



County Hall
Cardiff
CF10 4UW
Tel: (029) 2087 2000

Neuadd y Sir
Caerdydd
CF10 4UW
Ffôn: (029) 2087 2000

AGENDA

Committee	ENVIRONMENTAL SCRUTINY COMMITTEE
Date and Time of Meeting	TUESDAY, 3 MARCH 2020, 4.30 PM
Venue	COMMITTEE ROOM 4 - COUNTY HALL
Membership	Councillor Patel (Chair) Councillors Derbyshire, Owen Jones, Lancaster, Jackie Parry, Parkhill, Owen, Wong and Wood

Time
approx.

1 Apologies for Absence

To receive apologies for absence.

2 Declarations of Interest

To be made at the start of the agenda item in question, in accordance with the Members' Code of Conduct.

3 Minutes (Pages 5 - 12)

To approve as a correct record the minutes of the meeting held on 17 February 2020.

4 Quarterly Performance Monitoring - Quarters 1 & 2, 2019/20 (Pages 13 - 80)

4.40 pm

An item to consider the performance of the services relevant to the Environmental Scrutiny Committee terms of reference for quarters 1 and 2, 2019/20.

5 Cabinet Response - Environmental Scrutiny Committee Report Titled 'Litter & Fly Tipping in Cardiff' (Pages 81 - 284)

5.30 pm

An item to consider the Cabinet response to the Environmental Scrutiny Committee report titled 'Litter & Fly Tipping in Cardiff'. During this item Members will be able to review the overall response to see

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which recommendations and key findings from the report were supported by Cabinet.

6 Member Briefing Note: Fireworks (Pages 285 - 378) 6.20 pm

A Member briefing note to provide information on:

- 1) The challenges and risks created by the use of fireworks in the city;
- 2) The powers available to the Council to support the effective management of fireworks in the city;
- 3) To discuss the next steps and future actions that the Committee wants to take on the matter.

7 Member Briefing Note: Cardiff Local Development Plan Full Review - Consideration of Proposed Amendments Tabled at Council Meeting of 28th November 2019 (Pages 379 - 424) 6.40 pm

A Member briefing note to consider the content of the Cabinet paper titled 'Cardiff Local Development Plan Full Review – Consideration of Proposed Amendments Tabled at Council Meeting of 28th November 2019', that was received at the Cabinet meeting on the 20th February 2020.

8 Environmental Scrutiny Committee - Work Programme 2019/20 6.55 pm

- Principal Scrutiny Officer to talk Members through a range of future possible items for the Environmental Scrutiny Committee Work Programme 2019/20;
- Members will need to consider, suggest and agree future items for the Environmental Scrutiny Committee Work Programme 2019/20.

9 Urgent Items (if any)

10 Way Forward 7.05 pm

To review the evidence and information gathered during consideration of each agenda item, agree Members comments, observations and concerns to be passed on to the relevant Cabinet Member by the Chair, and to note items for inclusion on the Committee's Forward Work Programme.

11 Date of next meeting - 5 May 2020

Davina Fiore

Director Governance & Legal Services

Date: Wednesday, 26 February 2020

Contact: Graham Porter, 02920 873401, g.porter@cardiff.gov.uk

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ENVIRONMENTAL SCRUTINY COMMITTEE

17 FEBRUARY 2020

Present: Councillor Patel(Chairperson)
Councillors Derbyshire, Owen Jones, Lancaster, Parkhill, Owen,
Wong and Wood

1 : APOLOGIES FOR ABSENCE

Apologies were received from Councillor Jacqui Parry and Andrew Gregory.

The Chairperson welcomed Councillor Parkhill to the meeting following his appointment to the Committee by Council. The Committee wished to extend their thanks to Councillor Boyle for his contribution to the work of the Environmental Scrutiny Committee during his term.

2 : DECLARATIONS OF INTEREST

The following declarations of interest were made in accordance with the Members Code of Conduct:

Councillor Owen Jones	Item 4 – Personal	Non-Executive Director of Cardiff Bus
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3 : DRAFT BUDGET PROPOSALS 2020/21 - CORPORATE OVERVIEW

The Committee received a report providing context for the scrutiny of those sections of the Council's Draft Corporate Plan 2020 to 2023 and the Draft Cabinet 2020/21 budget consultation insofar as they relate to those functions under the remit of the Environmental Scrutiny Committee.

Members were advised that in July 2017 the Cabinet set out a policy programme and associated delivery commitments entitled 'Capital Ambition'. This established the Cabinet's key priorities for the municipal term and outlining a programme to continue to drive the city economy forward, whilst ensuring the benefits of success are felt by all residents. Capital Ambition was refreshed in February 2020 to reflect the continuing commitments for the administration.

The Corporate Plan and the Well-Being Plan are key documents in delivering Capital Ambition as they translate the administrations priorities into deliverable objectives. The Well-Being of Future Generations Act also places a statutory duty on the Council to publish well-being objectives. The Council and the Public Service Board have adopted the same 7 wellbeing objectives reflecting their shared aspirations for the City. The Corporate Plan is structured around Capital Ambition priorities and the 7 well-being objectives.

The Corporate Plan also sets out the performance measures and targets that will enable the Council and its scrutiny committees to monitor delivery.

The report provided a summary of the budgetary position in terms of the resources available to cover base expenditure, commitments and budget realignments. Savings of £9.764 million are required as follows: £5.048 million from efficiency savings; £2.541 million from income generation; and £2.175 million from service change. The report provided an indication of the level of savings required in each directorate and as a percentage of the overall savings required.

The Chairperson welcomed Councillor Chris Weaver, Cabinet Member for Finance; Chris Lee, Corporate Director Resources and Ian Allwood, Head of Finance to the meeting. The officers were invited to deliver a presentation. The Chairperson invited the Committee to comment, seek clarification or raise questions on the information received. Those discussions are summarised as follows:

- Members sought assurances that the £2.63 million savings proposals in the Social Services directorate were achievable given the demographic pressures on the service area. The Cabinet Member stated that the savings are a small proportion of the overall budget. The proposals take account of demographic pressures and demands and are achievable. Officers stated that the level of savings required represents a reduction on previous years.
- Members referred to the damage caused from recent storms and asked where the resilience funding comes from and how such events impact on the budget. Officers stated the first priority would be to make an assessment of the damage. Welsh Government are able provide emergency assistance but it was also a reason for retaining a contingency budget. Additional funding may also come from insurance and the capital programme.
- Members considered that the impacts of climate change were already having an effect. The Committee asked, that given Cardiff is a coastal city, what budget is being put in place to address these issues, e.g. more regular drain/gulley clearance and flood defences. The Cabinet Member stated that the budget recognises climate change; the budget is preventative and aims to mitigate of the effects of climate change in the longer term. Extra funding has been provided for drainage and flood defence works. Other projects including green energy and recycling will feed into the climate change agenda. The Capital Programme also will feed into the assessment.
- A Member stated that flood defence schemes are costly and asked whether sufficient funding was available. The Cabinet Member stated that the authority, in partnership with the Welsh Government, was putting millions into a coastal flood defence scheme. New housing developments in the city will include sustainable drainage schemes (SUDs). The Corporate Director Resources stated that the budget attempts to take a long-term preventative view and will link schemes to Welsh Future Generation Act requirements.
- Members asked whether the budget has taken account of the potential impacts of Brexit, for example rising costs. The Cabinet Member stated that Brexit is on the administration's radar and is included on the Corporate Risk Register. The UK was still in the transition period and the effects are unknown at this stage. The authority will need to take a prudent, pragmatic approach and think about its medium to long term resilience. The Corporate Director Resources advised that

the UK Government will announce its budget in 11 March 2020. If the MTFP needs to be updated as a result of the UK Government budget then it will be reported to Cabinet in June. Members were asked to note that Appendix 9B of the report sets out the financial challenges and mitigations in relation to Brexit.

- Members noted that Capital Borrowing was in the region of £1 billion. Members asked whether the authority's credit rating could change and whether that eventuality has been taken into consideration. The Corporate Director Resources stated that there is no indication of any reduction in the authority's credit rating. However, the change in PLB interest rates was an issue to be considered and is addressed in the financial implications of the budget report. The Corporate Director stated that as Section 151 Officer he was satisfied that the budget is deliverable and affordable.
- Members asked the witnesses to comment on income generation. The Cabinet Member stated that income generation closes the funding gap. The authority is looking at best practice on other local authorities in terms of their income generation and the Cabinet will always welcome the sharing of ideas.

RESOLVED – That the Chairperson writes to the Cabinet Member on behalf of the Committee to convey any comments, observations and recommendations made during the way forward.

4 : DRAFT CORPORATE PLAN 2020 TO 2023 & 2020/21 DRAFT BUDGET PROPOSALS

Planning, Transport and Environment

The Chairperson welcomed Councillor Caro Wild, Cabinet Member for Strategic Planning and Transport and Matt Wakelam, Assistant Director in Planning, Transport and Environment. The Assistant Director was invited to deliver a presentation on the budget proposals in relation to the Planning, Transport and Environment Directorate.

The Committee were invited to comment, seek clarification or raise questions on the information received. Those discussions are summarised as follows:

- Members raised concerns regarding the directorate losing 5 FTE staff. The Assistant Director stated that the directorate will see a net gain in staff numbers as an additional 30 officers will be required to deliver the Capital Programme. Members asked whether the directorate is confident that they will be able to attract the calibre of staff required on short term contracts. The Assistant Director stated that the authority is seeking to deliver an ambitious programme and were not expecting significant difficulties attracting the right people. Three-year contracts are being considered.
- Members referred to the Capital Programme investment proposed for bus corridors and electric vehicle charging points. Member sought assurances around the proportion of the funds allocated to each of these and whether the funding was sufficient. The Assistant Director agreed to provide further details to the Committee. In terms of electric vehicle charging, the funding would be

used to fund pilot schemes, specifically in the City Centre and car parks to test the technologies available and whether there was public appetite for such facilities.

- Members asked whether new build housing developments are providing electric vehicle charging points as standard. The Assistant Director noted the point made and advised that it was for developers to decide whether they provide vehicle charging points. It was suggested that this issue could be revisited during the forthcoming review of the Local Development Plan.
- Members raised concerns that should there be a large scale shift towards electric vehicles then not only are the insufficient charging points but the UK was not currently generating sufficient electricity to meet this increase in demand. Officers stated that this was an issue of national concern. The authority is working with Western Power Distribution regarding the capacity of the network in the City. The authority has contributed to electricity generation in the City via Prosiect Gwyrdd, the Radyr Weir scheme, the anaerobic digestion scheme and the new solar farm at Lamby Way.
- The Committee asked whether the new housing developments built on greenfield sites would cope with surface water or whether they would add to the problems already occurring. The Assistant Director stated that such developments would be designed on SUDs principles and they would discharge low levels of surface water into rivers. The majority of the surface water would be held and the impacts would be managed.
- Members asked for comments on the new Llanrumney Bridge scheme specifically with regard to its potential to contribute to flooding. Officers stated that the bridge would be designed and constructed in such a way that it would not contribute to flooding.
- The Committee asked when the coastal flood defence scheme would be completed. Members were advised that the scheme would be completed by 2022. The scheme was currently in the design phase. Recent flooding was river related but this scheme would protect properties and residences from the impacts of the sea and high tides.
- Members noted the £150,000 allocated for a Food Strategy Co-ordinator. The Assistant Director confirmed that this sum was to provide 1 officer and the resources required to deliver a food strategy for the city. The figure represented 3 years funding.
- A Member referred to the £125,000 for City Centre Cycle Parking. The Member observed that a number of cycle parking facilities in the City Centre were under-utilised. Members asked whether the investment represented value for money. Officers stated that more secure and covered sites would be provided. Members asked how the location of sites would be determined. Members were advised that the new sites would be located on or near cycle routes. The authority is engaging with cycling groups regarding this. Members considered that it was also important to gauge the opinions of casual cycle users.

- Members referred to Line 8 – carriageway investment and Line 52 – highway /footway resurfacing. Members asked for further information. The Assistant Director advised that Line 8 refers to an annual sum and Line 52 refers to additional funding in this year's budget. Engineering inspections will be undertaken and work will be prioritised depending on the level of deterioration.
- Officers confirmed that vehicle clamping has started. Officers are focussing on the removal of problem vehicles. The Assistant Director agreed to present figures relating to the numbers of vehicles being clamped to the Committee.
- Officers confirmed that the Western Bus Interchange was programmed to be delivered by 2021. The new cemetery provision in the north of the city was at the design phase and will soon be put out to tender. The Assistant Director offered to present updates to the Committee regarding these projects.
- Members noted the proposals to provide funding to Cardiff City Transport Ltd (Cardiff Bus) for the next two years. Members asked whether Cardiff Bus would be a viable entity at the end of the two year period. The Corporate Director Resources advised that the proposal would be subject to a further report and full approval by Cabinet and the Welsh Government. The further report will include full reference to due diligence and will include financial and legal advice from external experts.
- Officers stated that capital loans are used to provide moving traffic cameras. The payback period would be 2 or 3 years. The cameras are generally used in bus lanes and for 'no entry' turns. Officers were happy to receive suggestions from Councillors with regarding suitable locations for these cameras.
- Members noted that there was no detail in the budget regarding the Transport White Paper. Officers advised that the White Paper was a discussion document and was unfunded at present. Projects would be undertaken in partnership with the Welsh Government.
- Members raised concerns regarding taxi vehicles parking in bus lanes and the effect this was having on air quality and congestion in the City Centre, particularly around Castle Street. The Assistant Director stated that attended cameras will focus on problematic hotspots and will support enforcement.
- A Member asked for an update on improvement works at the Millennium Stadium walkway and whether the Millennium Stadium Plc might be in a position to make a contribution towards improving the walkway. The Assistant Director stated that the authority has an historic undertaking to ensure that the walkway supports the operation of the Stadium. Consideration is being given to improving the walkway in terms of the materials used.

RESOLVED – That the Chairperson writes to the Cabinet Member on behalf of the Committee to convey any comments, observations and recommendations made during the way forward.

People and Communities

The Chairperson welcome Councillor Michael Michael, Cabinet Member for Clean Streets, Recycling and Environment and Sarah McGill, Corporate Director and Matt Wakelam, Assistant Director, Street Scene. The Corporate Director was invited to deliver a presentation on the budget proposals in relation to the People and Communities Directorate.

The Committee were invited to comment, seek clarification or raise questions on the information received. Those discussions are summarised as follows:

- Members noted that £200,000 has allocated towards the acquisition of land in the north of the City for a new HWRC. Members suggested that considerably more funding would be required. Officers advised that the figure related to works due to be undertaken on the option appraisal. There was a commitment deliver further funding through the Capital Programme.
- Members raised concerns regarding proposals to reduce staff numbers. The City is growing and service demands are increasing. The move toward kerbside sort should also be considered. Members asked how the service would be managed with fewer staff. The Assistant Director advised that 2 FTE posts would be lost. Strategic changes to service delivery were being looked at and demand from new developments in the City will be factored in. Rounds are kept under review and there was a need to be clear about areas of pressure on the service. Budget realignment will enable these issues to be addressed.
- In terms of vehicle replacement, Members asked how many new vehicles will be provided, of which type and whether any savings will accrue. The Assistant Director stated that 9 or 10 refuse vehicles will be replace alongside a number of heavy plant vehicles. Procurement would commence at the conclusion of the budget setting process. The Cabinet Member stated that a number of options were considered. The authority is currently holding discussions with the Welsh Government regarding a pilot for hydrogen fuelled vehicles. Welsh Government are also considering an 'all-Wales' option. The only viable option at the moment was to procure Euro 6 rated vehicles.
- Members noted Cardiff's ambition to become the World leading recycling city. Members asked what more could be done to reach that level. The Assistant Director stated that Cardiff was already one of the top performing cities in the world and we are committed to achieving the Welsh Governments 70% recycling target. Officers are working with partners to look at different service models in different parts of the City and are studying residents' behaviours. The Cabinet Member stated the 24% of recycling currently collected is contaminated. Simply driving that figure down would allow Cardiff to improve. The Cabinet Member invited all Councillors to work with the Cabinet to get that message out to residents.
- Members asked why the service area is not hitting its 95% enforcement target in terms of fly-tipping. The Assistant Director stated that officers attend 95% of the fly-tipping incidents reported are visited within prescribed timescales. All incidents are investigated to see if prosecution is possible. Fly-tipping is defined as anything from black refuse sacks to construction materials.

- Members were asked to note that Cardiff is audited by the Welsh Government differently and more rigorously to many of its global competitors. Trade waste also negatively impacts on recycling targets equating to around 4-5%.
- Responding to a question the Corporate Director stated that the service is seeking to extend enforcement powers to more officers in order to increase capacity.
- The Committee welcomed the £60,000 put towards the 'Love Where You Live' scheme. Members were advised that this figure represents the total budget available.

RESOLVED – That the Chairperson writes to the Cabinet Member on behalf of the Committee to convey any comments, observations and recommendations made during the way forward.

5 : ENVIRONMENTAL SCRUTINY COMMITTEE - WORK PROGRAMME 2019/20 - VERBAL UPDATE

The Principal Scrutiny Officer provide a verbal update on the Committees Work Programme for 2019/20.

Members were advised that the Cabinet is due to consider a report on the review of the Local Development Plan in March. The Committee requested a briefing note regarding this issue.

The Committee also agreed to hold an additional special meeting in order to scrutinise the One Planet Cardiff strategy should it be made available for Cabinet on 2 April 2020.

6 : URGENT ITEMS (IF ANY)

No urgent items were received.

7 : DATE OF NEXT MEETING

Members were advised that the next Environment Scrutiny Committee is scheduled for 3 March 2020.

The meeting terminated at 5.25 pm

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**CYNGOR CAERDYDD
CARDIFF COUNCIL**

ENVIRONMENTAL SCRUTINY COMMITTEE

03 MARCH 2020

QUARTERLY PERFORMANCE MONITORING – QUARTERS 1 & 2 - 2019/20

Reason for the Report

1. To present and review the performance reports relevant to the terms of reference of the Environmental Scrutiny Committee for Quarter 1 (April to June 2019) and Quarter 2 (July to September 2019). In doing this the Committee will focus on the work delivered by the Planning, Transport & Environment and People & Communities Directorates, which falls within the Strategic Planning & Transport and Clean Streets, Recycling & Environment Cabinet Portfolios.
2. It should be noted that Waste Management was transferred across to the People & Communities Directorate in August 2019. Performance issues relating to Waste Management will be supported by staff from the People & Communities Directorate.

Background & Supporting Information

3. The Environmental Scrutiny Committee has a role in reviewing the performance of Council services that fall within the Committee terms of reference. Members agreed to consider performance issues during the municipal year 2019/20. In doing this the Committee decided to look at the sections of the Quarterly Performance Reports relevant to the terms of reference of the Committee twice a year.
4. In February 2019, Council approved the Corporate Plan 2019-22. The Corporate Plan sets out the Council's Well-being objectives for 2019-20 in accordance with the Well-being of Future Generations Act (2015). The Corporate Plan also set out the Council's key priorities, the steps it will take to deliver Capital Ambition and the key Performance Indicators to assess performance against the Corporate Plan.

5. The Council's performance management framework includes quarterly production of the Delivering Capital Ambition Performance Report 2019-20 for Cabinet.
6. To facilitate this scrutiny the sections of the following reports have been provided:
 - Delivering Capital Ambition Quarter 1 Performance Report 2019/20;
 - Delivering Capital Ambition Quarter 2 Performance Report 2019/20.
7. The Delivering Capital Ambition Quarterly Reports reflect and align the Welsh Government Well-being Objectives. The two Well-being objectives relevant to the terms of reference of the Environmental Scrutiny Committee are:
 - Well-being Objective: 2.1 – A Capital City that works for Wales;
 - Well-being Objective: 3.1 – Cardiff grows in a resilient way.
8. The sections of the Delivering Capital Ambition Quarter 1 Report, and the Delivering Capital Ambition Quarter 2 Report relevant to the terms of reference of the Environmental Scrutiny Committee are referenced below:
 - **Delivering Capital Ambition Quarter 1 Performance Report 2019/20 (April to June 2019):** This section includes information and narrative relevant to the terms of reference of the Environmental Scrutiny Committee (Well-being Objectives: 2.1 – A Capital City that works for Wales, and 3.1 – Cardiff grows in a resilient way), and is attached to this report as **Appendix 1**.
 - **Delivering Capital Ambition Quarter 1 Performance Report (April to June 2019) – Appendix B:** This document contains performance data relevant to the terms of reference of the Environmental Scrutiny Committee (Well-being Objectives: 2.1 – A Capital City that works for Wales, and 3.1 – Cardiff grows in a resilient way), and is attached to this report as **Appendix 2**.
 - **Delivering Capital Ambition Quarter 1 Performance Report 2019/20 (April to June 2019) – Appendix C – Public Accountability Measure (PAM) Performance 2018/19:** This section includes details of the Welsh Public Accountability Measures for all of Wales in 2018/19, relevant to the terms of

reference of the Environmental Scrutiny Committee, and is attached as **Appendix 3**.

- **Delivering Capital Ambition Quarter 2 Performance Report 2019/20 (July to September 2019):** This section includes information and narrative relevant to the terms of reference of the Environmental Scrutiny Committee (Well-being Objectives: 2.1 – A Capital City that works for Wales, and 3.1 – Cardiff grows in a resilient way), and is attached to this report as **Appendix 4**.
- **Delivering Capital Ambition Quarter 2 Performance Report (July to September 2019) – Appendix B:** This document contains performance data relevant to the terms of reference of the Environmental Scrutiny Committee (Well-being Objectives: 2.1 – A Capital City that works for Wales, and 3.1 – Cardiff grows in a resilient way), and is attached to this report as **Appendix 5**.
- **Delivering Capital Ambition Quarter 2 Performance Report 2019/20 (July to September 2019) - Technical Appendix – Steps 2019/20:** This section includes details on steps, actions, risk and responsibilities relevant to the terms of reference of the Environmental Scrutiny Committee (Well-being Objectives: 2.1 – A Capital City that works for Wales, and 3.1 – Cardiff grows in a resilient way), and is attached to this report as **Appendix 6**.

9. The priorities of Capital Ambition have been being built into the Corporate Plan 2019-22 and follow the existing performance management structure which spans the City's overall performance (the Public Services Board Wellbeing Plan); Council performance via the Corporate Plan; Directorate performance via Directorate Delivery Plans; through to individual performance via Personal Reviews.

Performance Support Group

10. The Council's approach to performance management focuses on the use of performance information within the most strategic parts of the organisation, to ensure that these strategic audiences are considering strategic performance issues. It is also critical to ensure that underneath the strategic layer there are mechanisms in place, which allow for effective engagement and support of operational performance issues.

11. In parallel with developing a coherent cross-organisation approach to service planning (which will by default create a new body of consistent performance information) the Council runs the Performance Support Group. The Performance Support Group provides support to service performance and allows the Cabinet, scrutiny committees and the Senior Management Team to focus on strategic performance issues.
12. The primary roles of the Performance Support Group is to support specific areas of service improvement and investigate areas of performance that are highlighted by robust data analysis. It is hoped that this approach will provide the organisation with confidence that measures mandated by Welsh Government, but not included in outcomes-focused scorecards, are receiving due attention.

Improved Reporting Timelines

13. The Council's performance arrangements aim to increase the speed with which information flows through its performance-related processes. An essential part of moving the organisation away from monitoring performance and onto managing performance is providing information within a timescale that allows the use of data to influence decision-making and prompt appropriate intervention.
14. The final reports for Cabinet and scrutiny committees contain confirmed information; however, the reports that are used by the Performance Support Group and Senior Management Team can contain draft performance information, provided it is flagged as such.

Publishing Performance Information on the Internet

15. To reinforce the Council's move to a culture of accountability, the refresh of performance arrangements presents an opportunity for Cardiff residents to access key performance information in a way that is immediately engaging. Council employees should also have access to online performance information that helps them understand the contribution they are making towards achieving organisational aims.

16. As with the newly developed performance reports, the published information will focus on the outcomes the Council is trying to achieve, i.e. the Well-being Objectives and, therefore, correlate to the performance measures used at Cabinet and scrutiny committees.

Refresh the Council's Performance Management Strategy

17. In light of recommendations made by WAO's, the Framework element of the Performance Management Strategy includes guidance around timelines that support current processes. Ensuring that the Council's Performance Management Strategy is acknowledged, understood and used will require the Corporate Performance Team to engage and work proactively with service managers and performance leads.

Scope of the Scrutiny

26. This item will give Members the opportunity to consider the Planning, Transport & Environment and People & Communities Directorates performance relevant to the terms of reference of the Environmental Scrutiny Committee.

Way Forward

27. Councillor Michael Michael (Cabinet Member for Clean Streets, Recycling & Environment), Councillor Caro Wild (Cabinet Member for Strategic Planning & Transport) and officers from the Planning, Transport & Environment and People & Communities Directorates have been invited to attend for this item.

Legal Implications

28. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural

requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

Financial Implications

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

RECOMMENDATION

The Committee is recommended to:

- (i) Consider the information in this report and the information presented at the meeting;
- (ii) Determine whether they would like to make any comments, observations or recommendations to the Cabinet on this matter; and,
- (iii) Decide the way forward for any future scrutiny of the issues discussed.

DAVINA FIORE

Director of Governance & Legal Services

26 February 2020

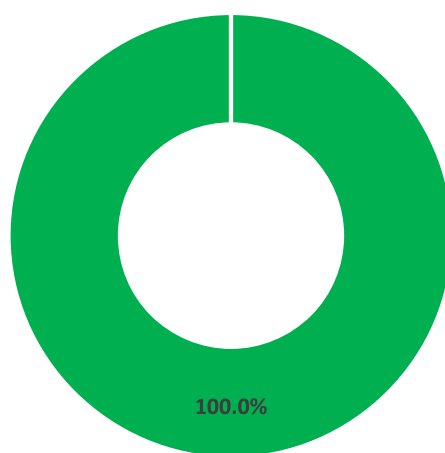
Well-being Objective: 2.1

A Capital City that Works for Wales – Summary



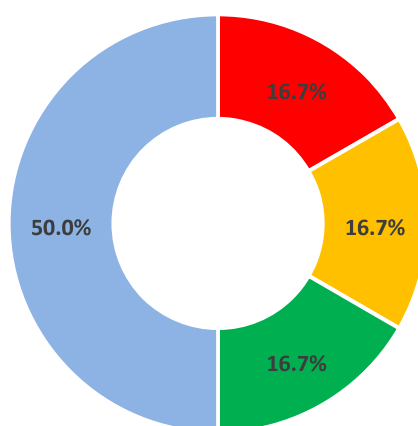
- Connected Capital
- Business Capital
- Inclusive Capital
- Smarter Capital
- Sporting and Cultural Capital City

Corporate Plan Steps - A capital city that works for Wales
2019-20 Q1 (10 Steps)



■ Red ■ Amber ■ Green ■ Not Yet Available

Corporate Plan Measures - A capital city that works for Wales
2019-20 Q1 (6 Measures)



■ Red (10% or more away from Target) ■ Amber (within 10% of target) ■ Green (on or above target)
■ Annual ■ Not Yet Available ■ Result not provided

Well-being Objective: 2.1

A Capital City that Works for Wales



73. A new economic strategy for the city was adopted in April 2019 that provides a blueprint for the city's economic development priorities. The strategy focussed on geographic areas of development, key sectors, and underpinning themes to drive growth.
- **Business Capital**
74. The city has continued to attract and develop new jobs, with record numbers of people now in work in Cardiff. The Council is also actively seeking and supporting investment directly, which has included working with Monzo Bank to support their investment in Cardiff bringing in **over 300 new jobs** in the fin-tech sector, as well as supporting over 200 new jobs in related sectors across the city.
75. The city is also continuing to attract investment in commercial space, reflecting the current lack of Grade A office space in the city and the latent demand. To that end Quarter 1 in 2019-20 has seen a 109,000 ft2 of Grade A office development breaking ground at John Street in Cardiff. The refurbishment of Hodge House and Fusion Point will also bring forward more Grade A office space in the city centre in coming months. Anticipated developments around Central Square and Central Quay are also expected to ensure the Council remains on target with regard to the amount of Grade A office space committed in the city.
- **Sporting and Cultural Capital City**
76. Cardiff has already successfully hosted a number of **major events** in 2019, including major concerts in the Principality Stadium and Cricket World Cup 2019 matches. The city also hosted the 2019 Creative Cities Convention to support both the development of the creative industries in the city as well as contributing towards increased activity in the businesses events sector through the newly established Cardiff Business Events Partnership. In addition, the city has successfully secured a number of major sporting events, including Nitro World Games for 2020 at the Principality Stadium and the 2020 Guinness PRO14 final. Cardiff Castle also hosted Tafwyl in June attended by over 40,000 visitors, whilst further 32,500 attended a three day music event in the Castle at the end of June.
77. Sound Diplomacy's Music Ecosystem Study report was presented to Cabinet in April 2019 that outlined a series of recommendations for the development of a **Music Strategy** for the city. Following this work is now underway to establish a Music Board for the city to support the wider development of the sector.
- **Connected Capital**
78. The **Metro Central** development continues apace with construction of the new bus station announced to commence with a building completion date of . A business case has been submitted to Central Government for contribution towards the Metro Central project (including the upgrade of Central Train Station) and confirmation has been received of a UK Government commitment of £58m, which in addition to the Welsh Government commitment discharges all the match funding requirements of unlocking the £40m City Deal contribution to the Metro Central development.

Key challenges and issues

79. Recent analysis of Foreign Direct Investment into Wales and the UK shows a fall in investment linked to uncertainty over Brexit. There is also anecdotal evidence that suggests that domestic businesses have held

Well-being Objective: 2.1

A Capital City that Works for Wales



back investment decisions in light of the uncertainty related to Brexit. In addition, there are risks relating to the low take up of the EU Settlement Scheme. As of August 2019 estimates suggest that less than a third of eligible residents have applied for the scheme, with a potential impact on the city's workforce. In addition, the complex issue of supply chain impacts remain difficult to quantify, and there is potential that some sectors may be impacted adversely.

80. Recent national data has also shown a contraction in economic output. If these trends persist the country will officially be in recession, and with regional and city economies closely linked with national trends this is likely to impact on the city's economic performance.
81. There are budget pressures in Culture, Venues and Events relating to the need for the Council to manage road closures largely due to an increase in the number of protests and parades in the city. Furthermore, the commercial income that offsets budget pressures generally across the sector may be impacted by a recession if national economic trends persist.

Forward Planning

82. The city's economic priorities over the forthcoming year include the establishment of a new Industrial Strategy for Cardiff East, securing the necessary approvals for the delivery of the Indoor Arena, and taking forward steps for the next phase of development of the International Sports Village, Dumballs Road and the Canal Quarter.
83. The Music Board to support the delivery of a Music Strategy will also be established, as part of a wider commitment outlined in the Economic Strategy to develop a more competitive creative industries cluster. Cabinet will also be asked to consider proposal for the future provision of cultural facilities, including New Theatre.

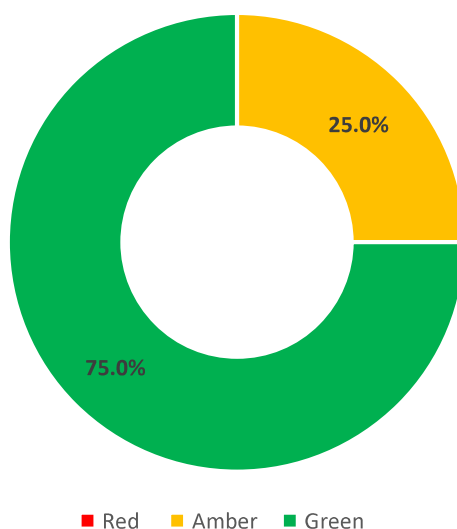
Well-being Objective: 3.1

Cardiff grows in a Resilient Way - Summary

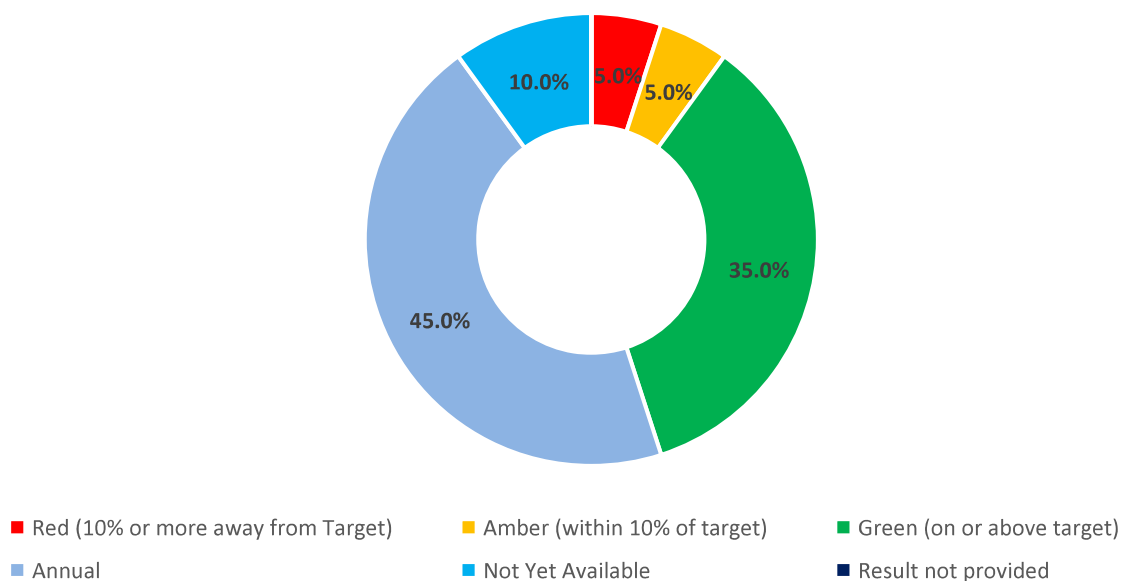


- Housing
- Transport and Clear Air
- Waste, Recycling and Clean Streets

Corporate Plan Steps - Cardiff grows in a resilient way
2019-20 Q1 (24 Steps)



Corporate Plan Measures - Cardiff grows in a resilient way
2019-20 Q1 (20 Measures)



Well-being Objective: 3.1

Cardiff grows in a Resilient Way



• Housing

84. The delivery of 6,500 **affordable homes through the LDP process** by 2026 is progressing. Between 2014 and 2019, 1,010 have been completed and 3,035 were granted planning permission. The number of completions against the target contained in the LDP and Corporate Plan reflects the strategic housing sites allocated in the Local Development Plan that have not come forward at rates originally set out by developers. The nature of the programme of delivery also means that higher numbers will be delivered in the later years of the plan.
85. A major application is being verified for North East Cardiff (LDP Site F) for circa 2,500 homes, district centre, primary and secondary schools, transportation and green infrastructure. Land is also progressing south of Creigiau for circa 650 new homes and detailed phases of Plas Dwr (LDP Site C), St Edeyrn's (LDP Site G), Junction 33 (LDP Site D) and Churchlands (LDP Site F) are all being progressed and implemented.
86. In relation to the delivery of 2,000 Council homes a Cabinet report outlining the **Housing Development Programme** was approved in June and identified the sites proposed for the programme, along with approval to roll onto the next phases of the development for the Cardiff Living Programme. A developer (United Living) has been appointed for the Caldicot Road scheme which will see 16 new council homes for rent. By the end of Quarter 1, a total of 109 new Council homes were handed over with a further 191 being built on site.

• Transport and Clear Air

87. The headline themes and major projects contained within the Council's **Transport White Paper** were launched by the Leader at the Welsh Governments Active Travel Conference, receiving positive press coverage.
88. Regular steering and working group meetings have been established with Transport for Wales and the Welsh Government to progress the **Metro programme** of line and station improvements, new stations and enhancements.
89. The Council's **Active Travel** agenda is progressing with 20mph schemes completed in Grangetown and South East Cardiff. Traffic Regulation Order processes are underway for Penylan and have been completed in Canton West. New crossings at St Andrew's Place and Cathays Terrace have been commissioned and construction of a cycle track is in progress. Additional rental stations for Next Bike have been installed to support the rollout of additional fleet and it is anticipated that there will be 1,000 bikes on the system by the end of the summer. Engagement work has begun with 10 schools in Cardiff to pilot a method of developing School Active Travel plans; it is clear from initial engagement that many schools experience significant issues with traffic and parking generated by the school commute.
90. The final plan to ensure the Council can achieve compliance with the EU limit value for nitrogen dioxide was approved by Cabinet in June, and has been submitted to the Welsh Government. Whilst legal requirements have been fulfilled, acceptance of the plan and associated measures by Welsh Government remains, with a decision, including funding commitments, expected at the end of July.
91. Procurement for electric vehicle fleet vehicles and associated charging infrastructure is being finalised and residential chargers are being commissioned during July. A data collection exercise to inform electric taxi opportunities is currently underway.

Well-being Objective: 3.1

Cardiff grows in a Resilient Way



92. Highways enhancements have been completed with surface treatment and footway construction, an engineering assessment is ongoing to establish the programme of work for 2019-20.
- **Waste, Recycling and Clean Streets**
93. A social media campaign began in June to complement the operational work of the waste education team to improve how citizens manage their waste. Under a new **‘Everyone in Cardiff is Doing It!’** brand, the campaign’s main objectives is to maximise recycling and to reduce contamination. The campaign will continue to run over the summer, phased in monthly themes.
94. A fundamental review of Lamby Way and Bessemer Recycling Centres has identified that the Bessemer Recycling Centre provides an optimal location for the **re-use centre** in terms of management of citizen interaction.
95. The **‘Love Where You Live’** community engagement project has continued with 18 new litter champions joining and new litter picking equipment to support local volunteers in Llanishen and Rhiwbina, making a total of 10 hubs across the city with this equipment.

Key Challenges and Issues

96. In the delivery of new homes, the low rates of completion means that targets are not being met at this stage. Capacity within the building sector, particularly in Cardiff is stretched and the uncertainty and risks associated with Brexit means that already price increases have been observed in material costs. However, as noted in para 84, the nature of the programme of delivery also means that higher numbers will be delivered in the later years of the plan.
97. As noted in para 90, the Council has submitted its proposal to ensure air quality is within legal limits, specifically on Castle Street, following the legal direction from Welsh Government. The delivery of the package of interventions contained in the Council’s proposal is dependent on funding from the Welsh Government, including a number of interventions in the city centre transport system.
98. **To achieve the challenging target of 64% of waste recycled in 2019-20** a fundamental review of recycling and associated costs to deliver recycling outcomes is underway and will be used to support informed decision making on recycling operations. Following the review, the service will develop a robust model for recycling in Cardiff, including in-year monitoring. Reviews are also underway of ‘post sort’ operations and of the city-wide rollout of bottles and jars to ascertain the outcomes of the investment in these operations.
99. The percentage of total recycling and waste collections reported as missed by the customer was 0.12% and this is significantly above the set target of less than 0.01%. Resourcing bank holiday periods and vehicle breakdowns have affected the ability to complete collections as scheduled. A review of the service and consultations with staff are underway to ensure consistency and continuity of service for Bank Holiday Mondays.

Well-being Objective: 3.1

Cardiff grows in a Resilient Way



100. There are challenges around public perception of cleanliness in the city in particular in wards around the city centre where levels of street cleanliness need to improve. A corporate response to this issue has been established with a locality working group for Street Scene services established. In order to establish a model based on evidence of local demand work is ongoing to analyse a wide range of data across Council services. This data-led approach will inform a tailored and integrated Street Scene service to improve outcomes and remove concerns. The team are looking at two pilot areas to establish the locality of concerns and identify how tailored and integrated service can achieve improved outcomes.
101. For the delivery of a 7.5 Megawatt Solar Farm at Lamby Way, there is a risk that the contractors will not be able to sign up to the terms of the contract. Whilst this risk is relatively low it is highlighted here, since a failure to sign would mean that the Council would need to go back out to procurement, which would incur a substantial delay to the project.
102. In relation to the development of a District Heat Network in Cardiff Bay a heat purchase agreement with Viridor has yet to be reached and this is currently delaying our UK Government grant application, which we hope to now submit in September.

Forward Planning

103. The Council's Transport and Clean Air White Paper will be considered by Cabinet in Quarter 3 2019-20.
104. Cabinet will consider a report on the Food Strategy in Quarter 3 2019-20.
105. Cabinet will consider the Biodiversity and Resilience of Ecosystems Duty Paper in Quarter 2 2019-20.
106. Cabinet will consider a report on the Local Development Plan and Local Development Plan Annual Monitoring Plan in Quarter 3 2019-20.

