, given their position as big cities, they should have been the ones highlighted as exemplars rather than smaller authorities with countryside on their doorstep.

B. Data, evidence and supporting information were woefully inaccurate and misleading

Cabinet was provided with over 50 pages of information and data supposedly in support of this PSPO proposal. This proposed to extend existing measures to include a new and far reaching ban on dogs from any and every park with a marked sports pitch. Comprehensive reading of these documents found it to be seriously deficient in several respects.

- Toxocariasis was cited as a public health danger

Data readily available from Public Health Wales³ shows that in the past 10 years there have been only 25 laboratory confirmed diagnoses of toxocariasis across the whole of Wales and England. This equates to 1 incidence per 20 million people per year or 0.02 incidence for the whole of Cardiff. Statistically, an incredibly small risk.

3. UK Government. *Zoonoses Overview Report, UK 2016*

Also readily available is scientific research⁴ on the source of toxocariasis in an urban setting in the UK. Due to regular worming of dogs, the most prevalent carriers of toxocariasis are urban foxes (55.9%) and urban cats (39.8%). In the extremely unlikely scenario of a user of a Cardiff park contracting toxocariasis, the source is 9 times more likely to have come from a fox or cat than from a dog.

4. www.gideononline.com/2014/02/14/toxocariasis-in-the-united-kingdom/

Thus, it is wildly misleading to use and propagate the popular misconception that dog faeces pose a health risk to members of the public. This led to some hysteria in on-line comments to media articles quoting the CCC claim along the lines of I don't want my child to be blinded by a dog - get them out of all public places!, Glad you are happy to help people get sepsis from dig sh*t, and life threatening, even loss of limbs or sight.

- Data on complaints about dog fouling or being out of control actually contained many that were nothing at all to do with these issues

Appendix B was described to Cabinet as being an extract of complaints relating to dog control and fouling. It comprises 24 pages with around 5-6 complaints per page, totalling around 120 complaints. However, in many instances the complaint bears no relation to dog-fouling or dog control and, more worryingly, several do not even concern or mention dogs at all. For example:

- Page 1, 3rd complaint is not about a dog
- Page 2, 1st complaint is about a dog killed by a falling branch; 4th complaint is about collection of council tax (dog not mentioned); 6th complaint is about a gate left open by a Parks employee
- Page 3, 3rd complaint is from dog owner about being locked in the gardens of Insole Court; 4th complaint is about a child injured by a spring-loaded gate (dog not mentioned); 7th complaint is about Council dogs home giving a dog to a different family

... and so on. Virtually every page of Appendix B contains at least 1 complaint unrelated to dog-fouling or control. Here are just 2 instances:

"Complaint received as there are no links to the [St David's Hall] restaurant on our website and there is no information for people wishing to book a table. Where are the restaurant menus? Do we cater for theatre goers anymore?"

"Complaint received regarding the cancellation of Live Music Night. [individual] complained as it cost her money to return the tickets and she had her dog booked into a kennel which incurred a £20 cancellation fee."

As well as the sample of detailed complaints, reference was also made to over 500 complaints of fouling being received in the last year. Freedom of Information requests established that:

- It was a two-year period, not one;
- Percentage of complaints relating to parks was small and to sports pitches was even smaller.

CCCs own evidence and data did not support the proposed new measure of a blanket ban on parks with marked sports pitches.

C. Consultation itself was deeply flawed

While the legislation underpinning PSPOs allows authorities and agencies flexibility to determine what is an appropriate level of consultation for each situation it does not envision that any individual or group that would be most adversely impacted by the PSPO would be denied a voice in the consultation. Again, DEFRA’s practitioner’s manual sets out how important it is to engage with those who will be affected:

“Where a PSPO will affect dog owners or walkers eg. by restricting access to all or certain parts of a park, the local authority should consult with them. This can be done through engaging with working groups, as well as locally organised pet groups ... as best practice, local authorities should where possible seek to [advertise in a local newspaper], or investigate a suitable alternative, that will reach local dog walkers who will be most affected by any new restrictions.”

Indeed, this appeared to be the intention as the Cabinet was informed that:

“The Council will undertake direct consultation in a number of parks and public space areas throughout the consultation period to ensure views from users are captured”⁵

5. Paragraph 26, Cardiff Council Cabinet Meeting, 12 July 2018

However, reports at the local level via the FaceBook campaign group and the response to a FOI revealed that not a single event was held or any effort made to publicise, inform or gather input at any park or open space area that would be affected by the proposed ban.

Effectively, those with no access to social media or the internet – primarily (but not exclusively) older people with dogs were excluded not just from the consultation but also from being aware of the huge change being proposed that would impact their lives on a daily basis.

CCC did find time, however, to notify and send out reminders to sports teams and clubs and, again, reports at the local level noted the CCC poster on prominent display in clubhouses and changing rooms.

FROM: MORRIS, Steve <s.morris@cardiff.gov.uk>
Sent: Friday, October 12, 2018 10:36:53 AM
To: Morris, Steve
Subject: Dog Controls on Sports Pitches consultation

Kind regards

Steve

Dear Colleagues in Sport,

[Stephen Morris](#)
[Rheolwr Datblygu Chwaraeon/Sports Development Manager](#)
[Cyngor Caerdydd / Cardiff Council](#)
[Ffôn/Tel: 02920 30269](#)
[Awdurdod Harbwr Caerdydd, Ty Frenhines Alexandra, Cargo Road, Caerdydd. CF10 4 LY](#)
[Cardiff Harbour Authority, Queen Alexandra House, Cargo Road, Cardiff, CF10 4LY](#)

Please see attached the current consultation exercise we are undertaking to introduce local legislation preventing Dogs on Sports Pitches.

Sports pitches make up less than 10% of the available parks and green space in Cardiff.

I would appreciate you taking 5 minutes to give your views on this issue and if possible please circulate more widely to your sport network in order to get a balanced view from the sporting community in Cardiff.

Responses can be made on the following links

consultation@cardiff.gov.uk
www.cardiff.gov.uk/dogcontrols

The Council welcomes correspondence in Welsh, English or bilingually. We will ensure that we communicate with you in the language of your choice, as long as you let us know which you prefer. Corresponding in Welsh will not lead to delay.

Kind regards

Privileged/Confidential Information may be contained in this message. If you are not the addressee indicated in this message (or responsible for delivery of the message to such person), you may

Steve

If CCC felt that it could not justify the cost of holding events and providing information at the parks themselves, then it also failed to use the channels that it had readily available: local vets and businesses registered with CCC for dog boarding, kennelling etc.

I contacted every veterinary practice within the CCC area to ask if they had received any notification of the proposal and/or been provided with information to display in their practice surgeries. With only a 6-week period of consultation this would not have reached every dog owner at a registered practice but a substantial number of them would have been. I also started to contact registered boarders but confidentiality was a concern for them. The full details are contained in Annex B of this submission: the principal point is that none of these channels that were easily accessible for CCC to use at nil or minimal cost had been used.