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Well-Being Objective: A Capital City that Works for Wales


100%

Steps	Target completion date	RAG Status			
Connected Capital					
Work with the UK Government and Welsh Government to implement a programme of investments over the next five years to deliver investment and capacity improvements at Cardiff Central Station which sits at the heart of the South Wales Metro and the Integrated Transport Hub (ED)		Q1	Q2	Q3	Q4
Business Capital					
Grow the city centre as a location for businesses and investment delivering an additional 300,000 ft² of ‘Grade A’ office space (ED)	By 2021	Q1	Q2	Q3	Q4
Bring forward a new mixed-use development at Dumballs Road through the delivery of 2,000 homes (ED)	By 2022	Q1	Q2	Q3	Q4
Deliver an Industrial Strategy for Cardiff East, which will support the progression of the Cardiff Parkway development (ED)		Q1	Q2	Q3	Q4
Work with Cardiff Capital Region partners to ensure that City Deal investment supports the economic development opportunities of the city-region (ED)		Q1	Q2	Q3	Q4
Sporting and Cultural Capital City					
Progress delivery of a new Indoor Arena to attract premier national and international events (ED)		Q1	Q2	Q3	Q4
Develop a new vision and masterplan for Cardiff Bay including taking forward delivery of the next phase of development for the International Sports Village (ED)	By 2020 By 2019	Q1	Q2	Q3	Q4
Launch a new masterplan for the Cardiff Canal Quarter (ED)	By April 2020	Q1	Q2	Q3	Q4
Develop a sustainable events portfolio which builds on Cardiff’s event hosting credentials. This will include the development of a ‘signature event’ and establishing Cardiff as a Music City over the next 5 years (ED)		Q1	Q2	Q3	Q4
Support the development of the creative sector and help unlock investment opportunities by working with partners across the sector to support the growth of creative enterprises through the establishment of a Creative Accelerator programme (ED)		Q1	Q2	Q3	Q4

Well-Being Objective: A Capital City that Works for Wales

16.7%	16.7%	16.7%	50.0%
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Red (10% or more away from Target)	Amber (within 10% of target)	Green (on or above target)	Annual	Not Yet Available	New PI, baseline being set	RAG rating not given	Not provided
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Performance Indicator	Result				Target	Narrative update	Direction of Travel (Prior Year)
Business Capital							
The number of new jobs created (ED)	Q1	Q2	Q3	Q4	500		New indicator
	548						
The number of jobs safeguarded (ED)	Q1	Q2	Q3	Q4	500		New indicator
	0						
The amount of 'Grade A' office space committed to in Cardiff (sq. ft.) (ED)	Q1	Q2	Q3	Q4	300,000 square feet	This is a rolling 2 year target	Annual
The number of staying visitors (ED)	Q1	Q2	Q3	Q4	2% increase		Annual
Total visitor numbers (ED)	Q1	Q2	Q3	Q4	2% increase		Annual
Sporting and Cultural Capital City							
Attendance at Council Venues (formerly Commercial) (ED)	Q1	Q2	Q3	Q4	903,000		
	208,351						

Well-Being Objective: Cardiff grows in a resilient Way

25%	75%
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Steps	Target completion date	RAG Status			
Housing					
Increase the delivery of new houses to meet housing need through the development of Local Development Plan strategic sites including 6,500 new affordable homes (PTE)	By 2026	Q1	Q2	Q3	Q4
Deliver 2,000 new Council homes, of which at least 1,000 will be delivered by May 2022 (P&C)		Q1	Q2	Q3	Q4
Convene regular Design Review Meetings to consider and make recommendations to development proposals submitted to the Local Planning Authority, publish an annual Design Review Monitoring Report, and complete the Supplementary Planning Guidance programme (PTE)		Q1	Q2	Q3	Q4
Transport and Clean Air					
Deliver a 7.5 Megawatt Solar Farm at Lamby Way generating renewable energy and supporting carbon-neutral aspirations – subject to the approval of a final business case in April 2019 (PTE)	By September 2019	Q1	Q2	Q3	Q4
Ensure the Council can achieve compliance with the EU Limit Value for Nitrogen Dioxide (NO2) in the shortest possible time by: <ul style="list-style-type: none">Completing the feasibility study to identify the preferred measure(s)Submitting the Final Plan – including the full business case for the preferred option – to Welsh Government (PTE)	By 30th June 2019	Q1	Q2	Q3	Q4
Launch a new Transport & Clean Air Vision for the city and develop a Clean Air Strategy, including Active Travel solutions (PTE)	By September 2019	Q1	Q2	Q3	Q4
Deliver a prioritised programme of highways enhancements through minor road repairs and full-scale resurfacing to address concerns such as potholes, and deteriorating roads and pavements (PTE)		Q1	Q2	Q3	Q4
Support Transport for Wales with the implementation of the Cardiff Metro, increasing the quality of public transport infrastructure, the frequency of train journeys and the deployment of new train/tram extensions and stations across Cardiff (PTE)		Q1	Q2	Q3	Q4

Steps	Target completion date	RAG Status			
Develop an Electric Vehicles Strategy, including the delivery of new electric buses (PTE)	By December 2019	Q1	Q2	Q3	Q4
Progress the City Centre Transport Masterplan through achievable and deliverable transport projects. Projects will focus on delivering the sustainable transport infrastructure improvements and transport deliverables outlined in the Masterplan, Transport Strategy, the new Transport & Clean Air Vision, and Local Development Plan (PTE)	From 2019 through to 2021	Q1	Q2	Q3	Q4
Support the delivery of the Council's Active Travel agenda by: <ul style="list-style-type: none"> Implementing 20mph speed limits across the city, completing Grangetown and developing plans for Splott, Butetown, Canton and Penylan (subject to funding) Improving the cycling and walking networks by delivering prioritised routes within the Active Travel Integrated Network Map, including phase 1 of the Cycle Superhighway Expanding the on-street cycle hire scheme to 1,000 bikes Working with the Active Travel Advisory Groups (PTE)	During 2019-20 By 2021 By July 2019.	Q1	Q2	Q3	Q4
Ensure every school in Cardiff has developed an Active Travel plan – including training and/or infrastructure improvements (PTE)	By 2022	Q1	Q2	Q3	Q4
Support the delivery of high-quality and well-connected communities – as described by the Council's Master Planning Principles – ensuring that: <ul style="list-style-type: none"> Supporting infrastructure, such as sustainable transport, schools, community facilities and green spaces, are delivered at all new strategic housing developments New housing developments are informed by good design and infrastructure planning Community infrastructure improvements on strategic sites are communicated to the public (PTE)		Q1	Q2	Q3	Q4
Secure a contract for the delivery of a heat network to serve areas of the Bay and City Centre, subject to successful national Government Capital Grant Award and Cabinet approval of a final business case (PTE)	By October 2019	Q1	Q2	Q3	Q4
Continue to engage with the Pensions Committee to deliver an environmentally-friendly pension policy (R)		Q1	Q2	Q3	Q4

Steps	Target completion date	RAG Status			
Waste, Recycling and Clean Streets					
Work with Welsh Government and Local Authorities to jointly explore a new programme of regional recycling infrastructure over the next three years, focused on delivering facilities to improve and extend the capability and capacity for the sustainable treatment of “difficult to recycle” materials (PTE)		Q1	Q2	Q3	Q4
Meet our recycling targets by working with Welsh Government and WRAP (Waste & Resources Action Programme) to: <ul style="list-style-type: none">Develop and deliver short-term recycling objectivesDevelop a long-term sustainable approach to the collection of residual wastes, recyclables and food waste (PTE)	By June 2019 By March 2020	Q1	Q2	Q3	Q4
Develop a citizen-based strategic plan for new and existing recycling centres, and promote improved recycling to 80% in centres (PTE)	By March 2020	Q1	Q2	Q3	Q4
Develop and deliver targeted interventions to promote recycling in communities to support achieving the 64% recycling target (PTE)	For 2019-20	Q1	Q2	Q3	Q4
Enhance and expand existing partnership(s) to support re-use in Cardiff (PTE)	By March 2020	Q1	Q2	Q3	Q4
Establish for roll-out an area-based model for cleansing and enforcement to support efficient and effective service delivery (PTE)	By June 2019	Q1	Q2	Q3	Q4
Develop and deliver an extended campaign for ‘Love Where You Live’ to encourage local volunteering, and engage with citizens and businesses on concerns in their communities (PTE)	By September 2019	Q1	Q2	Q3	Q4
Develop and implement a comprehensive programme in the Council’s Street Scene services to drive productivity and performance improvements, with better co-ordination of highways maintenance, waste management and cleansing to improve the public realm (PTE)	From April 2019	Q1	Q2	Q3	Q4
Develop a Cardiff Food Strategy for approval and implement the approved action plan (PTE)	By May 2019	Q1	Q2	Q3	Q4




Well-Being Objective: Cardiff grows in a resilient Way

5.0%	5.0%	35.0%	45.0%	10.0%
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Red (10% or more away from Target)	Amber (within 10% of target)	Green (on or above target)	Annual	Not Yet Available	New PI, baseline being set	RAG rating not given	Not provided
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Performance Indicator	Result				Target	Narrative update	Direction of Travel (Prior Year)
Housing							
Total number of new Council homes completed and provided (P&C)	Q1	Q2	Q3	Q4	400 cumulative		↑
	109						
The percentage of householder planning applications determined within agreed time periods (PTE)	Q1	Q2	Q3	Q4	>85%	Variations between reporting periods are due to differences in workload, complexity of applications and available resources within any period.	↓
	89.91%						
The percentage of major planning applications determined within agreed time periods (PTE)	Q1	Q2	Q3	Q4	>60%		↑
	100.00%						
The percentage of affordable housing at completion stage provided in a development on greenfield sites (PTE)	Q1	Q2	Q3	Q4	30% (LDP)		Annual
The percentage of affordable housing at completion stage provided in a development on brownfield sites (PTE)	Q1	Q2	Q3	Q4	20% (LDP)		Annual
Transport and Clean Air							
Proportion of people travelling to work by sustainable transport modes (2026 target 50:50) (PTE)	Q1	Q2	Q3	Q4	46.6%		Annual
The number of schools supported to develop an Active Travel Plan (PTE)	Q1	Q2	Q3	Q4	40		Annual

Performance Indicator	Result				Target	Narrative update	Direction of Travel (Prior Year)
The percentage reduction in carbon dioxide emissions from Council buildings (PTE)	Q1	Q2	Q3	Q4	2%		Annual
The level of nitrogen dioxide (NO2) across the city (PTE)	Q1	Q2	Q3	Q4	35µg/m3		Annual
Waste and Recycling							
The percentage of total recycling and waste collections reported as missed by customer (PTE)	Q1	Q2	Q3	Q4	<0.01%	Resourcing bank holiday periods and vehicle breakdown impacting on the ability to complete collections as scheduled	New indicator
	0.12%						
The percentage of municipal waste collected and prepared for re-use and/ or recycled (PTE)	Q1	Q2	Q3	Q4	64%	NRW Validation	
The maximum permissible tonnage of biodegradable municipal waste sent to landfill (PTE)	Q1	Q2	Q3	Q4	<33,557 tonnes	NRW Validation	
The number of Street Scene investigation actions per month (PTE)	Q1	Q2	Q3	Q4	6,000 (500 per month)		New indicator
	4,908						
The number of Street Scene legal enforcement actions per month (PTE)	Q1	Q2	Q3	Q4	3,600 (300 per month)	The team currently has resource issues and are in the process of recruitment	New Indicator
	841						
Clean Streets							
The percentage of principal (A) roads that are in overall poor condition (PTE)	Q1	Q2	Q3	Q4	5%		Annual
The percentage of non-principal/classified (B) roads that are in overall poor condition (PTE)	Q1	Q2	Q3	Q4	7%		Annual

Performance Indicator	Result				Target	Narrative update	Direction of Travel (Prior Year)
The percentage of non-principal/classified (C) roads that are in overall poor condition (PTE)	Q1	Q2	Q3	Q4	7%		Annual
The percentage of highways land inspected by the Local Authority found to be of a high or acceptable standard of cleanliness (PTE)	Q1	Q2	Q3	Q4	90%	Ex. KWT surveys	
	96.54%						
The percentage of reported fly-tipping incidents cleared within five working days (PTE)	Q1	Q2	Q3	Q4	90%	Incorrect location of incidents, as reported by the public, has caused a delay in locating and clearing fly-tipping in Q1. Compounded by incidents of specific waste type not being reported meaning incorrect removal vehicle initially being sent to clear fly-tipping; vehicle breakdowns also impacting on ability to clear in a timely manner.	
	98.46%						
The percentage of reported fly-tipping incidents which lead to enforcement activity (PTE)	Q1	Q2	Q3	Q4	70%	Increase in incidents where no evidence is found (to enable enforcement action to be taken) suggests fly tippers are ensuring evidence is removed	
	81.67%						

Performance Indicator	Result				Target	Narrative update	Direction of Travel (Prior Year)
						before tipping takes place.	

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PAM Performance Briefing 2018-19: Cardiff Council

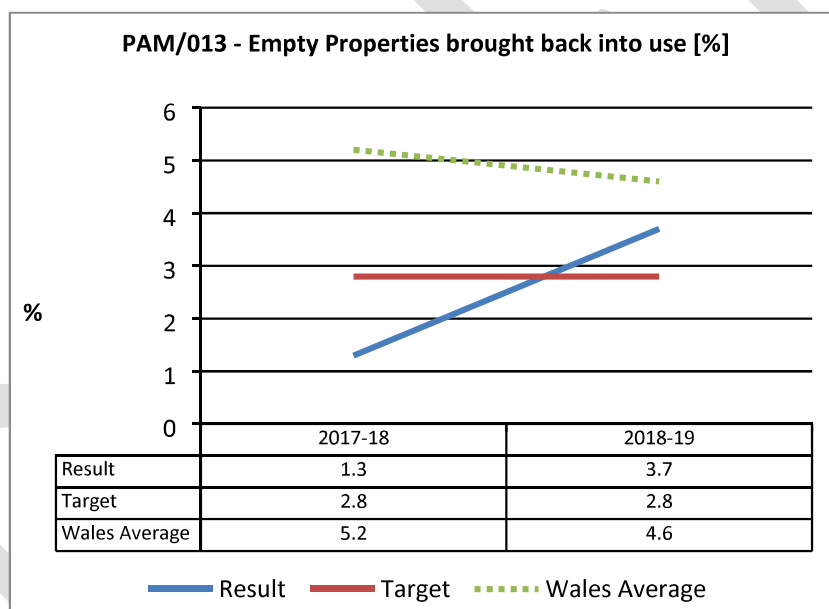
Planning, Transport & Environment

- Empty Private Properties brought back into use (PAM/013)

This measure was introduced to the PAM data set in 2017-18 and as such only has two year's comparable historical data to evidence our "direction of travel". Only 21 authorities submitted results for this measure – * Flintshire did not submit.

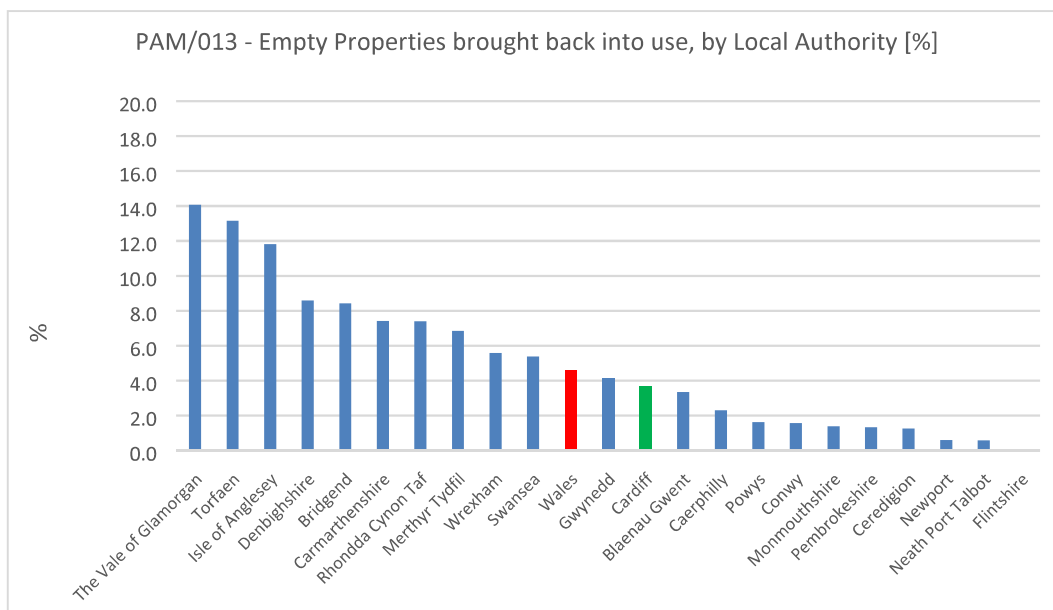
The result for this measure for 2018-19 for Cardiff improved to 3.7% compared to 1.3% in 2017-18; however this is below the Wales average of 4.6%. This result improves Cardiff's place to the 3rd quarter and Cardiff's rank has improved from joint 20th in 2017-18 to 12th.

PAM/013	Result	Wales Average	Quarter	Rank
2017-18	1.3%	5.2%	4	20
2018-19	3.7%	4.6%	3	12



Rhondda Cynon Taf (RCT) had the highest number of private sector properties that had been vacant for more than 6 months (2,885, ranked 7th) compared to Cardiff (1,568), and the Vale of Glamorgan (789) who were ranked 1st.

RCT brought 7.4% of their private sector properties back in to use during 2018-19. RCT also brought the most properties back into use (213) compared to Cardiff's 58 properties).



PAM/013	Result	Numerator Number of empty private sector properties brought back into use	Denominator Number of private sector properties that had been vacant for more than 6 months
Cardiff (Ranked 12th)	3.7%	58	1,568
1 st (Vale of Glamorgan)	14.1%	111	789
21 st *(Neath Port Talbot)	0.6%	9	1,586

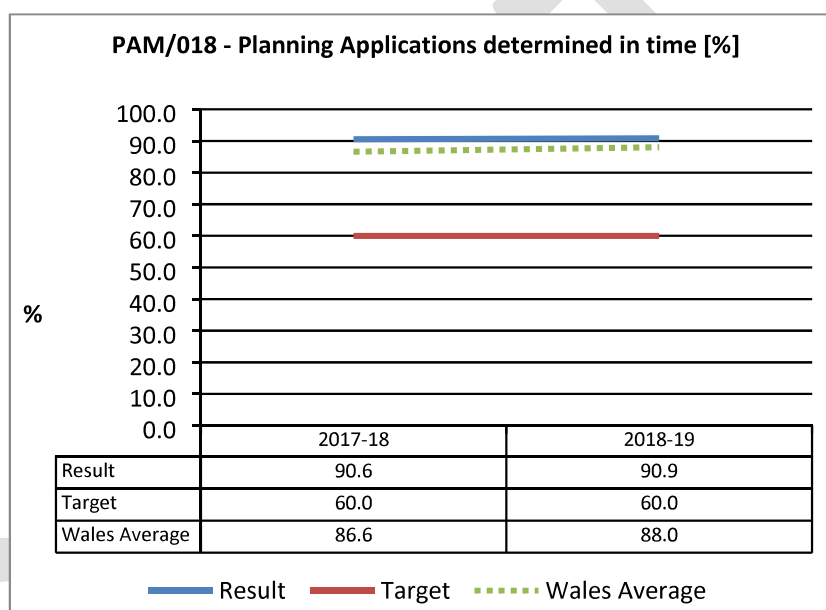
PAM Performance Briefing 2018-19: Cardiff Council

- **Planning applications determined in time (PAM/018)**

This measure was introduced to the PAM data set in 2017-18 and as such only has two year's comparable historical data to evidence our "direction of travel".

Cardiff's result of 90.6% is above the Wales Average of 88.0%, placing Cardiff in the 2nd Quarter and ranking them 9th out the 22 local authorities.

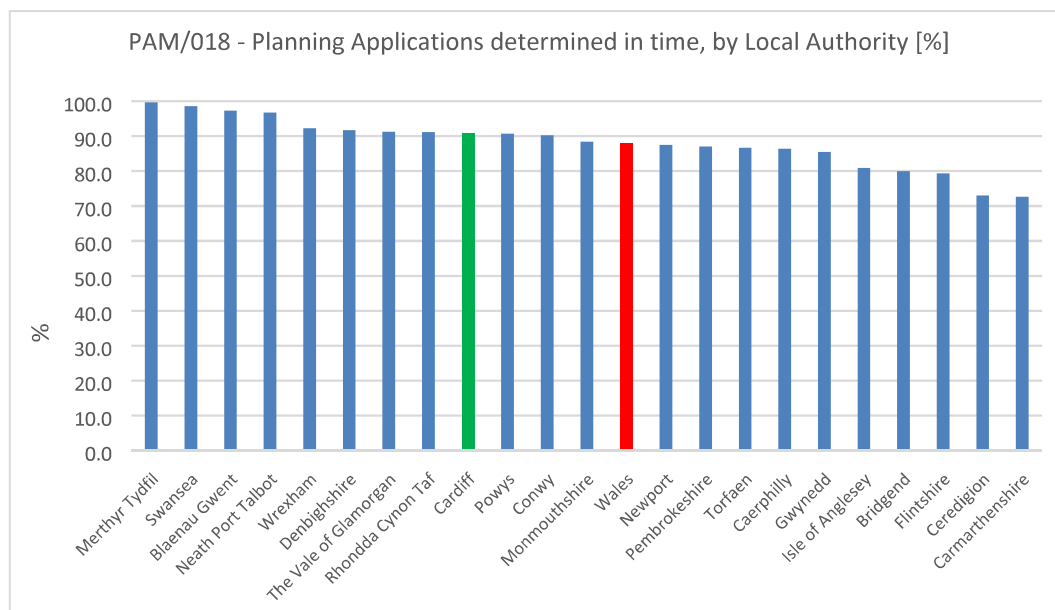
PAM/018	Result	Target	Wales Average	Quarter	Rank
2017-18	90.6%	60.0%	88.6%	2	9
2018-19	90.9%	60.0%	88.0%	2	9



Cardiff had the largest number of planning applications to be determined (2,541) and also determined the largest number of applications (within required time periods) of the 22 local authorities – 2,309. Swansea determined the second highest with 1,873 (a result of 98.5% and ranked 2nd).

Cardiff had nearly eight times the number of applications to determine than the authority ranked 1st - Merthyr Tydfil with a result was 99.7% (329 out of 330 applications). The Local Authority with the smallest number of applications to be determined was Blaenau Gwent with 294 – they determined 97.3% of their applications in time (286), and were ranked 3rd.

PAM Performance Briefing 2018-19: Cardiff Council



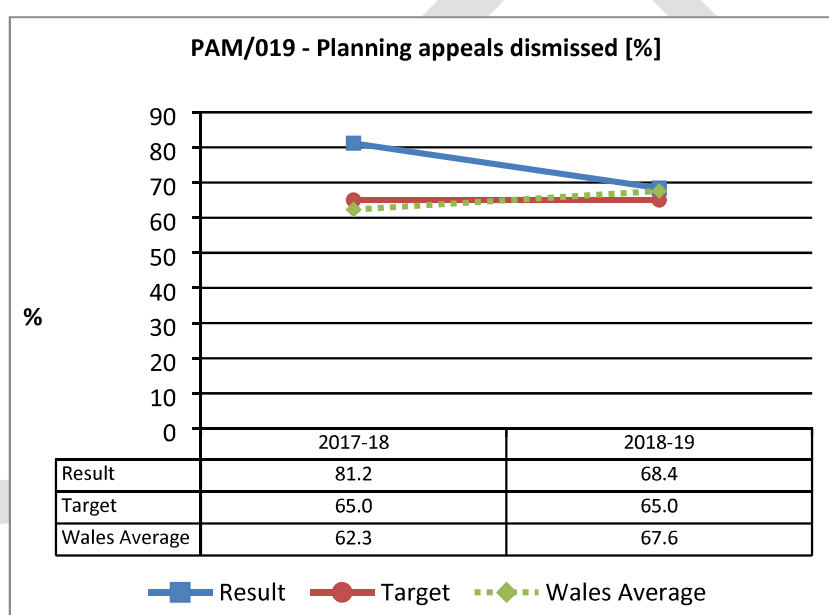
PAM/018	Result	Numerator Number of all planning applications determined within required time periods	Denominator Number of planning applications determined during the year
Cardiff (Ranked 9th)	90.9%	2,309	2,541
1 st (Merthyr Tydfil)	99.7%	329	330
22 nd (Carmarthenshire)	72.6%	886	1,221

- **Planning appeals dismissed (PAM/019)**

This measure was introduced to the PAM data set in 2017-18 and as such only has two year's comparable historical data to evidence our "direction of travel". "Dismissed" means that the Welsh Minister or appointed Inspector upheld our decision as the Local Planning Authority.

Cardiff's result declined to 68.4% in 2018-19 from 81.2% in 2017-18 and was only marginally above the Wales Average of 67.6%, placing the result in Quarter 2 and ranking the result as 11th out the 22 local authorities.

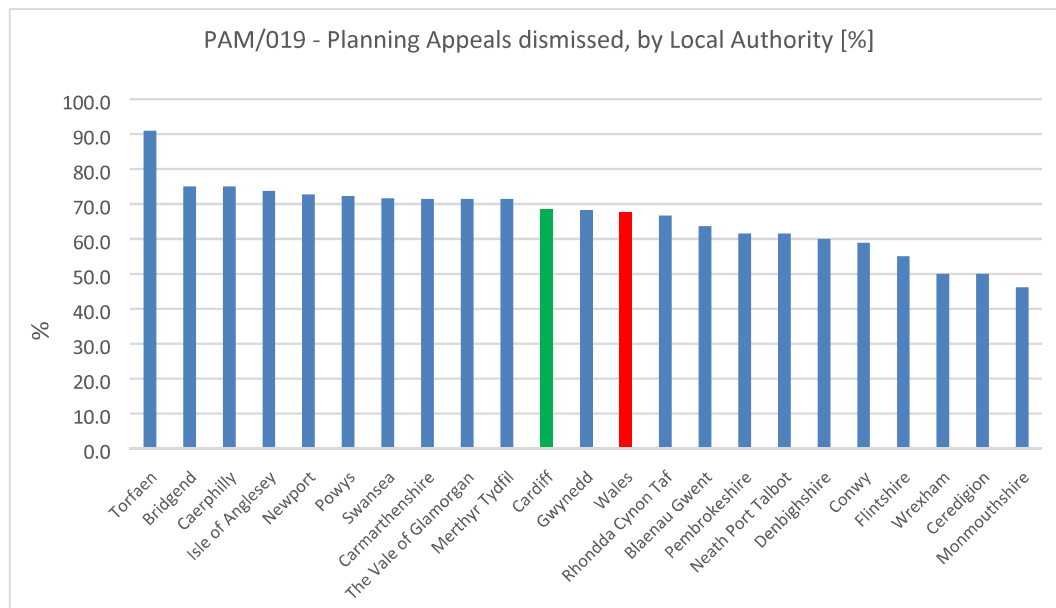
PAM/019	Result	Wales Average	Quarter	Rank
2017-18	81.2%	62.3%	1	4
2018-19	68.4%	67.6%	2	11



Cardiff had 39 out of 57 decisions "upheld" - the second highest number of planning appeals dismissed; Swansea had the highest with 68 / 95 – ranked 7th with a result of 71.6%. The number of appeals dismissed ranged from 4 (Ceredigion 50%) to 68 (Swansea, 71.6%).

Cardiff had nearly four times the number of appeals dismissed than Torfaen, twice that of Bridgend (joint 2nd) and three times that of Caerphilly (joint 2nd). Monmouthshire had the lowest result with 46.2% - 6 out of 13.

PAM Performance Briefing 2018-19: Cardiff Council



PAM/019	Result	Numerator Number of appeals against planning application decisions dismissed	Denominator Number of planning appeals decided during the year
Cardiff (Ranked 11th)	68.4%	39	57
1 st (Torfaen)	90.9%	10	11
22 nd (Monmouthshire)	46.1%	6	13

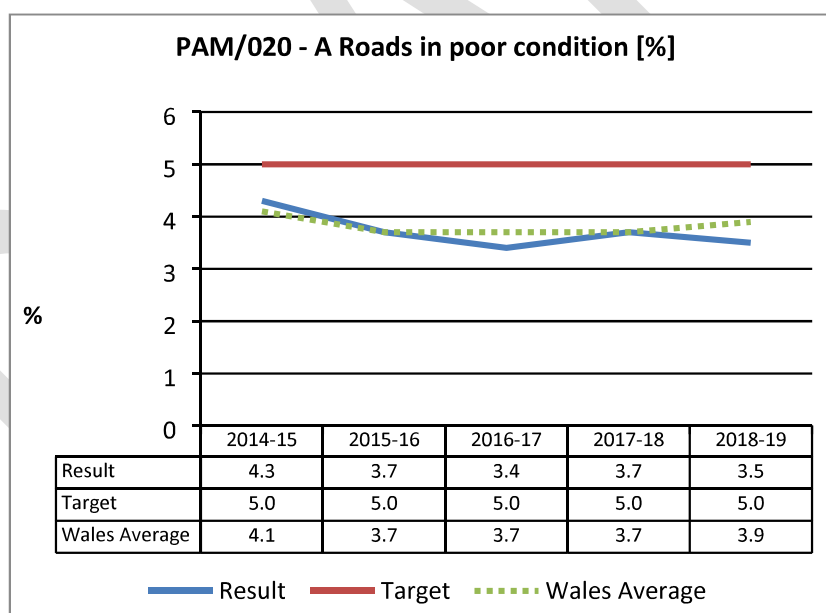
- Principal (A) Roads in overall poor condition (PAM/020) –

The figures are derived from Scanner surveys (formerly known as SCANNER surveys) carried out during the financial year.

The results for this, and the following 2 measures, represents the percentage of the road network length that is equal to or above the RED threshold i.e. in poor overall condition requiring planned maintenance soon (within a year or so on a ‘worst first’ basis.

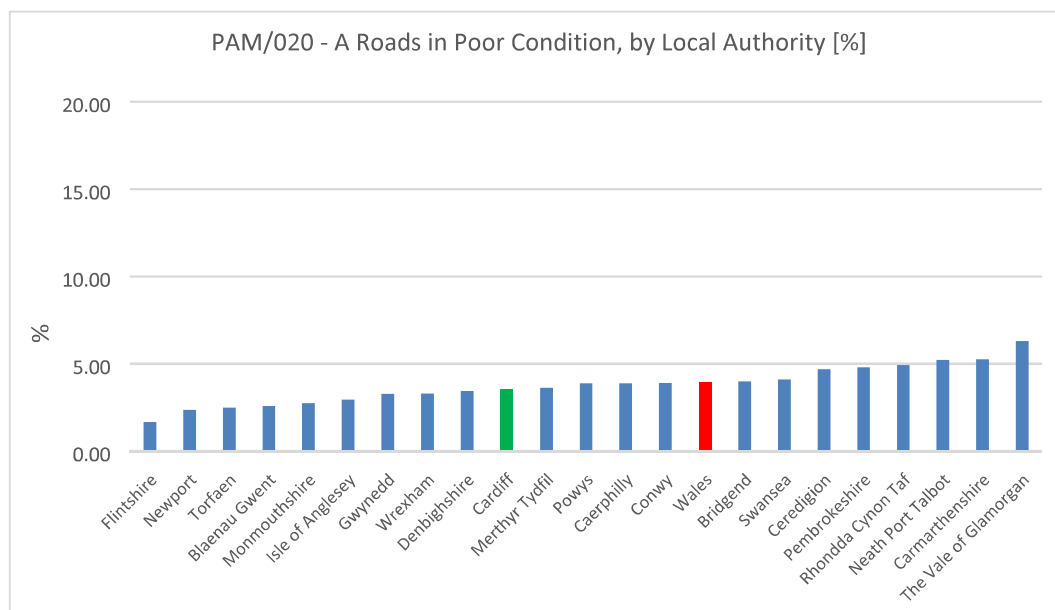
Cardiff’s performance of this measure improved to 3.5% in 2018-19 compared to 3.7% in 2017-18. The result is better than the Wales average (3.9%). Improvement has also been seen in Cardiff’s rank from 13th to 10th and also in the quarter moving from the 3rd to the 2nd.

PAM/020	Result	Wales Average	Quarter	Rank
2014-15	4.3%	4.1%	3	15
2015-16	3.7%	3.7%	3	14
2016-17	3.4%	3.7%	3	15
2017-18	3.7%	3.7%	3	13
2018-19	3.5%	3.9%	2	10



PAM Performance Briefing 2018-19: Cardiff Council

Flintshire (ranked 1st) had 291.4km surveyed and had 4.83km of A Roads found to be in poor condition – a result of 1.7% compared to Cardiff's 3.5%.

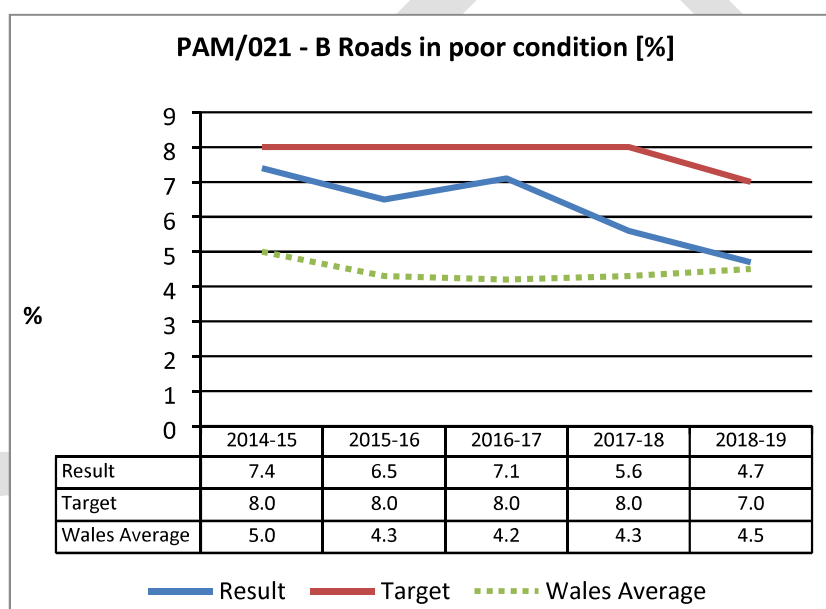


PAM/020	Result	Numerator Km of principal A roads in overall poor condition	Denominator Km of principal A roads surveyed
Cardiff (Ranked 10 th)	3.5%	5.86	166.07
1 st (Flintshire)	1.7%	4.83	291.40
22 nd (Vale of Glamorgan)	6.3%	8.52	135.32

- **Non-principal/classified (B) roads in overall poor condition (PAM/021)**

Performance of this measure improved to 4.7 % in 2018-19 compared to 5.6% in 2017-18. The result is marginally below the Wales average (4.5%). As a result there has been an improvement in where the result is placed – to the 3rd quarter and an improvement in rank to 13th.

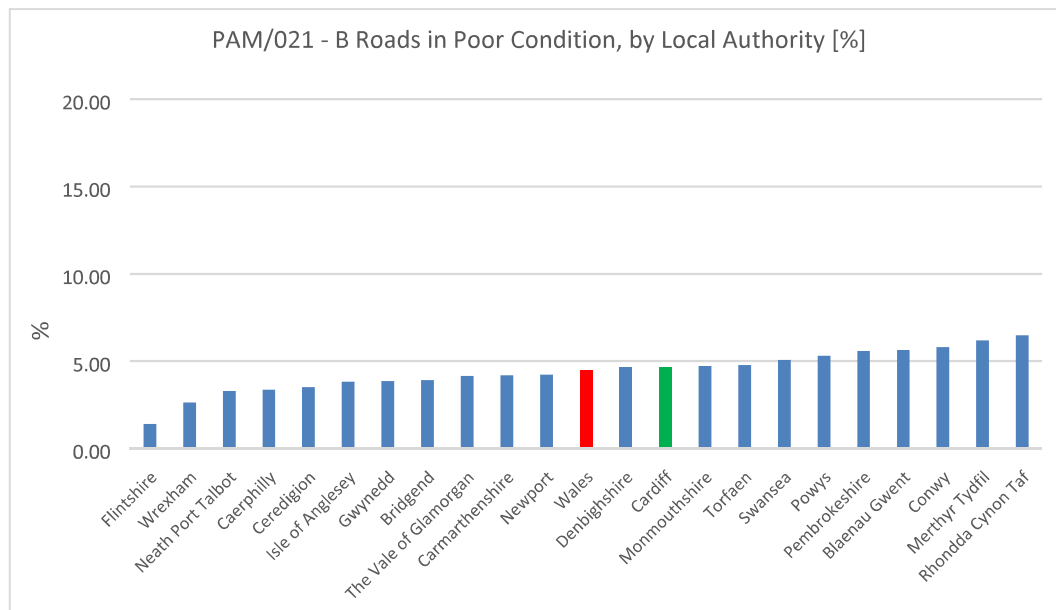
PAM/021	Result	Wales Average	Quarter	Rank
2014-15	7.4%	5.0%	4	20
2015-16	6.5%	4.3%	4	20
2016-17	7.1%	4.2%	4	21
2017-18	5.6%	4.3%	4	19
2018-19	4.7%	4.5%	3	13



Flintshire (ranked 1st) had **150.06km surveyed** (more than **three times** that of **Cardiff**) and had 2.11km of B roads found to be in poor condition – a result of **1.4%**.

***Caution** needs to be exercised when only comparing percentage results as when data groups (e.g. the number of roads in the network) are small, and expressed as a percentage this can potentially exaggerate the impact of small fluctuation in that data. For example, Merthyr Tydfil (ranked 21st) had 20.95km surveyed with only 1.30km found to be overall in poor condition but with a result of 6.2%.*

PAM Performance Briefing 2018-19: Cardiff Council

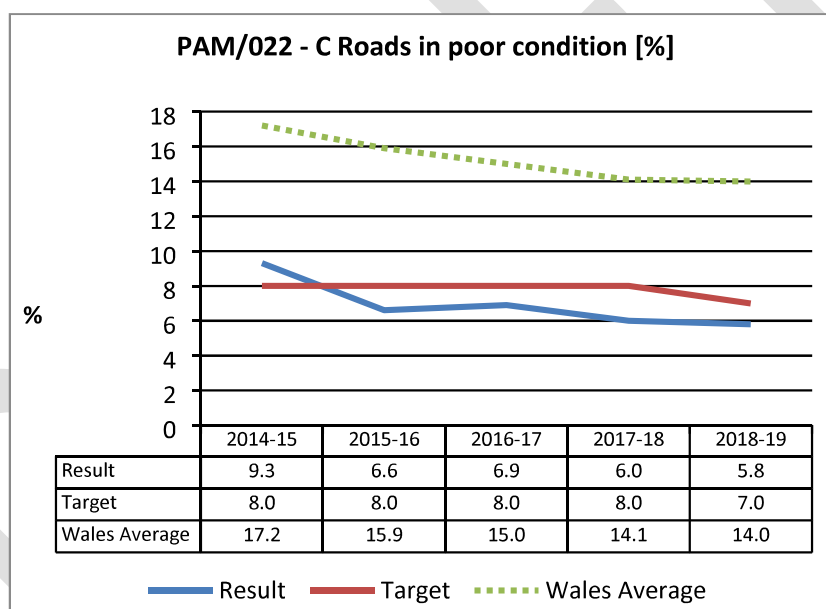


PAM/021	Result	Numerator Km of B roads in overall poor condition	Denominator Km of B roads surveyed
Cardiff (Ranked 13th)	4.7%	1.93	41.26
1 st (Flintshire)	1.4%	2.11	150.06
22 nd (Rhondda Cynon Taf)	6.5%	8.50	131.38

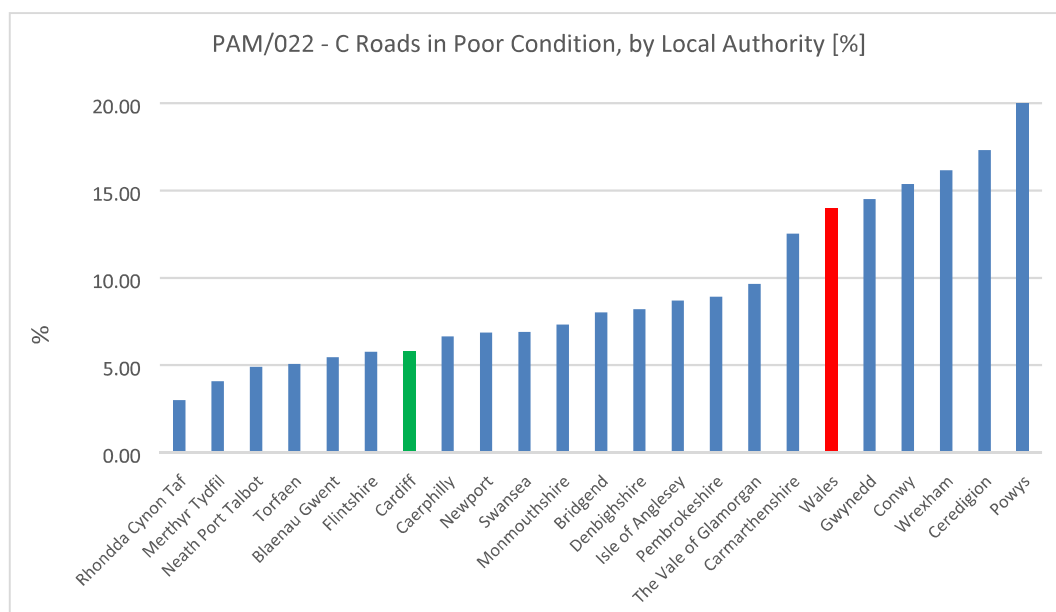
- **Non-principal/classified (C) roads in overall poor condition (PAM/022)**

Performance of this measure improved further in 2018-19 to 5.8% compared to 6.0 % in 2017-18. The result is well above the Wales average (14.1%). Cardiff result is now in the 2nd quarter and whilst performance has improved in the result rank-wise Cardiff has declined from 5th to 7th. (Rankings can be impacted on not just by Cardiff's performance but by the performance of the other 21 authorities.)

PAM/022	Result	Wales Average	Quarter	Rank
2014-15	9.3%	17.2%	1	6
2015-16	6.6%	15.9%	1	4
2016-17	6.9%	15.0%	2	8
2017-18	6.0%	14.1%	1	5
2018-19	5.8%	14.0%	2	7



PAM Performance Briefing 2018-19: Cardiff Council

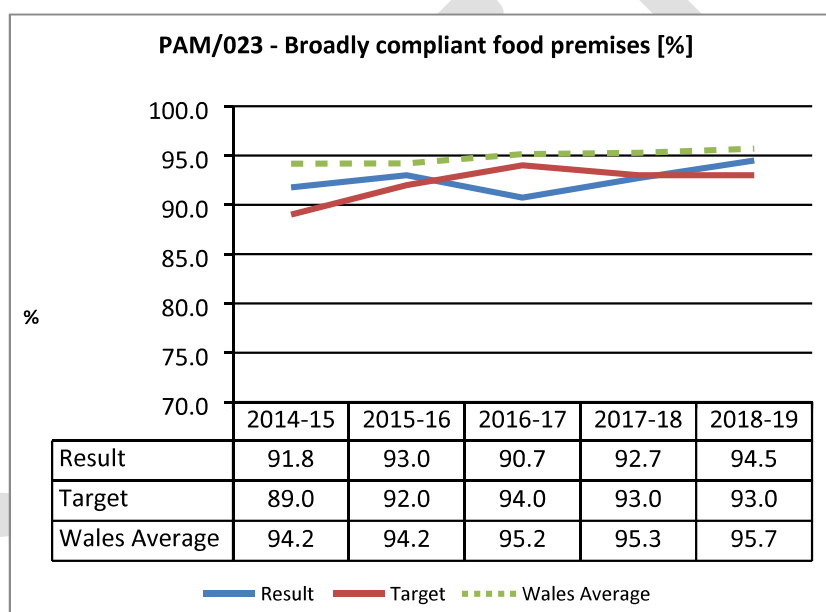


PAM/022	Result	Numerator Kilometres of C roads in overall poor condition	Denominator Kilometres of C roads surveyed
Cardiff (Ranked 7th)	5.8%	10.21	176.98
1 st (Rhondda Cynon Taf)	3.0%	4.33	144.88
22 nd (Powys)	21.6%	891.58	4,122.59

- Food establishments which are 'broadly compliant' with food hygiene standards (PAM/023)

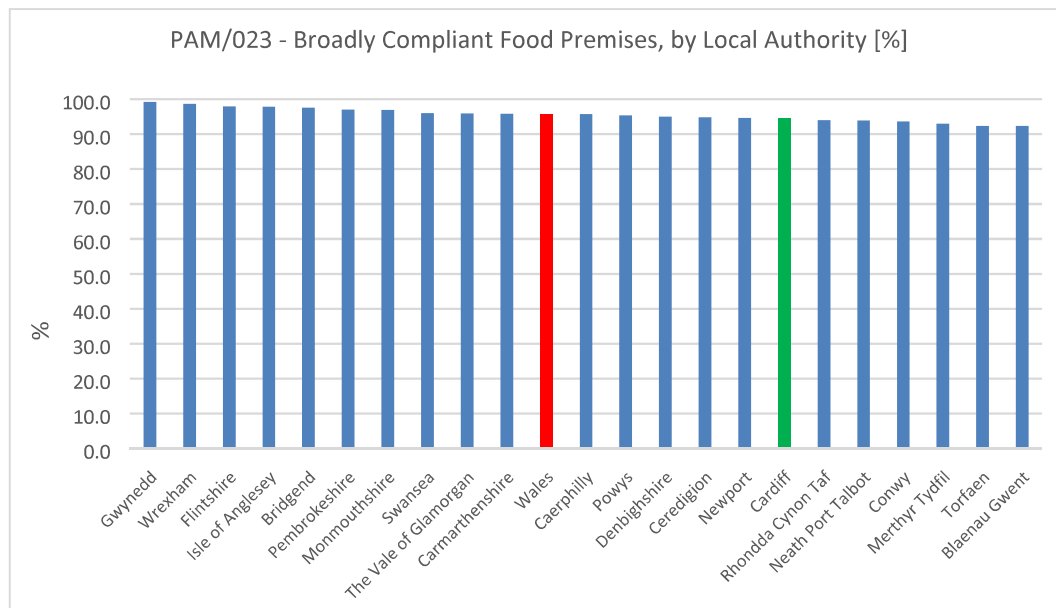
Performance in this measure improved to 94.5% in 2018-19 compared to 92.7% in 2017-18 but is below the Wales average of 95.7%. This result improves Cardiff's position to the 3rd quarter and to be ranked 16th.

PAM/023	Result	Wales Average	Quarter	Rank
2014-15	91.8%	94.2%	4	18
2015-16	93.0%	94.2%	3	14
2016-17	90.7%	95.2%	4	21
2017-18	92.7%	95.3%	4	18
2018-19	94.5%	95.7%	3	16



Cardiff had the largest number of trading food establishments, across Wales with 3,299. Merthyr Tydfil had the lowest number of establishments with 543.

PAM Performance Briefing 2018-19: Cardiff Council

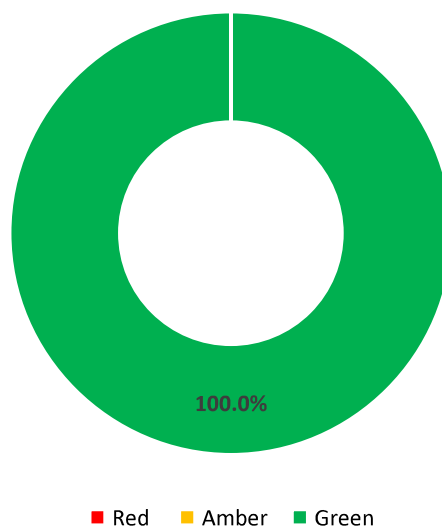


PAM/023	Result	Numerator Number of food establishments which are 'broadly compliant' with food hygiene standards	Denominator Number of food establishments trading at 31 March
Cardiff (Ranked 16th)	94.5%	3,119	3,299
1 st (Gwynedd)	99.2%	2,071	2,088
22 nd (Blaenau Gwent)	92.3%	562	609

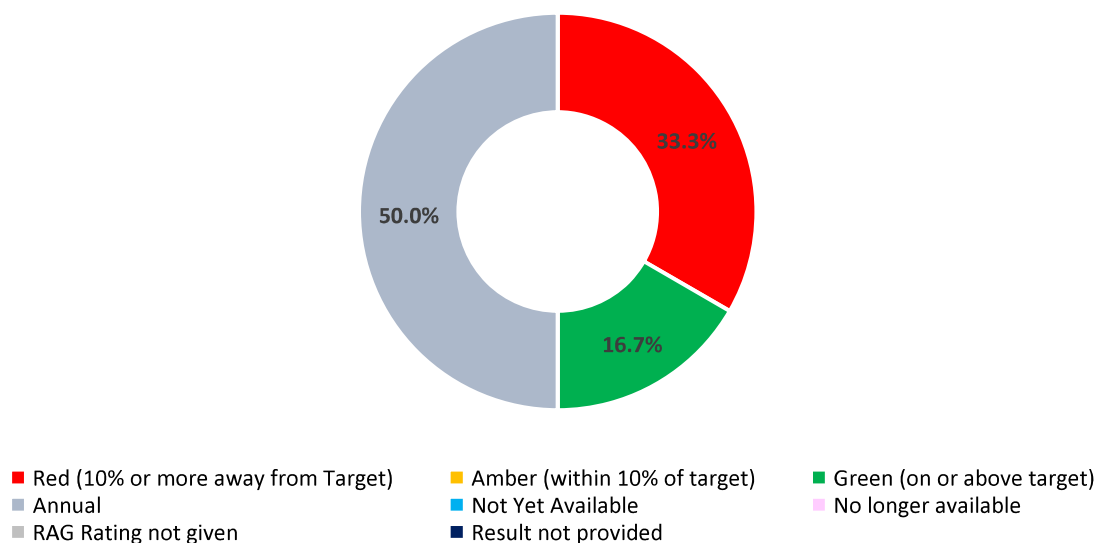
Well-being Objective 2.1: A capital city that works for Wales – Summary

- Connected Capital
- Business Capital
- Inclusive Capital
- Smarter Capital
- Sporting and Cultural Capital City

Corporate Plan Steps - A capital city that works for Wales
2019-20 Q2 (10 Steps)



Corporate Plan Measures - A capital city that works for Wales
2019-20 Q2 (6 Measures)



Business Capital

Cardiff has maintained its role as the economic powerhouse of Wales, creating 20,000 net new jobs over the last year. This serves to underscore the importance of the capital, which has created five out of every six net new job in Wales over the past five years.

Key anchor projects are progressing well, with every Corporate Plan Step on course for delivery by the end of the year. In terms of Key Performance Measures, 642 new jobs have been created, meaning that the position at the end of Quarter 2 has already exceeded the end of year target by over 28%. The overall combined target for jobs created and safeguarded is also above the target level for Quarter 2, and whilst the jobs safeguarded figure is below target, current projects in development are expected to see this target exceed by the end of the year.

Cardiff continues to attract new businesses and serve as a centre for inward investment, and a number of new 'challenger' banks that are expected to drive the future development of the FinTech sector have recently invested in the city. The development of high-quality office accommodation also continues apace, albeit there remains only a limited supply available.

Central Square marks the city's first business district in the heart of the city centre built around the needs of the city's key sectors, whilst the development of Metro Central has seen recent funding approvals from both Welsh and UK Government. In particular the UK Government has announced funding support of £58.3m towards the upgrade of Central Station, completing the required funding package. Work to develop a masterplan vision has now commenced.

To support Cardiff businesses' preparation for Brexit, the Council has continued to work with Business Wales and the UK Government to signpost appropriate advice and support. Two well-attended Brexit events have taken place in the city, focused on the implications of a 'No-Deal' departure, however concerns remain about the lack of clarity on the potential impact of a 'No-Deal' Brexit.

Sporting and Cultural Capital City

Creative Cardiff have announced the first series of **investment in innovation support for a range of production companies in Cardiff** with new incubation / accelerator space being made available by the University of South Wales in their Atrium Building in the heart of Cardiff.

The Cardiff Food and Drink Festival took place in early July, supporting over 120 small businesses and attracting in excess of 75,000 visitors to Cardiff Bay over the weekend.

Key Challenges

Brexit: A Welsh Government Report – "A Brighter Future for Wales" – estimates the long-term impact on Wales of a 'No-Deal' Brexit to be broadly similar to the UK as a whole; a

negative impact on GVA of 8.1% by 2033. In the short-term, a 'No-Deal' Brexit could result in a recession, rises in inflation (such as an increase in food or fuel prices) and unemployment, placing pressure on real incomes and real consumer spending. Many Cardiff-based firms are also reliant on access to EU markets, with 46% of Cardiff's exports going to the EU. In response to the risk of national economic downturn, the Economic Development Team have identified a package of interventions required to support the local economy, but this would require the support of national government to put into place.

The Future of Structural Funds: The future of structural funds – a major source of economic investment for South East Wales – remains an ongoing cause of uncertainty. Given the nature and scale of the disadvantage in parts of Cardiff, Cardiff will make representations to ensure future funding arrangements reflect more accurately inequality across the region and the levels of deprivation within the city.

Attendance at Council Venues: Attendance at Council venues remains well below target with a total of 388,258 visits as at Quarter 2, against an annual target of 903,000. Forced closures for 18 days at the Museum of Cardiff as a result of flood damage and changes to the Pierhead building's exhibition programme have been identified as contributing factors.

Forward Planning

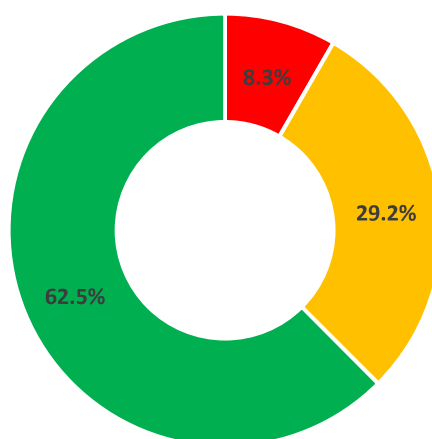
- Cabinet will consider an **Industrial Strategy to the East of the City** in Quarter 3.
- Following Sound Diplomacy's Music Ecosystem Study report presented to Cabinet in April 2019, Cabinet will consider **the Terms of Reference for establishing a Music Board** in Quarter 3. This will also include **options for a signature music event**.
- Cabinet will consider options for **New Theatre** in Quarter 3.
- Cabinet approval for the next phase of the development for the International Sports Village means that progress will now need to be made towards securing a developer.
- **Cabinet will consider options for a new mixed-use development at Dumballs Road**, through the delivery of 2,000 homes by 2022 in Quarter 3.

Well-being Objective 3.1:

Cardiff grows in a resilient way – Summary

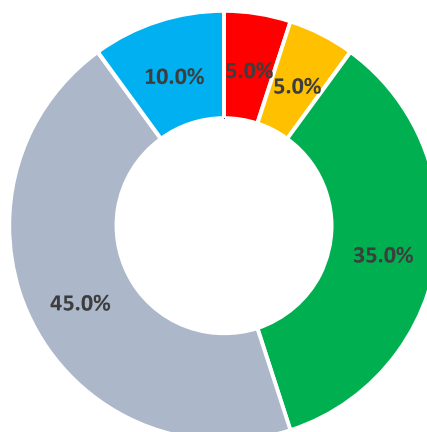
- Housing
- Transport and Clear Air
- Waste, Recycling and Clean Streets

**Corporate Plan Steps - Cardiff grows in a resilient way
2019-20 Q2 (24 Steps)**



Red Amber Green

**Corporate Plan Measures - Cardiff grows in a resilient way
2019-20 Q2 (20 Measures)**



■ Red (10% or more away from Target)
 ■ Amber (within 10% of target)
 ■ Green (on or above target)

■ Annual
 ■ Not Yet Available
 ■ No longer available

■ RAG Rating not given
 ■ Result not provided

Housing

The **Council continues to make progress in increasing the number of affordable homes in the city.** A further 118 affordable homes were granted planning permission on a number of Cardiff Living sites across Cardiff during Quarter 2. Furthermore, planning applications for several strategic housing sites are due to be considered over the next 12 months.

The Council has no concerns in relation to meeting the overall target of 1,000 homes by 2021 even though the Quarter 2 performance was below the target. Both the St Mellons scheme and the Maelfa Independent Living Scheme are at the pre-application consultation stage of planning and are expected to be considered at planning committee before the end of the year. The purchase of the lowerth Jones site in Llanishen has been completed and architects have been appointed to develop options for this site.

Transport and Clear Air

Flagship transport projects which form a major part of Cardiff's forthcoming Transport White Paper, including Cardiff Cross-Rail and Cardiff Circle-Line, were launched at an All-Wales Active Travel event in July. The Transport White Paper will be launched in Quarter 3.

The Clean Air Plan submitted to the Welsh Government by the Council in Quarter 1 has been accepted, subject to points of further clarification. This has meant that an additional Legal Direction has been issued to the Council with a response deadline set of no later than 31st October 2019. The Council is working to provide the Welsh Government the additional information requested and a revised Plan will be issued to the Welsh Government for assessment by 31st October, prior to approval and confirmation of any funding in Quarter 3.

Progress has been made with regional and national partners towards the development of a transport delivery programme in line with the Cardiff Region Metro. Working groups with Transport for Wales (TfW) and TfW Rail have been established to progress the preparation of business cases for improvements to stations, new stations and line extensions in Cardiff, however progress regarding station improvements has been slow due to delays in the Core Valley Lines being transferred to the Welsh Government.

To make all our local communities safer, greener and more attractive to play, walk and cycle in, the roll-out of 20mph zones across the city continues to be progressed. Schemes for Penylan, Canton, Butetown and Splott are at various stages of development and a draft study brief to progress implementation across the rest of the Cardiff has been shared with Welsh Government.

Investment into transforming the city's cycling and walking infrastructure is continuing. Construction of the Senghenydd Road Cycleway is progressing well, Lloyd George Avenue Cycleway is at design stage and Concept Design, Modelling Work or Design is now ongoing for all planned Cycleways, with some aspects already at public consultation or invitation to tender stage.

The first ten electric vehicle charge points in Cardiff in residential areas with no access to off-street parking have been installed and became operational in September 2019. Work has commenced to identify additional on-street electric vehicle charge points in the city.

Waste, Recycling and Clean Streets

Whilst Cardiff's recycling performance is a success story over recent years, emerging as a foremost recycling city in a UK global context, achieving Welsh Government's bold recycling figures over the coming years represents a significant challenge.

A number of initiatives have been funded and deployed across the city to improve recycling performance, which include education and awareness raising, improved options and facilities for recycling as well as a fundamental consideration of the approach to collection of residual waste, recyclables and food waste. Close monitoring of Key Performance Measures has alerted the Council to the risk of falling short of the statutory recycling targets, despite good progress made against a range of identified measures in this area. Recycling performance at Household Recycling Centres, for example, has improved.

Early engagement work is now being undertaken with Welsh Government and other stakeholders to consider an approach to recycling that reflects the challenges presented within a major urban area. A project team will be established and service options will be modelled to inform a long-term change programme.

The introduction of afternoon cleansing teams and targeted work through the "Love Where you Live" campaign and enforcement officers has been designed to improve waste presentation in areas of concern. The roll-out of trial cleansing rounds has now been put in place with a review underway and all rounds targeted to be in place by December 31st.

Energy

The contract for delivering a 10MW+ Solar Farm at Lamby Way has now been signed following a complex and protracted negotiation which resulted in delivery timelines being delayed and caused some slippage for the projected income generation targets.

Key Challenges

The monitoring and review of performance data reveals challenges with achieving the statutory 64% recycling target, with current projections showing performance of 59%.

The fundamental review of recycling and associated costs to deliver recycling outcomes is ongoing to support informed decision making on recycling operations. Following the review, the service will develop a robust model for recycling in Cardiff, including in-year monitoring. Reviews are also underway of 'post-sort' operations and of the city-wide rollout of bottles and jars to ascertain the outcomes of the investment in these operations.

The percentage of recycling and waste collections reported as missed by the customer was 0.11% in Quarter 2, compared with 0.12% in Quarter 1 and against a target of less than

0.01%. Missed collections continue to be analysed to identify causal factors and any trends so that options for corrective action can be considered. Improvements to in-cab technology are also in place to support crews with the location of assisted collections.

Whilst the city's overall cleanliness score is above the corporate target of 90%, an analysis of the data reveals a small number of wards with low cleanliness scores which are below the city-wide target. This coheres with poor public perception of cleanliness in parts of the city. A locality-based approach is being developed and core data is being reviewed to determine the most appropriate points of influence.

Forward Planning

- Cabinet will consider the Transport White Paper in Quarter 3.
- A revised plan for Clean Air will be submitted by the set deadline of 31st October with a decision on approval and funding expected in early November 2019.
- Cabinet will consider the Food Strategy in Quarter 3.

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Well-Being Objective: A Capital City that Works for Wales


100%

Steps	Target completion date	RAG Status			
Connected Capital					
Work with the UK Government and Welsh Government to implement a programme of investments over the next five years to deliver investment and capacity improvements at Cardiff Central Station which sits at the heart of the South Wales Metro and the Integrated Transport Hub (ED)		Q1	Q2	Q3	Q4
Business Capital					
Grow the city centre as a location for businesses and investment delivering an additional 300,000 ft² of ‘Grade A’ office space (ED)	By 2021	Q1	Q2	Q3	Q4
Bring forward a new mixed-use development at Dumballs Road through the delivery of 2,000 homes (ED)	By 2022	Q1	Q2	Q3	Q4
Deliver an Industrial Strategy for Cardiff East, which will support the progression of the Cardiff Parkway development (ED)		Q1	Q2	Q3	Q4
Work with Cardiff Capital Region partners to ensure that City Deal investment supports the economic development opportunities of the city-region (ED)		Q1	Q2	Q3	Q4
Sporting and Cultural Capital City					
Progress delivery of a new Indoor Arena to attract premier national and international events (ED)		Q1	Q2	Q3	Q4
Develop a new vision and masterplan for Cardiff Bay including taking forward delivery of the next phase of development for the International Sports Village (ED)	By 2020	Q1	Q2	Q3	Q4
	By 2019				
Launch a new masterplan for the Cardiff Canal Quarter (ED)	By April 2020	Q1	Q2	Q3	Q4
Develop a sustainable events portfolio which builds on Cardiff’s event hosting credentials. This will include the development of a ‘signature event’ and establishing Cardiff as a Music City over the next 5 years (ED)		Q1	Q2	Q3	Q4
Support the development of the creative sector and help unlock investment opportunities by working with partners across the sector to support the growth of creative enterprises through the establishment of a Creative Accelerator programme (ED)		Q1	Q2	Q3	Q4

Well-Being Objective: A Capital City that Works for Wales

33.3%	16.7%	50%
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Red (10% or more away from Target)	Amber (within 10% of target)	Green (on or above target)	Annual	Not Yet Available	No longer available	RAG rating not given	Not provided
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Performance Indicator	Result				Target	Narrative update	Direction of Travel (Prior Year)
Business Capital							
The number of new jobs created (ED)	Q1	Q2	Q3	Q4	500	Q2 target 250 Four projects were secured in Q2 with a number of active projects expected to complete in Q3	New indicator
	548	642					
The number of jobs safeguarded (ED)	Q1	Q2	Q3	Q4	500	Q2 target 250 Four projects were secured in Q2 with a number of active projects expected to complete in Q3	New indicator
	0	15					
The amount of 'Grade A' office space committed to in Cardiff (sq. ft.) (ED)	Q1	Q2	Q3	Q4	300,000 square feet	This is a rolling 2 year target	Annual
The number of staying visitors (ED)	Q1	Q2	Q3	Q4	2% increase		Annual
Total visitor numbers (ED)	Q1	Q2	Q3	Q4	2% increase		Annual
Sporting and Cultural Capital City							
Attendance at Council Venues (formerly Commercial) (ED)	Q1	Q2	Q3	Q4	903,000	Q2 target 451,500 The Museum of Cardiff was forced to close for a	
	208,351	388,258					

						<p>total of 18 days, (including a bank holiday weekend) due to flood damage. Changes to the Pierhead building's exhibition programming has meant the museum is no longer able to host its summer exhibition. Lack of signage in city centre to the museum is increasingly unhelpful</p>	
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Well-Being Objective: Cardiff grows in a resilient Way

8.3%	29.2%	62.5%
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Steps	Target completion date	RAG Status			
Housing					
Increase the delivery of new houses to meet housing need through the development of Local Development Plan strategic sites including 6,500 new affordable homes (PTE)	By 2026	Q1	Q2	Q3	Q4
Deliver 2,000 new Council homes, of which at least 1,000 will be delivered by May 2022 (P&C)		Q1	Q2	Q3	Q4
Convene regular Design Review Meetings to consider and make recommendations to development proposals submitted to the Local Planning Authority, publish an annual Design Review Monitoring Report, and complete the Supplementary Planning Guidance programme (PTE)		Q1	Q2	Q3	Q4
Transport and Clean Air					
Deliver a 7.5 Megawatt Solar Farm at Lamby Way generating renewable energy and supporting carbon-neutral aspirations – subject to the approval of a final business case in April 2019 (PTE)	By September 2019	Q1	Q2	Q3	Q4
Ensure the Council can achieve compliance with the EU Limit Value for Nitrogen Dioxide (NO2) in the shortest possible time by: <ul style="list-style-type: none">Completing the feasibility study to identify the preferred measure(s)Submitting the Final Plan – including the full business case for the preferred option – to Welsh Government (PTE)	By 30th June 2019	Q1	Q2	Q3	Q4
Launch a new Transport & Clean Air Vision for the city and develop a Clean Air Strategy, including Active Travel solutions (PTE)	By September 2019	Q1	Q2	Q3	Q4
Deliver a prioritised programme of highways enhancements through minor road repairs and full-scale resurfacing to address concerns such as potholes, and deteriorating roads and pavements (PTE)		Q1	Q2	Q3	Q4
Support Transport for Wales with the implementation of the Cardiff Metro, increasing the quality of public transport infrastructure, the frequency of train journeys and the deployment of new train/tram extensions and stations across Cardiff (PTE)		Q1	Q2	Q3	Q4




Steps	Target completion date	RAG Status			
Develop an Electric Vehicles Strategy, including the delivery of new electric buses (PTE)	By December 2019	Q1	Q2	Q3	Q4
Progress the City Centre Transport Masterplan through achievable and deliverable transport projects. Projects will focus on delivering the sustainable transport infrastructure improvements and transport deliverables outlined in the Masterplan, Transport Strategy, the new Transport & Clean Air Vision, and Local Development Plan (PTE)	From 2019 through to 2021	Q1	Q2	Q3	Q4
Support the delivery of the Council's Active Travel agenda by: <ul style="list-style-type: none"> Implementing 20mph speed limits across the city, completing Grangetown and developing plans for Splott, Butetown, Canton and Penylan (subject to funding) Improving the cycling and walking networks by delivering prioritised routes within the Active Travel Integrated Network Map, including phase 1 of the Cycle Superhighway Expanding the on-street cycle hire scheme to 1,000 bikes Working with the Active Travel Advisory Groups (PTE)	During 2019-20 By 2021 By July 2019.	Q1	Q2	Q3	Q4
Ensure every school in Cardiff has developed an Active Travel plan – including training and/or infrastructure improvements (PTE)	By 2022	Q1	Q2	Q3	Q4
Support the delivery of high-quality and well-connected communities – as described by the Council's Master Planning Principles – ensuring that: <ul style="list-style-type: none"> Supporting infrastructure, such as sustainable transport, schools, community facilities and green spaces, are delivered at all new strategic housing developments New housing developments are informed by good design and infrastructure planning Community infrastructure improvements on strategic sites are communicated to the public (PTE)		Q1	Q2	Q3	Q4
Secure a contract for the delivery of a heat network to serve areas of the Bay and City Centre, subject to successful national Government Capital Grant Award and Cabinet approval of a final business case (PTE)	By October 2019	Q1	Q2	Q3	Q4
Continue to engage with the Pensions Committee to deliver an environmentally-friendly pension policy (R)		Q1	Q2	Q3	Q4

Steps	Target completion date	RAG Status			
Waste, Recycling and Clean Streets					
Work with Welsh Government and Local Authorities to jointly explore a new programme of regional recycling infrastructure over the next three years, focused on delivering facilities to improve and extend the capability and capacity for the sustainable treatment of “difficult to recycle” materials (PTE)		Q1	Q2	Q3	Q4
Meet our recycling targets by working with Welsh Government and WRAP (Waste & Resources Action Programme) to: <ul style="list-style-type: none">Develop and deliver short-term recycling objectivesDevelop a long-term sustainable approach to the collection of residual wastes, recyclables and food waste (PTE)	By June 2019 By March 2020	Q1	Q2	Q3	Q4
Develop a citizen-based strategic plan for new and existing recycling centres, and promote improved recycling to 80% in centres (PTE)	By March 2020	Q1	Q2	Q3	Q4
Develop and deliver targeted interventions to promote recycling in communities to support achieving the 64% recycling target (PTE)	For 2019-20	Q1	Q2	Q3	Q4
Enhance and expand existing partnership(s) to support re-use in Cardiff (PTE)	By March 2020	Q1	Q2	Q3	Q4
Establish for roll-out an area-based model for cleansing and enforcement to support efficient and effective service delivery (PTE)	By June 2019	Q1	Q2	Q3	Q4
Develop and deliver an extended campaign for ‘Love Where You Live’ to encourage local volunteering, and engage with citizens and businesses on concerns in their communities (PTE)	By September 2019	Q1	Q2	Q3	Q4
Develop and implement a comprehensive programme in the Council’s Street Scene services to drive productivity and performance improvements, with better co-ordination of highways maintenance, waste management and cleansing to improve the public realm (PTE)	From April 2019	Q1	Q2	Q3	Q4
Develop a Cardiff Food Strategy for approval and implement the approved action plan (PTE)	By May 2019	Q1	Q2	Q3	Q4

Well-Being Objective: Cardiff grows in a resilient Way

5.0%	5.0%	35.0%	45.0%	10.0%
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Red (10% or more away from Target)	Amber (within 10% of target)	Green (on or above target)	Annual	Not Yet Available	No longer available	RAG rating not given	Not provided
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Performance Indicator	Result				Target	Narrative update	Direction of Travel (Prior Year)
Housing							
Total number of new Council homes completed and provided (P&C)	Q1	Q2	Q3	Q4	400 cumulative	Q2 target 136. There are no concerns that the overall target of 1,000 homes by 2021 will not be met.	
	109	124					
The percentage of householder planning applications determined within agreed time periods (PTE)	Q1	Q2	Q3	Q4	>85%	239 / 272 applications determined in Q2 2019-20 compared to 277 / 296 in Q2 2018-19	
	89.91%	87.87%					
The percentage of major planning applications determined within agreed time periods (PTE)	Q1	Q2	Q3	Q4	>60%	14 / 15 applications determined in Q2 2019-20 compared to 6 / 7 applications in Q2 2018-19	
	100.00%	93.33%					
The percentage of affordable housing at completion stage provided in a development on greenfield sites (PTE)	Q1	Q2	Q3	Q4	30% (LDP)		Annual
The percentage of affordable housing at completion stage provided in a development on brownfield sites (PTE)	Q1	Q2	Q3	Q4	20% (LDP)		Annual
Transport and Clean Air							
Proportion of people travelling to work by sustainable transport modes (2026 target 50:50) (PTE)	Q1	Q2	Q3	Q4	46.6%		Annual

Performance Indicator	Result				Target	Narrative update	Direction of Travel (Prior Year)
The number of schools supported to develop an Active Travel Plan (PTE)	Q1	Q2	Q3	Q4	40		Annual
The percentage reduction in carbon dioxide emissions from Council buildings (PTE)	Q1	Q2	Q3	Q4	2%		Annual
The level of nitrogen dioxide (NO2) across the city (PTE)	Q1	Q2	Q3	Q4	35µg/m3		Annual
Waste and Recycling							
The percentage of total recycling and waste collections reported as missed by customer (PTE)	Q1	Q2	Q3	Q4	<0.01%	New measures are being introduced to reduce the number of missed collections. Some (reported as missed) were actually not collected for valid reasons such as the containers being presented late or containing incorrect materials.	New indicator
	0.12%	0.11%					
The percentage of municipal waste collected and prepared for re-use and/ or recycled (PTE)	Q1	Q2	Q3	Q4	64%	NRW Validation	
The maximum permissible tonnage of biodegradable municipal waste sent to landfill (PTE)	Q1	Q2	Q3	Q4	<33,557 tonnes	NRW Validation	
The number of Street Scene investigation actions per month (PTE)	Q1	Q2	Q3	Q4	6,000 (500 per month)		New indicator
	5,638	5,978					
The number of Street Scene legal enforcement actions per month (PTE)	Q1	Q2	Q3	Q4	3,600 (300 per month)		New Indicator
	2,605	4,674					

Performance Indicator	Result				Target	Narrative update	Direction of Travel (Prior Year)
Clean Streets							
The percentage of principal (A) roads that are in overall poor condition (PTE)	Q1	Q2	Q3	Q4	5%		Annual
The percentage of non-principal/classified (B) roads that are in overall poor condition (PTE)	Q1	Q2	Q3	Q4	7%		Annual
The percentage of non-principal/classified (C) roads that are in overall poor condition (PTE)	Q1	Q2	Q3	Q4	7%		Annual
The percentage of highways land inspected by the Local Authority found to be of a high or acceptable standard of cleanliness (PTE)	Q1	Q2	Q3	Q4	90%	Ex. KWT surveys	↑
	96.54%	96.17%					
The percentage of reported fly-tipping incidents cleared within five working days (PTE)	Q1	Q2	Q3	Q4	90%	Q2 result 2018-19 99.66%	↓
	98.46%	99.44%					
The percentage of reported fly-tipping incidents which lead to enforcement activity (PTE)	Q1	Q2	Q3	Q4	70%	Q2 result 2018-19 94.64%	↓
	81.67%	81.00%					

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Well-being Objective 2.1

Steps	Lead Member	Lead Directorate	Q2 Update	Q1 RAG	Q2 RAG	Q3 RAG	Q4 RAG
Progress delivery of a new Indoor Arena to attract premier national and international events.	Cllr Russell Goodway	Economic Development	Procurement was launched on 20 th August for a consortium for the delivery and operation of the new Indoor Arena. The Procurement is still on target to be completed at the end of Quarter 4.	G	G		
Grow the city centre as a location for businesses and investment delivering an additional 300,000ft2 of 'Grade A' office space by 2021.	Cllr Russell Goodway	Economic Development	A new internet bank has selected Cardiff as its location, and the identity of the bank will be announced shortly. Parts of Capital Tower have recently been refurbished into good-quality office space for the growing interest from creative and technology businesses.	G	G		
Work with the UK Government and Welsh Government to implement a programme of investments over the next five years to deliver investment and capacity improvements at Cardiff Central Station which sits at the heart of the South Wales Metro and the Integrated Transport Hub.	Cllr Russell Goodway	Economic Development	UK Government has announced funding support of £58.3m towards the upgrade of Central Station, which now completes the required funding package. Work to develop a masterplan vision has now commenced.	G	G		
Bring forward a new mixed-use development at Dumballs Road through the delivery of 2,000 homes by 2022	Cllr Russell Goodway	Economic Development	A new planning application for the new mixed-use development at Dumballs Road is being prepared. A report to Cabinet is scheduled for Quarter 3.	G	G		
Deliver an Industrial Strategy for Cardiff East, which will support the progression of the Cardiff Parkway development	Cllr Russell Goodway	Economic Development	The new Industrial Strategy and proposed next steps will be presented to Cabinet in Quarter 3.	G	G		
Develop a new vision and masterplan for Cardiff Bay by 2020 including taking forward delivery of the next phase of development for the International Sports Village by 2019	Cllr Russell Goodway	Economic Development	New development strategy proposals for revitalising the International Sports Village (ISV), including the Toys R Us building, will be presented to Cabinet for a decision in October 2019.	G	G		

Launch a new masterplan for the Cardiff Canal Quarter by April 2020	Cllr Russell Goodway	Economic Development	Procurement of the Indoor Arena is progressing and is on target to be completed by March 2020. A new masterplan for the Canal Quarter will only be released if the Motorpoint Arena becomes redundant.	G	G	
Work with Cardiff Capital Region partners to ensure that City Deal investment supports the economic development opportunities of the city-region.	Cllr Russell Goodway & Cllr Huw Thomas	Economic Development and Planning, Transport & Environment	An update for the Metro Central was provided to City Deal Cabinet in September following a UK Government funding announcement. A bid for forward funding of the initial masterplan visioning work will be presented to the City Deal Investment Panel Meeting in October.	G	G	
Develop a sustainable events portfolio which builds on Cardiff's event hosting credentials. This will include the development of a 'signature event' and establishing Cardiff as a Music City over the next 10 years	Cllr Peter Bradbury	Economic Development	The Cardiff Food and Drink Festival took place in early July, supporting over 120 small businesses and attracting in excess of 75,000 visitors to Cardiff Bay over the weekend. Work is continuing on the development of a new signature music festival for the city due to take place for the first time in October 2020. A report is being presented to Cabinet in Quarter 3.	G	G	
Support the development of the creative sector and help unlock investment opportunities by working with partners across the sector to support the growth of creative enterprises through the establishment of a Creative Accelerator programme	Cllr Peter Bradbury	Economic Development	At an event in City Hall, Creative Cardiff announced, the first of a series of investments in innovation support for a range of production companies in Cardiff. New incubation / accelerator space has been made available by the University of South Wales in their Atrium Building in the heart of Cardiff.	G	G	

Well-being Objective 3.1

Steps	Lead Member	Lead Directorate	Q2 Update	Q1 RAG	Q2 RAG	Q3 RAG	Q4 RAG
Work with Welsh Government and Local Authorities to jointly explore a new programme of regional recycling infrastructure over the next three years, focused on delivering facilities to improve and extend the capability and capacity for the sustainable treatment of “difficult to recycle” materials.	Cllr Michael Michael	Planning, Transport & Environment	Welsh Government are progressing an all-Wales solution for hygiene waste. Following the offer of capital support, a bid has been made to Welsh Government to support procurement of vehicles, caddies and depot improvements.	G	G		
Meet our recycling targets by working with Welsh Government and WRAP (Waste & Resources Action Programme) to: <ul style="list-style-type: none"> Develop and deliver short-term recycling objectives by June 2019; Develop a long-term sustainable approach to the collection of residual wastes, recyclables and food waste by March 2020. 	Cllr Michael Michael	Planning, Transport & Environment	Meetings have been held with Welsh Government and key partners, WRAP and Local Partnerships, to discuss the development of a recycling strategy development and implementation project for Cardiff. A project team will be established and service options will be modelled to inform a long-term change programme. The options modelling target completion date is May 2020. The current projected recycling performance is 59% and the 64% target is unlikely to be achieved.	A	R		
Develop a citizen-based strategic plan for new and existing recycling centres, and promote improved recycling to 80% in centres by March 2020.	Cllr Michael Michael	Planning, Transport & Environment	Recycling performance for the household recycling centres has improved with Quarter 2 performance of Bessemer Close at 77% and Lamby Way at 75%. It is envisaged the 80% target will be achieved by March 2020. Work continues to tackle contamination and a lack of separation from the public. Further training and public engagement will continue over the next two quarters.	A	A		
Develop and deliver targeted interventions to promote recycling in communities to support achieving	Cllr Michael Michael	Planning, Transport & Environment	Work has progressed with regard to the management of contamination within waste presented by residents. The process will be rolled out in Quarter 3 and it is envisaged this will start	A	R		

the 64% recycling target for 2019/20.				having a positive impact in relation to citizen behaviours. Again, however, the current projected recycling performance is 59% and although this may improve with this intervention, the 64% target is unlikely to be achieved.		
Enhance and expand existing partnership(s) to support re-use in Cardiff by March 2020.	Cllr Michael Michael	Planning, Transport & Environment		Along with our partner, Wastesavers, plans are underway for the build of a re-use shop at Bessemer Close recycling centre.. Ensuring a safe accessible shop with the required infrastructure is a priority for the Council. Work will continue with the Health & Safety team and Wastesavers to start on the required infrastructure work.	G	A
Establish for roll-out an area-based model for cleansing and enforcement to support efficient and effective service delivery by June 2019.	Cllr Michael Michael	Planning, Transport & Environment		The roll-out of trial cleansing rounds is in place and a review is taking place with all teams with a view to all cleansing rounds being set and in place by December 31 st . The implementation of afternoon teams in Grangetown from the start of September will help to support improving the cleanliness in the areas of concern and will inform the cleansing model for these high-density areas. It's anticipated that the introduction of afternoon cleansing teams, plus targeted work through the Love Where You Live Campaign and Enforcement Officers will improve waste presentation in the area. The Council will continue to follow the programme of education and enforcement in areas with the higher volume of complaints, and weekly updates from C2C regarding the source of the requests will be monitored to identify reasons for non-collections.	G	G
Develop and deliver an extended campaign for 'Love Where You Live' to encourage local volunteering, and engage with citizens and businesses on concerns in their communities by September 2019.	Cllr Michael Michael	Planning, Transport & Environment		A further six community street planters have been delivered within Grangetown and Ely, totalling 77 Cardiff-wide. Five more Hubs went live with their Love Where You Live lockers and 23 more champions have signed up to the scheme. 11 'Love Your Parks' litter picks took place over the summer which saw 138 volunteer hours being given and 172 bags of litter collected. Targeted engagement with businesses in Grangetown to encourage them to recycle and clean up their frontages has also taken place. 336 members of Scouting / Girl Guides in Cardiff	G	G

				have signed up to the Love Where You Live badge.. The 'Leave Only Pawprints' campaign will launch at the end of October, along with the annual Big Sweeps. Work with contractors is ongoing to develop school workshops around recycling, composting and food waste to launch in January 2020.				
Develop and implement a comprehensive programme in the Council's Street Scene services to drive productivity and performance improvements from April 2019, with better co-ordination of highways maintenance, waste management and cleansing to improve the public realm.	Cllr Michael Michael	Planning, Transport & Environment		The work of the Locality Programme Board is reviewing core data held by the Council and how this can be utilised to manage and monitor areas of concern. The results of this work have informed some targeted work relating to cleansing, enforcement and Love Where You Live. A review of productivity for Street Scene is still required and a. Detailed analysis of trade waste has been undertaken to support a good understanding of this service.	G	A		
Develop a Cardiff Food Strategy for approval by May 2019 and implement the approved action plan.	Cllr Michael Michael	Planning, Transport & Environment		Meetings have taken place with Public Health Wales to ensure alignment with the 'Move More, Eat Well' Strategy. Meetings have also been held internally with the Economic Development directorate, schools services and procurement to discuss more detailed actions for these areas of work. The Cardiff Food Strategy is due to be considered by Cabinet in November 2019.	G	G		
Deliver a 7.5 Megawatt Solar Farm at Lamby Way by September 2019 – generating renewable energy and supporting carbon-neutral aspirations – subject to the approval of a final business case in April 2019.	Cllr Michael Michael	Planning, Transport & Environment		The Contract has been signed and the contractors are mobilising the project. The contract negotiation period was complex and protracted, and as such, timelines for delivery and associated income generation have slipped. There is a need to review internal support etc. for project delivery to ensure that future projects are realistically supported and timetabled. The project delivery team is now in place to take forward the agreed programme.	A	G		
Ensure the Council can achieve compliance with the EU Limit Value for Nitrogen Dioxide (NO2) in the shortest possible time by:	Cllr Michael Michael & Caro Wild	Planning, Transport & Environment		Welsh Government have confirmed that in principle the Clean Air Plan has been accepted, but subject to a number of caveats relating to the provision of further supporting information. This has led to an additional legal direction being issued to the Council, with a deadline of no later than the 31 st October 2019. Additional work has been procured with existing project	A	A		

<ul style="list-style-type: none"> Completing the feasibility study to identify the preferred measure(s); Submitting the Final Plan – including the full business case for the preferred option – to Welsh Government by 30th June 2019 				consultants to provide the further supporting information requested. . A revised plan will be issued by the 31 st October deadline for further assessment by an Expert Panel. This is pre-requisite for Ministerial approval of the full plan and associated funding, with a decision anticipated in early November 2019.		
Launch a new Transport & Clean Air Vision for the city and develop a Clean Air Strategy, including Active Travel solutions, by September 2019.	Cllr Caro Wild	Planning, Transport & Environment		<p>Headline transport initiatives contained within the Transport White Paper – including Cardiff Cross-Rail and Cardiff Circle Line – have been launched.</p> <p>The White Paper has been delayed to allow detailed technical work to be undertaken by industry professionals on issues relating to cost, funding and operational delivery. The White Paper will be considered by Cabinet before the end of the financial year.</p>	G	G
Deliver a prioritised programme of highways enhancements through minor road repairs and full-scale resurfacing to address concerns such as potholes, and deteriorating roads and pavements.	Cllr Caro Wild	Planning, Transport & Environment		<p>An engineering assessment has been completed for the city for carriageway conditions. The direct award of works have been agreed for specialist works which are scheduled to start in Quarter 3. Patching works have continued at high volume and quality throughout the city, however, potential cost pressures may result in an overspend in patching due to level of Demand</p> <p>The monitoring of spend on patching works is ongoing to ensure budget constraints are met. Next steps will involve agreeing the proposed list of schemes and delivery of works whilst continuing the delivery of patching works to address demand.</p>	G	G
Support Transport for Wales with the implementation of the Cardiff Metro, increasing the quality of public transport infrastructure, the frequency of train journeys and the deployment of new train/tram	Cllr Caro Wild	Planning, Transport & Environment		<p>Cardiff Capital Region City Deal, Transport for Wales (TfW) and Welsh Government are progressing a delivery programme</p> <p>Working groups with TfW and TfW Rail have been established to progress the preparation of business cases for improvements to stations, new stations and line extensions in Cardiff. The draft report of the Cardiff Central to Cardiff Bay study has been</p>	G	G

extensions and stations across Cardiff.			completed. The Cardiff Central to Pontyclun WeltTAG Stage 1 study in the North West Corridor has been commissioned in a jointly funded partnership with the Welsh Government and Rhondda Cynon Taf Council. Working arrangements to progress improvements at stations have also been established. Delays in the Core Valley Lines being transferred to Welsh Government is restricting progress regarding station improvements. . Moving forward, assessments and studies are required to fully understand the key constraints on the City Line, the opportunities for unlocking future Metro enhancement opportunities, options for providing four trains per hour to Coryton and progressing the study on the new route to North West Cardiff and improvements at stations.			
Develop an Electric Vehicles Strategy by December 2019, including the delivery of new electric buses.	Cllr Caro Wild & Cllr Michael Michael	Planning, Transport & Environment	The first ten electric vehicle charge points in Cardiff in residential areas with no access to off-street parking have been installed. Work has also commenced to identify additional on-street electric vehicle charge points in the city. The locating of on-street charge points is constrained by Western Power Distribution regulations and hence limits the availability of possible charging locations, however, engagement work is ongoing to identify possible on-street locations. The Prior Information Notice (PIN) Event is planned for autumn 2019 to seek input from the market on the procurement of a supplier(s) to install a city-wide network of electric vehicle charge points.	G	G	
Progress the City Centre Transport Masterplan through achievable and deliverable transport projects from 2019 through to 2021. Projects will focus on delivering the sustainable transport infrastructure improvements and transport deliverables outlined in the Masterplan, Transport Strategy, the	Cllr Caro Wild	Planning, Transport & Environment	Detailed design has been completed for Central Square, and detailed designers have been procured for drainage, telematics and street lighting for City Centre North and East. Traffic and Air Quality Modelling has been completed, and stakeholder engagement sessions are ongoing. Some issues have been identified in relation to detailed design of schemes. These relate to the complexity of project areas and the extent of staff resource required for delivery, programme and project management though a plan has been established to manage this.	A	G	

new Transport & Clean Air Vision, and Local Development Plan.			Next steps will include further public engagement exercises, progressing the tender process for Central Square, progressing the Traffic Regulation Order process for Castle Street and City Centre East, continuing the design of city centre schemes and undertaking feasibility and design work on SMART Corridors along with concept design on local enabling works.		
<p>Support the delivery of the Council's Active Travel agenda by:</p> <ul style="list-style-type: none"> Implementing 20mph speed limits across the city, completing Grange and developing plans for Splott, Butetown, Canton and Penylan (subject to funding) during 2019/20. Improving the cycling and walking networks by delivering prioritised routes within the Active Travel Integrated Network Map, including phase 1 of the Cycle Superhighway by 2021. Expanding the on-street cycle hire scheme to 1,000 bikes by July 2019. Working with the Active Travel Advisory Groups. 	Cllr Caro Wild	Planning, Transport & Environment	<p>20mph speed limits</p> <p>The Grange scheme has been completed and the scheme for Penylan has been prepared for public consultation. Contracting for the delivery of the Canton scheme has been initiated. Work on the design for the Butetown scheme has commenced and a review of Splott has commenced to identify any outstanding areas. The draft study brief for the rest of the City has been shared with Welsh Government ahead of consultants being appointed to undertake the study. A consultation is scheduled to be prepared for the Butetown scheme and the consideration of other smaller scale schemes that may be deliverable ahead of the outcome of the study are to be commissioned to determine the best approach for the rest of the city.</p> <p>Improving Cycling and Walking Networks</p> <p>Construction of the Senghenydd Road Cycleway is progressing well and is due to be completed in early October. The detailed design for Lloyd George Avenue Cycleway is progressing. The concept design and modelling work is ongoing for Cycleways 1 (Senghenydd Road to Heath Rail Stations), 2 (Newport Road) and 3 (City Centre / Splott to Cardiff Bay). The design work for Cycleways 4 (City Centre to Llandaff) & 5 (City Centre to Ely / Caerau) and Taff Trail Hailey Park upgrade are ongoing. A public consultation was undertaken on North Road Cycle Route Upgrade Phase 2 and the scheme is now out to tender for construction work. Resource issues are continuing to impact delivery of work, however recruitment is moving forward to help ease pressures.</p>	G	G