One could be forgiven for believing that the only people who CCC did not want to know about the proposals or to be equipped to participate in the consultation were the only people who would be adversely impacted by them. It is nothing short of disgraceful.

The list of consultees given to Cabinet was also striking by a notable omission: no healthcare body or organisation was to be specifically included. Annex C of this submission is an email sent to Maria Battle, Chair, Cardiff and Vale University Health Board, asking whether they had been made aware of the proposal and setting out examples of why its impact on health and well-being should be considered. Ms Battle advised that they had NOT been a consultee.

D. Difficulties created by the proposal wording, maps and accompanying information

The proposal lacked sufficient detail and clarity to be easily understood. Combining existing measures with new ones in a single question created confusion – I asked several non-dog owners to read it and tell me what they thought, and they all asked why I (and other dog owners) walked their dogs in children’s playgrounds. On being told that no-one was allowed to under a bye law since the early 1990s the reply was “well, that’s not how this reads”.

As is often the case, some of the devil does lie in the detail. For example:

- There are parks with goal posts up but no pitch markings – are these included in the ban?
- Conversely, there are parks with lines marked but no posts (as has been the case for several years) – are these included in the ban?
- During the consultation CCC started to ‘add’ details and introduce caveats that made little sense; eg. talking about the ban being only seasonal – this displayed an ignorance of the active life of toxocariasis worms (approx. 8-10 weeks) so if a primary reason for the ban was around this public health issue, then allowing dogs on pitch areas out-of-season would not address it.
- The maps and downloadable Excel spreadsheet of green areas showed every blade of grass within CCC area that was deemed to be owned and/or maintained by CCC; it did not actually show the parks and green spaces that would be affected by the sports pitch ban – this caused confusion and when a claim that the ban would affect only 10% of green areas it could not be substantiated from the maps and data provided. Even local councillors were unable to advise categorically whether particular areas in their ward would be affected or not.
- Certain categories of assistance and working dogs were listed as being exempt. However, this was only a partial list of trained dogs who play a vital and daily role of supporting their owners and families in living independent lives (see Annex A).

E. Whether sufficient thought was given to the consequences and knock-on effects.

There seems to have been a lack of integrated thinking around the impact of the proposed ban. While the figure of only 10% of parks being affected was bandied about as though having access to 90% meant it should not create any insurmountable problems for dog owners, this failed to address the actual impact on a daily basis.

I liken it to bus services. If there is a 10% reduction in bus services and so you only have 9 buses in the day rather than 10 then you can probably arrange your life around this new service level; however, if the 10% reduction means that your local area will not have any service at all, then its impact is huge.

If, like me, your only park within walking distance where you can safely exercise your dog off-lead is one affected by the ban then you will be forced to get in a car to travel to another area, thus increasing air pollution. Cardiff has already been identified as needing to address its serious problem with traffic pollutants and introducing a dog ban that would increase the number of journeys taken on a daily basis is non-sensical.

There is a very real risk of increasing isolation (with all its attendant adverse impacts) particularly on older people if they are unable to go to their local park where they meet and chat to others (not necessarily those with dogs). They may not have access to a car and if many more people started to take their sometimes wet, often dirty/muddy, dogs on public transport then it is likely the level of complaints to Cardiff Bus may increase.

PSPOs were designed for tackling multiple problems on a locality by locality basis (eg. littering, drugs use, dog fouling, etc in specific areas can be addressed with a single Order geared to those local needs). This proposal ignored other – perhaps equally important or, in some instances, more worrying concerns – misuse and abuse of our parks and shared green spaces. Several people reported problems around discarded needles, fly-tipping, motor-cycle riding, general littering and issues around overflowing bins but none of these would be addressed by this PSPO.

PSPO guidance specifically warns about adopting measures that only displace an anti-social activity rather than addressing the root causes. The lack of education and enforcement of existing measures mean that the more likely outcome is that irresponsible few will simply do their “not picking up” elsewhere, rather than suddenly change their anti-social behaviour.

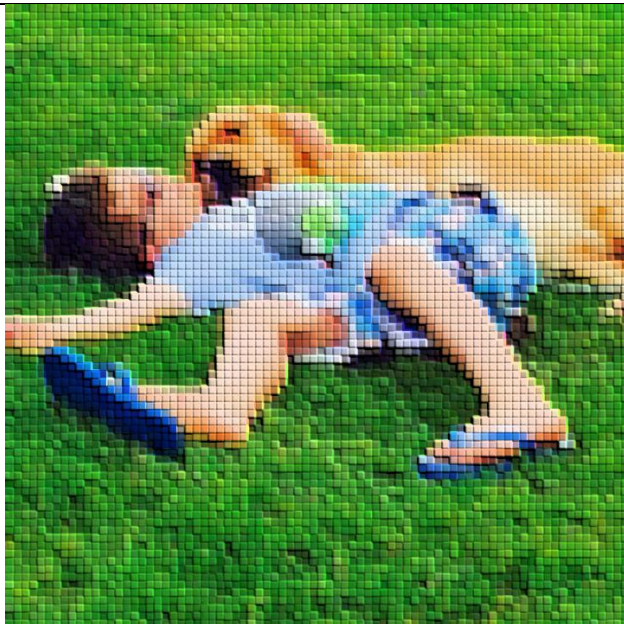
Annex A – the reality of the proposed ban

“My son played rugby and football across Cardiff Parks for 10 years and never had a problem with it. My husband coached his team(s) and always swept the pitch for litter before allowing the kids to play. He picked up human litter every time but only dog mess on a small number of occasions. I am very surprised to hear of problems like this. The dog owners wishing to be allowed to use this space for their dogs to run are very much for enforcing of fouling fines and keeping our beautiful parks litter and dog mess free.” Sally Howells, posted 23 Oct 2018



██████████ from Radyr suffers from Rheumatoid arthritis and says the council’s plan would cause a lot of problems for her. She says she’d have to travel a lot further to walk Casey because her local green space has a playing field on it.

Wales On-line, 21 Oct 2018



“I have emailed my local councillor and Mr Bradbury and have put up posters in my local shop. We will be there next Sunday for the walk . My reason for feeling so strongly about this whole proposal - see picture. He’s not a rugby player, football player or a cricket player. He’s a boy and his dog ! why shouldn’t he be allowed when there is no football match/rugby match /cricket match to spend time in the park. Parks should be for all to enjoy”

██████████ 14 October 2018



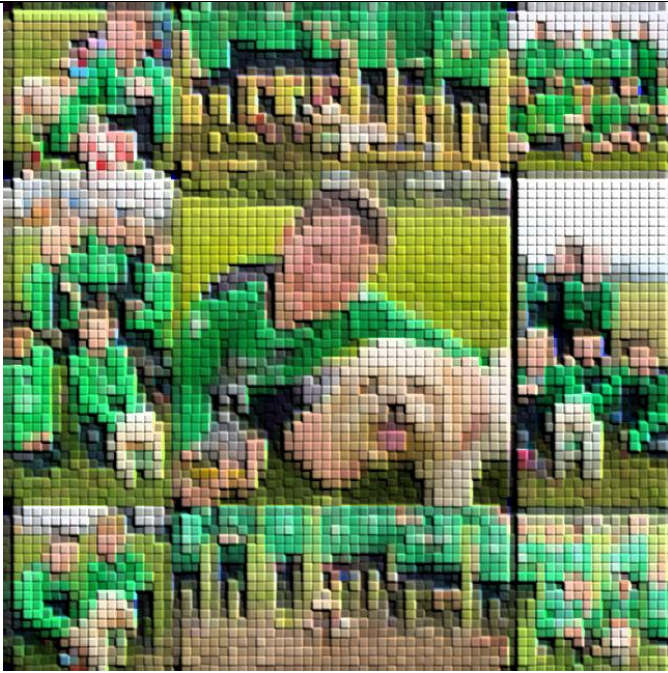
“Gross! Obviously rugby people are too good to put their plasters in the bin 🤢”

██████████ Posted 3 Oct 2018



At Roath Rec – paw needed stitches

██████████ Posted 3 Oct 2018



“This is Timmy, a 7 year old cavachon who has been the Mascot to our football team for the last 4 years! He comes to training every week at Heath Park and the boys absolutely adore him being part of the Team! He comes to matches where possible but we respectfully leave him at home when the match is on a school field or where dogs are not welcome.....At training he loves to have a run around, watch the squirrels and absolutely loves life being fussed over by all the boys on and off the pitch.....On match day he proudly wears his bandana with the Team name on.....How can I tell him that he might not be able to come with us anymore??? 😞 As soon as we get the kit bag out he is beside himself with excitement!! As for dog poo on pitches, I think we've had a handful of times over those past 4 years, where we've had to pick some up but on the whole I think the problem is a lot less than it ever was.....Surely education and encouragement of picking up after your dog is a lot better than penalizing every dog owner in the city ..Just madness 😞 😞”

██████████, Posted 17 Oct 2018



To: ██████████

“I’m writing to you as The Children’s Commissioner on how the proposed Cardiff City Council PSPO will affect families like myself. I live in a lovely quiet Cul-de-sac in Llanishen with a path leading into Llanishen Fields. I walk there most days with my dogs and 2.5year old. My son thoroughly enjoys walking his own dog a little Yorkshire Terrier.

We learn about wildlife, plants, pond life and get some much needed fresh air. As he is only a toddler we cannot walk far and don’t like to always use a car. I will include a picture of our route where we meander around the fields and forestry from our home.

If this proposal comes into force we won’t be able to walk in our local park. The paths are far too close to the pitch edge in some places. As a self employed working parent I simply couldn’t risk a fine should my dog step a paw over the line, on or off the lead. The majority of Llanishen Fields as well as many others available to us in Cardiff are covered in pitches. In Llanishen the one that isn’t pitched is small and busy with children, being on the entrance to a playground. I fully believe this proposal is out of order and restricts family’s who like to enjoy the parks available in our city. The problem majority of fouling is just 2%!!! Why penalise the 98% of responsible dog owners by blanket banning.

Please consider the families who will be affected by this proposal should it be put into place.”

██████████, Posted 14 Oct 2018

Annex B – research of animal welfare organisations based and working in Cardiff re: proposed PSPO on dog controls (conducted 9-11 October 2018)

The papers for the Cabinet of Cardiff Council on 3rd July 2018 advised Councillors that among those organisations that would be actively included in the consultation on the proposed new Dog Control PSPO were (1) animal welfare organisations, and (b) boarding/kennel providers.

An initial verbal enquiry at 2 vets practices and with 2 registered boarding/kennel providers learned that none of them had been contacted by Cardiff Council or sent any information to either display to clients or for clients to complete while at the practice.

This led to the development of this research. Its aim was to contact every veterinary practice located within the Cardiff Council boundary in the final 10-12 days of the consultation period (to allow for delays in the information reaching them) to establish whether the initial ones were ‘blips’ or whether, in fact, no practice involved with animal welfare and service provision in Cardiff had received information.

Veterinary Practice	Address	Date contacted	Contact method	Received information from Council
PDSA (People’s Dispensary for Sick Animals)	Nettlefold Road CF24 5JQ	11/10/18	Telephone	N
Dr Doolittles	111 Whitchurch Road CF14 3JQ	9/10/18	Visit	N
Marlborough Road	2 Marlborough Road CF23 5BX	9/10/18	Visit	N
Heath Vets (group of surgeries)	123-5 Heol-y-deri CF14 6UH	9/10/18	Telephone	N
Vets for Pets (in Pets at Home)	481 Newport Road CF23 9AA	11/10/18	Telephone	N
Vets for Pets (in Pets at Home)	Cardiff Bay Retail Park CF11 0JR	11/10/18	Telephone	N
Cowbridge Road Veterinary Centre	463 Cowbridge Road East CF5 1BA	11/10/18	Telephone	N
Park Vets	Sanatorium Road CF11 8DG	11/10/18	Telephone	N
Heath Veterinary Group	326 Whitchurch Road CF14 3NG	11/10/18	Telephone	N
Petheron Veterinary Surgery	840-842 Newport Road CF3 4LH	11/10/18	Telephone	N
Vets for Pets	364-372 Cowbridge Road West CF5 5BY	11/10/18	Telephone	N
Cumines Veterinary Surgery	4 Evansfield Road CF14 2FA	11/10/18	Telephone	Y *
St David Veterinary Clinic	Pentwyn Shopping Precinct Pentwyn Drive CF23 7EY	11/10/18	Telephone	N
Vets for Pets	Countisbury Avenue CF3 5NQ	11/10/18	Telephone	N
Bridges Veterinary Surgery	Pughs Garden Village Ty Nant Road CF15 8LB	11/10/18	Telephone	Not known

* However, the description given over the telephone suggested that the flier on the noticeboard was one produced by the Campaign group and not anything originating from the Council

A similar exercise was started with those registered with Cardiff Council as kennels/boarders. However, several asked not to be identified as they feared this could lead to them being penalised by the Council in some way in the future. After contacting 6 such registered providers, it was decided that the anonymity issue was insurmountable and so no further providers were contacted. All of these providers were, though, able to advise that they had received NO information or contact from Cardiff Council in respect of the proposed PSPO.

Annex C – email to [REDACTED], Cardiff & Vale University Health Board

cc: [REDACTED]. Sent 11 October 2018

Subject: Cardiff Council PSPO that will adversely impact health & well-being of residents

Dear [REDACTED]

I was very surprised to see that the Cardiff & Vale UHB was excluded from the list of consultees listed by Cardiff Council (Appendix C of documents to the Cabinet, 12 July 2018, Public Space Protection orders) in relation to its new plan to ban dogs from being exercised in many parks across the City.