<p>Support the delivery of high-quality and well-connected communities – as described by the Council's Master Planning Principles – ensuring that:</p> <ul style="list-style-type: none"> Supporting infrastructure, such as sustainable transport, schools, community facilities and green spaces, are delivered at all new strategic housing developments; New housing developments are informed by good design and infrastructure planning; Community infrastructure improvements on strategic sites are communicated to the public. 	<p>Cllr Caro Wild</p>	<p>Planning, Transport & Environment</p>	<p>Development Monitoring Documents for all Local Development Plan (LDP) Strategic Sites have been published and included on the Council website. Outline applications submitted for LDP Site E (land South of Creigiau) and Site F (North East Cardiff). Regular meetings will now take place with developers of LDP strategic sites to monitor housing and infrastructure delivery.</p>	<p>G</p>	<p>G</p>	
<p>Increase the delivery of new houses to meet housing need through the development of Local Development Plan strategic sites including 6,500 new affordable homes by 2026.</p>	<p>Cllr Caro Wild</p>	<p>Planning, Transport & Environment</p>	<p>The 6,500 target is for the 12-year period between 2014 and 2026. The first five years of delivery (2014 to 2019) 1,010 affordable homes have been recorded for completion. Continued progress is being made and during Quarter 2 a further 118 affordable homes have been granted planning permission on a number of Cardiff Living sites across the city. In addition, further planning applications for several of the strategic housing sites are due to be considered over the next 12 months and construction is now progressing on four of the strategic housing sites, which will result in the release of further land to deliver the affordable homes target.</p>	<p>G</p>	<p>A</p>	
<p>Deliver 2,000 new Council homes, of which at least, 1,000 will be delivered by May 2022</p>	<p>Cllr Lynda Thorne</p>	<p>People & Communities</p>	<p>Both the St. Mellons scheme and the Maelfa Independent Living Scheme are at the Pre-Application Consultation (PAC) stage of planning, and both schemes are anticipated to be considered by planning committee before the end of the year.</p>	<p>G</p>	<p>A</p>	

				in the Wales Pension Partnership to consider approaches to incorporating divestment/exclusion requirements					
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**CYNGOR CAERDYDD
CARDIFF COUNCIL**

ENVIRONMENTAL SCRUTINY COMMITTEE

03 MARCH 2020

**CABINET RESPONSE – ENVIRONMENTAL SCRUTINY COMMITTEE REPORT
TITLED ‘LITTER & FLY TIPPING IN CARDIFF’**

Background

1. The Environmental Scrutiny Committee agreed as part of their work programme to undertake an inquiry titled ‘Litter & Fly Tipping in Cardiff’. As a result, the Committee agreed to set up a task & finish group inquiry. The terms of reference were agreed as follows:

The aim of the inquiry is to provide Members with the opportunity to explore and consider how the Council can better manage litter and fly tipping in Cardiff. In delivering this inquiry the task group will:

- *Undertake comparative analysis and benchmarking on how other local authorities manage litter & fly tipping, with the main aim of identifying best practice. The comparative analysis and benchmarking should focus on the performance of core cities, Welsh local authorities and cities with a large student population.*
- *Undertake a detailed survey on litter & fly tipping to test public perception on how they feel about litter, fly tipping and wider street cleanliness in Cardiff.*
- *To arrange a number of Member visits to frontline street cleansing and waste enforcement services to help gain a better understanding of the work that they carry out and everyday challenges that they face.*
- *To compare Cardiff’s performance in terms of managing litter & fly tipping against best practice identified in the comparative analysis and benchmarking.*

2. The task group Inquiry was informed by evidence and advice from the following:
 - Councillor Michael Michael, Cabinet Member for Clean Streets, Recycling & Performance.
 - Matthew Wakelam, Assistant Director, Street Scene – Planning, Transport & Environment Directorate.
 - Claire Cutforth, Operational Manager Recycling Services – Planning, Transport & Environment Directorate.
 - Neil Harrison, Project Coordinator at Natural Resources Wales.
 - Jemma Bere, Policy & Research Manager at Keep Wales Tidy.
 - Gladys Hingco, Researcher – Scrutiny Services.
 - The 19 volunteers who participated in the volunteer workshop on the 19th September 2019.
 - The front line cleansing and fly tipping officers from the Planning, Transport & Environment Directorate who supported councillors during the councillor job shadowing exercise.
3. The report was presented to Cabinet on the 13th June 2019; a copy of the report has been attached to this report as **Appendix 1**. A full response was agreed by Cabinet on the 10th October 2019; a copy of the full response has been attached to this report as **Appendix 2**.

Cabinet Response to Recommendations

4. The scrutiny report made a series of key findings and 68 recommendations that required a Cabinet response; 57 of the recommendations were accepted, 10 were partially accepted and one was rejected.
5. The key findings and recommendations were based around eleven themed areas that are listed below:
 - Resource Allocation & Technology;
 - Enforcement & Fines;
 - Education & Awareness;
 - Bins;
 - Volunteering;

- Litter in General;
 - Fast food Litter;
 - Fly Tipping;
 - Dog Fouling;
 - Smoking Litter;
 - Chewing Gum.
6. Full details of the response and future actions are contained in **Appendix 2** of this report.

Way Forward

7. Officers from the People & Communities Directorate have been invited to attend the meeting. They will provide a summary of the Cabinet response and answer any questions that Members may have.
8. Members may consider the response contained in the attached **Appendix 2** and provide any comments, advice or recommendations relevant to the contents of this report.

Legal Implications

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

Financial Implications

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

RECOMMENDATIONS

11. The Committee is recommended to consider the Cabinet response, the information presented at the meeting and then provide the Cabinet Member with any comments, concerns or recommendations.

Davina Fiore

Director of Governance & Legal Services

26 February 2020



Scrutiny Report of Cardiff's Environmental Scrutiny Committee

Litter & Fly Tipping in Cardiff

February 2019



Cardiff Council

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Appendices

- **Appendix 1** – Public Space Protection Order – Control of Dogs – Letter to Councillor Peter Bradbury
- **Appendix 2** – Litter & Fly Tipping Survey

CHAIR'S FOREWORD

Litter and fly tipping is a problem, not just in Cardiff but also in many parts of the United Kingdom. Evidence suggests that certain types of littering, for example, fast food litter, have become worse in recent years making the issue a priority for local residents. So, in response to this the Environmental Scrutiny prioritised this as a topic for scrutiny in 2018 and agreed to carry out a comprehensive review to establish the current position and where improvements could be achieved. In delivering this task & finish exercise the Committee undertook numerous pieces of work including:

- Reviewing the work that the Council carries out to deal with the litter and fly tipping;
- Speaking to Cardiff's amazing volunteers who regularly give up their time to help keep our city clean;
- Running a public survey to find out what local residents think about litter and fly tipping - completed by 3,433 residents;
- Taking part in front line job shadowing to better understand the challenges faced by the Council's staff in dealing with litter and fly tipping;
- Meeting with key outside agencies, for example, Keep Wales Tidy and Natural Resources Wales; and,
- Benchmarking Cardiff against the best performing local authorities and looked for examples of best practice.

The inquiry included five task group meetings that supported eleven separate witness sessions; dealt with 26 witnesses and made a series of theme based recommendations across the following areas - 'Resource Allocation & Technology', 'Enforcement & Fines', 'Education & Awareness', 'Bins', 'Volunteering', 'Litter in General', 'Fast food Litter', 'Fly Tipping', 'Dog Fouling', 'Smoking Litter' and 'Chewing Gum'. All of this work was carried out with the hope that the findings would ultimately help make Cardiff a cleaner place. Key recommendations made during the inquiry included:

- The creation of a dedicated Litter Enforcement Team in addition to existing resources to be delivered on a cost neutral basis;
- Refreshing the 'Love Where You Live' campaign and using more social media to deliver targeted education and awareness messages;
- Improving the Council's digital litter reporting processes, for example, expanding the number of litter offences that can be reported through the Council's new app;
- Better bin management by improving the collection of data, along with the roll out of fewer but bigger bins;
- To make the Council's Volunteer Co-ordinator Post permanent to help further grow Cardiff's litter picking volunteer networks;
- Issuing fast food litter awareness stickers to all of Cardiff's fast food retailers;
- End to end digitalisation of the Council's fly tipping removal and reporting process.

To conclude I would also like to thank everyone who has taken part in the task & finish exercise. This includes the members of the Environmental Scrutiny Committee members, Cabinet Members, external witnesses and Council staff. Without your help this inquiry would not have been possible. My hope is that the contents of this report are helpful to the Cabinet and that the recommendations provided help to make Cardiff a cleaner city.



Councillor Ramesh Patel

Chairperson – Environmental Scrutiny Committee

INQUIRY METHODOLOGY

Cardiff's Environmental Scrutiny Committee reviewed the management of litter and fly tipping in Cardiff to better understand the current position and identify how and where improvements could be achieved. In doing this the inquiry considered Cardiff's main litter and fly tipping types (litter in general; fast food litter; fly tipping; dog fouling; smoking litter and chewing gum); benchmarked against other local authorities to establish best practice; delivered a citywide litter survey and undertook front line job shadowing. In reviewing the information the task group drew upon a number of witness contributions and information sources including:

- Cardiff Council's Cabinet Member for Clean Streets, Recycling & Environment;
- Officers from Cardiff Council's Planning, Transport & Environment Directorate;
- Keep Wales Tidy;
- Natural Resources Wales;
- Scrutiny Research;
- Cardiff's Litter Volunteer Groups;
- Cardiff's Front Line Cleansing & Fly Tipping Staff.

From this body of evidence the Members drew key findings and a series of recommendations that are contained within this report.

INQUIRY TERMS OF REFERENCE

The aim of the inquiry is to provide Members with the opportunity to explore and consider how the Council can better manage litter and fly tipping in Cardiff. In delivering this inquiry the task group will:

- Undertake comparative analysis and benchmarking on how other local authorities manage litter & fly tipping, with the main aim of identifying best practice. The comparative analysis and benchmarking should focus on the performance of core cities, Welsh local authorities and cities with a large student population.
- Undertake a detailed survey on litter & fly tipping to test public perception on how they feel about litter, fly tipping and wider street cleanliness in Cardiff.
- To arrange a number of Member visits to frontline street cleansing and waste enforcement services to help gain a better understanding of the work that they carry out and everyday challenges that they face.
- To compare Cardiff's performance in terms of managing litter & fly tipping against best practice identified in the comparative analysis and benchmarking.

RECOMENDATIONS

Resource Allocation & Technology

This section sets out a series of recommendations that relate to resource allocation for managing litter and fly tipping. It also considers the role that new technologies can play in making resource allocation more efficient, thereby partially offsetting the negative impact that budget cuts are having upon frontline cleansing services. Regardless of financial position, residents will always want and need services that effectively deal with litter and fly tipping, so this is an area that the Council really needs to focus on. Based on the information provided during the inquiry the task group recommends that:

- **Resource Allocation Based on Good Data** – A consistent message that came through during the task & finish exercise was the importance of understanding where the main litter and fly tipping challenges were located, and then prioritising the limited resources accordingly. This means having a robust data source that is easily and constantly updated to reflect the growth and changes in the city. Achieving this means having an extensive and integrated technology network that allows front line staff, members of the public, councillors and other key stakeholders the opportunity to constantly upload information into one single data source. This should also be supported with existing data, for example, LEAMS. This would provide management with a comprehensive picture of litter and fly tipping issues across the city so that they can then allocate resources appropriately. To achieve this the Council needs to:
 - ❖ Create and map a clear reporting structure for all litter and fly tipping categories that can be accessed by staff, members of the public, councillors and other key stakeholders. This reporting structure should also include use of existing litter and fly reporting / recording processes, for example, LEAMS. A system that reports into some type

of GIS mapping system would provide an excellent visual tool of the litter and fly tipping challenges facing Cardiff.

- ❖ Identify the technology required by each of the groups identified above (staff, members of the public, councillors and other key stakeholders) and make plans to have this time saving technology put in place. For example, an app for the public and handheld devices for frontline staff.
- ❖ Identify any barriers to introducing the new technology (for example, financial and cultural) and put a plan in place to address these issues. During the task & finish exercise it was suggested by witnesses that in some parts of the Council cultural issues were a barrier to the introduction of new technology, for example, staff were reluctant to start using new software systems. Embracing technology is essential to gathering better data, which in turn is required for efficient management of litter and fly tipping at a time of shrinking resource. To help achieve this change staff need to better understand the benefits of embracing such technology, for example, it can significantly reduce reporting times.
- ❖ When considering the allocation of resources for street cleansing it is important to focus on actual data and not become distracted by varying local expectations. For example, some areas appear to be less aware and more tolerant of litter issues than other areas. Keep Wales Tidy provided Splott and Rhiwbina as contrasting examples of perception of local litter issues.
- **Ensuring Access to Staff Benefits for Frontline Staff** - During the front line job shadowing exercise one of the Members identified that some front line staff were not aware of a number of benefits that were regularly offered to Council staff, for example, discounts on shopping, eating, tickets, etc.. He felt that this was unfair as they were missing opportunities that were regularly enjoyed by many office based staff who received regular updates by email or through the intranet. Providing this type of benefit to staff helps to make them feel valued and more of a part of the

organisation. It has been proved that staff who feel valued are happier and more productive; therefore, the Council should find a way to keep front line staff more engaged with the range of discounts and offers made available, for example, regularly updating notice boards at depots with staff offers.

- **Multi Skilling & Recruitment** – A theme identified by the research undertaken for this inquiry and from the job shadowing exercise was the benefit that multi skilling can provide. Benefits identified during the task & finish exercise included:
 - ❖ Providing staff with greater flexibility to address a wider range of problems instead of having to rely on other staff or contractors to deal with the issue;
 - ❖ At a time of high service demand suitably qualified staff from other teams can be temporarily drafted in to help keep on top of work – this can save the Council money and financially benefit the member of staff drafted in;
 - ❖ Being offered training opportunities makes staff feel more valued and, therefore, more productive;
 - ❖ Given the financial pressures currently facing the Council, any savings generated by multi skilling can be used to protect frontline jobs.

The inquiry recommends that the Council should do all that it can to provide relevant training opportunities to frontline staff, which in turn would help to create a multi skilled workforce. In addition to this, it needs to recognise the dedicated hard work of agency and other temporary staff. The job shadowing experience identified that some agency and temporary staff had proven their loyalty and competency over a long period of time – the Council's failure to make them permanent left them a little frustrated and disgruntled. Therefore, after a reasonable time and when circumstances permit, the Council should do all that it can to offer agency and temporary staff a permanent contract of employment.

- **Greater Role Flexibility** – During the job shadowing exercise Members identified there was a great reluctance by some staff to deal with or remove litter/ bags that were not on their designated route. A Member described that the material “*could be on a side street that was meters away, but there was very much an attitude of ‘that’s another teams problem’*”. Quite often, it takes less time and effort to deal with an issue than to report it and leave for someone else. From a residents perspective it means that it takes longer to address the actual problem. This reluctance to be proactive needs to be addressed, with staff (within reason) encouraged to deal with problems that directly impact the residents instead of only working to a fixed work pattern.

- **Work Preparation** – Two of the Members involved in the job shadowing exercise reported that they were delayed at the start of the shift because their vehicles didn’t have all of the necessary equipment. In addition to this a Member reported that this lack of preparation sometimes meant that they wasted time going back to base to collect pieces of equipment, for example, a bigger machine to lift the bags that they were not able to pick up due to the weight. This lack of preparation appears to disrupt the staff working pattern, which in turn results in less time spent carrying out cleansing activities. This needs to be addressed, therefore, Members recommend that a process is put in place ensuring that all vehicles are prepared for the working day in advance of the start of the working shift, for example, preparing a vehicle for the next day could be the last task of each working day.

- **Review Speed of Waste Transfer** – A Member was very surprised at the length of time that it took to dispose the rubbish collected by the street cleansing team at Bessemer Close. The time the whole crew spent at Bessemer Close waiting to dispose of waste was time that they could have spent dealing with litter. This was a contrast to the approach witnessed by another Member who explained that only the driver went to dispose of the rubbish collected, while the other staff remained in the ward and undertook a litter pick. Members recommend that the process for disposing of rubbish

at waste transfer sites be reviewed; with the aim of speeding up and minimising the number of staff involved with the waste disposal process. Alternative work should be identified for staff not required to visit waste transfer sites for rubbish disposal.

- **Clothing & Safety Equipment** – A Member involved with the job shadowing exercise commented that some of the clothing and safety equipment used by staff was good, but felt that of it could have been better. For example, he suggested that quality of safety gloves could have been improved. Current sickness levels in many of the front line services are very high, therefore, ensuring that all clothing and safety equipment used by staff is of a good standard can only help improve conditions and in part help towards a reduction in sickness. The inquiry recommends that the Council reviews the quality of clothing and safety equipment provided to front line staff to ensure that they are adequately protected by the equipment that they use.
- **Workforce Planning** – During the job shadowing exercise concern was raised about the average age of the street cleansing workforce and the physically demanding nature of the work that they undertake. It was suggested that the average age of the staff was quite high and that very few younger people were being recruited into the service. This older age profile has the potential to impact on sickness rates and medium to long term work succession planning. Members recommend that the service feed this issue into the Council's wider workforce planning exercise.
- **Effective Allocation of Staff Resources** – The research undertaken as part of the task & finish exercise identified a number of staff allocation and working patterns that were successfully delivered by other local authorities. The task groups feel that the Council should review and consider implementing the following:
 - ❖ **Targeted Cleansing in High Footfall Areas** - Keep Wales Tidy suggested that the Council should target street cleansing resources at high footfall areas. Based on strong data the Council should zone

streets with high intensity footfall to ensure effective management monitoring of these areas. Maintaining good data on key high footfall areas is very important.

- ❖ **Rolling Four Day Working Week** – The research carried out for the task & finish exercise identified that Councils such as Conwy County Borough Council and Glasgow City Council had successfully moved from the traditional five-day working week pattern (Monday to Friday with Saturdays and Sundays as overtime) to a rolling four day week. This means that they now always have staff cover on weekends and bank holidays, with no extra cost to the local authority (for example, overtime). Staff are no longer catching up on work on a Monday or after bank holiday weekends. It is also felt that the four day working week provides a better work life balance for staff.
- **Trialling the ‘Glutton’** - The research carried out for the task & finish exercise identified that Exeter City Council delivered street cleansing improvements by trialling and then investing in a giant street cleansing vacuum called the ‘Glutton’. The machine is described by its manufacturer as an urban and industrial vacuum cleaner that saves time, makes work more comfortable, reduces effort, and improves health and safety. The service has had very positive feedback from staff saying that this was *“easy to maintain, it’s quiet, it’s not dusty, and it is quite impactful and this thing hoovers up all the detritus, all the litter”*. The machine is available for trial and if successful can be purchased for approximately £18,000. The task group recommends that the Council contacts the company to arrange a trial of this machine with a view to making a purchase if the trial is successful. Thought should also be given to approaching FOR Cardiff to see if they are interested in taking part in the trial of the ‘Glutton’ as the machine could help improve cleanliness in the city centre.
- **Needles in the City Centre** – While job shadowing staff in the City Centre Cleansing Team a Member was made aware of the issue of discarded needles and syringes. This is clearly a health and safety concern and

something that the Council has to deal with urgently. The task group recommends that the Council reviews what can be done to keep needles off the street in the city centre. This could include a number of options, including the possibility of introducing dedicated needle / syringe bins – something that Newport City Council is considering to tackle a similar problem.

- **Improving Digital Reporting** – The inquiry was told that Connect 2 Cardiff, the Council's main point of contact and reporting mechanism, still prioritised phone calls over emails. This meant that there was quite often a delay in responding to emails submitted to the Council through this service. This is the exact opposite of digitalisation which is where the Council needs to be to maximise efficiencies – something that has to happen given the continually reducing budget. The task group feels that the Council should be doing more to integrate digital communication such as email into becoming the preferred method for reporting issues. Councillors quite often receive feedback from Members of the public complaining that they have emailed the Council, but have not received a reply. Thought should be given as to how the Council provides:
 - ❖ Quicker responses and feedback to members of the public to the inquiries that they raise;
 - ❖ An early or holding response confirming that inquiries have been received, what happens next and the relevant timescale;
 - ❖ Smooth integration of the inquiry through the system and directly to the part of the Council with responsibility for dealing with the inquiry;
 - ❖ That details of each inquiry are recorded and built into a wider Council database so that it is able to build up a more detailed picture of the type and geography of various issues across Cardiff.
- **Reducing Litter Produced by Waste Carriers** - A great deal of litter is caused because lorries that transport rubbish have insufficient netting to prevent litter from being blown off. Representatives from Cardiff Rivers

Group suggested that Tredelech Park on Southern Way was a good example, and wanted to see fines for lorries or skips that were not properly covered by a net. There are several waste transfer stations in Cardiff, for example, at Wentloog, Leckwith and Cardiff Docks that accept commercial waste. Using existing CCTV monitoring, these sites should be targeted to encourage waste transporters to take greater care when transferring waste. Where waste carriers are in breach of the required standard then an appropriate fine could be issued. Visiting skip hire companies and waste transfer stations to remind them of their obligations was viewed as being a good start. The Council should also play its part by ensuring that all its vehicles are properly covered when transporting waste around the city.

Enforcement & Fines

The Litter & Fly Tipping Survey and Volunteer Workshop identified that more enforcement against those who litter or fly tip was clearly a citizen priority. 'Improve enforcement of penalties and fines' and 'Implement on the spot fines' were the top two priorities for suggested actions to reduce fly tipping. At the same time the perceived effectiveness of carrying out enforcement actions in 2018 consistently scored over 50% for 'very ineffective' or 'somewhat ineffective' in all six of the categories measured. Fast food was the highest at 65%, followed by fly tipping and litter in general at 61%.

Public awareness of the Council's ability to issue fines for litter and fly tipping offences was relatively high when compared to other areas tested by the survey. It was also clear that overall public awareness in the Council's ability to issue fines for litter and fly tipping offences was higher in 2018 than in 2012. 86% and 74% of survey respondents were aware that the Council could issue fines for dog fouling and litter in general respectively. The public understands that the Council is able issue fines and now they want it to deliver. This section of the report sets the recommendations of the task group that relate to enforcement and fines:

- **Dedicated Enforcement Team** – The Council needs a dedicated Litter Enforcement Team that:
 - ❖ Focuses on issuing Fixed Penalty Notices for specific littering offences such as dropping fast food, smoking litter, chewing gum, dog fouling and litter in general;
 - ❖ Is dedicated to specific elements of litter enforcement and should not be able to drift into the delivery of wider education and enforcement issues;
 - ❖ Is a resource that is in addition to existing staff in the Education & Enforcement Team. The hope would be that staff in the Education & Enforcement Team are then freed up to focus on important roles such

as delivering more education and awareness activities aimed at reducing litter;

- ❖ Any business case, contract or service level agreement that is created for the dedicated Litter Enforcement Team should reflect a number of pre agreed Council aims, priorities and values;
- ❖ The dedicated team should as a minimum be delivered on a cost neutral basis, i.e. the monies raised through issuing fixed penalty notices should be at least enough to cover the costs of the new operation. This has been achieved in the United Kingdom by using both private companies (for example, 3GS and Kingdom) and in house teams delivered by local authorities (for example, Newcastle City Council);
- ❖ Issuing Fixed Penalty Notices against people that have committed litter offences is often a very confrontational task that can sometimes results in officers being subject to threatening or violent actions. As a safety precaution the officers in the dedicated Litter Enforcement Team should be provided with body cameras;
- ❖ The priority of the task group is to have a dedicated Litter Enforcement Team that helps to reduce littering in Cardiff on at least a cost neutral basis. It is happy for the Council to assess how best to deliver this team, something that should involve the comparative merits of comparing private companies against in house provision. Once a business case for the delivery of the team is completed (and before the team is actually put in place) a copy of the document should be made available to the Environmental Scrutiny Committee for consideration;
- ❖ As with all other teams involved with managing litter and fly tipping the work of the dedicated Litter Enforcement Team should, as far as is possible, be driven by the good information and data. This would mean identifying areas in the city with documented littering problems and then allocating the resource appropriately. Using good data would

be an effective way of targeting repeat offenders;

- ❖ Prior to launching the dedicated Litter Enforcement Team the Council should run a city wide promotional campaign to raise awareness about littering and the potential penalties. At the same time the public should also be made aware of the new team and the work that they are being tasked to deliver. A similar range of messages should be circulated on an ongoing basis to ensure that the public is reminded of the problems caused by litter and associated penalties.
- **Encouraging Residents to Report Litter & Fly Tipping Offenders** – The task group believe that helping to managing litter and fly tipping challenges is both a Council and community problem. To this end Members feel that local residents should play a vital role in reporting incidents and offenders. Local authorities like Conwy County Borough Council have actively encouraged local residents to report offences such as dog fouling through the 'DON'T STAND FOR IT' campaign. This approach has worked in identifying persistent offenders and in raising the public profile of a range of littering offences. The task group believe that there is merit in this approach and recommend that the Council run a public reporting pilot in the city to test how effective this approach might be in Cardiff.
- **Community Protection Notices** – The Litter & Fly Tipping Survey identified fast food litter as a significant problem in Cardiff. The public perceive that since 2012 the enforcement effectiveness of dealing with fast food litter has reduced by 8.33%. Newport City Council has also identified fast food litter as an issue, and so to address the problem they are due to start using Community Protection Notices. These will be used against establishments who do not proactively deal with and control litter from their establishment. This approach will allow the local authority to issue a fine to a maximum value of £150 a day if the establishment fails to comply the Community Protection Order. Newport City Council seemed confident that this approach would work well, therefore, the task group recommends that the Council reviews the option of applying this approach against persistent

offenders in Cardiff.

- **Cameras & Litter from Vehicles** – The Council needs to explore the possibility of using Cardiff's wider camera network to issue fines against those committing litter and fly tipping offences, i.e. not just Council cameras but also those owned by other public bodies such as South Wales Police. Members felt that this approach would be particularly useful if it was used to target people who were throwing litter or fly tipping from a vehicle. An educational campaign would be needed to support this approach, with the public being made aware that throwing litter or fly tipping from vehicles is not acceptable. In doing this, the campaign should highlight the range of reporting vehicles available to the public.

Education & Awareness

The Litter & Fly Tipping Survey the public identified education and awareness as popular tool for reducing litter in neighbourhoods, with 52% of respondents supporting this approach. The support for this approach was 8% higher in 2018 than it was in 2012. However, in contrast to this, public awareness of current educational campaigns or promotions aimed at reducing litter and fly tipping was very low - the 2018 results show that only a small percentage (between 11% to 36% across the range of litter categories) were aware of current or ongoing litter campaigns.

The obvious message here is that the public supports educational initiatives aimed at reducing litter and fly tipping, but they don't really know what the Council is doing to deliver the message. Based on this information the task group believe that the Council needs to re-engage with the public through education and awareness raising, and therefore, recommends the following:

- **Refresh the 'Love Where You Live Campaign'** - Educational campaigns need to be refreshed on a regular basis to keep important messages fresh in the mind of the public. 'Love Where You Live' was a successful campaign; however, given the low level of educational campaign awareness Members believe that it now needs to be refreshed. Initially there was strong volunteer support for the 'Love Where You Live Campaign' – they thought that it projected a strong message to the public, and gave the Council a consistent brand against which to run a range of litter related projects. The task group recommends that the Council relaunch 'Love Where You Live' and support it with a wide range of Council and community supported initiatives aimed at reducing litter and fly tipping.
- **Using Social Media To Deliver Targeted Messages** – Evidence provided during the task & finish exercise suggested that there is no one size fits all approach to dealing with litter and fly tipping. Litter and fly tipping problems vary from area to area; the background and

demographics of those responsible vary from area to area. For many years officers have attended scrutiny to comment on litter and waste issues. Time after time, they have provided examples of challenges caused by difficult to reach groups. Transient populations, language barriers and cultural differences have regularly been referenced, these are then followed by a commitment to make leaflets available in a wider range of languages and to send out education and enforcement officers. Times have changed. We now live in a digital world where a huge number of people from right across our society communicate through social media and other electronic formats. The electronic footprints that most people now create mean that it is possible to identify an issue and then link it to a specific group of people by a wide range of categories including geography, age and language. The cost of running a ward targeted campaign through Facebook adverts is very low – a whole ward in Cardiff could be targeted for less than £10 a day which is much cheaper than the current approach. It is also possible to accurately measure the success, reaction to and impact of such posts in almost real time – meaning that the Council would be able to constantly review and adapt campaigns to improve the impact. This approach also provides greater flexibility in that groups could be targeted outside of normal Council working hours (for example, in the evening or on weekends) if circumstances required, while repeating the exercise would only involve a click of a button and small cost. Clear, concise and regularly repeated Facebook campaigns are a tried and tested approach to delivering behaviour change. The task group recommends that the Council selects an area with challenging litter and fly tipping issues, identifies the root cause of the problem and then delivers a pilot Facebook campaign aimed tackling the problem. This should feature a series of simple and clear messages, for example, the impact and associated fine for the offence. The message should be repeated over a three or four month period. At the end of the exercise the success of the pilot should be evaluated and if successful rolled out across the city where appropriate.

- **Cardiff Gov App** – The Council has recently created the ‘Cardiff Gov App’

that provides members of the public with an opportunity to report fly tipping. This is a positive step forward for digitalisation that will provide the Council with an opportunity to gather more accurate fly tipping data and create a clearer picture of hotspots across the city - but the 'Cardiff Gov App' has the potential be so much more. If the key to better litter management is improved data then the app needs to be a public reporting tool for all of the main litter categories. All of the gathered data could then feed into a single database that would create a much clearer picture and act as an excellent management tool for resource allocation. The task group recommends all of the main litter offence categories are added to the 'Cardiff Gov App'. Once these have been added then the Council should run a promotional campaign aimed at encouraging people to sign up for the upgraded app, and in particular raise awareness of the benefits of reporting litter and fly tipping.

- **Litter & Fly Tipping Promotional Materials for Councillors** – 3,443 people completed the 2018 Litter & Fly Tipping Survey. This was a 53% increase in participation compared to an almost identical survey that was circulated by scrutiny in 2012 – and delivered with significantly less resource. The reason for the huge increase was the use of local social media networks - in particular the social media accounts of local councillors. Many local councillors are very effective at communicating with residents through social media and other electronic formats. At a time of shrinking budgets this is a resource that the Council cannot afford to ignore. Given the range of materials available to promote litter and fly tipping problems the Council should get into the habit of providing councillors with copies of these materials so that they can then circulate appropriate messages to local residents through, for example, Facebook posts and other social media. Should the Council require additional promotional materials then it should contact Fly Tipping Action Wales and Keep Wales Tidy who have access to such materials.
- **Keep Wales Tidy – Campaign & Promotional Material Consultee** - Before launching any litter or fly tipping promotional campaigns it would

seem sensible to test the proposal with a consultee third party. A suitably experienced third party like Keep Wales Tidy should be able to provide appropriate feedback that could help iron out any issues and provide assurance for the Council on the proposed campaign. The task group, therefore, recommends that Council liaise with Keep Wales Tidy to ask them to act as a consultee for all future litter and fly tipping campaigns.

- **Deliver Simple Clear Messages** – The Litter & Fly Tipping Survey identified that public awareness of current educational campaigns or promotions aimed at reducing litter and fly tipping was very low. The 2018 results show that only a relatively small percentage (between 11% to 36% across the range of litter categories) were aware of current or ongoing litter campaigns. In addition to this the recognition levels of a sample of litter campaign logos used by the Council was also very low, with all five images scoring less than 50% recognition. The best performing logo was the simple, yet clear dog fouling logo that achieved 48% recognition. Members felt that this scored the highest response because it was clear, simple and universally recognisable – irrespective of where people are from or the language that they speak, the simple message of the dog fouling logo was easy to understand. Keeping educational material simple, clear and very recognisable was the key to a successful promotion.
- **Dedicated Budget for Litter & Fly Tipping Campaigns** - The research undertaken for the task & finish exercise identified many local authorities no longer have dedicated budgets for litter and fly tipping campaigns. Members felt that this was a mistake since the key to delivering real behaviour change is through a combination of education and enforcement. The task group recommends that if the Council is serious about reducing litter, then it needs to maintain a dedicated budget for litter campaigns and other educational initiatives.
- **Promotion of Key Educational Messages** – The range of key educational themes that should be considered when promoting

educational messages include:

- ❖ **Promotion of Accepted Service Standards** - Service standards for cleansing should be promoted through education and awareness campaigns.
- ❖ **Litter Enforcement Directing Behaviour Change** - It was emphasised that litter enforcement should be used as a tool for behaviour change, however, it is essential that this should be supported by education. The idea of an all Wales litter campaign was suggested during the inquiry.
- ❖ **Litter Prevention** - Litter prevention should be the first priority, i.e. to stop it from happening before it is created.
- **Educational & Promotional Messages Aimed at Young People** – It has been documented on many occasions that young people under the age of 18 are more likely to litter than other age groups. Taking enforcement action against people under the age of 18 is not possible; therefore, the only way to address the problem is through education. To tackle this problem the Council needs to work with schools and Keep Wales Tidy to develop a specific strategy to educate younger people on the problem of litter. This should include information about the problems and costs of litter; the practical steps that schools can themselves take to reduce litter both at school and on the main routes into and out of the school. Given the number of schools in Cardiff, the information should be something that the teachers or other school staff are able to deliver without outside support.

Bins

The Litter & Fly Tipping Survey highlighted the importance that the public places on good bin provision in Cardiff. For example, the public rated 'more litter and recycling bins' as the most popular action that the Council could take to reduce litter in neighbourhoods. The 'City Centre' was rated as having the best bin provision in the city with 61% of respondents grading bin provision as 'Excellent' to 'Adequate', while it was perceived that bin provision in 'Parks & Green Spaces' and 'My Neighbourhood' could be improved. Bin emptying in the 'City Centre' was rated as just above adequate, while in 'Parks & Green Spaces' and 'My Neighbourhood' it was viewed as adequate to poor. It is clear from this summary that bin provision in Cardiff is mixed and there is room for improvement, therefore, based on the evidence received the task group recommends that:

- **Bin Management Based on Good Data** - Allocation and emptying of bins should be based on extensive and reliable data. Evidence suggests that local authorities with good data are able to create more efficient bin collection rounds. The time saved can be directed towards other tasks or to produce savings. To support good data gathering all of the Council's bin stock needs to be electronically documented (digitalised) or referenced with unique identifiable number. The unique bin number then needs to be recorded on a central litter database so that incoming data relevant to that bin can be stored to build up a picture of how the bin is used, and the frequency with which it needs to be emptied. Creating this bin data gathering structure will involve lots of work initially, however, once established will provide valuable data that will allow the creation of shorter and more efficient bin emptying rounds.
- **Rotating Sensors to Gather Data** – Given the cost of sensors and the challenging financial position facing the Council, the existing sensor stock (ENEVO technology) should be continually rotated around Cardiff's bins to gather data. Once the data is collected it should then be used to design more efficient bin collection rounds. The rotation should be managed to

take account of seasonal variations. For this to work properly the precise location of all bins needs to be electronically documented (see the bullet point above). To date the sensors have been mostly located in city centre bins – given the high footfall in this area and that the public rate bin emptying in the city centre as the best in Cardiff, the Council should undertake an assessment to establish if the new sensor technology is a contributing factor to the better performance in this part of the city. As Cardiff has an extensive bin stock, and given the urgent need to achieve almost immediate savings, the Council might also give consideration to leasing more of these sensors in the short term to help accelerate its bin data gathering exercise.

- **Fewer But Bigger Bins** - Evidence suggests that the Council needs to gradually replace smaller bins, for example, bins mounted on lampposts, and move towards the provision of fewer and bigger bins. The research carried out for this inquiry indicated that several local authorities were creating efficiencies and reducing litter by replacing smaller bins with fewer large ones. This resulted in shorter bin emptying rounds and reduced the number of overflowing bins – a common cause of litter in some locations.
- **Bins – ‘Cardiff Gov App’** – As per a wider recommendation on the ‘Cardiff Gov App’, the task group recommends that a public reporting facility similar to the existing one for fly tipping be added to the app for bins. This would require all bin locations to be digitally recorded (see above), which in turn would allow the public to report any full or overflowing bins through the app. This would help provide management with information so that they can better direct resources to improve how they manage bins.
- **Covered Bins** – Given the large number of seagulls and other vermin in Cardiff, the Council should move away from the provision of uncovered bins. Placing a top or cover on each bin would prevent the vermin from entering the bin and removing pieces of litter, which in turn would reduce the amount of litter on the street.

Volunteering

Volunteering plays a very important role in keeping Cardiff clean and in bringing the community closer together. It helps to create pride in the local area; it can generate a feel good factor for local residents; it is an excellent form of exercise; it increases social interaction and it makes people feel valued.

Volunteers are a valuable asset to the Council. In 2017/18, they delivered almost 2,000 events and removed over 9,500 bags of rubbish. Volunteer groups have appeared all over Cardiff with many of these going from strength to strength. Whilst the Council has a duty to keep the city clean, the services that deliver street cleansing and fly tipping are continually being reduced. This means that the contribution of volunteers is becoming more important. Based on this position and the evidence received during the Volunteer Workshop (19th September 2018), the task group has made the following recommendations:

- **Annual Recognition Ceremony** – The Council needs to run an annual ceremony to recognise the efforts of volunteers. This could be held annually in one of the Council's flagship heritage buildings, for example, City Hall or the Mansion House. It should be designed to reward volunteers for their efforts and send out a clear message that the Council values the work that they deliver.
- **Incentivise Volunteering** – The Council and Keep Wales Tidy should review the range of opportunities around creating incentives or benefits for those who volunteer. For example, they should develop a consistent approach that would mean that all volunteers are able to report and access time credits for all the work that they undertake – at the moment the ability of volunteers to access time credits is patchy. They should also look into using the large volunteer base across Cardiff (and possibly Wales) to apply for a collective bid to access 'employee benefit' or 'employee discount schemes'. With a sufficiently large group of people

such schemes are free and offer discounts for things like retail shopping, event tickets, etc... Creating access to these benefits and discounts would help pass on a well-earned thanks to volunteers for the great work that they carry out.

- **Volunteer Co-ordinator Post** – Members understand that the current volunteer co-ordinator post is on a temporary contract basis, and that approximately only a quarter of her time is allocated to co-ordinating volunteers. It clear that the post has provided a significant return on investment for the Council (equivalent to a value of £41,252 in Quarter 1 2018/19 alone), and that if this was a dedicated resource then this could be significantly increased. The task group recommends that this post is made permanent and that the role is dedicated to volunteer co-ordination). The success of the post should be monitored, and if it is clear that the value added continues to increase then the Council should look to add to this resource. In addition to this, an additional post should be created within the Cleaner Cardiff Team to cover the tasks previously undertaken by the Volunteer Co-ordinator that don't relate to volunteer co-ordination, for example, education and awareness work.
- **Strategy & Consistency** – Whilst it is important to provide volunteer groups with the independence to grow and thrive, the Council and other key agencies (for example, Keep Wales Tidy) should develop an outline volunteer strategy that helps to properly structure volunteer groups and point them in the right direction. This should include:
 - ❖ The basics of what each group might need (for example, litter picking equipment, insurance, key contacts, etc.);
 - ❖ The available support from the Council and other key stakeholders;
 - ❖ Details of other litter picking groups and the Cardiff litter network;
 - ❖ Advice and support around how to promote the group, for example, social media and promotional material;

- ❖ Support around how to access funding for grants;
- ❖ Incentives available for each group, for example, time credits;
- ❖ How to constitute a group and the benefits that this creates;
- ❖ How their contribution helps to support Cardiff as a sustainable city;
- ❖ How each new group can receive a needs assessment;
- ❖ How to create a bespoke strategy and plan for their group.

Volunteer Support - During the volunteer workshop, a number of volunteers made suggestions around how best to support volunteers in the work that they undertake. Based on the feedback provided the task group recommends that:

- **Support & Grow the 'Cardiff Tidy Network'** – The Council and Keep Wales Tidy need to work together to expand and support the growth of the 'Cardiff Tidy Network'. This is a great way for volunteer groups to meet, share experience and talk about best practice. It is also a good way to develop contacts and improve volunteer collaborative working. This could help develop a consistency of approach towards volunteering, sharing best practice, etc...
- **Storage** – The Council needs to give serious consideration to providing established volunteer groups with access to storage facilities on Council land. Cardiff Rivers Group, for example, is in need of additional storage to keep its equipment and certain recycled materials (that they sell on to raise income for the group). They are currently looking into the cost of leasing a suitable storage space. Given the size and diversity of the Council's estate, this is something that could be assessed on a case by case basis, and where the volunteer group meets the criteria then storage could be provided for free.
- **Deep Cleans** – The Council needs to improve liaison between itself and

volunteer groups when 'blitz' or 'deep cleans' take place in the ward in which they are based. This will provide local residents with an opportunity to run events in conjunction with the 'blitz' or 'deep cleans', thereby increasing local participation and ownership. In addition to this, when the Council consults with volunteer groups asking for advice on the work that needs to take place it should not completely ignore their suggestions. Acting in this way leaves local volunteer groups feeling disappointed and feeling ignored.