This proposal has many health and well-being implications and so I am writing to bring it to the attention of the health board so that it can have the opportunity to contribute to the consultation.

While I can appreciate that Cardiff Council may have initially seen it solely as an anti-social or parks management issue, as you can read for yourself later on the impact it will have on the health and well-being of a large number of Cardiff residents will be considerable.

With around 1 in 3 households having a dog, there are a significant number of people affected. In particular, the proposed ban has the potential to have a negative impact on the health of some of the core groups that the UHB is rightly most concerned about: the elderly, lonely and socially isolated, those struggling with mental health issues, obesity, those on lower incomes and so on.

It has been suggested by the Council that the outright ban will affect around 10% of parks although an FOI request has elicited that there has not actually been any measurement or assessment of which areas would be covered by the ban, and the map provided by the Council does not identify to which areas the ban would apply.

It is, however, one of those instances where statistics and percentages mask the real issue.

I live a few hundred yards from Roath Recreation ground and have walked with my dog to this area for it to run and play off lead for the past 14 years. It is covered throughout most of its length by marked sports pitches which also occupy most of its width. All the smaller gardens and mini-parks nearby are lead-only areas for dogs. With a healthy, active Welsh Sheepdog, these are neither adequate or suitable to give it the exercise required. The nearest alternative off lead area is just over 2 miles away and, in order to do a pre-work walk with the dog, I would then have to drive.

Cardiff has already been identified as having significant issues with air pollution and traffic is a major contributor to this. I find it hard to believe that the Council has failed to see that its proposal would actually increase the number of short distance car journeys, particularly at rush hour and when children are making their way to school, and this is detrimental to other measures that the Council is putting in place to try to reduce pollution and particularly NO2 from cars.

Before I hand over to others who have shared their own personal health and well-being concerns on a FaceBook group set up to support those affected by these plans, I would like to share the story, briefly, of 2 local people known to me (their names and those of their dogs have been changed ...but you would probably work that out anyway).

(1) Cosette has an assistance dog, Fontine, and choose to live in Roath/Penylan because of the wide choice of bus services to get to work, the variety of shops and eateries on Albany and Wellfield roads and the proximity of so many public gardens and Roath rec. When she exercises Fontine on her own Cosette uses one of the smaller, enclosed gardens nearby. However, she knows that, from time to time, Fontine needs a good, free run off lead. I meet up with Cosette so that we can walk our dogs together and when we get to Roath Rec they both go off lead and have a good run together. Cosette knows that I can keep an eye on Fontine and ensure that the dogs are fine. While the Council's new proposal exempts Cosette from picking up dog faeces, it would not permit me to assist Cosette by having our 2 dogs walk, play and run off lead together on Roath Rec. Which brings us back to the need to get in a car again in order to comply with the new ban on dogs on marked sports pitches. Alternatively, Cosette would have to try and find some way of managing on her own. This, as you can appreciate, can cause much worry and distress.

(2) Javert lives about 10 minutes from Roath rec. He experienced depression after his mother died. This was so severe that he was admitted to hospital as an inpatient, was on major medication and eventually had to take early retirement on health grounds. Happily, he received good help and support, was discharged and is no longer on medication. A key part of his on-going well-being was when a friend suggested he got a dog. He eventually did and having Val-Jean has enabled Javert to get outdoors on a regular basis, meet other people, socialise and, in due course, share his own story and encourage others who have also been experiencing depression. He walks on Roath Rec every breakfast time and every lunchtime and is fearful about the proposed ban affecting the Rec – he will need to go elsewhere, loosening the friendships he has developed and is unsure whether he can face the challenge of navigating to a new area at a time when he is considering whether he would prefer stop driving altogether.

Here is just a selection of some of the health and well-being concerns expressed by others in their own words on the group FaceBook page. This is information put in the public domain by the individuals themselves so it is their own story in their own words.

"My furry friend, Jasper, brought me out of a period of anxiety and insomnia following the sudden passing of my Mum 18 months ago. A new hobby, and excuse to get out in the fresh air, he helped my mental health massively, therapy on 4 legs! Jasper brought me out of a black hole.

I find it infuriating and disappointing that Cardiff Council are consulting on proposals that will could result in exercising our dogs in large parts of Cardiff off limits"

██████████, 10 October 2018

"Couldn't agree more! One of the main factors in me deciding to get a dog was my mental health. This has to be top of the pros list. A reason to leave the house everyday (in all weathers) and be part of a really friendly dog owning community."

██████████, 20 September 2018

"I spent the last 10 years watching my son play junior football with our 3 dogs across all of the marked sports pitches of Cardiff. I used to help my husband (who coached the team) clear the human litter from the pitch before the kids played so that they wouldn't be injured by it and there was rarely any dog mess. If there was we would pick it up before the kids played. Sadly this family participation will become a thing of the past if the PSPO bans dogs from park pitches."

██████████, 6 October 2018

"These first photos [pictures not included in this letter] are from my local park, Kitchener Gardens. I have fibromyalgia and frequently can't walk far, so as this is on my doorstep it is where I go each day. There are also many elderly people who take their dogs here each day as it is in the middle of a residential area. I can say that I have never seen any fellow dog owning users fail to pick up after themselves here and the poo bags in the bins are evidential.

My main issue with this area is not the dogs.....but rather the amount of "smoking" paraphernalia and rubbish strewn around the children's play area every day. I have lost count of the number of times I have been here and felt obliged to pick up smashed vodka bottles from the area as I've been shocked at how lethal the remnants are should a child be playing here.

I have also frequently arrived here to find youths smoking joints here on their way to, and after school, while mothers have their young children playing. I have even personally found a small "baggie" of weed on the floor under one of the benches.

Now the dreaded firework season has arrived, there are also remnants from last night and this always worsens the nearer we get to 5th November. As we're all aware, fireworks are a noise nuisance and can cause all sorts of problems for vulnerable residents, wildlife, pets etc, and as you can see by the pictures, the park is surrounded by

residential area.

The other photos are the on going issue we have where I live with fly-tipping.....even on gated lanes! Just the other morning I walked past a recently dead rat in broad daylight.

These are the issues quite frankly that I feel are much more pressing than a tiny minority of people who don't pick up dog poo. They are also much more concerning to me as a significant health hazard, especially if I was a parent.

I feel that Cardiff Council are completely failing to tackle these major nuisance issues, and instead are concentrating their energy on a futile, over the top, blanket ban on dog walking on recreational areas.”

—

“When I lived in Rhiwbina near Caedelyn Park. I had to exercise my dogs thoroughly before going to work. This included throwing the ball to tire out my collie and collie cross. This would not be possible on the lead.

If this comes in to play I would have had to drive to an alternative area, adding to traffic congestion at rush hour, logging up already busy roads with three journeys, there and back for the walk and then the commute.

Madness.”

—

██████████, 8 October 2018

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“Reason we have dogs, not for the fact we love our dogs and we are responsible dog owners. It helps to reduce our levels of stress, fitness and maintain our health and wellbeing. Without being able to continue with regular exercise with our loveable pooches and continue exercising as a family and building good memories. GP's will see a high number of people with Mental Health issue and Obesity due the fact as dog owners are unable to continue exercising their dogs, which will cost NHS thousands of pounds as well as obesity, stress levels, in dogs and increase in vet bills . Dogs are man's best friend and help reduce the levels anxiety in people. This new proposed order for dogs is causing a great deal of stress to responsible dog owners who exercise and clean up their dogs toilet habits. Dogs need good quality exercise 365 days a year twice or three times a day to reduce their frustration, stress levels and energy in all weather conditions.

Playing pitches in parks only get used a handful amount throughout the year. I do not see matches for football, rugby, hockey or any sports 365 days times a year twice or three times a day. They also cancel due weather conditions which is regular. They do not use pitches for regular exercising or for team bonding to improve on their skills and co-ordination to maintain their health and wellbeing 365 days a year. May be if these pitches were used regular children would not be over weight and healthier. If clubs do have a match, yes they leave their rubbish behind and they should be fined.

Rubbish in the parks also damage wild life not just children and dogs.

Maintainence of parks.Again not maintained regular, rubbish left behind, grass not cut, certain people binge drinking in corners of the park leaving empty beer cans and wine bottles, drug packs and drug dealing in areas of the park, changing rooms damage and children climbing over changing rooms causing damage to the roof. Playing pitches are not maintained or sidelines clearly not marked. Bins not provided to throw rubbish away, areas of the park used for a dumping ground. Why do we pay our taxes if not maintained correctly.

Beaches are closed at certain times of the year, so unable to provide an area to exercise for our dogs 365 days a year twice or three times a day. Summer months May, June, July, August and September only when weather permitting people go to the local beach and spend a few hours. The amount of rubbish once again left on beaches is unbelievable and they wonder why David Attenborough needed to bring it to our attention of the amount of rubbish is destroying our wildlife.

It seems that nobody will fine irresponsible people who leave the amount of rubbish around Britain.

All dog owners want is to exercise, maintain quality life and have fun in the process.”

██████████, 8 October 2018

“THE ELDERLY; For many of our Elderly Residents, their dogs are their Company & means to a healthy & social lifestyle, Dogs bring all ages together . In my Area the Eastern Leisure Centre is easily convenient for Rumneys Elderly with parking, & benches . Likewise Roath Rec, Heath Park , Llandaff , to name a few throughout the city . The Council will be putting these important members of our society at risk of hardship and persecution if the Exclusion ban of Dogs from all marked pitches comes into effect, due to the large percentage of park space and area that the pitches take up. I don't believe that these members of society should feel threatened because of fines & pushed out of our parks.... and onto “the unsafe grass verges” that the council are suggesting are suitable safe dog walking areas. Do CCC consider Sports players need to play a game once or twice a week for a hour or two, more important than the Elderly members of our community Daily use of these areas?”

██████████, 29 September 2018

“For many people restrictions would mean having to drive to a suitable place outside their local area. Not everyone has access to a car and the ban would certainly effect less mobile and isolated groups more significantly such as the elderly, low income groups”

██████████, 23 September 2018

“Just another thought...there is a body of evidence which shows that owning a dog is beneficial to both physical and mental health.

Does Cardiff Council really want to restrict its citizens taking exercise with their dogs and limiting the social interactions of people who may otherwise be isolated individuals?

If so, Cardiff Council would be contributing to the declining health of the city and adding to the cost of the NHS and welfare budgets.”

██████████, 20 September 2018

“I was at a conference today (and yesterday) and half of it was about the benefits of being outdoors and doing outdoor activities (such as volunteering and walking in woodland, etc.). A couple of proessionals spoke about social isolation beig high on agenda in public health and other areas as part of mental health & wellbeing. Many know how dog walking for some (either themselves or others they know) can decrease social isolation and increase confidence”

██████████, 20 September 2018

"Yesterday, in the Bute Park woods I met a lady with a black spaniel, a litterpicker and two bagsful of litter. We had a chat and she told me she litterpicks every day because she always gives her dog a good walk.

Years ago her 18 yr old child died and she was broken, resulting in serious mental ill-health. And then someone gave her a dog - she told me that dog had saved her life. She's had other dogs and insists that they are the reason for her sanity and wellbeing.

The Council should be grateful to this lovely woman and her positive response to tragedy, as I was. Hope that I meet her again, when these awful draconian measures are as broken as she once was."

██████████, 10 October 2018

I have copied this open letter to Huw Thomas as Leader of the Council, as I understand he shares some joint responsibilities with you in relation to an integrated approach on health and well-being for Cardiff, my local AM and my local MP (although this is a local authority issue, the matter affects their constituents too and they were included in the list of Consultees) and one of my local Councillors who I have briefed in more detail with wider concerns about the details in the proposal as well as other deficiencies in the consultation process.

Thank you for your time and I hope Cardiff & Vale UHB will take the opportunity to make input to this consultation so that an holistic and integrated approach is taken in making a final decision.

Yours sincerely

██████████"



15/11/2018

Dogs Trust's evidence for Joint Scrutiny Committee re PSPO proposed Dog Controls

We would urge the committee to take the following points into consideration:

1. Re. Fouling of Land by Dogs Order:

- Dogs Trust consider 'scooping the poop' to be an integral element of responsible dog ownership and would fully support a well-implemented order on fouling. We urge the Council to enforce any such order rigorously. In order to maximise compliance we urge the council to consider whether an adequate number of disposal points have been provided for responsible owners to use, to consider providing free disposal bags and to ensure that there is sufficient signage in place.
- We question the effectiveness of issuing on-the-spot fines for not being in possession of a poo bag and whether this is practical to enforce.

2. Re. Dog Exclusion Order:

- Dogs Trust accepts that there are some areas where it is desirable that dogs should be excluded, such as children's play areas, however we would recommend that exclusion areas are kept to a minimum and that, for enforcement reasons, they are restricted to enclosed areas. We would consider it more difficult to enforce an exclusion order in areas that lack clear boundaries.
- Dogs Trust would highlight the need to provide plenty of signage to direct owners to alternative areas nearby in which to exercise dogs.

3. Re. Dog Exclusion and sport pitches

- Excluding dogs from areas that are not enclosed could pose enforcement problems - we would consider it more difficult to enforce an exclusion order in areas that lack clear boundaries.
- We feel that exclusion zones should be kept to a minimum, and that excluding dogs from all sports pitches for long stretches of the year is unnecessary. In some cases sports pitches may account for a large part of the open space available in a public park, and therefore excluding dogs could significantly reduce available dog walking space for owners.
- We would urge the council to consider focusing its efforts on reducing dog fouling in these areas, rather than excluding dogs entirely, with adequate provision of bins and provision of free disposal bags

4. Re. Dogs on Leads Order:

- Dogs Trust accept that there are some areas where it is desirable that dogs should be kept on a lead.