- **Provision of Litter Picking Equipment** – The Council should create a dedicated budget for volunteer litter picking equipment. This should be used to cover the costs of bags, pickers, safety equipment, etc... This budget should then be reviewed on an annual basis and adjusted to reflect the amount of work delivered by the volunteers.
- **Provision of Promotional Materials** - The Council should create a dedicated budget for volunteer promotional support material. This should be used to cover the cost of promotional materials such as business cards and volunteer group banners (to be placed out at every event), etc... This budget should then be reviewed on an annual basis and adjusted to reflect the amount of work delivered by volunteers across Cardiff.
- **Communications Support for Volunteer Groups** – Where required the Council should provide communications support to volunteer groups who are interested in expanding their range of activities and events. For example, information on how to create and manage social media platforms and wider distribution of their messages through the Council's social media platform – this should include circulating to and through the Council's associated partner networks. Volunteer groups would also benefit from featuring alongside and being promoted through the Cardiff Council 'Love Where You Live' brand.
- **MOT Support** – Some of Cardiff's more established volunteer groups rely on the use of a vehicle for work that they undertake, for example, Cardiff Rivers Group. Using vehicles for volunteer work incurs a range of costs;

this can include an annual MOT. Cardiff Council has an in house MOT testing facility that is based at Coleridge Road which is used to undertake MOT's on Council vehicles. The task group believes that if a volunteer group is using a dedicated vehicle for litter picks and other community projects, then the Council should provide a free MOT for that vehicle.

- **Household Waste Recycling Centre – 'Waste Carrier Licence' -**
Where a volunteer group is collecting a reasonable quantity of waste (both recyclable and non-recyclable), the Council should issue them with a 'waste carrier licence' so that they are able to dispose of the waste collected by taking it directly to the Household Waste Recycling Centre. This would help to save costs as the Council would no longer need to send out an officer to remove the waste.
- **Fundraising** – The Council should provide volunteer groups with additional support and opportunities to raise funds for their group, which in turn would help make them more self-sufficient. Feedback suggested that certain volunteer groups wanted more flexibility and opportunity to raise funds, which would mean that they could carry out more work and extend support to other groups. For example, a volunteer suggested that if they had access to the Household Waste Recycling Centres to pick up unwanted items, then these could be 'upcycled' and sold on to raise funds for the group. The Council already has this type of arrangement in place with Cardiff Cycle Workshop; this is an example of social enterprise that has worked very well.
- **Attendance at Volunteer Events** – Volunteers felt that the events that they ran would benefit from greater support from local councillors, PCSO's and Council Enforcement Officers. The task group recommends that this should be reviewed by the Council to see what can be done to improve participation by these groups at future volunteer events.
- **Refresh 'Love Where You Live'** – Volunteers felt that 'Love Where You Live' was a strong brand that had provided a strong message. They felt that it was no longer promoted in the way that it had been in the past, and

that it now needed to be refreshed. The task group agrees with the volunteers and recommends that 'Love Where You Live' is refreshed to reflect the current challenges facing Cardiff in terms of addressing litter and fly tipping. Refreshing 'Love Where You Live' it was thought would provide a consistently branded and ongoing message.

- **First Aid Kits** – Volunteers felt that the Council should provide all volunteer groups with a first aid kit.
- **Recording Volunteer Achievements** - The Council needs to get a better understanding of the amount of rubbish that volunteers pick up. Several volunteers commented that the figures provided to illustrate the work of volunteers was a gross underestimate. A process needs to be put in place that accurately records the volume of litter collected by volunteers so that their achievements can be celebrated.
- **Recycling Waste Collected by Volunteer Groups** - Several volunteer groups felt that all recyclable materials collected should be recycled and not sent for incineration. They felt that the Council were not always recycling the material that they collected and that the position needed to be clarified. The task group recommends clarification on this position, and that the Council provides volunteer groups with information on what can and cannot be recycled. A sensible way to deliver this might be via a presentation at the 'Cardiff Litter Network', so that attendees can then circulate the information to their respective groups.

Litter in General

Litter in General had the largest negative impact on neighbourhoods across Cardiff, with 68% of responses falling within the highest impact categories (3 to 5). The public perceive the general litter position to be worse in 2018 than it was in 2012 by 4.31%. Educational campaigns aimed at reducing fast food litter performed very poorly with 35.6% and 36.4% recognition in 2012 and 2018 respectively. Finally, 61% of the public rated the Council's effectiveness for carrying out enforcement against fast food litter as either 'very ineffective' or 'somewhat ineffective' - rated as 8.22% worse than in 2012. It is clear that improvements are needed in this area; therefore, the task group has made the following recommendations:

- **Litter on Sports Pitches** - Litter on sports fields is a problem, for example, in Pontcanna fields after a football game. There are always bottles left after games and during the football and rugby seasons this dramatically increases. Cardiff Rivers Group believe the hire agreement for pitches stipulates that they need to be cleared of all litter after the games. They suggest a "three strikes and you are out" approach - three warnings in a season for not clearing up or your pitch would result in bookings being refused. This approach would need policing and accepting photos from other park users could be one way of identifying when there is a problem. It was suggested that "Pop-up" bins could be provided with a booking – the club would be responsible for the bin in the same way that they use their own nets for the goals. The task group feel that this is a good suggestion, and one that the Council should look to pilot at a sports field where litter has already been identified as an issue.
- **Localised Litter & Fly Tipping Approach** - The key message put forward by Jemma Bere from Keep Wales Tidy was that "one size fits all" does not work for litter and fly tipping management - the approach needs to be tailored to local needs and challenges. The task group agrees with this and recommends that once the Council is confident in its litter and fly tipping data, then it should look to develop localised litter and fly tipping

approaches that involve the local community and volunteer groups.

- **Litter in General – ‘Cardiff Gov App’** – As per a wider recommendation on the ‘Cardiff Gov App’, the task group recommends that a public reporting option for litter in general is added alongside the existing reporting option for fly tipping on the app. This would help provide management with better information to help direct resources and improve how the Council deals with litter in general. A similar reporting option for the main litter types covered in this report should also be built into the same section of the app.

Fast Food

The public is clearly concerned by the amount of fast food litter in Cardiff. For example, fast food litter had the second largest negative impact on neighbourhoods across Cardiff with 64% of responses falling within the highest impact categories (3 to 5). Educational campaigns aimed at reducing fast food litter performed very poorly with 16% and 12.5% recognition in 2012 and 2018 respectively. Finally, 65% of the public rated the Council's effectiveness for carrying out enforcement against fast food litter as either 'very ineffective' or 'somewhat ineffective' - rated as 8.33% worse than in 2012. It is clear that improvements are needed in this area; therefore, the task group has made the following recommendations:

- **Fast Food Litter Awareness Stickers** – Given that fast food litter is regarded by the public as one of the biggest litter problems in Cardiff, the task group felt that something had to be done to target this litter at source. The only way to target this litter at source is at the point of purchase, i.e. in the shop or take away where the fast food is sold. Members reflected on the positive impact of the recently introduced 'Food Hygiene Ratings Stickers'. All Welsh food establishments are now required to display these in a prominent location at the establishment to demonstrate the standard of food hygiene that they achieve. This very cost effective initiative has significantly increased food hygiene standards across Wales. The task group recommends that fast food litter should be targeted in a similar way, i.e. by asking all establishments to display a sticker at the point of purchase. The sticker should highlight the problem that fast food litter creates and provide details of the maximum penalty for the offence. The Council could quickly deliver this scheme by working with the Shared Regulatory Service who already distribute Food Hygiene Ratings stickers to 3,252 establishments across Cardiff. 3,500 stickers would cost less than £500 to purchase, and would ensure blanket coverage of establishments that sell fast food across the city.

- **Fast Food Litter – ‘Cardiff Gov App’** – As per a wider recommendation on the ‘Cardiff Gov App’, the task group recommends that a public reporting option for fast food litter is added alongside the existing reporting option for fly tipping on the app. This would help provide management with better information to help direct resources and improve how the Council deals with fast food litter. A similar reporting option for the main litter types covered in this report should also be built into the same section of the app.
- **Community Protection Notices** – Newport City Council identified fast food litter as an issue in the city, so to address the problem they are due to start using Community Protection Notices. These will be used against establishments who do not proactively deal with and control litter from their establishment. This approach will allow the local authority to issue a fine to a maximum value of £150 a day if the establishment fails to comply the Community Protection Order. Newport City Council seemed confident that this approach would work well; therefore, the task group recommends that the Council consider applying this approach against persistent offenders in Cardiff.

Fly Tipping

As is the case with most types of littering, fly tipping is perceived to be a problem in Cardiff. 56% of respondents felt that fly tipping had a negative impact on their neighbourhoods; 56.29% of respondents felt that improving enforcement of penalties and fines was best way to reduce fly tipping, and 47.24% suggested that the Council should look to issue more on the spot fines. Only 20.30% of the respondents were aware of any campaigns or promotions aimed at reducing fly tipping, while 77% of respondents were aware that the Council can issue fines against those who fly tip.

The picture is clear. The public regard fly tipping as a problem, awareness of educational campaigns to tackle fly tipping is very low and a large number of the public understand that the Council can issue fines against those who fly tip. Based on the survey data and the information provided to the inquiry the task group recommends that:

- **New Fixed Penalty Notice for Fly Tipping** – The task group believe that the introduction of the new £400 Fixed Penalty Notice for fly tipping is a positive step forward. They are encouraged that the Council issued 27 Fixed Penalty Notices in the first two months of the fine being introduced; particularly as the proceeds now go directly back to the Council and can be reinvested to tackle litter and fly tipping. The task group believe that more can be done to promote this new fine, and recommend that the Council uses social media, the press and other promotional tools to raise awareness – for example, publicising details of those who are fined.
- **Digitalisation, Technology & Data** – Officers explained that the process for dealing with the end-to-end management of fly tipping was not digitalised, with some teams using three separate systems to report one incident. This means that there are parts of the process that have to be recorded manually which is very time consuming. This creates gaps in Cardiff's fly tipping knowledge. As has already been mentioned in this report, gathering data is a vital part of dealing with litter and fly tipping.

Good data helps staff to efficiently manage the process, as it creates an accurate picture of where the main problem areas can be found. All data received needs to be recorded in a single location, with all stakeholders able to report information into this system through a range of technology. Positive steps forward have been taken in recent months, for example, the 'Cardiff Gov App' provides the public with a great tool to photograph, record and report fly tipping incidents – something that should reduce inaccurate reporting which has been a feature of the fly tipping process in recent years (in 2017/18 no waste was found at 19% of reported incidents). However, the ability of front line staff and other partner stakeholders to digitally report into the process remains limited. Encouraging a wider range of staff and partner stakeholders to use technology will increase the number of eyes on the street, resulting in problems being dealt with quicker. The process should deal with complaints on both public and private land, and link into data that is currently held on the fly mapper database. Based on this information, the task group recommends that the Council reviews its fly tipping reporting and monitoring systems so that all aspects of this process become digitalised.

- **Growing the CCTV Presence** – The task group believe that using CCTV to catch fly tippers is a very positive step forward. CCTV is a great way to covertly catch fly tippers, and the proceeds raised from the fines can be reinvested back into the service to catch even more fly tippers. In addition to this, promotion of the fact that a local authority uses CCTV is in itself a deterrent against fly tippers who do not wish to be caught. The approach has been successful in many areas, with groups like Fly Tipping Action Wales supporting the use of CCTV – to the extent that they hold a stock of real and dummy cameras that they are willing to loan to Welsh local authorities. This approach was supported by both the findings of the Litter & Fly Tipping Survey and opinions voiced in the volunteer workshop. The task group recommends that the Council continues with the roll out of this initiative and in doing so it should:

- ❖ As the success of the scheme grows look to introduce more cameras to Cardiff through further investment and borrowing cameras from Fly Tipping Action Wales;
 - ❖ Explore the possibility of using Cardiff's wider camera network to help catch fly tippers (this is done in Glasgow and Exeter);
 - ❖ Promote the fact that the Cardiff is using this technology, and publicise details of those that they catch in the local press and across social media.
- **Planning Advisory Notes** – The task group recommends that the Planning Service place a standard advisory note against all planning applications or building regulations cases, stating the importance of using a properly registered waste carrier for the removal of waste from their property. This advisory note should provide details of the potential £400 fine and that the applicant has a “duty of care” to ensure that they use a registered waste carrier. Household owners are not always able to accurately verify an operator's waste carrier licence – this means that they face the risk of having their waste collected and fly tipped by an illegal operator.
 - **Multi Skilling** – Best practice evidence gathered by the inquiry and working practice observed by Members during the job shadowing exercise suggests that the Council's approach to dealing with fly tipping could be improved by multi skilling staff. This applies to staff in the Fly Tipping Team and those who deliver wider street cleansing roles. For example, members of the Fly Tipping Team told a councillor that they would save time and money if they were trained on asbestos removal rather than the Council relying on a third party to remove the material. Conwy County Borough Council provided staff in the Street Cleanse Response Team with training on dealing with fly tipping. They are now able to extract evidence from bags (for example, letters, envelopes, prescriptions or other contact information), record and report the incident; meaning that fly tipping

doesn't always have to be passed onto the Fly Tipping Team which speeds up the process. The task group recommends that the Council invest in additional training for staff in the fly tipping team and wider street cleansing service. This would increase the range of staff skills that in turn would create savings.

- **Police Partnership** – Evidence gathered as a part of the research for the inquiry identified a number of examples of where close working relationships with police forces had significantly improved fly tipping management. For example, Birmingham City Council seconded a police officer to deal with fly tipping. The improved ability to share information meant that it became quicker and easier to check all suspected vehicles so that, for example, falsely registered vehicles became much easier to remove from the road. Birmingham's approach was copied by Newcastle City Council. Newport City Council also work closely with Fly Tipping Action Wales and Gwent Police to undertake multi-agency operations, for example, they periodically carry out stop and search exercises checking waste carrier licences. The stop and search exercises happen three or four times a year. Based on this, the task group recommends that the Council should review its working relationship with South Wales Police and other partner agencies (for example, Fly Tipping Action Wales) to establish how partnership working and information sharing can be improved.
- **Infrastructure** – Public opinion and volunteer feedback suggested that a lack of waste infrastructure made it difficult for members of the public to dispose of waste correctly, which in turn contributed to increased levels of fly tipping. In particular there was strong support for providing a Household Waste Recycling Centre in the north of the city and the reintroduction of the community waste skip scheme. The task group recommends that the Council urgently identifies a suitable site and then delivers a new Household Waste Recycling Centre in north Cardiff, and also reviews the option of reintroducing a community skip scheme in areas of the city that are prone to fly tipping.
- **Education & Awareness** - Only 20.3% of the respondents were aware of any campaigns or promotions aimed at reducing fly tipping. If the Council

is serious about reducing fly tipping in Cardiff then this is something that needs change. In order to increase education and awareness about fly tipping the task group recommends that the Council should:

- ❖ Run an ongoing educational campaign aimed at reducing fly tipping. All communications should contain clear and consistent messages about the impact that fly tipping has and reference the newly introduced £400 Fixed Penalty Notice.
- ❖ Social media should be used as a tool to push forward the message (but also supported by other communication tools), which should target specific groups to increase community engagement – an approach that was referenced as best practice during the inquiry.
- ❖ As has been mentioned, promotion of the public's "duty of care" to ensure that they use a properly licenced waste carrier has to happen. The public needs to understand that ignorance is not an excuse that will prevent a £400 fine.
- ❖ Fly Tipping Action Wales has an extensive range of effective promotional techniques and materials that it is happy to share with the Council. Officers should contact Fly Tipping Action Wales to discuss the option of using this material, and to discuss the best approach to take in Cardiff.

Dog Fouling

Dog fouling was perceived to be less of a problem by Cardiff's residents in 2018 than it was in 2012. The survey identified that the problem had reduced by 13.33% between the two dates; however, 52% of respondents still felt that it had a negative impact on their neighbourhoods.

Public awareness and campaigns around dog fouling was very low, with only 22.4% of respondents being aware of any campaigns designed to reduce the problem – this was lower than the 29.3% achieved in 2012. The two dog fouling logos were rated as the most identifiable, with one scoring a 48% recognition rate. In 2018, 53% of residents were aware of Council regulations around dog fouling, while 86% of people knew that the Council could issue fines for the offence. 56% of the public felt that enforcement against dog fouling was either 'very ineffective' or 'somewhat ineffective'.

Scrutiny is due to review the Council's Draft Public Space Protection Order for Control of Dogs. A joint meeting on the 19th November 2018 involving Cardiff's Economy & Culture and Environmental Scrutiny Committees considered an item titled 'Public Space Protection Orders – Control of Dogs'. This looked at feedback following a public consultation on proposals aimed at reducing dog fouling. A copy of the letter sent to Cabinet Members after the meeting is attached to this report as **Appendix 1**.

It is hoped that the new Public Space Protection Order will have a positive effect in reducing dog fouling, however, before making further comment the Environmental Scrutiny Committee has agreed to consider the 'Draft Public Space Protection Order – Control of Dogs'. It has been suggested that this draft document will become available for scrutiny in March 2019. To avoid prejudging Cardiff's future approach towards dog fouling, the task group has decided not to comment on how best to deal with dog fouling at this point in time. Instead they will make their comments and recommendations known after future scrutiny of the 'Draft Public Space Protection Order – Control of Dogs'. The only exception to this is that the task group recommends that dog

fouling is added to the 'Cardiff Gov App' to help improve public reporting of the problem, the full recommendation is below:

- **Dog Fouling – 'Cardiff Gov App'** – As per a wider recommendation on the 'Cardiff Gov App', the task group recommends that a public reporting facility similar to the existing one for fly tipping is added to the app for dog fouling. This would help provide management with information so that they can better direct resources to improve how they deal with dog fouling.
- Dog Fouling – 'Cardiff Gov App' – As per a wider recommendation on the 'Cardiff Gov App', the task group recommends that a public reporting option for dog fouling is added alongside the existing reporting option for fly tipping on the app. This would help provide management with better information to help direct resources and improve how the Council deals with dog fouling. A similar reporting option for the main litter types covered in this report should also be built into the same section of the app.

Title: Smoking Related Litter

The impact of chewing gum litter was 5.92% lower in 2018 than it was in 2012, although it was still perceived by 43% of the population as having a negative impact on their neighbourhoods. Campaign awareness around smoking litter was only 15.8% in 2018, while only 53% of residents understood that the Council could issue fines. 58% of residents felt that the Council's effectiveness in carrying out enforcement actions in 2018 was either 'very ineffective' or 'somewhat ineffective'.

In summary smoking litter is rated by Cardiff residents as the second least problematic of the litter categories, and that during the last six years there has been an 5.92% improvement in this area. Campaign awareness was low, however, given the rise of problems in other litter categories it does not appear that raising the profile of smoking litter as a problem should be a priority for the Council, i.e. the limited funds available could be better spent in other areas to target more significant litter problems. Based on the improvement in this area, the only recommendation directly aimed at smoking litter is:

- **Smoking Litter – 'Cardiff Gov App'** – As per a wider recommendation on the 'Cardiff Gov App', the task group recommends that a public reporting facility similar to the existing one for fly tipping is added to the app for smoking litter. This would help provide management with information so that they can better direct resources to improve how they deal with smoking litter.
- **Smoking Litter – 'Cardiff Gov App'** – As per a wider recommendation on the 'Cardiff Gov App', the task group recommends that a public reporting option for smoking litter is added alongside the existing reporting option for fly tipping on the app. This would help provide management with better information to help direct resources and improve how the Council deals with smoking litter. A similar reporting option for the main litter types covered in this report should also be built into the same section of the app.

Chewing Gum

The impact of chewing gum litter was 11.91% lower in 2018 than it was in 2012, although it was still perceived by 35% of the population as having a negative impact on their neighbourhoods. Campaign awareness around chewing gum litter was only 10.9% in 2018, while only 40% of residents understood that the Council could issue fines. 59% of residents felt that the Council's effectiveness in carrying out enforcement actions in 2018 was either 'very ineffective' or 'somewhat ineffective'.

In summary chewing gum litter is rated by Cardiff residents as the least problematic of the litter categories, and that during the last six years there has been an 11.91% improvement in this area. Campaign awareness was low, however, given the rise of problems in other litter categories it does not appear that raising the profile of chewing gum as a problem should be a priority for the Council, i.e. the limited funds available could be better spent in other areas to target more significant litter problems. Based on the improvement in this area, the only recommendation directly aimed at chewing gum is:

- **Chewing Gum – 'Cardiff Gov App'** – As per a wider recommendation on the 'Cardiff Gov App', the task group recommends that a public reporting option for chewing gum is added alongside the existing reporting option for fly tipping on the app. This would help provide management with better information to help direct resources and improve how the Council deals with chewing gum. A similar reporting option for the main litter types covered in this report should also be built into the same section of the app.

KEY FINDINGS

‘Litter & Fly Tipping in Cardiff’ - Meeting 1 - Wednesday 13th June 2018 - Cardiff Council Approach – Litter & Fly Tipping

Council Approach to Litter & Fly Tipping - Councillor Michael Michael and officers from the Planning, Transport & Environment Directorate were invited to the meeting to brief Members on the Council approach to managing litter and fly tipping across Cardiff. The briefing that they provided information and commented on:

- The ‘Fly Tipping’ report due to be received by Cabinet on the 14th June which seeks authorisation to expand the Council’s powers to deal with fly tipping;
- Future proposals being scoped around litter management in the city;
- The future use of Public Space Protection Orders to help create a cleaner and more sustainable environment across Cardiff.

Key Findings

1. **Fly-tipping Enforcement** - Local Authorities are responsible for clearing fly tipping from public land. Investigation of fly tipping is not a statutory duty, but tackling fly tipping is a corporate priority for the Council.
2. Historically there has been no Fixed Penalty Notice (FPN) for the Council to use against those who commit fly tipping offences, so where evidence is found the Council has prosecuted through the Courts or recovered the cost for clearing the fly tipping.

Fly-tipping Statistics

3. Officers provided fly tipping figures for the past seven years that are shown in **Table 1** below:

Year	2011/ 12	2012/ 13	2013/ 14	2014/ 15	2015/ 16	2016/ 17	2017/ 18
Fly-tipping incidents reported	11,185	10,957	4,621	3,905	6,241	7,993	5,928

4. The number of fly tipping incidents was at its highest in 2011/12 with 11,185 cases reported. There was a substantial drop in 2013/14 to 4,621 reported cases, followed by a further reduction to 3,905 in 2014/15. The large drop in this period has been linked to a change in the fly tipping definition, where an increased number of cases were reported as incorrectly presented waste. The number of reported cases increased in 2015/16 to 6,241 and then fluctuated between 7,993 and 5,928 in 2016/17 and 2017/18 respectively.
5. 5,928 fly tipping incidents were reported in 2017/18. From this total no waste was found on arrival at 1,134 of the reported incidents (approximately 19%).
6. 90% of reported fly tipping incidents must be cleared within 5 working days. The Council has consistently exceeded this target in recent years, achieving 98% in 2016/17 and 99% in 2017/18.
7. Fly tipping is a difficult crime to detect. Officers explained that in the last 12 months there had only been three cases that had met the criminal standard of proof criteria to proceed to court prosecution.
8. Officers explained that the process for dealing with the end-to-end management of fly tipping is not digitalised.
9. The Street Scene Enforcement Team in 2017/18 had a gross budget expenditure of £1,321,000. Funding from the Single Revenue Grant supports £415,000; £260,000 is funded through fines and £45,000 is delivered through enforcement service contracts. This means that the Council has to find an

additional (or net budget figure) of £601,000 to support the cost the service and its operations.

10. The Enforcement Team generated fine income of £137,466 in 2017/18, however, actual expenditure amounted to an additional £191,847. The additional expenditure was mainly due to non-recurring staff costs and additional disposal costs.

Solutions

11. The new Fixed Penalty Notice for fly tipping is set at £400. The proceeds raised through this will help support the service to tackle fly tipping, cover the costs of supporting staff and allow the Council to invest in CCTV to tackle the problem.
12. The Council is piloting the use of CCTV cameras by working with two different service providers (ARC internally and Vodafone).
13. The Council is developing a 'Report It' app / Webpage to hopefully help reduce ineffective reporting. This is also referred to as the 'Cardiff Gov App'. At this point in time the public is only able to report fly tipping through the 'Cardiff Gov App', i.e. they cannot report any other litter offences.
14. The service is in the process of transitioning across to the StarTraq system to support internal end-to-end processes and improved reporting.
15. Councillors raised the issue of businesses fly tipping commercial waste. They were also concerned by the trend of small businesses using public litter bins to dispose of waste to avoid the cost of using a commercial provider. An officer explained that they were aware of these problems, and that meat and oil disposal was a particular concern.
16. An officer explained that catching businesses who disposed of commercial waste was a challenge as they needed to witness them actually carrying out the action. Quite often watching the suspected culprits would require the Council issuing a RIPA – applying for these is very time consuming and very few are actually issued. The Council has yet to catch anyone disposing of

commercial waste in this way on CCTV. While enforcement is important, quite a lot of the work required to reduce this problem is educational.

17. A Member asked how close the Council was to successfully integrating technology into the whole process for dealing with fly tipping and litter enforcement. She was told that it was something that they were looking at; however, there were other more pressing priorities that they had to deal with first. Staff were not always enthusiastic about the idea of implementing new technology, with many believing its use should merit an additional technology payment.
18. Councillors felt that the roll out of technology to better manage litter and fly tipping was essential. It was a more efficient way of working that provided better information / data around how and where to tackle litter and fly tipping challenges. Encouraging a wider range of staff to use such tools would increase the number of eyes on the street, resulting in problems being identified and dealt with quicker.
19. An officer explained that the Council reporting system (at that point in time) still prioritised a phone call over an email – there is quite often a delay in responding to email. Phone calls are more expensive to deal with than emails, and taking this approach is the exact opposite of digitalisation.

**‘Litter & Fly Tipping in Cardiff’ - Meeting 2 - Tuesday 30th
October 2018 - Litter & Fly Tipping Survey, Best Practice
Research & Volunteer Workshop**

Litter & Fly Tipping Survey Results – Gladys Hingco, Principal Research Officer talked Members through the results of the recently commissioned Litter & Fly Tipping Survey.

20. The Litter & Fly Tipping Survey was commissioned by the task group as a part of the wider task & finish exercise into Litter & Fly Tipping in Cardiff. The survey was delivered by Scrutiny Research during June and July 2018. The aim of the survey was to test public perception on the following litter types:
- General litter;
 - Fast food litter;
 - Fly tipping;
 - Dog fouling,
 - Smoking related litter; and,
 - Chewing gum.
21. The survey also tested how the public felt about litter / fly tipping in specific parts of the city, including:
- City centre;
 - District shopping centres;
 - Residential areas;
 - Cardiff Bay; and,
 - Parks & green spaces.
22. As a part of the exercise the survey considered a number of broad questioning areas including:
- Litter / fly tipping regulation awareness;

- Perception of educational campaigns & initiatives;
- General actions used to tackle litter; and,
- The provision and management of litter bins in Cardiff.

23. The survey was very similar to a previous Scrutiny Research survey that was delivered as a part of the 2012 Environmental Scrutiny Committee task & finish report titled 'Litter in Cardiff'. The similarity between the two surveys allowed the task group to compare the 2018 results against many of those produced in 2012. This allowed the task group to consider how public perception had changed in the six year period for a number of littering challenges.
24. The survey was made available online and hard copies were provided to secondary schools, hubs and leisure centres. The survey was made available in English and Welsh. A copy of the survey is attached to this report as **Appendix 2**.
25. The response to the survey was very positive with 3,443 people completing the document; this was an improvement against the previous 2012 survey that was completed by 2,248 people (an increase of 53%). The survey completion details for 2018 are below:
- Completed by 3,443 respondents;
 - 3,384 respondents completed the survey in English (98.3%);
 - 49 respondents completed the survey in Welsh (1.7%);
 - 3,210 respondents completed the survey online (93.2%);
 - 233 respondents completed the survey in hard copy (6.8%);
 - 3,164 respondents completed the survey online in English (91.9%);
 - 46 respondents completed the survey online in Welsh (1.3%);
 - 230 respondents completed the survey in hard copy in English (6.7%);
 - 3 respondents completed the survey in hard copy in Welsh (0.1%);
 - The survey was completed by a very wide cross section of Cardiff's population.

26. The results and key findings identified in the survey are set out in the sections below.

Neighbourhood Impact – By Various Litter Type

▪ **Figure 1 – Impact by litter type on local neighbourhoods**

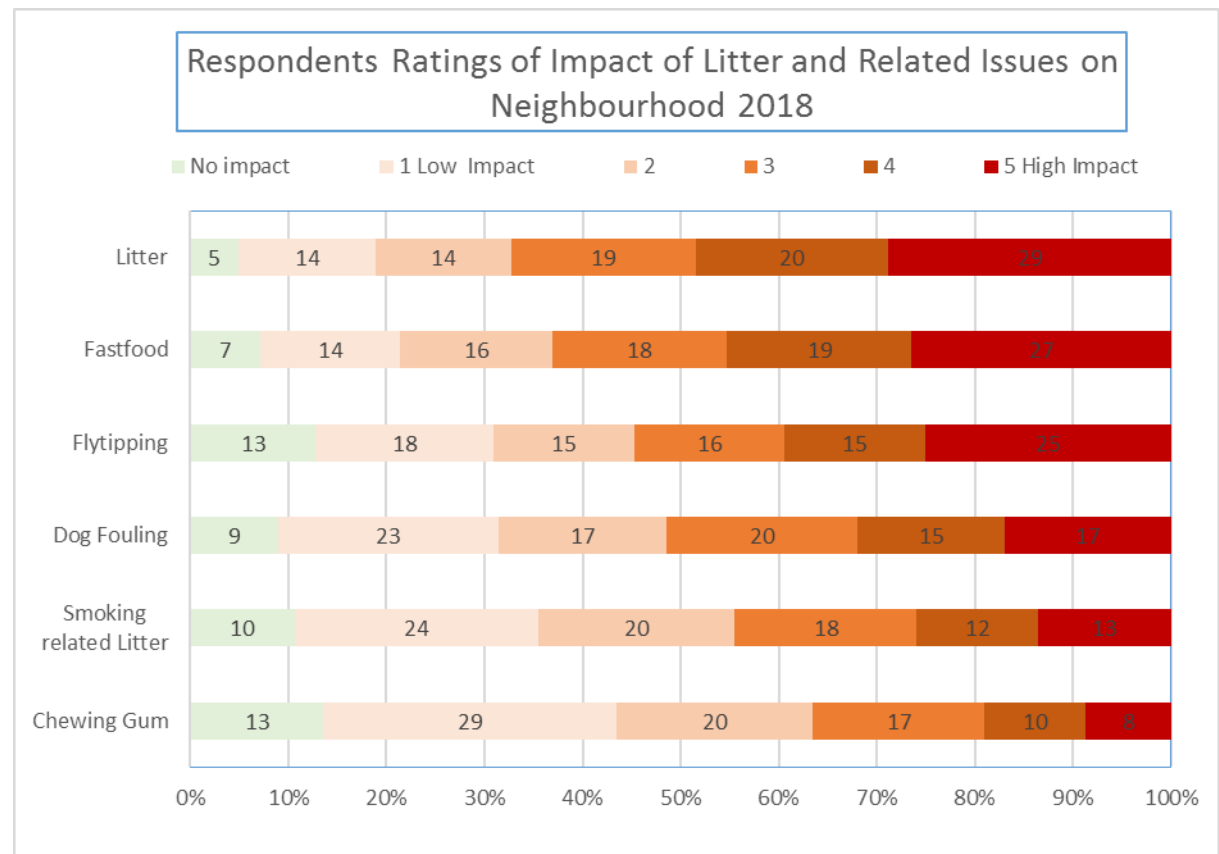


Figure 1 - Impact by Litter Type on Local Neighbourhoods - Key Observations

27. Litter in General had the largest negative impact on neighbourhoods across Cardiff, with 68% of responses falling within the highest impact categories (3 to 5).
28. Fast Food Litter had the second largest negative impact on neighbourhoods across Cardiff, with 64% of responses falling within the highest impact categories (3 to 5).
29. 56% of responses suggested that Fly Tipping had a negative impact on neighbourhoods with responses falling within categories 3 to 5.

30. Dog Fouling (52% in categories 3 to 5), Smoking Related Litter (43% in categories 3 to 5 and Chewing Gum (35% in categories 3 to 5) were assessed as the forms of litter that in relative terms had the least negative impact on neighbourhoods.

▪ **Table 2 - Mean Value Ratings of the Impact of Litter**

Perceptions of Impact on Neighbourhood							
		Litter in General	Fast Food Litter	Fly Tipping	Dog Fouling	Smoking Related	Chewing Gum
2012		3.25	3.2		3.3	2.87	2.77
2018		3.39	3.34	3.188	2.86	2.70	2.44
Percent (%) Change		4.31%	4.38%		-13.33%	-5.92%	-11.91%
2018 rating scale	No Impact	Low negative Impact				High Negative Impact	
		1	2	3	4	5	

Table 2 - Mean Value Ratings of the Impact of Litter Key Observations

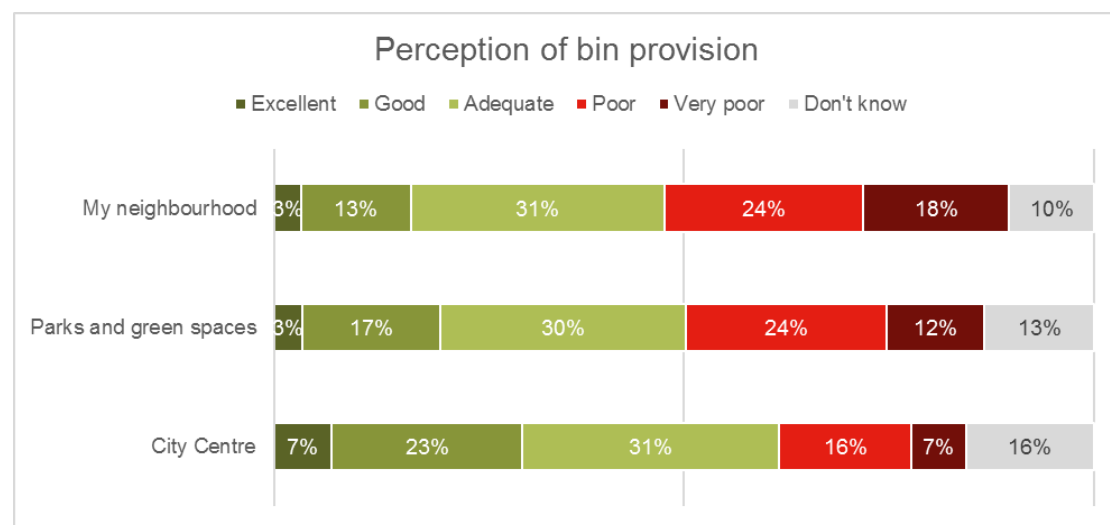
31. The public perceive that the impact of 'Litter in General' and 'Fast Food Litter' on neighbourhoods was higher in 2018 than it was in 2012. Litter in General increased from a mean value of 3.25 in 2012 to 3.39 in 2018 – this represents an increase of 4.31%. Fast Food Litter increased from a mean value of 3.2 in 2012 to 3.34 in 2018 – this represents an increase of 4.38%.
32. The public perceive that the impact of 'Dog Fouling', 'Smoking Related Litter' and 'Chewing Gum' on neighbourhoods was less in 2018 than it was in 2012. 'Dog Fouling' reduced from a mean value of 3.3 in 2012 to 2.86 in 2018 – this represents an reduction of 13.33%. 'Smoking Related Litter' reduced from a mean value of 2.87 in 2012 to 2.70 in 2018 – this represents a reduction of

5.92%. 'Chewing Gum' reduced from a mean value of 2.77 in 2012 to 2.44 in 2018 – this represents a reduction of 11.91%.

33. Public perception of 'Fly Tipping' was not tested in the 2012 survey. The mean value recorded for 'Fly Tipping' in 2018 was 3.188.

Bin Provision in Cardiff

Figure 2 – Perception of Bin Provision in Cardiff



34. The public believe that the 'City Centre' has the best bin provision from the areas identified in the survey, with 61% of respondents grading bin provision as 'Excellent' to 'Adequate'. 16% of respondents were classified as 'Don't know'.
35. The public believe that 'Parks & Green Spaces' has the second best bin provision from the areas identified in the survey, with 50% of respondents grading bin provision as 'Excellent' to 'Adequate'. 13% of respondents were classified as 'Don't know'.
36. The public believe that 'My neighbourhood' has the worst bin provision from the areas identified in the survey, with 47% of respondents grading bin provision as 'Excellent' to 'Adequate'. 10% of respondents were classified as 'Don't know'.

Table 3 – Rating of Bin Provision Mean Values

Rating of Bin Provision Mean Values						
	City Centre		Parks & Green Spaces		Neighbourhoods	
2012	2.66		2.92		3.44	
2018	3.09		2.74		2.192	
% Change	16.17%		-6.16%)		-6.33%	
2018 rating Scale						
	Excellent	Good	Adequate	Poor	Very Poor	
	5	4	3	2	1	

Table 3 - Rating of Bin Provision Mean Values - Key Observations

37. The public perceive that the provision of bins in the 'City Centre' was better in 2018 than it was in 2012. The mean value score in 2012 was 2.66 and increased to 3.09 in 2018 – an improvement of 16.17%. This means that the public now rates bins in the 'City Centre' as just above 'Adequate'.
38. The public perceive that the provision of bins in 'Parks & Green Spaces' was worse in 2018 than it was in 2012. The mean value score in 2012 was 2.92 and fell to 2.74 in 2018 – a reduction of 6.16%. This means that the public now rates bins in 'Parks & Green Spaces' as 'Adequate' to 'Poor'.
39. The public perceive that the provision of bins in 'Neighbourhoods' was worse in 2018 than it was in 2012. The mean value score in 2012 was 3.44 and fell to 2.192 in 2018 – a reduction of 36.33%. This means that the public now rates bins in 'Neighbourhoods' as just above 'Poor'.

Figure 3 - Ratings of the Frequency of Emptying Bins

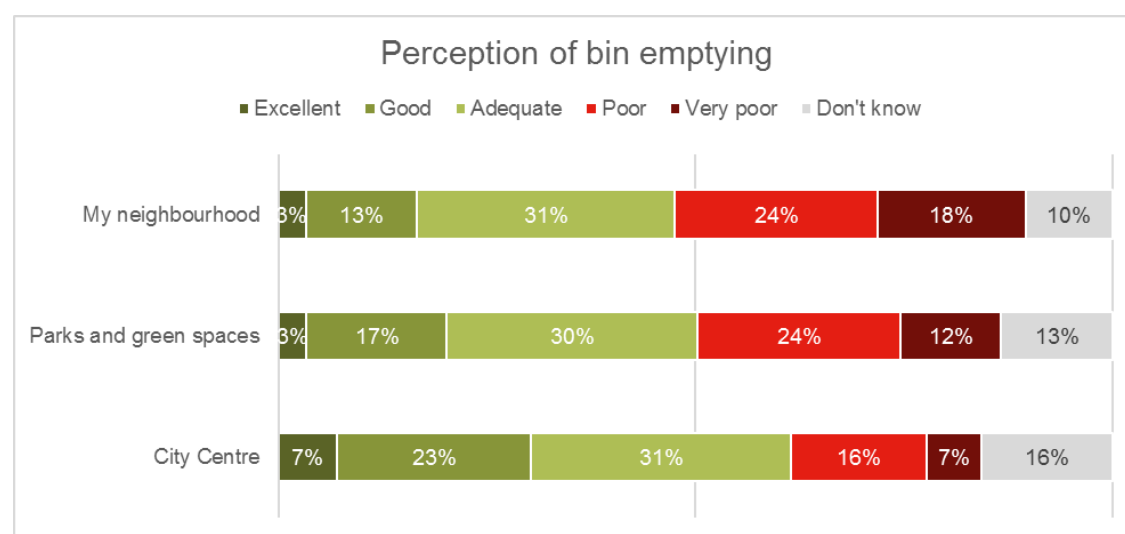


Figure 3 - Ratings of the Frequency of Emptying Bins - Key Observations

40. From the area categories identified the 'City Centre' achieved the highest public perception score for bin emptying, 'Parks & Green Spaces' came second and 'My neighbourhood' achieved the lowest score.
41. 61% of the respondents rated bin emptying in the 'City Centre' as 'Excellent' to 'Adequate'. 16% of respondents were classified as 'Don't know'. The mean value for the perception of bin emptying in the 'City Centre' was 3.09 – a rating of just above 'Adequate'.
42. 50% of the respondents rated bin emptying in 'Parks & Green Spaces' as 'Excellent' to 'Adequate'. 13% of respondents were classified as 'Don't know'. The mean value for the perception of bin emptying in 'Parks & Green Spaces' was 2.71 – a rating of between 'Adequate' and 'Poor'.
43. 47% of the respondents rated bin emptying in 'My neighbourhood' as 'Excellent' to 'Adequate'. 10% of respondents were classified as 'Don't know'. The mean value for the perception of bin emptying in 'My neighbourhood' was 2.55 – a rating of between 'Adequate' and 'Poor'.