- Dogs Trust would urge the Council to consider the Animal Welfare Act 2006 section 9 requirements (the 'duty of care') that include the dog's need to exhibit normal behaviour patterns – this includes the need for sufficient exercise including the need to run off lead in appropriate areas. Dog Control Orders should not restrict the ability of dog keepers to comply with the requirements of this Act.
- The Council should ensure that there is an adequate number, and a variety of, well sign-posted areas locally for owners to exercise their dog off-lead.

5. Re. Dogs on Lead by Direction Order:

- Dogs Trust enthusiastically support Dogs on Leads by Direction orders (for dogs that are considered to be out of control or causing alarm or distress to members of the public to be put on and kept on a lead when directed to do so by an authorised official).
- We consider that this order is by far the most useful, other than the fouling order, because it allows enforcement officers to target the owners of dogs that are allowing them to cause a nuisance without restricting the responsible owner and their dog. As none of the other orders, less fouling, are likely to be effective without proper enforcement we would be content if the others were dropped in favour of this order.

The PDSA's '[Paw Report 2018](#)' found that 89% of veterinary professionals believe that the welfare of dogs will suffer if owners are banned from walking their dogs in public spaces such as parks and beaches, or if dogs are required to be kept on leads in these spaces. Their report also states that 78% of owners rely on these types of spaces to walk their dog.

I would also like to bring your attention to the recommendations stated in the Government's '[Anti-social behaviour powers - Statutory guidance for frontline professionals](#)' document, pages 52/53. In particular the paragraphs which state, with reference to PSPOs:

'When deciding what to include, the council should consider scope. The broad aim is to keep public spaces welcoming to law abiding people and communities and not simply to restrict access. So restrictions or requirements can be targeted at specific people, designed to apply only at certain times or apply only in certain circumstances.'

'As with all the anti-social behaviour powers, the council should give due regard to issues of proportionality: is the restriction proposed proportionate to the specific harm or nuisance that is being caused? Councils should ensure that the restrictions being introduced are reasonable and will prevent or reduce the detrimental effect continuing, occurring or recurring. In addition, councils should ensure that the Order is appropriately worded so that it targets the specific behaviour or activity that is causing nuisance or harm and thereby having a detrimental impact on others' quality of life. Councils should also consider whether restrictions are required all year round or whether seasonal or time limited restrictions would meet the purpose.'

We believe that the vast majority of dog owners are responsible, and that the majority of dogs are well behaved. We believe targeted, proactive enforcement is preferable to blanket bans of dogs in public spaces like sports pitches, and would encourage the local authority to exercise its power to issue Community Protection Notices, targeting irresponsible owners and proactively addressing anti-social behaviours.

 Wales Campaigns Manager,
Rachel.burr@dogstrust.org.uk.

Dear Sir/Madam,

I would like to express my concerns on how the above proposal was handled. It was described as a consultation and yet there did not seem to be any consulting, especially as those in society who would be most affected were not even aware of the plans. This includes vets, dog charities, NHS, any dog boarders (licensed by the council), walkers etc and even sports clubs. Most concerning was that you did not attempt to engage with older members of the community, many of whom have no connection to the internet and therefore would not have been aware of something that often only became public knowledge through being shared on social media. These members of society would be adversely affected by such plans as the local park is often their only social or physical activity and at a time when government are promoting physical and mental health and trying to tackle loneliness it seems a rather perverse action to take. Such people often don't have a car to travel outside of Cardiff and even if the rest of us did so then we will be adding to the pollution that the council are supposed to be reducing.

The consultation form was unbalanced, from the disproportionate picture to the language. No one suggests dogs go in children's play areas so it was wrong to include that with parks. There is also a real blur between green spaces, parks and sports pitches. Most parks have sports pitches which severely decreases where dog walkers can go, which is unfair as we pay taxes and deserve to use the space also. The consultation is also heavily unfair as it is punishing the few not the many. The current laws of punishment need to be fully used before pushing further draconian punishments onto everyone else. Your own figures show that few complaints have actually been received and even fewer people fined, surely this should be addressed first.

I organised the dog walk and this proved that there are a huge number of responsible dog owners who feel passionately about their community and city. A proper balanced fair discourse should be allowed to these people. The council are there to represent the people not to take decisions upon themselves which have not been fully discussed with alternative ideas considered. I hope in future the council will take the time to listen to everyone that a proposal affects and makes a fair and just decision that is for the many not the few.

Thank you,

██████████

██████████ – Written Submission – 19.11.2018

The majority of dog owners are very responsible people who take their ownership very seriously. I walk my dog, off the lead, regularly in the Roath and Bute parks and have not witnessed otherwise.

I believe the regular presence of Park Rangers and Dog Wardens patrolling the parklands would greatly enhance the control of unaccompanied animals and those irresponsible few owners who deliberately walk on without binning their dogs waste. I would urge the committee to "get out and about" and witness for themselves the behavior of the dog walking community, over several days, and not accept that all the negativity is justified.

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██████████ – Written Submission – 19.11.2018

Good afternoon Richard,

I would further add that councils around our country are implementing PSPO in its full see attached photo.

Why our capital city is left behind instead of leading the way is shocking.

I would further add that the behaviour of some of the protesters against the pspo was totally shocking. I reported several of them to the police and to Facebook for the disgusting comments they made about my family and friends. They even instigated a witch hunt to find my home and work address because I disagreed with their lies.

On police advice I removed myself from Facebook.

I believe the council will add a SOFT Public space protection order in that it will remove the prohibited from sports field or marked sports pitches from the PSPO but I believe it may keep the section in where it states dogs must be kept on leads in our cemeteries well if this is the case is like an answer "Why protection for the dead and NOT the living?"

We must as other councils have implemented the whole proposal.

Let the dog owners protest as long as no other families suffer the way my own family has at the jaws of a dog not on a lead in a public space.

I attached also a photo of Anton my now 6year old grandson when he was 4 years old he suffered an horribly horrific dog attack causing the dog to rip his cheek off his tiny face. He was an inch away from the unthinkable. At the meeting show his photo and if you all decide not to implement the PSPO this is the face of the person the council is letting down.

Kind regards



**ANTI-SOCIAL BEHAVIOUR, CRIME AND POLICING
ACT 2014**

**PUBLIC SPACES PROTECTION ORDER - DOG
CONTROLS**

This notice is to inform anyone with an interest that Torfaen County Borough Council has made a new Public Spaces Protection Order - Dog Controls excluding dogs or requiring them to be kept on leads at certain locations and a requirement to remove dog faeces if a dog has defecated.

This site is covered by the Public Spaces Protection Order – Dog Controls and will replace any existing controls which apply to this area.

This new order will apply from;

1 December 2018.

Full details of the new controls are available from the Public Health Team at:

Public.Health@torfaen.gov.uk.

Alternatively, please contact the Council's Public Health Team on 01495 762200 or by writing to:

The Public Health Team, Neighbourhoods, Planning and Public Protection, Ty Blaen, Torfaen, Panteg Way, New Inn Pontypool, NP4 0LS.



**DEDDF YMDDYGIAD GWRTHGYMDEITHASOL,
TROSEDDU A PHLISMONA 2014**

**GORCHYMYN GWARCHUDL I GYHOEDDUS -
RHEOLAETH AR GWN**

Hyshybie... bod Cyngor...





**Submission to Cardiff Council's joint scrutiny committee, Monday 19 November 2018,
in relation to the recently-announced PSPO proposals**

By [REDACTED], Cardiff resident and dog-owner.

Please note: I shall not be present at the scrutiny committee meeting, because I will be in London. However, I hope to watch the committee's proceedings via the council's webcast.

My submission argues that the recent PSPO consultation, and Council actions that led up to it, were significantly flawed, and in several different ways. Had the Council decided to push ahead with its proposals to ban dogs from marked pitches, I am confident that the multiple failures I outline below would have formed the basis of a successful judicial review of the Council's PSPO enactment. For this reason, I believe that it is vital that Cardiff Council learns lessons from its numerous failings across the entire PSPO process, and does not repeat these failings when considering future policies.

My observations are essentially grouped around five (often inter-related) council failures:

- 1) The Council not doing something that it indicated it had done, or intended to do;
- 2) The Council's appearance of bias during the public consultation process;
- 3) The Council's failure to provide basic information relevant to the consultation process;
- 4) The Council's reliance on poor quality data to guide policy formation;
- 5) A lack of understanding regarding the Council's own constitution.

Point 1 – not doing something that the Council had indicated it had done

In the Agenda document pack for Cardiff Council's Environmental Scrutiny Committee meeting on Tuesday 3rd July 2018, the following assertions were made:

- Paragraph 16 (page 134): The introduction of dog controls to remove antisocial behaviour are consistent with the Well-being Goals under the Wellbeing of Future Generations (Wales) Act 2015.
- Paragraph 32 (page 137): Articles 10 and 11 of the Human Rights Act 1998 regarding freedom of expression and freedom of assembly and association have been considered and no issues have been identified.

Banning dogs from pitches would effectively mean that dog owners would be unable to exercise their dogs off-lead in several of Cardiff's parks (such as Roath Recreation Ground, which consist almost entirely of pitches), or face a £100 if their dogs fouled a pitch while doing so. Suggestions made by various councillors during the consultation process – that dog-walkers could walk their dogs

in less-affected parks – would arguably be contrary to several Well-being Goals, including:

- “a prosperous Wales” (dog owners would need to drive to alternative parks to allow their dogs walk off-lead, thereby increasing road traffic and, consequently, CO2 emissions)
- “a healthier Wales” (dog walkers would presumably need to drive to an unaffected park, rather than simply walking to their nearest park)
- “a more equal Wales” (those without access to a car would be disadvantaged in their choice of off-lead dog walking park)
- “a Wales of cohesive communities” (dog walkers would no longer be able to associate freely with their dog-walking neighbours, if they were prevented from allowing their dogs to walk off-lead in their local park).

Despite these potential compliance problems, my Freedom of information request (FOI 12535) revealed that no internal or externally commissioned analysis had been conducted regarding the possible impact of the PSPO in relation to either of these legislative provisions.

Points 1 and 2 combined – not doing something / the Council’s appearance of bias

Example one

In the Agenda document pack for Cardiff Council’s Environmental Scrutiny Committee meeting on Tuesday 3rd July 2018, the following assertions were made:

Paragraph 24 (page 135)

The consultation will include opening and closing dates of when consultees can respond on this matter. This will be via letters, online surveys, the Cardiff Council website, newspaper adverts, email and telephone.

My Freedom of information request (FOI 12546) revealed that no adverts regarding the PSPO were placed in any Cardiff newspapers.

Example two

On Paragraph 26 of the Cardiff Council Cabinet Meeting information pack, held on 12 July 2018, it was stated that:

"The Council will undertake direct consultation in a number of parks and public space areas throughout the consultation period to ensure views from users are captured"

My Freedom of information request (FOI 12576) confirmed that no such consultations took place.

The lack of direct Council engagement with dog walkers, either in parks or via the media, stands in stark contrast with the Council's sustained engagement with pitch users. My Freedom of information request (FOI 12516) discovered that, while the council consulted with "All football club secretaries", it notably failed to consult with local dog organisations that would already be known to it, such as Council-registered dog breeders or walkers. Nor did the Council consult with other dog-related stakeholders that could easily be identified by google searches, such as local vets, dog groomers etc.

I am aware that at least one GDPR-related complain have been made in relation to an email sent on Friday October 12 from an official Cardiff Council email address, encouraging "Colleagues in Sport" to respond to the PSPO consolation. This email, together with numerous Cardiff Council Facebook posts aimed pitch users, gave the distinct impression that the Council was actively attempting to counterbalance the grass-roots campaign by dog walkers to engage in the consultation process, in the hope of skewing the consultation process in favour of a dog pitch ban.

Point two – the Council's appearance of bias

Example one

In the initially-released survey document, a huge dog turd was included in the front cover. This was later removed, in the face of sustained criticism. This illustration should never have been used, because it arguably gave the impression that the Council was prejudging the consultation's findings.

Example two

The survey document included the infamous "question 11", in which "the exclusion of dogs in all enclosed playgrounds, marked sports pitches and schools" proposal was made. You will, of course, now be aware that it was bad survey practice to group these three types of location within a single question, because it potentially "leads" survey respondents to vote in favour of the ban if they agree with one or two exclusions (i.e. playgrounds and schools), but not a third (i.e. marked pitches). In common with many other survey respondents, I believe that the opportunity should have been given to provide separate answers for each of these location types.

More generally, it is also now clear that this survey was badly worded – a fact the Council belatedly recognised when it added explanatory "information" text to the online questionnaire during the consultation process. Given the importance of the PSPO proposal to dog walkers, these drafting shortcomings should have been identified and resolved before the survey was ever published.

I also have significantly misgivings about the Question 11 “explanatory text”, which arguably changed the meaning of a sports pitch “prohibition” from being “year round” to “seasonal”. When the survey was first launched, it was not made clear that the dog pitch ban would only be enforced during the part of the year when a pitch was deemed to be “marked”. This “clarification” was added to the online survey on 21 September 2018, after 2,321 responses had been received (FOI 12435), but several thousand more had not. I believe these initial 2,321 respondents were effectively being asked a different question from those who later responded to the “clarified” question. Changing / “clarifying” the meaning of a survey question while the survey is ongoing is bad practice, and raises questions about how the responses given to this question should be interpreted.

Point three - the Council’s failure to provide basic information relevant to the consultation process

Even when the Council’s “clarification” regarding a seasonal ban was provided, survey respondents were not informed of the time periods where pitches would be deemed to be “marked”, and therefore out of bounds to dog walkers. When I asked for a yearly timetable for pitch marking (via FOI 12474), which would at least provide a start date for pitches being deemed “marked”, I was informed that “The City of Cardiff Council does not hold this information in the format requested i.e. a yearly timetable”. It is remarkable that this basic information, so fundamental to the pitch ban element of the planned PSPO, had not been collected prior to the launch of the consultation, or made available to those involved in the consultation process while the process was taking place.