Actions to Reduce Litter in Neighbourhoods

Figure 4 – Views on Actions to Reduce Litter in Neighbourhoods

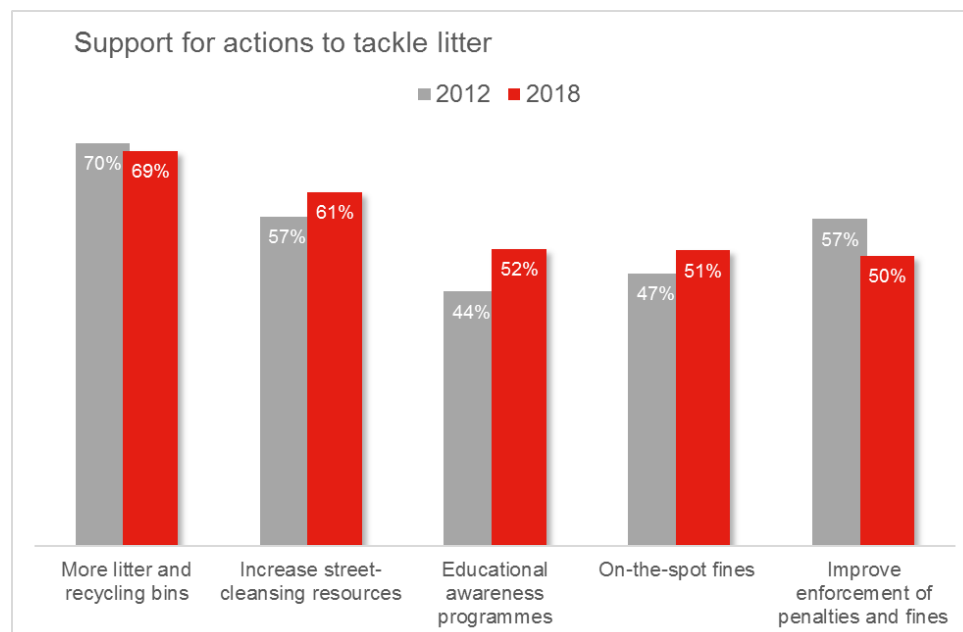


Figure 4 - Views on Actions to Reduce Litter in Neighbourhoods - Key Observations

44. The survey identified 'More litter and recycling bins' as the most popular action identified by the public to reduce litter in neighbourhoods – this was a consistent theme in both 2012 and 2018. The suggestion was marginally more popular in 2012 (70%) than it was in 2018 (69%).
45. The survey identified 'Increasing street-cleansing resources' as the second most popular action identified by the public to reduce litter in neighbourhoods – this was a consistent theme in both 2012 and 2018. The suggestion was more popular in 2018 (61%) than it was in 2012 (57%).
46. The survey identified 'Educational awareness programmes' as a popular action identified by the public to reduce litter in neighbourhoods in both 2012 and 2018. The suggestion was more popular in 2018 (52%) than it was in 2012 (44%).
47. Both 'On-the-spot fines' and 'Improve enforcement of penalties and fines' were suggested as popular actions to reduce litter in neighbourhoods. The two actions are linked and so it appears that the public is very supportive of

increasing enforcement related work to better manage litter and fly tipping. Over 50% of 2018 respondents in both categories felt that these were both initiatives that would help reduce litter in neighbourhoods.

Actions to Reduce Fly Tipping

Table 4 – Suggested actions to reduce fly tipping

	Flytipping	
	Number	Percent
Install more litter and recycling bins	634	20.80%
Improve enforcement of penalties and fines	1716	56.29%
Implement on the spot fines	1440	47.24%
Increase street cleansing resources	796	26.11%
Run educational awareness programmes	1080	35.43%
This isn't a problem in my neighbourhood	446	14.63%

48. When asked to comment on suggested actions to reduce fly tipping, most respondents (56.29%) felt that the Council should improve enforcement of penalties and fines. Nearly half of respondents (47.24%) suggested the Council should start implementing on the spot fines for those committing fly tipping offences. Just over a third of respondents (35.43%) suggested that running educational awareness campaigns could help to reduce fly tipping behaviours. 26.11% suggested that the Council should increase cleansing resources to deal with the issue and 20.80% felt that they should install more litter and recycling bins. 14.63% did not feel that fly tipping was a problem in their neighbourhood.

Awareness of Campaigns & Promotions

Figure 5 – Awareness of Campaigns & Promotions

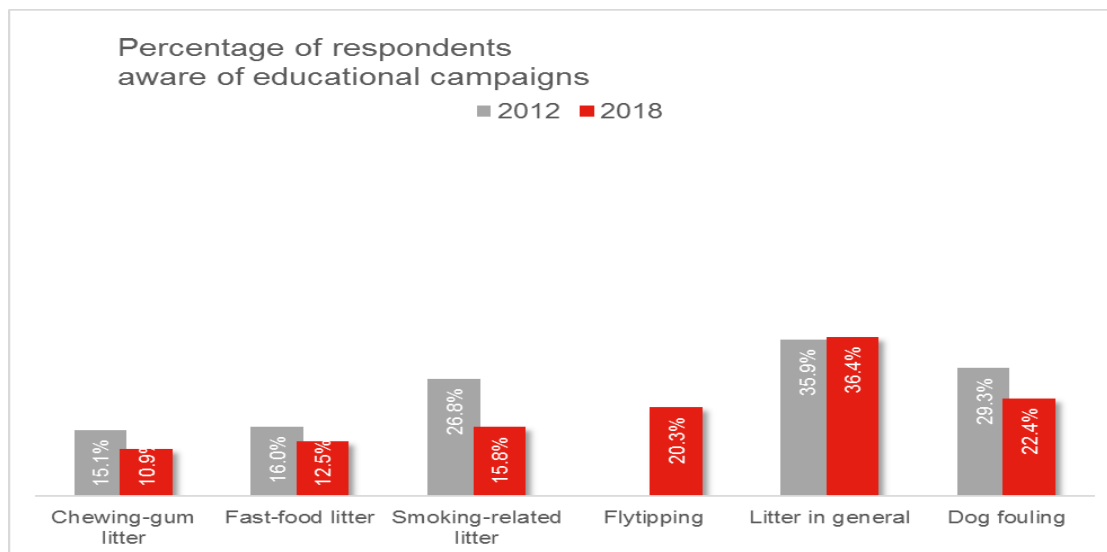


Figure 5 - Awareness of Campaigns & Promotions – Key Observations

49. Respondents were asked if they were aware of any educational campaigns or promotions in Cardiff aimed at reducing litter. The 2018 results show that only a relatively small percentage (11% to 36%) were aware of current or ongoing litter campaigns.
50. Litter in General achieved the highest overall score for campaign and promotion awareness in both years - scoring 35.9% in 2012 and 36.4% in 2018 - 0.5% increase in awareness in 2018.
51. Dog fouling achieved the second highest overall score for campaign and promotion awareness in both years - scoring 29.3% in 2012 and 22.4% in 2018 – 6.9% reduction in awareness in 2018.
52. Smoking related litter scored 26.8% in 2012 and 15.8% in 2018 for awareness of campaigns and promotions in 2018 – 11% reduction in awareness in 2018.
53. Awareness of campaigns and promotions for reducing chewing gum (15.1% 2012 & 10.9% in 2018) and fast food litter (16% in 2012 & 12.5%) was very low in both years. Awareness of fly tipping litter campaigns was only recorded in 2018, achieving the relatively low score of 20.3%.

Recognition of Promotional Logos & Campaigns

Figure 6 – Recognition of Promotional Logos & Campaigns

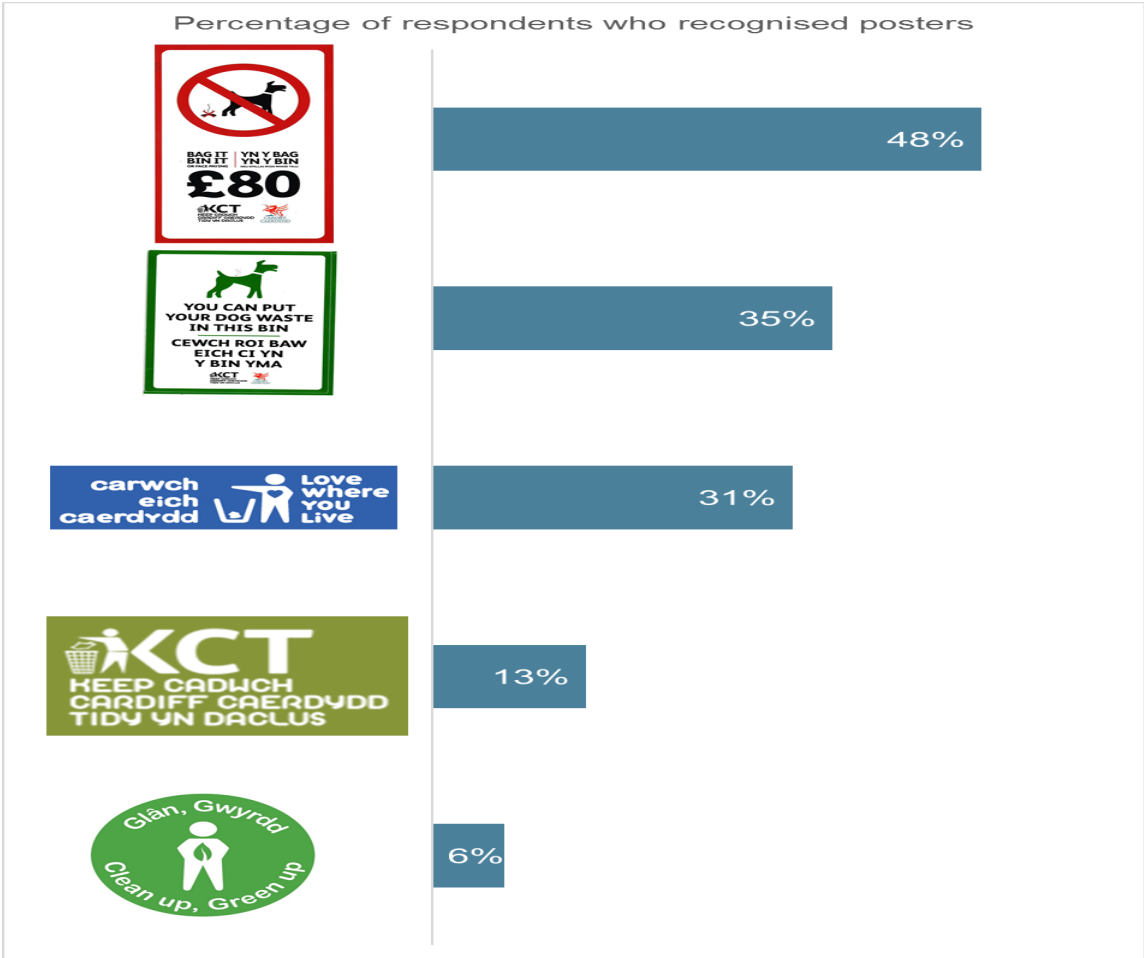


Figure 6 – Recognition of Promotional Logos & Campaigns – Key Observations

- 54. When respondents were asked if they recognised any of the logos shown in **Figure 6** (above), recognition rates were low. The dog fouling “BAG IT, BIN IT £80” logo was the most recognised (48%), closely followed by another dog fouling logo “YOU CAN PUT YOUR DOG WASTE IN THIS BIN” (35%).
- 55. Of the non-dog fouling related promotional material, the “LOVE WHERE YOU LIVE” logo scored 31%, the “KEEP CARDIFF TIDY” logo scored 13% and the “CLEAN UP GREEN UP” logo scored 6%.

Awareness of Council Regulations

Figure 7 – Awareness of Council Regulations

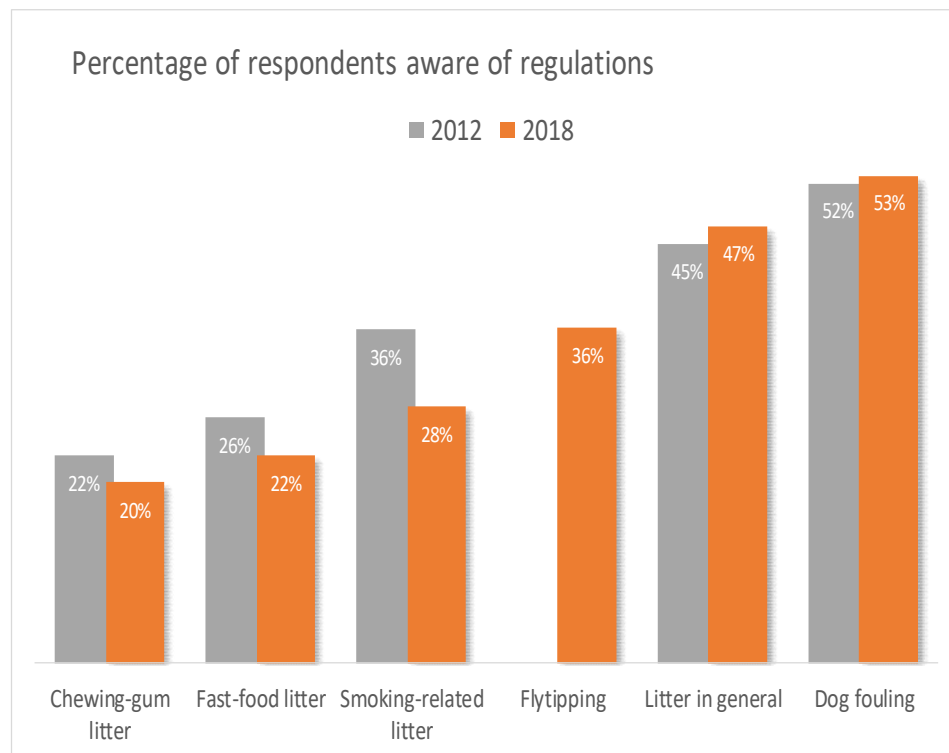


Figure 7 – Awareness of Council Regulations – Key Observations

56. The result from the 2018 survey show that around half of respondents (47% - 53%) are aware of regulations on “Litter in general” and “Dog fouling”. Just over a third (36%) are aware of regulations on “Fly Tipping”. A comparatively smaller proportion are aware of regulations on “Smoking related litter” (28%), “Fast Food litter” (22%) and “Chewing gum litter” (20%).
57. A comparison of the 2012 and 2018 results show that there has been a slight increase on the percentage of respondents who are aware of regulations on “Litter in General” (an increase from 45% to 47%) and for dog fouling (from 52% to 53%). The percentage of respondents who confirmed that they were aware of chewing gum, fast food and smoking related litter regulations was slightly lower in the 2018 compared to 2012.

Awareness that Cardiff Council can issue fines

Figure 8 – Awareness of the Council's ability to issue fines

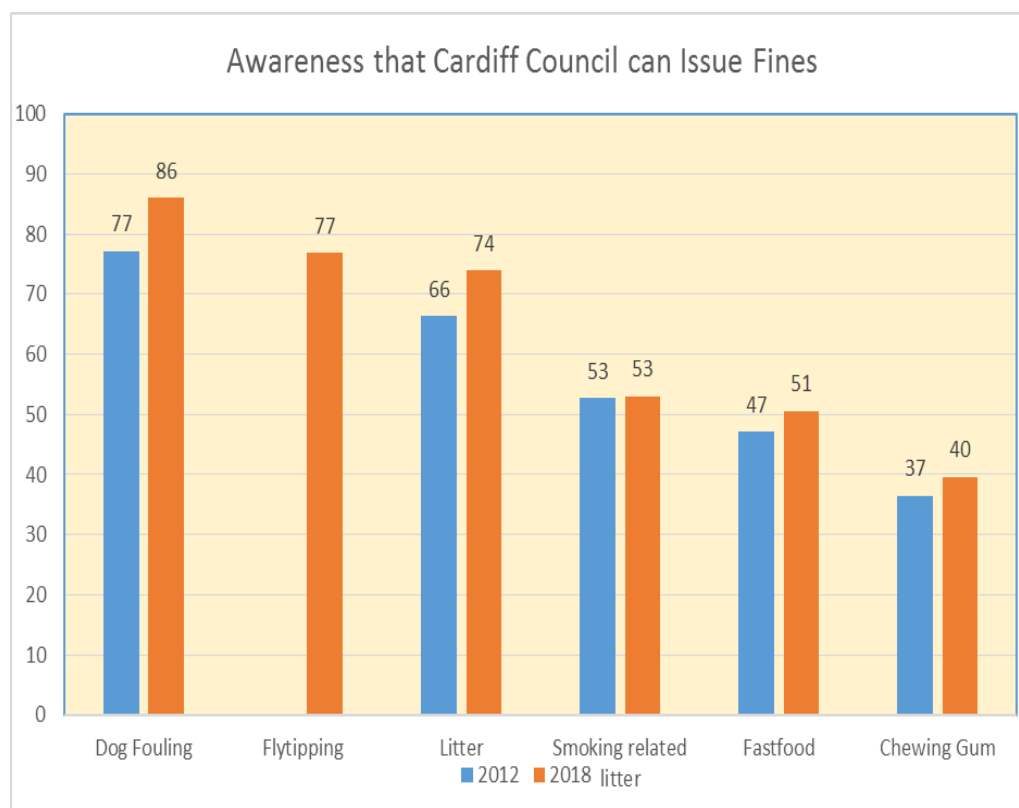


Figure 8 - Awareness of the Council's ability to issue fines - Key Observations

58. Public awareness of the Council's ability to issue fines for litter and fly tipping offences was relatively high when compared to other areas tested by the survey. It was also clear that overall public awareness is the Council's ability to issue fines for litter and fly tipping offences was higher in 2018 than in 2012.
59. **Dog fouling** – 86% of respondents were aware that the Council could issue fines for dog fouling in 2018; this was 9% higher than 2012 where 77% of respondents were aware of the Council's ability to issue fines.
60. **Litter in General** – 74% of respondents were aware that the Council could issue fines for litter in general in 2018; this was 8% higher than 2012 where 66% of respondents were aware of the Council's ability to issue fines.

61. **Smoking Related Litter** – 53% of respondents were aware that the Council could issue fines for smoking related litter in 2018; this was the same as 2012 where 53% of respondents were also aware of the Councils ability to issue fines.
62. **Fast Food Litter** – 51% of respondents were aware that the Council could issue fines for fast food litter in 2018; this was 4% higher than 2012 where 47% of respondents were aware of the Councils ability to issue fines.
63. **Chewing Gum** – 40% of respondents were aware that the Council could issue fines for chewing gum litter in 2018; this was 4% higher than 2012 where 37% of respondents were aware of the Councils ability to issue fines.
64. **Fly tipping** – 77% of respondents were aware that the Council could issue fines for fly tipping in 2018; respondents were not asked if they were aware of the Councils ability to issue fines in 2012.

Perceived Effectiveness in Carrying Out Enforcement Actions

Figure 9 – Effectiveness in Carrying Out Enforcement Actions

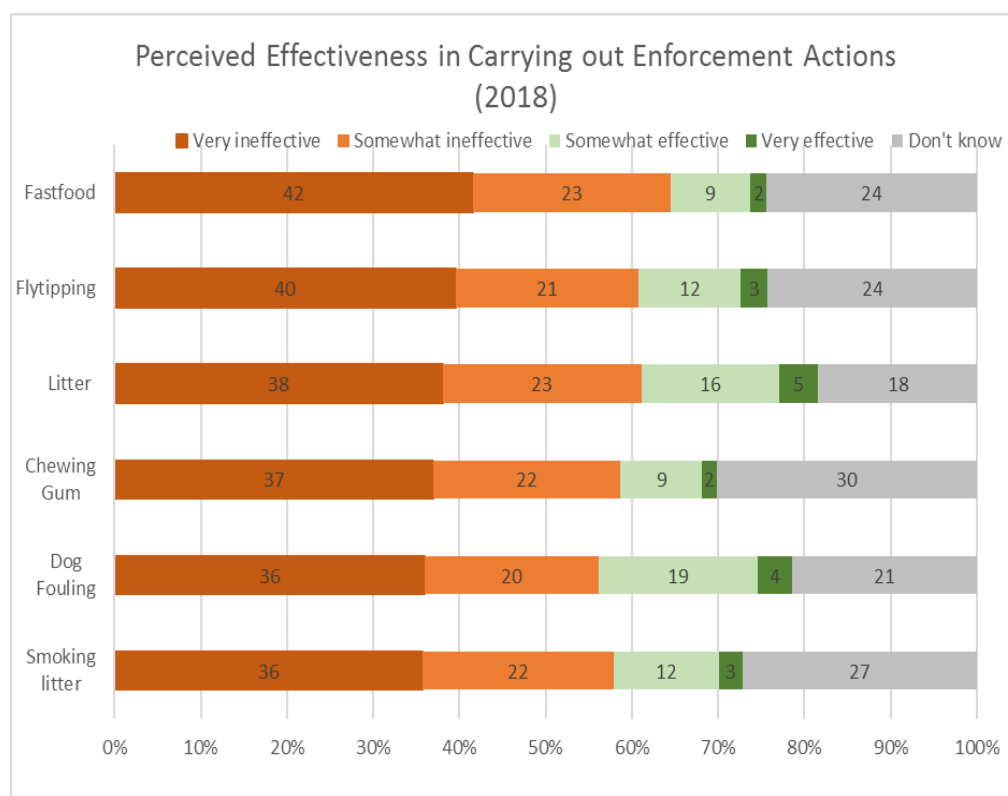


Figure 9 - Effectiveness in Carrying Out Enforcement Actions - Key Observations

65. The perceived effectiveness of carrying out enforcement actions in 2018 was consistently over 50% for 'very ineffective' or 'somewhat ineffective' in all six of the categories measured. Fast food was the highest at 65%, followed by fly tipping and litter in general at 61%. Chewing gum, dog fouling and smoking related litter scored 59%, 56% and 58% respectively. This suggests that the public feels that the Council could deliver more effective enforcement actions for a very wide range of litter and fly tipping offences.
66. The percentage of respondents who rated the effectiveness of carrying out enforcement actions in 2018 as 'somewhat effective' or 'very effective' was low. Dog fouling achieved the highest percentage score with 23%, closely followed by litter in general at 21%. Fly tipping and smoking litter achieved scores of 15%, while both fast food litter and chewing gum litter scored 11%.

Table 5 – Effectiveness in Carrying Out Enforcement Actions

	Fastfood	Chewing Gum	Flytipping	Smoking	Litter	Dog Fouling
Adjusted 2012 ratings adopted to a 4 unit rating scale	3.14	3.22		3.04	2.92	3.02
2018 (4 point rating scale)	3.38	3.34	3.28	3.25	3.16	3.12
Points Difference between 2012 2018	0.24	0.12		0.21	0.24	0.10
Percent change	8.33%	3.72%		6.90%	8.22%	3.31%

Table 5 - Effectiveness in Carrying Out Enforcement Actions - Key Observations

67. The public felt that the effectiveness of Council enforcement actions for dealing with all six of the litter and fly tipping categories was less effective in 2018 than it was in 2012.
68. The greatest reduction in perceived enforcement effectiveness was for fast food litter which the public now feel is 8.33% worse than it was in 2012 - the mean value score increased from 3.14 in 2012 to 3.38 in 2018.
69. The second largest reduction in perceived enforcement effectiveness was for litter in general which the public now feel is 8.2% worse than it was in 2012 - the mean value score increased from 2.92 in 2012 to 3.16 in 2018.
70. The public also perceives that the enforcement effectiveness chewing gum, smoking related litter and dog fouling reduced by 3.72%, 6.90% and 3.31% respectively.

Priority areas that Council should focus on when removing litter

Table 6 – Litter Removal Priorities

2018	City Centre	District Shopping Centre	Residential Areas	Cardiff Bay	Parks and Green Spaces	Other	
Main Priority	1658 (48%)	725	1073	796	1212	251	
Second Priority	475	869 (25%)	783	588	715	233	
Third Priority	272	365	387	281	436 (13%)	248	
2012	City Centre	District Shopping Centre	Residential Areas	Cardiff Bay	Parks and Green Spaces	Other	
Main Priority	562 (25%)	179	379	133	426	74	
Second Priority	392	304	284	202	439 (20%)	32	
Third Priority	269	344 (15%)	331	215	331	53	

Table 6 - Litter Removal Priorities - Key Observations

71. The City Centre was identified as the main priority for litter removal in both 2012 and 2018, with 48% of respondents identifying it as the main priority in 2018 and 25% in 2012.
72. District shopping centres were considered to be the second priority for litter removal in 2018 (securing 25% of the responses), this was a change from the 2012 survey where parks and green spaces was identified by the public as the second priority (securing 20% of the responses).
73. Parks and green spaces were considered to be the third priority for litter removal in 2018 (securing 13% of the responses), this was a change from the 2012 survey where district shopping centres was identified by the public as the third priority (securing 15% of the responses).

Best Practice Research – Gladys Hingco, Principal Research Officer talked Members through the findings of the recently commissioned report on best practice in litter & fly tipping management.

74. The Scrutiny Research report titled 'Arrangements for Managing Litter and Fly Tipping in Various Comparator Local Authorities' was written to identify best practice across a number of comparator local authorities in England, Scotland, Wales and Northern Ireland. The local authorities were identified through a combination of APSE benchmarking, LEQSE and LEAMS results.
75. The research involved the completion of an online survey, and followed up by a series of telephone interviews with officers from the selected local authorities. The research looked into innovative practices and arrangements in place by these local authorities to manage litter and fly tipping. Areas explored during the interview process included available resources; strategies and enforcement arrangements.

Number of Staff Dealing with Litter

76. Not all of the local authorities contacted were able to provide the figures on the total number of staff who deal with street cleansing and litter in their area, however, the following details were provided:
- **Newport City Council** – It has 46 members of staff directly involved in dealing with litter in the city and integral part of their work involves litter picking.
 - **Manchester City Council** - The data on the number of staff involved in street cleansing in Manchester was not readily available. However, an October 2018 report submitted to the Cabinet stated that in 2011/12 approximately 40% of cleansing staff left the organisation via voluntary severance or voluntary early retirement (VS/VER). Street cleansing frequencies were reduced from weekly to fortnightly and a range of restrictive waste measures were introduced to prioritise the collection of

recycling. The external contactor BIFFA has the responsibility for maintaining street cleanliness in Manchester. Information on their staffing numbers is not available.

- **Exeter City Council** – It has a total of 60 members of staff dealing with litter and street cleansing. All enforcement is undertaken by an external body who deal with enforcement.
- **Glasgow City Council** – It has around 70 manual street cleansing operatives working across the city.

Improving Effectiveness & Efficiency of Street Cleansing

➤ Re-alignment and changes in working patterns

77. Most of the local authorities contacted stated that they have faced significant challenges to deliver their street cleansing services as a result of austerity measures. Additionally, demographic changes have increased the demand for services and have compounded the pressures around providing effective services.
78. One of the key strategies that some local authorities have adopted to meet demand pressures was to review the process of their operational work and efficiency. In some cases this involved the re-alignment and restructuring of existing capacity and schedule of service provision.

➤ Rescheduling Staffing Rota

79. Cardiff Council's street cleansing service is currently looking to realign its staffing capacity to provide street cleansing and litter picking services at a different time from the current schedule, for example, undertaking afternoon litter picks in selected areas around the city due to the increasing demand for the service.
80. Similarly the service in Newcastle upon Tyne City Council is looking into providing a street cleansing service after 10pm at night to deal with the impact

of the night time economy. Currently, there are no street cleansing operatives on duty after this time.

81. Newport City Council has recently appointed a service manager who is looking into undertaking a service review in the next few months with the aim of rescheduling of the frequencies of the existing street-cleaning operations. It is intended that the outcome of the review will ensure that staff capacity is deployed in areas where the service is most needed. The identification and targeting of these areas will be based on existing “intelligence information” on the demand for service, information from complaints and data from the periodical LEAMs auditing undertaken by the service. As a result, some roads that are currently scheduled to be cleaned on a fortnightly basis, could be scheduled for cleaning on a weekly basis as a result of the review. Where roads do not need to be cleaned on a fortnightly basis, the cleansing could be rescheduled on a four to six week basis.
82. The service is also looking to re-align the deployment of staff capacity to streamline supervision and maximise their productivity and performance. In practice this means that the majority of the staff (80%) will be deployed to work in a specific ward area of the city once a month. As there are 20 ward areas in the city, and with approximately 20 working days in a month, it is planned that street cleansing for each ward will be undertaken on a monthly basis. The other 20% of staff would be deployed on the roads that need more frequent cleaning and will be tasked to respond to any ad hoc urgent work that appears during the week. The manager in Newport believes that from a supervisory perspective the planned new arrangement will make it easier to manage productivity and staff performance, i.e. when they are designated work in a specified geographical area.
83. In Conwy County Borough Council, the service has fully transformed the cleansing staff’s working pattern. In the past, street cleansers work a five-day working week with Saturdays and Sundays as overtime. With the new working pattern, street cleansing teams now work four days on, four days off on a constantly rotating cycle. Half of the team works for four days and the other half will work on the following four days. This arrangement has ensured

that there is always staff cover on weekends and bank holidays at no extra cost to the local authority. This has also allowed the service to make savings on the cost of overtime pay. Where there was previously limited staff capacity on the weekends and bank holidays, having full capacity and consistent service during these days, has improved the overall level of cleanliness the area. Staff are no longer catching up on the work on Mondays.

84. With the current financial pressures that local authorities face it was deemed unsustainable to continue to pay overtime for operatives to work on a Saturday and a Sunday to deliver an effective service. In changing the staff working pattern, it has also ensured that there is always capacity to meet service demands throughout the week. This avoids the risk of staff not being available to work overtime on weekends and bank holidays. The service was able to successfully negotiate this new arrangement with the Unions. With the new arrangement in place, the local authority did not have to cut jobs and had guaranteed the provision of a more sustainable and consistent service. The manager also believes that staff are now also benefitting from an improved work-life balance.
85. Glasgow City Council has also adopted a similar approach to Conwy in rescheduling the work pattern of the street cleansing team. The current staff work pattern moved away from Monday to Friday working. Staff are now working on a shift pattern with four days working and four days off. Staff are working compressed hours covering in total 10 ½ hours including breaks. The street cleansing duty starts at 7:30 am and finish at 6:30 pm. This new arrangement allows the team to provide a full service seven days a week. This has also enabled the service to make financial savings as staff no longer have to work overtime which receives a premium rate of pay.
86. In moving staff to this new work pattern, the service had worked closely with the Unions to ensure a smooth transfer to the new arrangements. The service guaranteed that the new shift pattern had no impact on staff take-home pay. Additionally, a payment package on top of the basic pay was agreed for all staff moving to the shift pattern, to cover for potential loss of earnings for those who had previously benefitted from overtime pay.

87. The service manager in Glasgow also recognised that with the new work pattern, the previous social connections that staff had established with local communities, for example, shopkeepers, schools and residents, might not be sustained due to different staff coming in to deliver the service in each week.

➤ **Rescheduling of Frequency of Emptying Bins**

88. Conwy County Borough Council is intending to improve bin collection service by prioritising the most heavily used litter bins and increasing the frequency with which they are emptied. In the past the street cleansing team used to service all of the 1000 plus bins during its bin servicing rounds, i.e. empty all the bins and replace with a new bin collection bag. It is intended that the bin collection will be rescheduled with the most heavily used bins serviced more frequently.
89. To determine which bins will be serviced more frequently, the team undertook a manual monitoring exercise on how quickly the bins are filled to capacity. The monitoring was undertaken for a few months using the existing bin servicing staff. The results from this exercise has enabled the service team to draw out a revised schedule and frequency for emptying the bins.
90. The review was undertaken to enable the team to work more efficiently, so that freed capacity could be diverted to other tasks that help to maintain the cleanliness of areas with high pedestrian traffic, for example, to increase litter picking capacity in highstreets, along Llandudno promenade, in parks etc... There was no intention for the service to make cost savings or to reduce staff numbers.
91. As a result of the adopted changes the manager of the service believes that their streets are looking better – with significant improvements on the level of cleanliness in the community.

➤ **Adoption of Bigger Capacity Bins & Innovative Technology**

92. **Conwy County Borough Council** - As part of the changes adopted in improving efficiency in service delivery, the team has replaced the smaller 160 litre bins with larger bins that have a capacity of 240 litres.
93. **Cardiff Council** has adopted the use of litter bin pods support to recycling activity. The litter bin pods are designed to encourage separate disposal of recyclables, food waste and general waste pods. This equipment was used recently during the Cardiff Half Marathon - initial feedback suggests that by using the new "litter pods" the service was able to achieve 95% recycling during the event.
94. **Newcastle upon Tyne City Council** - The local authority has altogether removed all lamp post litter bins and had replaced this with bigger capacity bins. The former were seen as providing no real benefit in reducing litter. It was more resource intensive to empty these bins and the service did not always have the capacity to do this.

➤ **Use of Smart Bins**

95. **Cardiff Council** has trialled the use of the ENEVO technology on its existing litter bins. This equipment is described by the manufacturer as:

"The Enevo is a wireless device that uses state of the art diagnostic technologies to provide continuous monitoring and updates of litter and recycling containers. It has a sensor that utilizes ultrasonic sonar technology to detect container fill levels and collections, along with more extreme events like fire and vandalism.

The wireless ultrasonic sonar sensor measures the fill level of the waste container every hour and sends the data to the Cloud software via the strongest cellular networks (3G) available four times a day (frequency of data collection can be modified to suit the customers exact requirements).

The device is generally provided free of charge with a monthly fee (similar to mobile phone contracts). The software is easily accessed by logging on to the Cloud service and daily email alerts are sent to all designated users.”

96. This technology has now been installed in 100 of Cardiff’s existing standard sized litter bins. It is anticipated that installation of this technology would not impact on how the public would dispose of their litter, and in most cases, the public using the bins would not even be aware of the presence of this technology. The use of this new technology has enabled the service to monitor the fill capacity and usage of the bin and its condition (whether upright or not). Using this technology has also enabled the service to determine that out of the 100 bins in the city centre there were three or four that weren’t highly utilised. The technology has helped establish the demand for litter bins throughout the city and was useful when considering removal and management of litter bins in various locations. The data from the use of this technology will enable the service to tailor its bin collection rounds, spare capacity can then be deployed to undertake other tasks. The image below (Image 1) provides an example of a sensor in operation:

Image 1 – An Enevo Wireless Device



97. **Newcastle upon Tyne City Council** is also currently trialling the use of electronic sensors on litter bins to provide real time information on the fill level of bins. It is intended that the data collected from each litter bin will inform the scheduling and frequency of litter bin collection. The local authority is trialling the use of this technology in 140 large capacity litter bins in the city centre. The 140 sensors installed in city centre bins at the trial stage cost £1,100 a month. This new technology enables the service area to plan its work by geographical area and provide a more reactive service depending on need or demand.
98. Newcastle upon Tyne Council decided to make use of this technology due to the large number of bins in their stock. Previously the local authority had 2,200 (90 litre capacity) smaller capacity litter bins. These smaller bins have now been replaced by 1,100 large 240 litre capacity litter bins. With the previously large bin stock the service had no real idea of the frequency required for emptying bins in various locations. "Some bins were over emptied when these were not full". The service was also previously receiving many complaints that the smaller bins in the city centre were filled to capacity more frequently. With the introduction of the larger bins with sensors the number of reports of full bins in the city centre declined, this consequently reduced the demand for staff capacity in those areas. The introduction the big litter bins has meant that the service has made a saving equivalent to four members of staff in the city centre.
99. This technology was also introduced on bins in outlying areas away from the city centre. This has enabled real time monitoring of fill levels and has helped to inform the scheduling frequency for emptying the bins. The scheme to roll out bigger bins has helped the service in making efficiency savings in staffing as well as rationalise the use of staff capacity. Since the start of the large savings programme the Newcastle cleansing workforce has declined by 53%.
100. The adoption of this bin monitoring technology has enabled officers managing the service to have informed discussions with elected Members on the location and frequency of emptying bins located in their localities.

Digitisation of Bin Locations

101. Newcastle upon Tyne Council has also digitised bin locations so that the local authority can easily address any issues that are raised by the public in relation a specific bin. This helps to improve the flow of information for the better management of bins in the city.
102. **Manchester City Council** - In looking to improve the service they deliver for Manchester City Council, BIFFA trialled the ultrasonic litter bin monitoring equipment in March 2017 for three months. Smart bin sensors were installed inside 250 litter bins in the city centre and in public spaces across the city. It was hoped that information from using the technology would help the Council's contractor Biffa to increase the efficiency of their service by emptying bins before they became full. The device monitors the "fill level" and then sends a notification to BIFFA that when the bin is almost full and needs emptying. Although the trial was successful and had proven the effectiveness of the technology, the system was not adopted as the operational cost was not deemed financially viable by BIFFA.
103. This year, the local authority and its contactor BIFFA are exploring the use of an alternative system which uses QR codes and an associated data software to develop an asset map of the litter bin network across the City. The QR codes will be placed on every litter bin and can be scanned by operatives to confirm when the bin has been emptied and also record bin fill levels. This will help BIFFA to build up intelligence about the rate litter bins are filled across the City. It will also will help the service to develop a schedule to ensure they are emptied on a sensible frequency. The use of the QR codes system will also help in reporting and recording bins that are found to be damaged or in need of washing - this information can be managed centrally to organise repairs and cleansing.

Use of Compactor Bins

104. Another innovation that had been adopted by various local authorities is the use the compactor bins. The most popular type that had been trialled by most of the local authorities contacted is referred to as the "Bigbelly bin". Each of

these solar powered bins can hold up to eight times more waste than standard bins. The technology puts out an alert over the cellular GPRS data network to maintenance crew mobile phones and a central office to indicate when the bins are full and need to be emptied.

105. Manchester City Council is currently undertaking a trail of ten “Bigbelly bins”. It is hoped that the adoption of new technology might help to manage the frequency of bin collection. This would then enable the service to allocate the waste collection capacity on other cleansing duties, thus help to maintain a higher cleansing standard throughout the city. **Image 2** (below) shows an example of a “Bigbelly bin”.

Image 2 – A “Bigbelly bin”



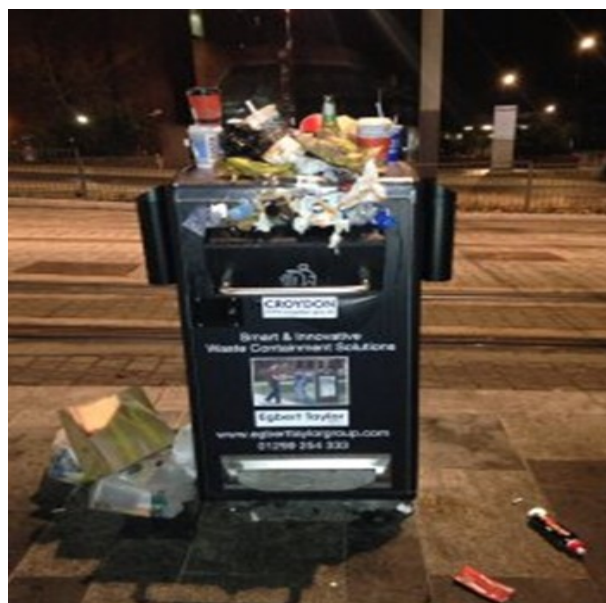
106. Nottingham City Council reported in <https://iotuk.org.uk/smart-bins-as-a-service-in-nottingham> that the service is already making use of the “Bigbelly” solar powered compactor bins. They were introduced to replace stainless steel bins in the city centre following complaints that some street bins, particularly those near fast food outlets, overflowed at weekends. Nottingham Council’s initial order of 130 bins was reported as the largest outside the US at the time. Currently, the local authority is now making use of 170 these

compactor bins in the city centre. It is reported that each bin costs between £3,500 up to £5,500 to buy depending on individual deals. In comparison, a standard litter bin cost around £400. In The Council reported that the scheme is funded through a leasing arrangement that costs £98,748 per annum (converts to approximately £1.60/day for each bin).

107. To fund the cost of the bins, the local authority generates revenue by the sale of space on the side of the bins for advertising. This deployment is interesting because Nottingham is one of a select few cities in the world that have installed expensive smart litter bins at very low cost to the City by funding them from the revenue generated by carrying advertising on the sides of the bins in: <https://iotuk.org.uk/smart-bins-as-a-service-in-nottingham/#1463069871399-62bca5c9-64e5>.
108. The media also reports <https://www.dailymail.co.uk/news/article-4634632/Residents-slam-vile-unhygienic-solar-powered-bins.html>. that Nottingham Council is the biggest spender, paying in total £627,000 to lease 170 bins over five years, while Croydon in south London bought 80 for around £440,000. Other big-spending councils include Brighton & Hove, which bought 105 bins for an estimated £577,500. Rugby, which bought 25 for £127,000, and York City Council, 28 for £126,000. In Cheshire West and Chester Council has an annual leasing bill of £68,000 for its 60 bins.
109. In Nottingham, the installation of these bins has reduced the overall weekly collections from 4,400 to just 260 and has resulted in significant reductions in the need to pick up street litter.
110. Since the installation of 60 bins in Cheshire West and Chester Council the authority has reduced its annual collections by about 94%. The service also highlighted the benefits of using this technology in cutting the operational cost of waste collection, vehicle movements and carbon emissions - www.cheshire-live.co.uk/news/chester-cheshire-news/chester-bigbelly-bins-vile-unhygienic-12819698.

111. The media has also reported that the solar power units in the bins have the potential to become nodes for other Smart City applications. For example, they can be used to power hubs for a community Wi-Fi mesh (this has been done in Aberdeen) or to mount additional sensors on the bins to monitor pollution, noise or footfall.
112. However, the introduction of these bins have also brought forward criticism from the general public. It was cited in the media that some feel that the mechanism for opening the bin is tricky to use particularly for those who have mobility and balance issues as this requires the individual disposing of rubbish to use two free hands.
113. The Cheshire Council has faced criticism from residents in using the technology. There have also been complaints about the mechanism used to open the bins, with many saying the handles are usually too dirty to touch so they end up putting rubbish on top rather than inside. In disposing rubbish the individual has to use the bin handles which are often covered in dirt from the disposal of other rubbish. Residents have also complained that some of the bins units are not cleaned as frequently as they should be. There have also been claims that the bins are not emptied often enough and are frequently overflowing. **Image 3** shows an example of an overflowing “Bigbelly” bin.

Image 3 – An Overflowing “Bigbelly” Bin



114. Although the service in Cardiff Council has undertaken a trial of the “Bigbelly bin”, it was decided that the technology would not be adopted due to the feedback on its usage from the general public and cost issues. During the trial some members of the public were averse to using the bins as this involved using the bin handles when disposing of rubbish - many felt that this was an unhygienic process. It was also found that the bins broke down easily and were relatively expensive to maintain.
115. The manager in Newport City Council recognised the benefits in using the “Bigbelly bin”. However, he felt that the introduction of this type of bin in the city centre would not deliver any additional benefits to existing services. The service currently has sufficient staffing numbers “going up and down” the city centre all day picking up litter and emptying bins. He felt that the use of the bins in the city centre would impact on the effectiveness of the service. He suggested that this type of bin would be useful in more remote locations where operatives have to drive a considerable distance to get to a particular bin, so that the frequency of emptying these bins could be reduced.
116. Similarly the service in Exeter City Council had also considered the using these bins but decided not to introduce them as the team had sufficient capacity within the city centre area. The use of the 240 litre bins used in the city centre has been able to meet the demand, this is alongside having sufficient number of litter picking operatives servicing the city centre.
117. **Glasgow City Council** reports that it is renewing its bins in the city centre. They are doing away with pole-mounted bins and increasing the capacity of free standing bins, thus reducing the total number across the city. The authority is currently running a three to four month trial of compactor bins from a number of various companies providing this technology. It is anticipated that in adopting this new technology the service can reduce frequency of emptying the bins. So far, the results of the initial trial have shown that some bins do not need to be emptied at the end of the day.
118. Outside the city centre, the authority has also changed all the free standing bins. They have replaced the 180 litre bins to the larger 360 litre wheeled bins

and installed them with sensors. The sensors will report to the service and operatives when the bins need to be emptied.

119. The service also makes use of litter bins that separate recyclables, for example, metals, plastics and general waste. So far, the authority has found that the response from the public has been very poor, as its users are not putting the right type of waste in the specified bin compartment.
120. As a result of adopting the larger bins with the sensor technology, the service has been able to extend the area that the operatives cover as they are not forced into staying in one area. The service also believes that in using this technology they have been able to address the concerns of elected Members that the pole-mounted bins are often full and overflowing.