Point four - the council’s reliance on poor quality data to guide policy formation

In June 2018 “Public Spaces Protection Orders Policy Statement”, Cardiff Council outlined the legal threshold for introducing a PSPO, including that an activity “is, or is likely to be, of a persistent or continuing nature” (page 2, point 4.2.1). Presumably in an attempt to demonstrate that this threshold had been met, the Council has repeatedly asserted that it has received more than 500 complaints regarding dog fouling between April 2016 and April 2017. Furthermore, and presumably in an attempt to demonstrate that the dog pitch ban was not unreasonable or disproportionate (both grounds for a judicial review), the Council has repeatedly stated that sports pitches make up “less than 10 % of the available parks and green space in Cardiff”.

Example one: the “500 complaints” issue

Initially, the Council published data from its “Corporate Complaints” report to justify the PSPO – (Supporting document “Appendix B” of the Environmental Scrutiny Committee meeting, held on Tuesday 3rd July 2018). However, very quickly, it became apparent that Appendix B was nothing more than a “data dump” of complaints that included the word “dog” (including “watchdog” and “swyddog”) over a nine-year period (September 2008 to September 2017). Of these, only 32 complaints related to dog fouling. Not surprisingly, this document was later removed from the Council’s website.

Subsequent freedom of information requests have significantly eroded the evidential justification for introducing the dog pitch ban, in particular. FOI 12451 revealed that, during 2016 – 2017, the vast majority of recorded dog fouling complaints (469) were street cleaning requests, compared with the 90 that related to parks (even this “90” number included “litter bin” and “nuisance” complaints, as well as complaints relating explicitly to dog fouling).

A more granular FOI request (FOI 12448) discovered that a total of 24 complaints of dog fouling could be directly attributed to parks between 2016 – 2017, compared with 66 described as “other” – including grass verges, woodlands etc. And, at a park-specific level, the highest number of complaints in a single “park” was four (Adamsdown Square) during that time period. In several other parks (Waungron, Poplar, Llandaff Fields, Bute), a single complaint regarding dog fouling was received during 2016 – 2017. These figures are, of course, far removed from the “500+” figure that the council repeatedly cited as a justification for the PSPO.

Given that the Council had access to this granular information – and was explicitly drawing on recorded complaints data to justify the introduction of the PSPO – it appears remarkable that the Council would have ever considered a dog pitch ban to be a proportionate response to what its own data indicated was a minor problem. Yet the (lack of) complaints regarding dog fouling was only dragged out of the council via a string of FOIs. This is a deeply undesirable state of affairs.

Example two: the “less than 10 % of the available parks and green space in Cardiff” issue

From the outset, those involved in the PSPO consultation process have struggled to understand the evidential basis of the Council’s claim that marked sports pitches “only accounted for 10 per cent of parks and green spaces in Cardiff” – the implication being that a pitch ban would only be a minor inconvenience for dog walkers.

One of the Council’s datasets released to the public (an excel spreadsheet), intended to show the scope of the PSPO, included “central reservations” and the “M4 Road Verge” in its list of affected locations. Another released data source (an online map <http://ishare.cardiff.gov.uk/dogcontrol.html>) included not only parks, but also roads, pavements, and lakes. In response to FOI 12481 and FOI12510, the Council has declined to explain whether the online map’s self-evidently “non-green” locations were used as the basis of the “10 per cent calculation”. It is remarkable that, even now, the Council refuses to release this information.

Point 3: the Council's failure to provide basis information relevant to the consultation process

We may not know how the "10 per cent figure" was arrived at, but one thing is certain: the Council had failed to undertake a granular assessment of likely impact of the dog pitch ban. This failure was revealed in response to FOI 12424, where it was confirmed that no park-by-park impact audit of the impact of a dog pitch ban had taken place. Given the significantly different impacts of a dog pitch ban on the users of individual parks, this failure to undertake even a basic park-by-park impact assessment shows remarkable sloppiness on behalf of the council, and a cavalier attitude towards any ban's impact on dog owners.

Nor was it possible to ascertain the locations that would be affected by the PSPO dog pitch ban from either the Council-provided Excel spreadsheet or the interactive map – neither of these data source specifically identified the locations that would be affected by dog pitch ban. I eventually discovered (via FOI 12424) that the Council maintains a complete list of pitches, which is used as the basis for marking them with white paint. In my view, this information should have been provided to those involved in the consultation process from the outset.

Point 5: a lack of understanding regarding the Council's own constitution

In multiple social media conversations with Cardiff Councillors, it was claimed that the decision to introduce the PSPO would be made by Councillor Peter Bradbury and / or the Council's cabinet. I cannot comprehend the legal basis for this assertion.

In Part two, Article 4.1 of the Council's constitution (as of Monday 2 July 2018), it is stated that "Only the Council will exercise the following functions:" (paragraph j) "making, amending, revoking, re-enacting or adopting bylaws and promoting or opposing the making of local legislation or personal Bills". The planned PSPO is intended to revoke existing bylaw relating to dog fouling, and replace it with a new one. For that reason, the only body empowered to enact the PSPO is, I would argue, the full council – and not Councillor Bradbury and / or the Council's cabinet. Surely council officials, and councillors, should understand who has the legal power to do what, when planning to introduce what is (in effect) a new bylaw?

My key recommendations for improvements to future consultations, going forward

- Writers of official council reports should not simply state that proposals are compliant with relevant legislation, unless they have actually conducted such an assessment and found that to be the case. Scrutiny committee members should be more curious about whether such assessments have taken place.
- If the Council says it will actively promote a consultation using specific channels of communication, then it should do so. The Council should not simply take the attitude that, if

a grass-roots campaign of engagement has occurred, then it does not need to engage with members of the public in a manner in which it has promised to do so.

- The Council should actively seek to engage with those who are likely to oppose a proposal, as well as those who are in favour.
- That said, the Council should also be scrupulous in complying with the GDPR, and only contact those individuals that have given their express permission to be contacted in relation to surveys / consultations etc.
- The council should improve its survey production capabilities, to allow survey respondents to properly express their views. Questions should be understandable to members of the public, without the need for subsequent “clarifications”. Multiple options / issues should not be conflated within single survey questions.
- All data relevant to a consultation should be made freely available during the consultation. Survey participants should not need to “drag” relevant information out of the Council via FOIs, while the consultation is still ongoing.
- The council should be transparent about whether the data it possesses supports its policy position, at the level of granularity that relate to individual proposals. Quoting “top line” statistics, that do not provide an evidential basis for specific proposals, should be avoided because they are arguably misleading.
- Councillors should be reminded of the law-making powers granted to individual cabinet members, the cabinet collectively, and the Council as a whole.