New Street Cleansing Technology

121. In the last 18 months Exeter City Council has invested in a 'Glutton' cleansing equipment as a key tool used by their cleansing operatives. This equipment is described by its manufacturer as an urban and industrial vacuum cleaner that saves time, makes work more comfortable, reduces effort, and improves health and safety. So far, the service has had positive feedback from staff saying that this was *"easy to maintain, it's quiet, it's not dusty, and it is quite impactful and this thing hoovers up all the detritus, all the litter"*. The service has trialled and procured one machine at £18,000 and is looking to procure another. There has been no public feedback on the impact of the machine and the service cites that the number of complaints has dropped following the introduction of the equipment. The service also believes that the use of this equipment has made a significant difference in street cleanliness in the city. A picture of the 'Glutton' vacuum cleaner is shown in **Image 4** below:

Image 4 – The Glutton Vacuum Cleaner



Dealing with Dog Fouling

122. The Council is currently undertaking consultation on the proposed Public Space Protection Order for the Control of Dogs. The consultation closed on 22nd October 2018. Following the consultation process, the service area and Cabinet will make a decision on how the local authority will progress with this proposal.
123. In addressing dog fouling issues the Council's Community Development Coordinator is looking to adopt the Green Dog Walker Campaign. The Green Dog Walkers initiative was started by the Community Green Initiative of in partnership with Falkirk Council Litter Strategy Team. This scheme has been adopted by over 40 councils across the country. The scheme is regarded as a proven, non-confrontational and friendly way to change attitudes about dog fouling and encourages responsible dog ownership. This scheme emphasises the need for dog walkers to pick up after their dog has fouled and keep them under control.
124. Members of the general public are encouraged to sign up to be part of the Green Dog Walkers scheme. It is expected that individuals who sign up to this scheme will pledge to:
- Always clean up after their dog;
 - Dispose of the bag responsibly;

- Carry extra dog waste bags;
- Gladly give a bag to those without one; and,
- Be a friendly reminder to other dog walkers to clean up after their dogs.

125. In addition dog owners and walkers are also expected to:

- Ensure their dog is microchipped;
- Keep their dog under control at all times; and,
- Stay safe around farm animals and ground nesting birds.

126. Those who have signed up to the scheme in return, will receive a Green Dog Walkers badge to display on their coat or dog lead, a car window sticker and a leaflet the about the campaign. It is intended that Green Dog Walkers will serve as role models for responsible dog ownership.

127. Cardiff Council is looking to buy into the branding, promote this scheme and encourage dog owners and walkers sign up to the Green Dog Walker's pledge.

128. **Newcastle upon Tyne** - has adopted a zero tolerance policy on dog fouling as part of the enforcement process. Officers can issue Fixed Penalty Notices to offenders and it is estimated that the local authority receives a payment rate of roughly 86% on all Fixed Penalty Notices issued. The Council's website reports that in 2016/17 the City Council issued in total 3,409 Fixed Penalty Notices for offences such as littering, dog fouling and minor fly-posting. There is no specific information on how many of the Fixed Penalty Notices issued are for dog fouling offenses. The authority also took almost 800 prosecutions through the Courts for environmental offences such as fly tipping, burning waste, fly-posting and littering.

129. The Newcastle upon Tyne City Council has adopted 'The fouling of land by dogs Order 2012'. Enforcement action is taken against persons seen to contravene the Order either by prosecution or by means of a fixed penalty notice. The maximum penalty is a fine of £1,000 and the current fixed penalty is £75.

130. The local authority has invested in a new mapping technology for reporting dog fouling. As part of its service standards the service aim to respond to reports of dog fouling on pavements within 10 working days.
131. The service also receives complaints on dog fouling; however, the number of complaints has remained static for many years. Currently, the service has seven uniformed officers who could issue Fixed Penalty Notices for litter - including dog fouling. In addition to the uniformed officers, the local authority also has a Dog Warden Officer.
132. **Conwy County Borough Council** – In October 2017 the local authority's Dog Control Orders were transformed to a single Public Space Protection Order (PSPO) - as a requirement of the Anti-Social Behaviour, Crime and Policing Act 2014. The new Public Space Protection Order will last for three years, and will be reviewed after this period. The current service manager reported that the Public Space Protection Order is now in effect and has the following key provisions:
- i. The person in charge of a dog that defecates at anytime on restricted land is required to remove the faeces and must have with them the appropriate means to pick this up;
 - ii. The order identifies the spaces where dogs are excluded throughout the year. A person who is in-charge of a dog must not take a dog onto or permit a dog to enter in these specified areas. The areas specified in the Public Space Protection Order include:
 - All Fenced Children's Play Areas;
 - All Multi Use Games Areas;
 - All Tennis Courts;
 - All Skate Parks;
 - All Bowling Greens;
 - All Recreational Fields associated with Education Establishments;
 - The Playing Area of All Marked Sports Pitches.

Additionally, there were a number of areas including specific playgrounds or playing fields and football pitches that are identified in the plan that are also are off limits to dogs.

- iii. The Order provides for seasonal prohibitions on dog exclusions.

It identifies the beaches including seashore and foreshore areas of specific beaches where dogs are excluded seasonally between 1st May and 30th September.

- iv. The Order also provides that a person in charge of a dog, at any time, must put and keep the dog on a lead in the specified restricted areas. The identified restricted areas include:

- All public roads and pavements which are subject to the speed limit of 40 mph or less within the whole area of Conwy County Borough Council.
- Other areas where dogs are required to be kept on lead at all times include all cemeteries and churchyards and all Car Parks.

- v. Anyone in breach of a Public Space Protection Order could receive a fixed penalty notice. Enforcement Officers can issue a Fixed Penalty Notice (FPN) of £100 for dog fouling. The Fixed Penalty Notice is not an on the spot fine and offenders have 28 days in which to pay. There is there is no discount if the fine is paid sooner. If payment is not received within the timeframe, court proceedings will commence.

Community Engagement & Resources

133. As part of Cardiff Council's community engagement strategy the service area has appointed a Community Development Coordinator (CDC). This officer is on a fixed term contract has now been in post for the last 18 months. The role is mainly responsible for reaching out and engaging with community groups to improve poor environmental behaviours. The Community Development Coordinator holds meetings with community groups and share best practice. This Officer encourages and supports voluntary organisations on their work to improve the environment including running and coordinating community litter

picks across the city. Part of their role is to record and monitor the number of volunteer hours provided by these groups and number bags collected.

134. Although the service has designated funding for this post, this is only for fixed term basis of two years. The service is currently putting forward a growth bid to further extend the funding for the post as a result of the benefits and outcomes that this role has achieved for the service and the city as a whole. It is reported that this officer has significantly improved the service engagement with communities around Cardiff and has so far facilitated many hours of voluntary work from community organisations to improve their environment.
135. As of March 2018 this officer had facilitated and supported a total of 8,864 volunteer hours and have collected in total 9,631 bags of litter. Using the living wage figures the total hours volunteered by community organisations that have benefited the communities and the Council would be valued at £75,985.

Volunteer Organisations

136. The Community Development Coordinator works with various community organisations such as Keep Roath Tidy, residents associations, primary and secondary schools in Cardiff. The Community Development Coordinator has also developed a close working relationship with Keep Wales Tidy. This relationship has made it easier to distribute and promote campaign material intended to raise public awareness and encourage the use of litter bins.
137. The Community Development Coordinator also introduced the “Love Where you Live Cards” that residents can sign up for. These cards work in the same way as library cards wherein residents can use the card to take out some litter picking equipment. Through this system, residents can have access to litter picking and return this for future use. So far, the initiative has been introduced in most of the libraries and hubs throughout Cardiff.
138. The work of the Community Development Coordinator had highlighted the need for the service to support community based environmental improvement initiatives and how tapping into this community resource (in view of shrinking

public sector resources) can make significant improvement in the local environment.

139. As part of community engagement work the Community Development Coordinator has also facilitated the introduction of community street planters in 26 various locations in Cardiff. This initiative has enabled the service to engage with more people in their communities. Based on feedback from residents involved in this initiative, this has contributed to the reduction of litter and fly tipping in the areas and residents have become more positive about the areas in which they live. It has also provided the communities with an opportunity to come together, get to know their neighbours better and manage the designated space.
140. The Cardiff Community Development coordinator also works collaboratively with the Cardiff Blitz Team and supports the work they deliver around street cleansing and making improvements on the overall street environment. This includes deep cleaning of streets, painting of benches and bollards, clearing of gulleys and areas that litter pickers are not able to deal with in their regular litter rounds.

Lack or Limited Resources for Community Engagement

141. The service manager at Newport City Council recognises that communication with residents is key to changing individual behaviours on litter and related issues. The manager believes that various methods should be explored in communicating existing regulations and the consequences of violating these. He sees that the distribution or dissemination of campaign material can be built into the schedule of work of on street cleansing operatives.
142. As part of its engagement strategy the service is looking into providing free dog waste bags and stubby pouches for disposal of cigarette butts that could be made available in public libraries – this could be paid for from enforcement proceeds. He believes it will be good public relations for the local authority when the public can see how income from enforcement benefits the public.

143. The team does not have dedicated resources for community engagement – this includes staffing. The service does not undertake periodical surveys or consultation to seek the general public view on the effectiveness of its services.
144. Just like Cardiff, Newport City Council also actively engages with local volunteer picking groups. The team encourages community organisations to support litter picking in those areas that are not necessarily a part of the public highway.
145. The service in Exeter City Council does not have a dedicated budget for community engagement but can access existing corporate resources to distribute information or campaign material on their work around dealing with litter and fly tipping. The local authority periodically produces a corporate newspaper called the “Exeter Citizen” that various council services make use of to distribute information and educational campaign material. The service does not have an allocated space in this publication but can negotiate with the communications team when need arises.
146. Similarly, the service in Conwy County Borough Council does not have a specific budget for community engagement but has officers who could provide information and engage with the public in libraries as and when requested. Community engagement is undertaken using existing resources and budget. Conwy County Borough Council additionally works in partnership with Keep Wales Tidy to provide support disseminating education and campaign material in the area.
147. As part of its strategy in tackling dog fouling, the Council launched “Keep it Clean - No Messing” campaign. This aims to reinforce the law and seeks support from residents to play their part in preventing persistent fouling from affecting communities. Residents are encouraged by the message – ‘DON'T STAND FOR IT’. They are encouraged to report offenders via a free phone number. **Image 5** (below) shows a copy of the reporting message circulated by Conwy County Borough Council.

Image 5 - Conwy County Borough Council - 'DON'T STAND FOR IT'



148. As a part of its campaign the local authority is targeting dog fouling hot spots areas by putting up signage and sending out letters to residents to encourage them to report offenders. Conwy County Borough Council vehicles also display signage with a dedicated telephone number and email address so that members of the public can contact the Council in confidence to report offenders.
149. Before to contracting out the enforcement of litter, dog fouling, smoking related litter, etc.. to an external service provider Conwy County Borough Council invested resources in engaging with the community – this included details of how they would implement the new waste enforcement strategy. As a part its community engagement the service also provides a free roll of dog poo bags to the public that can be picked up form libraries or shops. The service also gives out free stubby pouches that people can use to put out cigarettes and to dispose of chewing gum.
150. **Newcastle City Council** currently maintains a dedicated staff for engagement activities and to raise public awareness on litter related issues. The service previously had a staff team that had responsibility for community engagement, behaviour change and schools engagement. This team has now been reduce to just one member of staff.

151. The service in Newcastle also makes use of various social media methods, for example, Facebook and Twitter to disseminate messages about penalties for fly tipping offences. The service posted details on Facebook about crushing of vans used for fly tipping. The service believes publicising this will serve as a deterrent to potential fly tippers.
152. In raising awareness and engagement with local communities the service believes that it is important to take into account the socio economic conditions of the communities that they are targeting - in particular the ethnic composition of the communities. Their experience so far has shown that in areas characterised by a large migrant communities, more work needs to be invested in raising the communities awareness of existing service, waste disposal systems and in raising awareness on how the service can best offer support.
153. **Glasgow City Council** – Community engagement on litter, dog fouling, graffiti and other issues affecting the environment is undertaken as part the work of the Neighbourhood Improvement and Enforcement Service (NIES) – this falls within the remit of Community Safety Glasgow. The team's work is regarded as central to making Glasgow a cleaner place for people to work, for children to play and for everyone to visit.
154. The NIES works with individuals, residents' groups, schools and businesses. It educates and encourages them to take an active role in addressing local neighbourhood environmental issues. The service undertakes community clean-ups to enhance open spaces and supports activities that improve the environment – which they hope will result in a reduction of antisocial behaviour. NIES Officers regularly visit schools and community groups around the city to talk about keeping Glasgow clean, as well as providing equipment and support for clean-ups. The service also runs a Neighbourhood Improvement Volunteer (NIV) programme for groups and individuals interested in improving their local environment.

155. The NIES runs a scheme that encourages people to become a Neighbourhood Improvement Volunteer (NIV) and supports the work of the service. The scheme began in 2007 as a part of the Clean Glasgow campaign. It has played a central role in bringing services and communities closer together. The Clean Glasgow NIV scheme encourages and supports residents eager to play an active role in tackling environmental problems within their communities so that they can help to improve their local environment, making it cleaner and safer for everyone.
156. NIVs take part in a range of activities to enhance their local environment; this includes monitoring the cleanliness of their local streets, litter picking and reporting environmental problems. The service provides the NIVs with contact details that allow them to tap into the service and get a quick response for issues that they raise. They receive support from our Neighbourhood Improvement and Enforcement Service (NIES) who supply tools, liaise with other services and participate in clean-ups.
157. The benefits to the community have been summarised by an NIV volunteer who said:
- "I love my community but things like litter, dog fouling and fly tipping frustrate me and being a NIV provides me with a number of excellent resources to get things done about it. I can phone up and report stuff and it gets dealt with, it's a great help. It has allowed the residents and community to be empowered to take action on these issues. Rather than just moaning about it they can actually get it dealt with".*
158. **Manchester City Council** – A report to the Cabinet dated October 2018 states that the city has a £200,000 campaigns budget for street cleansing and waste collection. The service is working with Keep Britain Tidy to engage with and raise awareness on these issues. This year in partnership with Keep Britain Tidy the service has developed a campaign titled 'Keep Manchester Tidy'. The overarching campaign encourages residents, businesses and visitors to do their bit and deliver interventions for the various types of litter issues experienced across the City.

Monitoring Public Perceptions

159. **Newport City Council** does not have dedicated resources to undertake periodical or a regular structured consultation to seek public opinion views around the effectiveness of service delivery.
160. In the past **Manchester City Council** had undertaken a periodical resident telephone surveys to measure resident perceptions and their satisfaction of condition of public spaces and land. More specifically, the survey measured resident perceptions of litter lying around and their satisfaction with the local area, parks and open spaces. The resident telephone survey came to an end in 2016. Currently resident perceptions and feedback are sought via an on-line survey of the public in the new “Our Manchester”.
161. **Exeter City Council** – does not currently have a structured approach or arrangements for seeking community feedback on service provision. Using the Council’s Facebook and social media connections, the service is able to get some feedback from the public.

Resources for Undertaking Community Engagement

162. **Glasgow Engagement & Enforcement** - Taking over from Clean Glasgow the Environmental Task Force is focused on improving and making the best use of the Council’s environmental services and those of its partners. It focuses service delivery on a local level.
163. The Environment Task Force model sees the 23 city wards grouped into four Task Force Cycles. An Environment Task Force team will arrive in a ward each week and work on that area before starting again in a new ward the following week. A typical Environmental Task Force team comprises of specialist units who will focus on graffiti removal, improving roads, dog fouling, community payback and littering.
164. The Environmental Task Force aims to revolutionise the way the city is maintained and gives the public the opportunity to make its voice heard through Facebook and Twitter. This means that real time information from the

public can be gathered at a state of the art command centre in Bridgeton with 30 rapid response teams dispatched to tackle the issues as quickly as possible. The following problems can be reported to the Environmental Task Force:

- Litter;
- Dog Fouling;
- Graffiti;
- Fly posting;
- Fly Tipping (illegally dumping waste).

165. As part of the programme a major recruitment drive will take place which will see unemployed people of all ages from across the city trained up as Environmental Task Force officers.

Publication of Service Standards

166. Street Cleansing services in most of the local authorities who responded to the survey indicated that they publicise their service standards. Most publicise these via the Councils' website. The services in Newcastle upon Tyne and Glasgow go further by publicising these more widely using various means including using the social media.

Target Time for Rectifying Complaints

167. In dealing with complaints relating to the service, most local authorities who responded to the survey stated that their target time for rectifying complaints is around five working days. In Newport City Council, however, the target time for the service depends on the nature of the complaint and whether the complaint is justified. For glass/needles, dog fouling and offensive graffiti, the service aims to attend to it, dog fouling within 24 hours. If a complaint comes in about the cleanliness of a particular street, and that the street is still a LEAMS pass, the service will not attend until the next scheduled cleanse. During "leafing" season, the service prioritises complaints in areas with the most amount of footfall due to potential slip hazards of the leaves.

Partnership Working

➤ Strategic Partnerships

168. The service in **Glasgow City Council** works collaboratively with Community Safety Glasgow to deliver enforcement around litter, dog fouling and fly tipping. This is a partnership arrangement between Police Scotland and Glasgow City Council that aims to prevent crime, tackle antisocial behaviour and promote community safety. This partnership also works with a broad range of agencies including Scottish Fire and Rescue Service, NHS Greater Glasgow and Clyde, as well as a wide range of third sector organisations across the City. This working arrangement allows the local authority and its partners to adopt a coordinated approach in dealing with crime prevention, antisocial behaviours and various community safety issues.
169. As part of the work of Community Safety Glasgow, the existing street cleansing team is able to tap into the resources available from the “Community Payback Scheme”. Individuals who fall under this scheme and have been sentenced to do community service are able to support the local authority’s environmental improvement by undertaking unpaid work. This could involve cleaning and other neighbourhood environmental improvement tasks such as litter picking, cutting back hedges, cleaning out open spaces etc..

Business Improvement District - BIDS

170. **Cardiff Council** is working in partnership with the local Business Improvement District (BID) group “For Cardiff” to improve street cleansing within the city centre. The BID funds additional street cleansing resources to deliver additional service, for example, seven day a week street washing. They are currently funding two teams to undertake street washing especially after big events in the city centre.
171. The service in **Newcastle upon Tyne** also works with the BID in the area to support the work in maintaining street cleanliness and litter. The BID provides resources to clean the doorways of businesses in the BID area as well as bid

area, and to clean bits of private land. The work funded by the BID includes litter picking and graffiti removal - over and above what the litter authority and highway authority would ordinarily do.

Additional Resources for Seasonal & Periodical Demands

172. During major events the street cleansing services from **Cardiff Council** and **Newport City Council** charge event organisers for the cost of street cleansing. The service in Cardiff reports that they offer competitive pricing on street cleansing services to organisers of major events to bring in additional revenue. In Newport, the service charges made on these occasions are “kept to a minimum” so that organisers are not put off from hosting events in the city as this brings in additional revenue for local businesses.
173. Similarly, **Exeter City Council** charge event organisers for additional cost of street cleansing following large events or festivals.
174. Exeter City Council also has partnership arrangements with Exeter University called “students on the move” - where the university provides some funding for the local authority to collect the rubbish and waste material that students want to dispose of at the end of the term. During these periods students put stickers on items and materials that they want disposed. The stickers help Council waste collection staff to distinguish between waste that needs to be taken away and fly tipped waste.
175. The manager in **Conwy County Borough Council** believes that the current service does not need to deploy or provide more resources to meet demands as a result of seasonal changes, for example, summer and school holiday periods. As an integrated service the structure of the team allows the service to have some degree of flexibility to be able to move resource when demand for the service changes. The team in the Integrated Open Space service includes staff ground maintenance, street cleansing, highways maintenance but does not include staff in refuse and recycling. During periods when service demand is greater, for example, the summertime, staff from grounds maintenance can be moved to provide additional capacity for street cleansing or to cover holidays or backfill staff absence. In the winter when the

street cleansing team load is less demanding staff capacity can be moved to support other work, for example, gritting. The Conwy County Borough Council manager explained that:

“So we have a workforce that we distribute over the different services. Whilst individuals are employed, primarily, to undertake a job, so somebody may be paid a Grade 3 to be a street cleanser, and it’s a Grade 5 to be a gritter driver, we will just pay them the uplift when they undertake the gritter driving”.

176. **Glasgow City Council** - The service has a permanent night shift to provide street cleansing service for the night-time economy and some of the outlying areas that also have a night-time economy. Being home to two main teams, Glasgow Rangers and Glasgow Celtic, the service provides the night shift cleansing service post matches.

Enforcement Strategies

➤ In House Enforcement

177. **Cardiff Council** – the service in Cardiff continues to undertake its enforcement work using staffing within the service. The service has recently undertaken a review of the structure of its enforcement team to ensure that there is clarity on the delineation of responsibilities between staff responsible for enforcement around waste presentation, and staff who deal with enforcement issues relating to local environmental quality, for example, litter, dog fouling, chewing gum, fast food and smoking related litter. The service in Cardiff is currently exploring how its enforcement services can be expanded to provide capacity and deliver enforcement work for other public sector bodies or other local authorities and thus generating additional revenue for the service.
178. In **Newport City Council** enforcement work on litter and dog fouling is currently undertaken by staff in the community safety team. This team is based in a separate Directorate and not integrated as part of the Street Cleansing Service. The work of these enforcement Officers does not only

include litter and dog fouling, it covers a wider remit to include other antisocial behaviours.

179. The current street cleansing manager is looking into recruiting two additional staff whose responsibility will be focused on the enforcement of regulations on litter, other associated waste and dog fouling. These additional staff will sit within the street cleansing team and will not be part of the Community Safety Warden Team. In addition to their role in enforcement it is intended that this new staffing capacity would also have responsibility around raising awareness and community engagement for the service. It is intended that the recruitment of these new staff will be cost neutral to the service. The salaries of these staff will come from revenue generated from the payment of Fixed penalty Notices. By having such enforcement capacity in-house the service manager believes that the remit of the work that they undertake can be optimised to undertake public engagement, a role that externally commissioned enforcement officers are unlikely to undertake alongside their commissioned enforcement duties.
180. The manager in Newport outlined his concerns on having external providers undertaking enforcement for the local authority. He is concerned that external enforcement operatives could be driven by incentives and bonuses in issuing Fixed Penalty Notices and could operate by targeting specific groups and vulnerable individuals.
181. He is also concerned that there is a perception that work undertaken by outsourced enforcement companies does not make any real significant impact on litter on the street. He cited that in some areas the vast majority of Fixed Penalty Notices issued are on smoking related litter. There is perception that external enforcement officers often just target smokers.
182. He felt that by using an external enforcement company there is a risk that the approach that they take could inflict reputational damage to the local authority, for example, inappropriate targeting of potential offenders can lead to “bad publicity” where the local authority can be perceived to be making use of its enforcement capabilities as an income generating stream.

183. In dealing with fast food litter, the manager in Newport is also looking to use powers to issue Community Protection Notices on fast food establishments who do not proactively deal with and control litter from their establishment. The Community Protection Notices will allow the local authority to issue a fine to a maximum of £150 on a daily basis if the establishment fails to comply with the community protection order.
184. The Newport manager also believes that it is important that the public is made aware of how the income from the Fixed Penalty Notices is used by the service and local authority. In Newport, the income that had been generated from payment of Fixed Penalty Notices has been used to purchase an additional 20 litter bins in the city.
185. In **Newcastle upon Tyne** the enforcement of litter regulations is provided in house. So far, they have an 86% litter penalty payment rate. In the last year, enforcement staff issued a total of 3,095 litter tickets at £75.00 which provided a revenue of £232,000. With this revenue the enforcement team is paying for its own operational costs.

Outsourced Enforcement

186. **Exeter City Council** is currently conducting a twelve-month trial of an Fixed Penalty Notice scheme for litter enforcement in the city. More information can be obtained by visiting: <https://exeter.gov.uk/clean-safe-city/litter-rubbish/litter-enforcement/>. This trial came in following calls and complaints from the general public for the City Council to take action against litter offenders.
187. The company 3GS has been contracted by the Council to enforce existing regulations on general litter, cigarettes, spitting, food waste, chewing gum and dog fouling. Enforcement officers from 3GS will issue fines to those who deliberately drop litter or fail to clear up after their dogs. These officers are uniformed and badged and will target areas where there have been problems with litter and dog fouling in the past. Offenders will be issued with a Fixed Penalty Notice and fined £100 – this can be reduced to £75 for littering or £60 for dog fouling, if paid within 14 days. Offenders that do not pay within the 28-

day period will be taken to Magistrates Court and dealt with by the court process.

188. The outsourcing of enforcement will cost Exeter City Council nothing. The fines will go to cover the cost of the 3GS enforcement officers and then shared with the local authority. Revenue that is generated after costs will be returned to the Council and spent on sustaining the Council's street cleansing services.
189. It was reported that during its first month of operation in August 2018 a total 224 Fixed Penalty Notices were issued. Of the 224 issued 129 have already been paid. Anyone fined could make immediate payment via the enforcement company's mobile phone app. No payment via either cash or card could be made to the enforcement officers.
190. Conwy Borough Council had previously contracted out enforcement action on litter and dog fouling to the external provider Kingdom. This service was contracted by the local authority as this was regarded as a cheap option for delivering enforcement action. There was no cost to the service and it generated a substantial level of revenue for the authority. The external provider had four enforcement officers covering the local authority area.
191. The contract with Kingdom provides that a percentage of the income from fines collected will go to the contracted service provider and the remainder goes to the local authority. The fine was set at £70 with £40 going to Kingdom and £30 going to Conwy Borough Council.
192. In the summer of 2018 Kingdom withdrew their services from the contract, this was mainly as a result of the large social media outcry from various pressure groups on the enforcement of dog exclusion zones. Future enforcement options are now being reviewed through a scrutiny task & finish exercise – currently being delivered by the Place Scrutiny Committee. Options being considered include working with all of the other North Wales authorities to create a large and consistent in house service. They are also looking at

employing a third party litter enforcement service on a fixed fee basis – although there would be a cost for delivering such a service.

193. Conwy – working with Kingdom did raise public awareness around litter offences.
194. There was a lot of resistance, challenges, appeals and complaints from pressure groups around the use and enforcement of Fixed Penalty Notices. Kingdom's contract was due for renewal in the summer of 2018 and with consideration of the provisions added to the new contract, the provider deemed that it was not economically viable to continue on providing the service. Kingdom withdrew from the contract providing a month's notice to the local authority.
195. Currently the authority does not have authorised officers or contracted service providers to undertake enforcement action on dog fouling or littering. As a result the service has seen a significant increase in instances of reported dog fouling and of littering.
196. To determine the future enforcement approach and actions that the local authority will use the service is undertaking a task & finish exercise with the Place Scrutiny Committee so that Members and Officers can explore and consider various options on how they want to deliver this part of the service. As part of the task & finish exercise the service will be exploring the feasibility of adopting a regional approach and strategy on enforcement on these issues. It is envisaged that the six local authorities in North Wales will sign up to a shared and consistent approach on enforcement.
197. The task & finish exercise is considering various options for enforcement, including creating an in-house team of uniformed street wardens to undertake enforcement action on various issues. This option will enable the local authority to maintain a visible and internally funded service. This service will not be target or income driven; however, as an internally funded service this would require a significant budget outlay for the local authority.

198. Another option is to contract the services of another external service provider. Various contractual specifications could be explored by the authority. This could include an arrangement where fees paid to the service provider could be on a fixed fee basis – i.e. based on a number of hours of patrolling as opposed to target driven to prevent any negative perceptions that the scheme is a revenue generating opportunity.
199. The experience of contracting out the service has enabled the local authority to issue and collect more fines and achieve very high prosecution rates at very little or cost. The use of the external enforcement agency has also raised the public's awareness of enforcement actions and this has served as a deterrent for littering offenses.
200. The current task and finish is also reviewing the charge for the Fixed Penalty Notice. The local authority is exploring the feasibility of increasing the fines from £70 up to £150. As the external provider receives a fixed fee of £40.00 the increased difference would mean higher revenue for the local authority. The income that will be generated from enforcement will form part of the ring-fenced budget for regulatory enforcement. This can be used to support operational work on areas covered by regulatory team to include food standards, noise pollution and any other environmental enforcement activity.
201. As stated previously in this report Exeter City Council recently appointed a private company to undertake litter enforcement – the contract started in August 2018. Their enforcement work does include dog fouling because this issue is not covered under the anti-social behaviour order for the city.
202. Due to budget pressures the local authority opted to contract out the enforcement to an external company. This service provider maintains their own staff, has responsibility of issuing fixed penalty notices and takes people to court if they do not pay. This arrangement is deemed beneficial as enforcement action is delivered at no cost to the local authority.
203. The private enforcement company has been contracted on a one-year trial. At the point of gathering this information the local authority had not received any

negative feedback or “public backlash” as a result of the arrangement. The service currently has two enforcement officers who go out into the city to carry out enforcement activities - this could be increased to three officers. During August the enforcement officers issued more than 200 Fixed Penalty Notice.

204. Glasgow City Council - the enforcement of litter and dog fouling regulations is undertaken by Community Safety Glasgow. This is a partnership between Police Scotland and Glasgow City Council that aims to prevent crime, tackle antisocial behaviour and promote community safety within the Greater Glasgow area. This unique multi-agency approach has been developed to help tackle antisocial behaviour in communities; this includes reducing environmental offences such as littering, dog fouling or graffiti.
205. Under Community Safety Glasgow, the Community Enforcement Officers carry out highly visible, uniformed patrols across the city. Apart from enforcing Glasgow’s litter and dog fouling regulations through fixed penalty notices, these officers are also responsible for recording incidents of environmental crime and antisocial behaviour within communities.
206. Additionally the team is also responsible for operating Community Safety Glasgow’s CCTV vans, which act as a deterrent to antisocial behaviour. They pass on information to the Police Intelligence Office to provide evidence for prosecution.

Contracting Out of Services - Litter & Street Cleansing Services

➤ Background & Rationale for this Arrangement

207. In the past Manchester City Council’s street cleansing service was delivered as an in-house service. This included cleaning all streets on a frequency of every three weeks. The feedback on this arrangement revealed that crews regularly failed to visit all areas due for cleansing – this meant that some parts of the city were not cleansed on a regular basis. The Council did not have a monitoring system in place, standards achieved were inconsistent and perceptions of environmental quality in parts of the City were low. There was

very limited management information available on the effectiveness of the service with only service requests actually being captured.

208. Following an Executive decision in April 2014 the street cleansing service was contracted out to Biffa (already delivering waste collection service for the local authority) based on a competitive procurement process. Executive decided that street cleansing and waste collection services should be delivered through a single service contract model with the aim improving service delivery, increasing levels of recycling and at a lower cost.
209. With this contract Biffa has taken the responsibility for providing waste collection and street cleansing services. The contractor is required to provide services to an agreed standard and within a set service level agreement. The grounds maintenance service was not included in the tendered waste and street cleansing contract, along with some land types that form a part of the corporate estate and open green space network. It is reported that the outsourcing of these services has resulted in £1.6m savings.
210. **Delivery Structure** - The City Council manages the Biffa contract through a Strategic Board with representatives from Biffa and the Council including, the Executive Member, the Deputy Chief Executive and the Chief Operating Officer.
211. A Contract Monitoring Officer has also been appointed to monitor BIFFA's performance in meeting the requirements and standards outlined in the service level agreement.
212. The delivery of these services through a single contract led to a number of improvements including routine evening & weekend cleansing and bank holiday services.
213. Following concerns raised by officers in February 2017 about the standard of street cleansing Biffa enacted a Service Improvement plan – this concluded in November 2017.

214. **Performance Management & Service Improvement** - A key provision of the contract with BIFFA is that responsibility for day-to-day management and performance measurement lies with the Contractor. The contract specification for street cleansing is output based and sets cleansing standards for different land types based on a grading system and agreed standards of street cleanliness. These standards are described in the UK Code of Practice for Litter and Refuse (COPLAR).
215. Keep Britain Tidy provided the training on how to undertake surveys that use this methodology; it was provided to council officers and BIFFA staff. BIFFA is required to demonstrate that they are measuring performance and meeting the service standards set in the contract.
216. As part of the contract BIFFA is required to deliver to standards agreed as part of the service level agreement to a grade B or higher. Where standards are not met they are required to rectify the issue within a specified number of days. The rectification period is dependent on land type. For example, two working days for arterial roads and the city centre and five working days for residential areas. Where they do not address the complaints, there are contractual penalties and improvement measures that have to be put in place.
217. Biffa is responsible for resourcing and planning a schedule of work that can provide and maintain the cleansing standards required. The contract specification does not define the method that should be employed to achieve the required standard of cleansing, nor does it define a frequency of service required.
218. The local authority's Contract Monitoring Officer is responsible for assessing the standard of cleansing and quality of services provided by BIFFA. Street cleansing inspections are undertaken across the city on a random basis and without prior knowledge of the contractor. As and when problems are found, remediation requests are submitted to BIFFA for action. If these remediation requests are not completed within a set timescale, the 'fault' will be recorded. If BIFFA's performance does not meet the key performance indicators targets then financial penalties are incurred.

219. The Contract Monitoring Officer also monitors the number of 'Original Jobs Not Done' that are logged as a result of service requests. Reports of 'Original Jobs Not Done' are used as measure to provide assurance that BIFFA is actioning service requests – not simply closing them as complete. The Contract Monitoring Officer also undertakes checks involving a sample of service requests to ensure they have been completed satisfactorily. In 2017/18 a monthly average of 4.5% of jobs were reported as 'Original Jobs Not Done' by customers. This improved to 2.6% in 2018/19.
220. The increasing footfall in the city centre provides a challenge for BIFFA in maintaining the level of cleanliness B+ that is required. The Contract Monitoring Officer's assurance inspections have shown a steady reduction in the number of streets being graded at B+ since February 2018 – which is also reflected in BIFFA's inspections.
221. BIFFA has identified that growth in City Centre footfall since the contract was let has had a significant impact on street cleansing. They now have to cleanse high footfall areas more often. The local authority's analysis confirm and found that since the contract was let footfall in the City Centre had increased by 16% - this was due to population growth; there had been a 15% increase in jobs and increasing visitor numbers to the City. An increase in street cleansing issues attributable to rough sleepers has also resulted in an increase in request for the service.
222. As part of the service standard, the local authority requires from BIFFA that no litter bins should ever be full and that bins should be well maintained. The perceptions of the litter bin collection system employed by Biffa is low – concerns are regularly raised by elected members and officers that bins are regularly overflowing and not maintained to the expected standard. BIFFA's performance on bin collection frequency and bin conditions is also monitored by the Contract Monitoring Officer via spot checks and data collected from CRM.

Enforcement Challenges

223. Newport recognises the impact of seasonal variation on enforcement of litter and dog fouling offences. The Newport manager believes that if someone knows that they are being watched then they are less likely to drop litter or allow their dog to foul. He also suggested that enforcement against dog fouling during winter and autumn months is not particularly effective as offenders are difficult to catch. DNA testing of dog fouling is regarded as a costly alternative for enforcement and prosecutions. The Newport community safety team issued 300 Fixed Penalty Notices for litter last year, but only two for dog fouling.
224. Newcastle upon Tyne believes that increasing the number of Fixed Penalty Notices issued can be perceived negatively by the public. There is a view from the public that the local authority is making use of Fixed Penalty Notices as a revenue making scheme.

➤ Challenges in Dealing with Litter & Related issues

225. Cardiff Council's service manager believes demographic changes and the associated increasing in demand are key challenges that the service has to manage. Additionally, the current austerity measures have created a significant challenge for the service in its ability to procure and adopt innovative technology that will enable efficiencies in service delivery.
226. The service manager also believes that encouraging behavioural change towards positive environmental action and managing the public's expectations are some of the key challenges that service has to deal with in the long term.
227. Newport City Council – a key challenge to the team is dealing with the aftermath of the increasing night time economy. This poses a significant demand to street cleansing resources on weekend mornings. Mechanical sweeping in the city centre is often hampered by illegally parked cars, which in turn increases the time required to clean properly.

228. Another key challenge for the team is in dealing with needles. Currently the street cleansing team are picking up close to 100 needles a day. The service area is in the process of identifying and mapping out these hotspots so that information can be shared with partner agencies to support outreach work on the drugs issue. The service is exploring the possibility of trialling litter bins specifically for needles in the hotspot areas.
229. Another key challenge for the service is in encouraging behavioural change and positive environmental action for young people between the age 14 and 18. As enforcement action cannot be undertaken against young people the service has to explore effective ways of encouraging positive environmental behaviours from this group.
230. The current manager also believes that the local authority can further develop its campaigns, education and promotional material on litter, dog fouling and other litter related issues. He believes that educational and promotional materials need to be more engaging and not “boring” so that these messages are able to challenge and encourage the public to respond positively. He is currently looking to make use of more impactful and graphic messages on litter, fly tipping and dog fouling issues.

Arrangements for Managing & Monitoring Fly Tipping

➤ Resources & Management of Fly Tipping Incidents

231. Cardiff Council is now making use of a fly tipping app to facilitate the reporting and recording fly tipping incidents in the city. The information collected from this app enables the service to identify and map out fly tipping hotspots. This data is also used to inform the ward based action plans on cleansing. This enables the service to determine the level of resource that needs to be deployed in each ward.
232. Recently the service has introduced a higher charge of £400 for fly tipping Fixed Penalty Notices.
233. The service in Cardiff has issued press releases, issued promotional material to publicise the “duty of care” on fly tipping and highlighted the increase in

penalties for fly tipping offences. In particular Cardiff is raising the public's awareness on the need to check that waste collectors have a waste carrier licence; to ensure they understand how the waste will be disposed of and to request evidence of their waste transfer note.

- 234. Since the adoption of the new Fixed Penalty Notice charges in the last two months, Cardiff Council has already issued 27 Fixed Penalty Notices for fly tipping.
- 235. Newcastle upon Tyne City Council - the service is currently making use of 25 overt surveillance cameras. These are mainly located in back lanes to monitor fly tipping activities. A key challenge in using surveillance cameras is preventing the theft of the equipment.
- 236. Exeter City Council - the fly tipping enforcement staff are a part of the Environmental Health team. The teams make use of fly tipping reporting and tracking software called FIRMSTEP. This system enables the public to attach photos and other information that would be useful for enforcement and prosecution. The reporting form can be accessed via the Council's website and also via mobile phones. The use of this system is not limited to fly tipped waste and can be used for the reporting of graffiti.
- 237. Enforcement action on fly tipping is only a very small part of the remit of staff in the Environmental Health Team. There are only two members of staff that deal with nuisance issues, i.e. antisocial behaviour and public health nuisance. Dealing with fly tipping is only a small part of their work.
- 238. The team is able to make use of the CCTV resources that support the work of the Community Safety Partnership Group. The equipment is mainly used for work around community safety and is not solely intended for surveillance and monitoring of fly tipping activity.
- 239. Glasgow City Council – like Exeter City Council, staff dealing with fly tipping are based with the Community Safety Team. They are able to make use of existing cameras deployed throughout the city, for example, permanent fixed cameras and mobile cameras on vehicles that are used by patrol officers.

These cameras record and monitor a wide range of antisocial behaviour, including fly tipping. The service works with Housing Associations that have CCTV in the area to obtain evidence of fly tipping incidents.

240. As a preventative measure against fly tipping, the local authority provides a free, no charge, bulk uplift service for all residents. Landlords in flatted properties are also allowed to bring in bulk waste to the councils depot and dispose of these free of charge.
241. The service in Glasgow has also invested in providing staff in neighbourhood teams with smart phone technology. The neighbourhood team has one member of staff per ward (one for each of the 21 Wards) that is continuously patrolling the ward area. The telephones are equipped with apps that can be used to report fly tipping incidents and dog fouling. This allows real time information to be sent to the service and resources can then be deployed to deal with issues immediately. The neighbourhood team also has a dedicated vehicle that can respond to these reported incidents so that fly tipped waste can be cleared immediately. So far, this arrangement has enabled the team to clear fly tipped waste quickly.
242. Conwy County Borough Council – the manager of the service was concerned over the potential impact of the four weekly residual waste bin collection service on fly tipping. The service is looking into how they can effectively deal with such incidents via enforcement action and education.
243. To support the work in dealing with fly tipping the local authority has trained its street cleansing response team in dealing with low level fly tipped waste - including collecting and handling evidence. The teams do not need to wait for authorised officers to go through the fly tipped waste. The Street Cleanse Response Team is able to go through the bags and to extract evidence – for example, letters, envelopes or prescriptions that provide details of contact information. The operatives also have to produce a statement based on what they have found, where they found it and if it can be used as evidence should it progress to court.

244. This arrangement enables the local authority to immediately deal with low level fly tipped waste. This saves time so that instead of waiting for fly tipping enforcement officers to go through the waste, this initial task of evidence gathering has already been progressed by the street cleansing workforce.

➤ **Challenges in Dealing with Fly Tipping**

245. The manager in Exeter City Council believes that a key challenge for the service in dealing with fly tipping is the “continuity of evidence”. In most cases, the service area does not have the required type of evidence to enable them to identify and prosecute offenders. Generally, members of the public prefer to report such incidents anonymously.
246. The service in Newport City Council is faced with the same challenge as Exeter City Council. The local authority struggles to take fly tipping prosecutions forward due to lack of evidence. They believe that offenders are now “very data aware” and ensure that no identifying information is disposed of with the fly tipped waste. In gathering evidence, most members of the general public are often unwilling to come forward and provide witness statements.
247. The team in Newport works closely with Fly Tipping Action Wales and undertakes multi-agency operations with Gwent Police. They would periodically undertake stop and search exercise checking waste carrier licences. These stop and search exercise happen three or four times a year.
248. They also make use of surveillance cameras for evidence collection and to serve as a deterrent. In areas where these visible cameras have been placed there has been a reduction in fly tipped waste.
249. Newport City Council has introduced a higher fine of £400 on fly tipping Fixed Penalty Notices issued. It is anticipated that this would generate extra revenue for the enforcement team.
250. Newcastle upon Tyne – one of the biggest challenges that the service has to deal with is in prosecuting registered waste carriers that do not operate

legitimately and resort to fly tipping. They charge residents a small fee to pick up waste and unscrupulously dump this illegally instead of going through waste processing. Some unscrupulous waste carriers in the area use falsely registered vehicles with fake number plates that are difficult to trace.

251. The local authority has publicised the “duty of care” which means that many local residents are now aware of their responsibilities around the disposal of waste. Household owners are not always able to accurately verify an operators waste carrier licence – this means that they face the risk of having their waste collected and fly tipped by illegal operators. In such cases, issuing Fixed Penalty Notices based on evidence collected from fly tipped waste could result in the illegal handler not being penalised for their illegal activities. The service manager also feels that the penalties issued by the Magistrates Courts are not high enough and do not serve as deterrent to fly tipping. The service cited their experience in taking a fly tipping offender to the Magistrates Court where illegal carrier was only fined £40.00. Another example he quoted was of a reoffending individual only being fined £80. He believes that this level of fines is not high enough to deter fly tippers from re-offending.
252. The service in Newcastle upon Tyne would also like to formalise partnership working with the police around fly tipping – this follows the experience of the West Midlands Police’s working arrangement with Birmingham City Council. Birmingham City Council has a seconded police officer to deal with fly tipping – this means that all vehicles can be checked within a given period and those that are falsely registered can be removed by the authority.
253. **Table 7** (below) sets out the range of fly tipping performance indicators used by the comparator authorities to measure fly tipping.

Table 7 – Fly Tipping Key Performance Indicators

Flytipping KPIs	Local Authority
Quantities of flytipped waste by waste type	Manchester Newcastle upon Tyne Leicester

Number flytipping incidents	Manchester Newcastle upon Tyne Leicester Glasgow Belfast
Number of flytipping incidents per 100 Households	Newcastle upon Tyne Leicester
Monies spent on dealing with flytipping	Newcastle upon Tyne Leicester
Number of incidents caught on camera	Leicester
Number of enforcement actions by type	Manchester Newcastle upon Tyne Leicester Glasgow
Income from fly tipping penalties/fines per quarter or year	Manchester Newcastle upon Tyne Leicester
Reported fly-tipping cleared in 5 working days	Cardiff

Local Authority Performance Management Arrangements on Litter

➤ Recording & Monitoring of Local Authority Performance Indicators for Litter & Street Cleansing

254. **Table 8** (below) sets out the range of litter and fly tipping performance indicators used by the comparator authorities to measure litter and street cleansing issues.

Table 8 –Litter & Street Cleansing Key Performance Indicators

KPIs	Local authority
Cost of street cleansing (£ per 1000 people)	Glasgow
Cost of cleansing service per household	Leicester City Council Exeter City Council Glasgow

Percent (%) of streets that are classified or rated as B+ and above	Newport Leicester City Council Exeter City Council Glasgow
Percent of (%) of sites surveyed that fall below a grade B for cleanliness (Local Environmental Quality pro survey carried out with requisite numbers)	Leicester City Council Exeter City Council Glasgow
Percent (%) of sites surveyed that fall below grade B for cleanliness (LEQS Pro survey with reduced survey numbers)	Glasgow
LEAMS Cleanliness index score as assessed by Keep Scotland Beautiful or Keep Wales Tidy	Newport Glasgow
LEAMS Cleanliness index score from self-inspections	Newport Glasgow Cardiff Council
Percent (%) of sites surveyed which were assessed as acceptably clean by Keep Scotland Beautiful (Scotland only)	Glasgow
Resident satisfaction of local street cleanliness	Conwy Newcastle upon Tyne Glasgow
Highways of a standard of Cleanliness	Cardiff Council

255. Glasgow City Council is the comparator local authority that uses the most litter and street cleansing key performance indicators.
256. The service in Newcastle upon Tyne City Council is no longer undertaking Local Environmental Quality monitoring due to lack of staffing resources. Funding to undertake the surveys via Keep Britain Tidy was removed and they no longer monitor this indicator.

257. English local authorities have stopped collecting NI195 and reporting it to Defra; although according to web based information there are still local authorities that continue to monitor NI195. Between 2001 and 2015 Keep Britain Tidy undertook the LEQSE assessment on an annual basis on behalf of the Department for Environment, Food and Rural Affairs (Defra). The funding to continue this work was withdrawn by Defra in 2015, however, due to the interest from various stakeholders Keep Britain Tidy carried out the survey again in 2017/18.
258. The Welsh Government funds Keep Wales Tidy to assess the cleanliness of streets and public spaces in Wales. The data that is collected contributes towards the LEAMS indicator that in effect provides a street scene cleanliness assessment. Street scene refers to the appearance and condition of the 'street' and public open places. The performance indicator considers other issues, such as the presence of litter.
259. In addition to the LEAMS work undertaken by Keep Wales Tidy, local authorities such as Newport City Council and Cardiff Council confirmed that they also contribute to the LEAMS indicator in their respective areas via self-inspections. The LEAMS process records the cleanliness of a street, not the performance of the local authority cleansing staff. It is not a measure of the effectiveness of the cleansing service as cleanliness can be affected by a range of factors that are outside local authority control.
260. **Table 9** (below) provides a summary of the comparator local authorities that have a performance indicator to measure the cost of street cleansing.

Table 9 – Local Authorities with Performance Indicators for Cost of Street Cleansing

Local Authority	Monitoring Performance Indicator - Cost of Street Cleansing
Manchester	No
Newcastle upon Tyne	No
Leicester City Council	Yes

Exeter City Council	No
Cardiff	?
Newport	No
Glasgow	Yes
Belfast	No
Leicester City Council	Total staff cost as a percentage of total expenditures; Transport costs as a percentage of total expenditures; Front-line staff cost as a percentage of total staff costs; Cost of street cleansing per head of the population.
Belfast	Total % of ABCDs (what is this?); Overall street cleansing index based on a percentage of ABCDs.

261. Of the local authorities who responded to the survey only Glasgow, Belfast and Leicester City Councils indicated that they had performance indicators to monitor the cost of street cleansing.

Monitoring of Other Environmental Performance Indicators

262. **Table 10** (below) sets out a range of wider environmental performance indicators that are used by comparator local authorities.

Table 10 – Comparator Local Authorities: Other Environmental Performance Indicators

Performance Indicator	Local Authority
Percentage of street cleansing waste that is recycled	Leicester City Council Exeter City Council Newport Belfast
Number of litter offences	Manchester Newcastle Leicester Newport

	Glasgow Belfast
Number of dog fouling notices issued	Newcastle upon Tyne Leicester Newport Glasgow Belfast
Number of graffiti removal and notices issued	Manchester Newcastle upon Tyne Newport Glasgow Belfast

263. As shown on the table above there are a number of local authorities in England, for example, Newcastle upon Tyne, Manchester, Leicester and Exeter City Council who indicated in the survey that they record and monitor the performance indicators in addition to the KPI indicators required by DEFRA. Newport, Glasgow and Belfast City Councils also confirmed that they monitor additional performance indicators – these are listed above.

Volunteer Workshop – Richard Bowen, Principal Scrutiny Officer talked Members through a summary of the notes gathered at the recent Volunteer Workshop.

General Comments

- 264. The volunteers who attended the workshop on the 19th September were encouraged that 3,400 people completed the litter & fly tipping survey.
- 265. Volunteers explained that they take part because they wish to make a positive difference to the community and the local environment. They volunteer alongside colleagues at the Council and are not a resource that has come forward to replace wider Council cleansing services. They asked that the Council does not further cut services in areas such as Parks with the expectation that volunteers will make up the shortfall. If this happens then volunteers will think that they are being treated as free labour and stop freely giving their spare time.
- 266. A volunteer asked if the Council is to cut resources further and volunteer numbers fall, who will be left to pick up the rubbish?
- 267. The Council needs to get a better understanding of the amount of rubbish that volunteers pick up – during the meeting a figure was quoted regarding the number of bags of litter collected by area. According to the figures in the last year only 65 bags were collected in Whitchurch. A volunteer felt that this was a gross underestimate based on his experience alone. He felt that unless the Council is comparing actual/verified figures of numbers of bags collected, then it is very difficult to compare one area of the City against another.
- 268. A large number of the volunteers at the meeting felt that the extremely low number of prosecutions for littering and fly tipping needed to reviewed. They explained that if it is too difficult to prosecute, then the enforcement teams should be dissolved and the resources utilised elsewhere. If the Council decides to persist with these teams then it should help by making it as easy

as possible to prosecute. In particular the enforcement teams should identify a way of targeting persistent offenders.

269. Cardiff is a multi-cultural city with dozens of languages and dialects. A review of supporting / educational materials for littering and recycling should be undertaken, for example, the documents / images they hold, the languages in which these are available, etc... Some information is available on the Cardiff Council website but it assumes everyone has internet access, that they know where to look, i.e. Cardiff.gov.uk and that can read and navigate their way through English or Welsh search and menus. Hard copies in places such as mosques, temples, Eastern European shops, etc. could help. Recruiting individuals who are multi-lingual to go out and talk to people would be even better.
270. The Council and volunteers both want the same end result - a cleaner more pleasant environment in Cardiff. This will make life better for residents, encourage more people to visit the city who in turn will spend money in the local economy. This will help local businesses and individuals.

▪ **Section 1 - Benefits & Barriers to Volunteering**

Benefits to Volunteering

271. **Volunteers – Council & Community Asset** - Volunteers are a valuable asset to the Council. They delivered almost 2,000 events in 2017/18, removing approximately 9,500 bags of rubbish.
272. **Creates Pride in Local Area** – Volunteering helps to generate pride in the local area. Get to know your neighbourhood. Creating pride in the city.
273. **Feel Good Factor** – Volunteers explained that the whole experience of volunteering often gave them a positive ‘feel good factor’. Makes you feel good – achievement. Empowered – other people all wanting to help. Empowered – making a difference; well-being and mental health benefits. Sense of community spirit/pride/feeling valued.

274. **Exercise & Fitness** – Taking part in volunteering is a good form of exercise and helps people to keep fit. Litter picking, walking and moving items is a good form of exercise. Being out in the fresh air is also a positive thing in terms of fitness, much healthier than staying indoors all the time. Walking is good for constipation (side effects from medication) and so reducing colon cancer risks.
275. **Social Interaction** – Volunteering is an excellent way to socialise, get out and about and meet new people. Some groups don't just work locally, they visit a range of different places across the city and wider afield. Social networks / fresh air. Get to know people in the local community. Big social aspect, getting to know our community and making friends with fellow volunteers.
276. **Flexibility** – Volunteers are able to do as many or as few hours as possible, for example, if you work with Keep Wales Tidy you can do as much or as little as you want.
277. **People Feel Valued** – People from a very wide range of backgrounds who take part in volunteering feel valued. For example, people with mental health issues and a wide range of other conditions.

Barriers to Volunteering

278. **Travel** - You sometimes have to travel to other areas.
279. **Time Credits** - Getting more volunteers – use of the time credit system – report hours to Gareth Davies. It should be possible to get more out of this if the system was automated. A better organised time credits system could encourage more people to join in.
280. **Insurance** - Insurance is a barrier. Sometimes groups need to take out independent insurance, for example, the Whitchurch Warriors.
281. **Council Flexibility, Continuity & Consistency** - River Group pick on weekends – are Council staff always available on weekends to do things like removing litter? Independent volunteers – using green bags – have to be

taken home – stickers that Council could pick up. Turnover of Council staff. Love where you live brand has not been continued, this prevents continuity in attracting new volunteers. Council officials should be filling in forms to help groups. Communication with the Council could be improved.

282. Lack of co-ordination from Council. 'Love Where You Live' staff only available to provide support on weekdays – generally not on weekends when many litter picks take place. A volunteer was surprised that there is such a range of disparate litter picking volunteer groups across Cardiff. Whilst this is good, it raises a number of issues regarding consistency of approach and sharing best practice etc...
283. **Diversity** - Ethnic minorities – low involvement currently, for example, in Grangetown. Engaging with certain groups involves a continual slog. A comment was made that the range of volunteers taking part wasn't always diverse enough. More needs to happen to get young people involved.
284. **Information** - Not enough information going out on how to get involved with volunteering. The Keep Wales Tidy website does not make it clear how individuals can get involved with volunteering.
285. **Time** - Time is a barrier. Volunteering needs to happen when it is convenient for volunteers and not just during Council core hours.
286. **Volunteers Losing Interest** - There is a time barrier as most people work full time and are often busy at weekends. Volunteer numbers start high but then start to tail off, there seems to be a lack of ongoing interest.

Section 2 - Volunteering Perceptions

287. **Commitment & Support** - Do the volunteers feel valued? Helpful if more PCSO's and councillors attended to show commitment and support – also good to see more Council enforcement officers. Things like this would make the groups feel more valued. Run more regular workshops like this one – they allow us to input and make us feel valued. We do feel a lack of thanks from the Council.

288. **Negative Perceptions** - Asked if you are doing community service – negative perception. Some embarrassment when out at times? Community payback?
289. **Time Credits** - Time credits – only given to official groups – people would feel more valued if it was more readily operated.
290. **Volunteer Growth / Critical Mass** - Need a critical mass for litter picks to make a difference.
291. **Replacing Council Services** - The perception is that we are 'do gooders' or that we shouldn't be doing the work that is the Council's responsibility.
292. **Positive Perceptions** - Emails and thanks sent from Gareth. We feel valued by our local community and regularly get thanked for our work on our litter picks. Gareth at Keep Wales Tidy also thanks us for our continued efforts and genuinely appreciates everyone's hard work. Lorna, Community Development Coordinator has been really proactive in helping us and keeps in regular contact. Thank you for hosting the Cardiff Council's Environmental Scrutiny Committee task & finish exercise titled 'Litter & Fly Tipping in Cardiff' on the 19th September. Just another way to feel valued as a Volunteer Litter Picker from my Pentwyn ward.
293. **Source of Information** - We did feel undervalued when we were asked to provide the top 10 worst streets in Roath for a deep clean. They were not done so it felt like our feedback was a complete waste of time. We also provided feedback on certain alleys that were badly fly tipped. These alleys were then going to be named to try and help alleviate the problem. Once again we heard nothing back from the council on their project.

Section 3 – Support Provided to Volunteers

Rewarding Social Aspect & Linking Groups

294. Most groups don't celebrate picking bags while some groups do, for example, Cardiff Rivers Group. This adds a social aspect that strengthens the group.

295. Volunteering helps build connections with other people in same area, linking up other litter picking groups would only help grow connections.
296. The 'Cardiff Tidy Network' is very useful and is supported by Keep Wales Tidy and the Council. It would be good if this could be developed further.
297. There was surprise at the range of litter picking volunteer groups across Cardiff. Whilst this is good, it raised a number of issues regarding consistency of approach, sharing best practice, etc...
298. It is important to communicate the good work that volunteers undertake, this can be communicated in a number of ways including 'word of mouth', referrals, speaking to the community at PACT meetings etc.. with a complimentary 'Litter Picking Presentation' prepared for volunteers. Communication / speeches/ presentations, etc... should be unified with Cardiff Council, Keep Wales Tidy, Love Where You Live, Cardiff Rivers Group etc. There should be a consistent and branded message.
299. Explore the possibility of a 'branded uniform' and 'branded equipment.
300. Maximise the potential of social media to link the various groups, for example, via Facebook and Twitter. A volunteer closed group could be created on various social media platforms, where volunteers can come together to communicate openly and privately.
301. All groups should be encouraged to use social media platforms to promote and communicate the work of their groups, for example, Facebook pages. They should also be encouraged to link into social media platforms used by other bodies, for example, Keep Wales Tidy and the Council.
302. The volunteer workshop has certainly opened new lines of communications, a new learning experience to share and develop. Going forward all groups should be kept consistently updated around what is happening around litter picking / volunteering. Better communication to all volunteers would help reduce the order of hierarchy / increase value.

303. Volunteers highlighted the contributions made by the Community Liaison Officers (Lorna and Hayley) and Keep Wales Tidy, in particular Gareth Davies in getting community groups off the ground and undertaking litter picks. It would be good if the Council could continue and expand this type of support. Volunteering doesn't just happen. It needs someone to organise and manage.
304. A partnership approach between Cardiff council and Keep Wales Tidy is the best way of engaging more of the community.
305. Some groups have more kit than others – closer working together and sharing of equipment would benefit volunteering in Cardiff.

Multi-Agency Approach

306. To deliver better volunteering opportunities a greater multi-agency approach is required. More agencies like the Council and Keep Wales Tidy working better together with volunteers.
307. It would be more helpful if more PCSO's and councillors attended litter picking events to show commitment and support for the work delivered. It would also be good to see more Council enforcement officers at such events. Things like this would make the groups feel more valued.
308. The Keep Wales Tidy website does not make it clear on how to go about becoming a volunteer.
309. A website provided for all voluntary groups explaining what is happening where would be great, for example, quoting the names of the groups, where they are based, contact details, etc... Although overall Keep Wales Tidy do provide great support.

Strategy & Structure

310. At the meeting a question was asked about the importance of timing. Volunteers felt that it is important to plan and time work in advance of cleansing and volunteer activities, for example, ensuring that litter is collected after litter picks have finished; not cutting long grass before a litter pick takes

place; running community cleansing events at the same time as ward based blitzes.

- 311. Some volunteers felt that a better Council structure for supporting volunteers was required, for example, contact points, contact numbers, supporting litter picks out of normal Council working hours, rolling out a consistent approach to working, providing equipment and insurance, etc..
- 312. A future strategy should identify a way of getting more young people involved in volunteering.
- 313. The Keep Wales Tidy website does not provide clear instructions on how to become a volunteer.
- 314. The backbone to a successful volunteering approach / strategy should be effective communication. This should include a parent website that links to sites / Facebook pages that are run by individual groups. The website pages should explain what is happening, names of the groups, what they do, etc...
- 315. There needs to be a clearly defined and managed litter picking volunteer strategy for Cardiff – this would create much needed consistency. It should contain information on who is responsible at the Council, support that can be provided, aims and objectives, etc.. A five year strategy would be a good idea and should start to bring groups together and increase participation and the diversity of those volunteering.
- 316. Any strategy that is created should focus on informing, supporting and connecting groups.
- 317. Current cleansing contacts are very good for some groups, less so for others. A good strategy should resolve this inconsistency. For example, it could provide a definitive list of who volunteers need to contact to get litter collected.
- 318. Need to bring volunteer groups together – a standardised approach, sharing ideas / best practice and working together.

319. Create a "one stop shop" website to provide information & resources to support the aim of a "Clean Cardiff", similar to cleanphl.org for Philadelphia, USA. Create the equivalent of a Litter Cabinet, to promote effective inter-departmental collaboration.
320. Having a dedicated website with information in several languages would allow residents to know exactly where to go for the answers they need. Perhaps use the Keep Cardiff Tidy site as a starting point.

Time Credits

321. Effective use of the time credit system would be a great way of drawing in more volunteers.
322. Time credits are currently reported to Gareth Davies – would it be possible to get more out of his system by automating the process? Some volunteer groups in Cardiff currently run their own time credit systems.
323. There needs to be better organisation of time credits to encourage better engagement.
324. Several groups explained that a more consistent and transparent time credits system or other reward scheme needs to be implemented. This would go a long way to ensuring volunteers stay involved and could even help recruit new litter picking volunteers going forward.

Insurance

325. Insurance can be a barrier to setting up and running a volunteer group.
326. Some groups arrange their own insurance, other groups that are affiliated to Keep Wales Tidy are covered under the Keep Wales Tidy policy. Is there a way that the Council can work with Keep Wales Tidy to unite all volunteer groups under one umbrella insurance policy?
327. It would seem sensible to have a consistent approach to insuring volunteer groups in Cardiff.

Council Support – General

- 328. Council officers should be more involved in filling out forms to support volunteer groups.
- 329. The Council needs to create a better and more consistent structure for supporting volunteers. Could this be done alongside Keep Wales Tidy?
- 330. Could councillors be used more to promote litter picks?
- 331. The turnover of Council staff has an impact on the consistency of support and advice provided to volunteer groups. Can a system be created to stop this from happening?
- 332. Quite often independent volunteers who are filling green bags have to take them home as they cannot be collected from the site – would the Council be able to provide volunteers with stickers that indicate that the waste is from volunteer litter picks, ensuring that it is taken away.
- 333. There appears to be a lack of co-ordination across different parts of the Council when dealing with volunteer groups.
- 334. 'Love Where You Live' staff are only available to provide support on weekdays – quite often litter picks take place on the weekend when many people aren't in work.
- 335. Litter needs to be picked up at the end of an event – this needs to be better co-ordinated.
- 336. Deep cleans – more advance notice is needed of these so that they can be planned alongside local volunteer groups.
- 337. Any requests for information from volunteers should be listened too and not ignored. Ignoring advice after asking for it simply frustrates volunteers. For example, a volunteer group was asked for a list of ten spots to tackle in their ward by the Council, this was provided by the volunteer group before being

ignored by the Council who didn't clean in the areas that the volunteers had identified.

- 338. When new residents move into an area they should receive a letter from the local ward Councillors explaining about things like waste collection, cleansing services and the work of local volunteer groups.
- 339. There needs to be an agreed contact point where people can alert the Council when a collection has been completed and bags have been left.
- 340. Cleansing contacts very good for some groups, less so for others – perhaps a definite list of who we can contact to get litter collected.
- 341. More support should be provided by the Council to help raise awareness in the various groups and the work that they undertake.
- 342. The Cardiff Network is very useful and is supported by Keep Wales Tidy and the Council.
- 343. Some felt that issuing of business cards was a bit 'old school' and that more focus should be placed on modern methods of communication and digital marketing, for example, social media, emails, apps, etc..
- 344. During the workshop the number of bags collected in each ward was quoted by the Council. Volunteers felt that based on personal experience this was correct and the point was made that unless the comparison is being made with actual/verified figures of numbers of bags collected, then it is very difficult to compare one area of the City against another.
- 345. Cardiff Council does not allow volunteers to use petrol engine tools on Council land, for example, chainsaws and brush cutters. Cardiff Rivers Group believe that in certain situations, where someone is qualified, has the correct PPE and is insured then they could significantly assist in the management of the Council estate. This is something that CRG would like to discuss further to see if they can find some common ground. This they stress would be in support of Council employees and not in place of them.

Council Support – Equipment & Facilities

- 346. Hubs could be used to advertise and promote the work of community groups. Could they potentially be used to store and hand out things like litter pickers, bags, etc..
- 347. Litter pickers need better equipment – can the Council help provide this?
- 348. Suggested equipment could include - high visibility jackets, t-shirts, hand held pickers, gloves, hoops, high-vis bump / shock cap. breathable, high-vis waterproof jackets and trousers, long handle, titling dust pan for shattered glass/tiles.
- 349. Council to provide leaflets to promote work of volunteer groups and encourage more people to take part. These, along with banners could be placed in hubs, libraries, schools, etc...
- 350. Use the Council Tax bill to raise the profile of volunteering.
- 351. The Council should ensure that adequate equipment is provided to volunteer groups who undertake litter picks.
- 352. Could the Council provide a banner to each volunteer group – this could be put up when they run an event to promote who they are and what they are doing, i.e. advertise events.
- 353. Keep Wales Tidy provide good litter bags – could the Council provide decent ones?
- 354. Business cards should be provided to volunteer groups by the Council to help promote the work of the volunteers.
- 355. For Cardiff Rivers Group storage in particular is an issue. They currently use a c800 to 900 sq ft container to store their existing equipment. Is there a way that the Council can make storage facilities available to the various volunteer

groups, for example, storing at existing Council facilities? Ideally if this is possible then it should be close to where the volunteer group is based.

- 356. Could the Council consider some type of community asset transfer of storage space to properly constituted volunteer groups?
- 357. Could a 'tipping licence' be provided for Bessemer Road?
- 358. MOT support for the Cardiff Rivers Group vehicle would be useful. Could the Cardiff MOT Testing Facility at Coleridge Road provide a free or discounted MOT for the vehicle?
- 359. A first aid kit should be provided for each group.
- 360. Cardiff Rivers Group – they are looking to facilitate a second pick at a different location toward the bottom end of City Rd. They feel that it would be useful to have a storage unit in that part of the city - perhaps in Shelley Gardens.
- 361. Cardiff Rivers Group has a great working relationship with the Council and are very grateful for the help that the Council provides.

Recycling Collected Litter

- 362. Several volunteer groups felt very strongly that if they were collecting recyclable materials then they didn't want it to go into landfill. They felt that the Council weren't always recycling the material and that it was often going to landfill (incineration). If they do separate then they need assurance that it stays separate and is then recycled.
- 363. The volunteer groups need better support in separating recyclate from the general waste.
- 364. The situation regarding the recycling of litter collected by volunteers needs to be clarified and made consistent.
- 365. Why should volunteers take the time and effort to segregate the waste into recyclable and non-recyclable items, when it appears that all bags end up in landfill and not being recycled?

366. The Council needs to work with Keep Wales Tidy to ensure that all litter groups are briefed consistently about how to collect recyclable waste. More importantly, the council and/or Keep Wales Tidy should provide volunteers with bags and/or stickers that show the Council staff who collect the full bags which waste is recyclable.
367. As attendees mentioned, it is the Council who get fined if they don't meet their recycling targets, so surely it is imperative they encourage and make it easier for volunteers to collect and segregate recyclable items.
368. Some volunteers didn't buy the excuse that "the waste is contaminated and, therefore, cannot be recycled", when in reality, average household waste (bottles, cans, etc) is just as likely to be "contaminated".
369. There is a great deal of confusion around whether plastics and cans that are collected by street cleansing when they litter pick the streets, and those separated by volunteers and collected during community litterpicks are actually recycled.
370. Mixed messages are received and from what we can see at Bessemer Road everything from Council vans is tipped into one pile and not separated.

Fundraising

371. Cardiff Rivers Group felt that voluntary groups provide excellent rates of return on any investment. They explained that - *'even when the standard volunteering equivalent hourly rate of £13.25 is used (a rate we believe significantly understates the true value of volunteering) our events where we regularly get in excess of 40 volunteers working for 2 hours i.e. 80 man hours of effort, equate to a value of £1060. However, we believe the true value to be double that. If we look at 80 hours of effort this effectively equals three working man weeks when we allow for travelling and breaks. Assuming a total annual cost of a council employee to be £30k when we take into account pension, NI, uniform etc (and not counting van etc) and assuming around 225 working days after weekends/rest days, bank holidays and annual leave, it*

equates to a benefit to the council of £2k per such event. We would like to have more flexibility and opportunity to raise more funds allowing us to both do more ourselves and help other groups. An example is access to the HWRCs to pick up items that we can sell, along the lines of the arrangement the Council has with the Cardiff Cycle Workshop, a great social enterprise who collect bikes from Lamby Way and Bessemer Road, refurbish them and sell them. We have a waste carriers licence and would like to explore opportunities around certain gas bottles, car batteries, non-ferrous metals'.

Section 4 - Better Management of Litter & Fly Tipping

Additional Enforcement

- 372. The volunteers present overwhelmingly felt that more Council enforcement needed to take place, i.e. fines for littering offences.
- 373. The thought that the Council should prosecute when bags are put out on the wrong day, split, etc... This means that the Council or volunteers then have to clear up the mess.
- 374. There was a strong feeling that there needed to be consequences for culprits.
- 375. Additional enforcement would encourage responsibility in terms of managing waste.
- 376. Prosecute when bags are placed out on the wrong day – they split and cause unnecessary mess and volunteers then have to pick it up.
- 377. Enforcement outsourcing is essential, for example, on a three year contract.
- 378. A large number of volunteers agreed that litter enforcement needed to be outsourced.
- 379. Volunteers felt that the Council's poor record on enforcement (as evidenced by the very low number of Fixed Penalty Notices issued) was appalling compared with other Welsh local authorities. They suggested that the Council

should seriously look to either “up the anti” on enforcement or outsource this to a suitable body.

380. A great deal of litter is caused by lorries transporting rubbish having insufficient netting to prevent the rubbish from blown off. Tredelech Park under Southern Way is a perfect example. Cardiff Rivers Group would like to see fines for lorries or skips that are not covered adequately protected by a net. There are several waste transfer stations around the city such as in Wentloog, Leckwith, Cardiff Docks as well as the HWRCs that also accept commercial waste. Using existing CCTV monitoring, these sites may encourage greater care being taken by waste transporters and as long as necessary action taken, or fines applied where they fall short. A visit to the skip hire companies and waste transfer stations to remind them of their obligations would be a good start.
381. Send litter enforcement to police areas such as car parks or locations where cars and lorries park for a long period, for example, Longwood Drive, Coryton, where we know people throw litter. Offenders need to be caught and fined. A much more proactive approach is needed along with a higher prosecution rate.
382. The Cardiff Council website has a form that can be used to report someone when they are seen littering - this includes reporting someone who throws litter from a vehicle. Volunteers were not aware of any publicity for this and wondered how successful it had been. They noted the recent introduction of the Cardiff Gov app and urged that this is extended to allow the reporting of littering.

Better Co-ordination, Communication & Collaboration

383. Many volunteers felt that the whole volunteering approach could be improved with better co-ordination between the volunteers, Council and any other bodies. They suggested that the Council should create a better structure for supporting volunteers.

384. It was suggested that the Council needed to be more of a true collaborative partner – this would help increase productivity.
385. A key element of improving co-ordination, communication and collaboration was to take time to actively listen to volunteers.
386. Providing volunteers with a Council contact list would be a positive step - especially out of hours numbers to report needles, etc...
387. The issue of what can, and cannot, be recycled in green bags was identified as an ongoing issue which needs to be addressed. Volunteers urged the Council to do two things. Firstly, push for a much more standardised approach to recycling across Wales in order that people are clear what can be recycled and recyclers are getting a good quality material. Secondly, they see that bags are split apart by seagulls because there is food in them or because plastic bottles and containers haven't been rinsed out. More information on what can and cannot be put in them needs to be in as many languages as possible. Grangetown alone has in the region of 75 different languages and dialects. Information in just English and Welsh isn't enough. Leaflets provided to local mosques, temples, European shops, doctor surgeries would all help as of course handed out with a roll of bags at the local Hubs. Recruiting multi-lingual officers to specifically assist the different communities would also help.

Bins

388. Volunteers commented that they regularly saw overflowing bins that were not emptied enough.
389. Perhaps numbering of bins could help – people could then text, email, Facebook, etc.. the Council to say that they are full.
390. They felt that full bins actually created a source of litter. Some are in very busy areas and need to be emptied every couple of days, others less often. If they were all numbered and placed on a city wide map, it would be much easier for the general public to report which bin needs emptying rather than trying to explain where they are located.

391. It was noted that the Council is investigating “SMART” bins, where the bins would communicate that they are full to an app so Council operatives could be deployed to empty them. However, volunteers felt that this would be expensive and simply numbering them so that the public could easily report the bin would be a more cost effective option.

Businesses

392. A number of volunteers agreed that businesses should be more responsible, and play a greater part in making sure that there was less litter on the streets, for example, keep areas outside their premises clean and provide appropriate bins, etc..
393. It was felt that large businesses need to be enforced more thoroughly and that there should be better management of builders / landlord waste.
394. In some parts of the city it was a regular occurrence to see landlords who were upgrading properties dumping a range of items, for example, dumping mattresses and carpets in the street.

Education & Information

395. The information provided by the Council on litter and fly tipping needs to be clearer and more consistent. In addition, there needs to be more education and information.
396. It would also be good for the Council to regularly publish and share enforcement stats for the fines given in each area.
397. Volunteers understood that Cardiff Council had just started their own skip hire business. They felt that the service needed to be advertised much more than it currently is and had to be competitively priced - ideally cheaper than private competitors provided it is within the scope of the state aid regulations in order to generate as much business (and revenue) as possible. They felt that income should to be recycled back into waste services.

Additional Waste Facilities

- 398. There was a strong feeling that the Council needed to provide a new HWRC in the north of the city to replace Wedal Road. This would help reduce the level of fly tipping.
- 399. A number of volunteers suggested that Cardiff would benefit from the reintroduction of the community skip scheme. These should be placed in neighbourhood areas.

Review of Practice & Policy

- 400. Some volunteers felt that Council charges for collection of bulky items were prohibitively expensive.
- 401. Volunteers generally felt that five days to remove fly tipping is too long.
- 402. There was some frustration at the Council for cutting grass before it was picked for litter – chopping up of litter just turns it into a multitude of tiny bits.
- 403. They felt that the Council should have a rethink on its current policy / approach for dealing with commercial waste.
- 404. Fly tipping – some felt that builders must be allowed to dispose of materials free of charge. Could the Council benefit from builders being allowed to dispose of recyclable materials free of charge?
- 405. Currently if black bin bags are left on the street or by bins they are not taken and this causes an eyesore as bags are ripped open. Volunteers have been told that they have to leave them for the enforcement team who should be out the following day to check for evidence of the person dumping it. The problem is bags are ripped open and then the enforcement officer is unable to take further action.
- 406. It was suggested that the Council should recycle the contents of Cardiff Council skips and sort into constituent parts for resale. They felt that such an operation would need significant investment for resourcing and hopefully, a business case could be prepared and signed off. As an alternative they

suggested that the contents could be delivered to a private contractor for them to sort and make money from the recycling.

407. Other councils, including Caerphilly, have introduced rubbish amnesties. This used to happen 10 years ago where a skip would be located in an area for a day and regularly emptied. The local residents would receive a mailshot so tippers passing by would be unaware that the service is in operation and take advantage. Volunteers suggested that the Council should consider this, not necessarily across the city but in areas well away from a HWRC and with a record of persistent problems. Perhaps undertake them on a quarterly basis with those bringing items providing a means of identification. This would require different skips or vans so as much as possible was recycled. If Cardiff charities and community organisations like Cardiff River Group were involved then they could take items such as bicycles, good household goods, clothes, scrap metal, car batteries, etc.. thus not only providing a means of disposing of items locally but potentially a source of income for those groups.
408. A great deal of litter is caused by lorries transporting rubbish having insufficient netting to prevent the rubbish from blown off. Tredelech Park under Southern Way is a perfect example. Cardiff Rivers Group would like to see fines for lorries or skips that are not covered adequately protected by a net. There are several waste transfer stations around the city such as in Wentloog, Leckwith, Cardiff Docks as well as the HWRCs that also accept commercial waste. Using existing CCTV monitoring, these sites may encourage greater care being taken by waste transporters and as long as necessary action taken, or fines applied where they fall short. A visit to the skip hire companies and waste transfer stations to remind them of their obligations would be a good start.
409. Litter on sports fields is a problem, for example, Pontcanna fields after a football game. There are always bottles left after games and during the football and rugby seasons this dramatically increases. Cardiff Rivers Group believe the hire agreement for pitches stipulates that they need to be cleared of all litter after the games. They suggest a “three strikes and you are out”

approach - three warnings in a season for not clearing up or your pitch would result in bookings being refused. They accept that this does need policing but accepting photos from other park users could be one way of identifying when there is a problem. Perhaps “Pop-up” bins could be used, one per pitch where the clubs would be responsible for the bin in the same way that they use their own nets for the goals.

Council Resources – Additional & Better Use

- 410. There needs to be a better use of existing Council resources, for example, do Council vans collecting / emptying bins need three members of staff? A volunteer suggested that this could be a trade union issue. It was suggested that the common practice of having three staff in vans emptying the street bins (due to union health & safety rules) was insulting to volunteers (who save the council money through their efforts) and is a practice that needs to be reviewed.
- 411. Many volunteers felt that the Council should allocate more resources for the removal of litter.
- 412. Refuse collector's should be reporting any fly tipping or damaged bins whilst they are out on the streets. Despite being told that this is already happening volunteers are seeing little evidence of this practice at work.
- 413. The coordination of black bin collections and litter picking days is considered a problem by volunteers. The streets need to be picked straight after a black bin collection and this is not happening.

Reporting

- 414. Volunteers felt that more litter and fly tipping issues needed to be reported to ward councillors and the waste teams.

Technology

- 415. Volunteers thought that the Council should make greater use of cameras to deal with fly tipping – they are moveable, cheap and smart.

416. Roundabouts and traffic lights – place cameras and signs here to spot and fine people throwing litter. This has worked well in other places.
417. A volunteer asked if money could have been spent on other important areas rather than developing the new app? She felt that ‘Fix My Street’ was very effective and the new way of reporting is proving to take longer for fly tipping to be collected.
418. The Cardiff Council website does have a form where if you see someone littering including from a car may be reported. However, volunteers were not aware of any publicity of this reporting mechanism and wanted to know how successful it had been.
419. Some volunteers noted the recent introduction of the Cardiff Gov app and suggested that it to be extended to allow the reporting of littering. They also felt that if the litter bins were numbered then it would be an ideal tool for reporting when the bin needed emptying. Once reported the onus would fall upon the Council to take action and empty the bin.

**‘Litter & Fly Tipping in Cardiff’ - Meeting 3 - Wednesday 31st
October 2018 - Natural Resources Wales, Keep Wales Tidy &
Member Job Shadowing**

Natural Resources Wales - Neil Harrison, Project Coordinator at Natural Resources Wales attended the meeting to brief Members on the work being delivered by Fly-tipping Action Wales.

420. Fly Tipping Action Wales delivers a partnership approach to tackling fly tipping in Wales. They are a Welsh Government sponsored initiative that is co-ordinated by Natural Resources Wales. They bring together over 50 partners including the 22 Local Authorities in Wales, Keep Wales Tidy, Third Sector Organisations, Private Landowners, Community Groups and the Police and Fire Services.
421. It is generally agreed that to tackle fly-tipping, behavioural change is needed through education, enforcement and community engagement. Fly Tipping Action Wales use a preventative approach to reducing fly tipping and develop collaborative and innovative solutions with partners that draw upon the three E’s – education, enforcement and engagement. Their main focus is to work in partnership to deliver the actions within ‘A Fly Tipping Free Wales’ – the Welsh Government’s fly tipping strategy. The outcome objectives for ‘A Fly-Tipping Free Wales’ are:
- **Outcome 1** – All key organisations in Wales commit to eliminating fly tipping – a commitment that is embedded in their strategies and day to day operations.
 - **Outcome 2** – Fly tipping is widely understood as being socially unacceptable.
 - **Outcome 3** – It becomes easier for people to deal with their waste responsibility.
 - **Outcome 4** – Anyone who fly tips is caught and punished appropriately.

422. The cross cutting themes for the Welsh Government's fly tipping strategy are:
- **Data Collection** - a robust evidence base is needed that covers both public and private land.
 - **Partnership Working** - no one organisation can tackle fly tipping in isolation, we need to work together.
 - **Communications** - consistent and clear messages delivered at a local level are key to influencing behaviour change.
423. **Communicating with Partners** – Fly Tipping Action Wales holds three working group meetings twice a year. The main topics that they focus on are fly tipping on private land; making fly tipping socially unacceptable and enforcement.
424. The knowledge hub is a digital collaboration platform for public service. They have set up on-line forums to allow partners to share best practice and request advice.
425. **Helping Partners** – some of the ways that Fly Tipping Action Wales actively supports partners are through working groups; online forums; surveillance cameras; the investigation manual; an intelligence sharing pilot; the FlyMapper system; providing signs & dummy cameras; through materials to support press articles & social media; by themselves running press articles and social media; by running transformation projects and the provision of educational resources.
426. **Social Marketing** – Fly Tipping Action Wales has developed a bi-lingual communications toolkit for its partners to utilise – this helps to get a consistent message out to members of the public. Two popular hashtags that they have used are - #NoMoreRubbishExcuses and #DimMwyOEsusodionSbwriel . **Image 6** below provides a summary of the types of materials that Fly Tipping Action Wales can provide to its partners.

Image 6 – Fly Tipping Action Wales Partner Toolkit



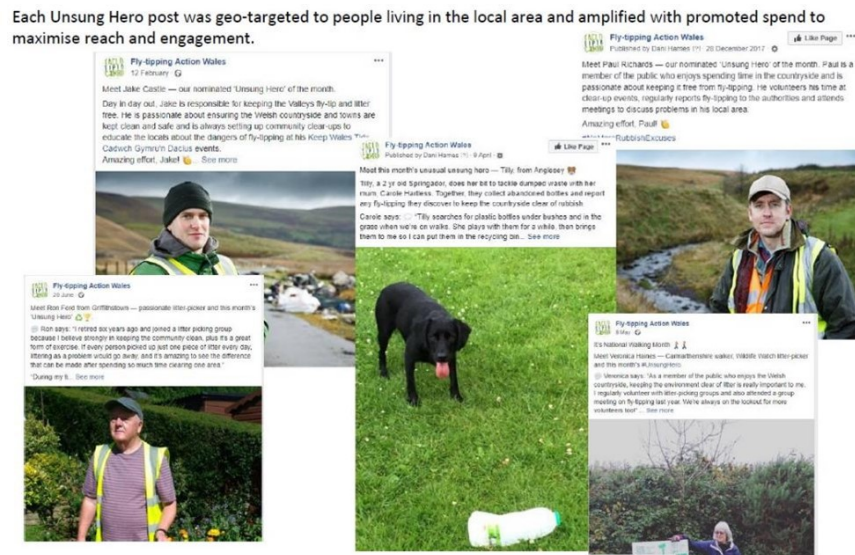
427. **Image 7** provides more detailed examples of social media suitable images that Fly Tipping Action Wales shares with its partner agencies.

Image 7 – Fly Tipping Action Wales Social Media Suitable Images



428. Fly Tipping Action Wales uses the work of local unsung heroes to promote the issue of Fly Tipping in the local area by using localised social media promotion. Some Examples are shown below in **Image 8**.

Image 8 – Fly Tipping Wales Local Unsung Heroes



429. To support the impact that Fly Tipping Action Wales has achieved by using social media a slide was produced to highlight what the service has achieved. This can be seen below as **Image 9**.

Image 9 – Fly Tipping Action Wales – Social Media Impact



430. Fly Tipping Action Wales also provided a slide with a number of press articles that illustrated the success of their work - the slide can be seen below as **Image 10**. During the presentation an officer from Fly Tipping Action Wales stressed the importance of using the press to inform the public of the work that they take and the consequences that face those fly tip. Use of the press is a key part of the educational process that helps to deliver behaviour change.

Image 10 – Welsh Fly Tipping Press Articles



431. Fly Tipping Action Wales stressed the importance of using community engagement to spread the message about the problem of fly tipping. They attend community open days and are proactive in engaging directly with groups commonly linked to fly tipping, for example, they regularly set up stands at builders merchants such as Travis Perkins to help raise the profile of the problems that fly tipping creates and the associated penalties for the perpetrators. They also support partners to deliver transformation projects of pieces of land that are often targeted by fly tippers – this helps change the perception of these sites encouraging greater community pride and ultimately

helping reduce fly tipping incidents at those sites. Before and after images can be seen below in **Images 11 & 12**.

Image 11 – Before



Image 12 - After



432. **Educational Resources** – The service is also able to provide a range of educational resources that can be used by schools. Examples provided included the ‘Catch A Fly-Tipper Resource Pack for Schools & Libraries’ and a ‘Gotcha!’ board game for school children. Copies of these are available to borrow from all Welsh local authority libraries.
433. **Enforcement** – Fly Tipping Action Wales has produced a fly-tipping investigations manual for local authorities to use and assist with their enforcement work. They have also set up an intelligence sharing pilot involving a number of Local Authorities and Natural Resources Wales that utilises the Memex Intelligence system.
434. **Surveillance Cameras & Signs** – Fly Tipping Action Wales is able to loan out covert surveillance cameras to Local Authorities and provide signs to partners for use in hotspot areas.
435. **Fly Tipping on the Natural Resources Wales Estate** – Fly tipping has been a real problem on land managed by Natural Resources Wales. The local Fly Tipping Action Wales enforcement officer has investigated over 70 incidents of fly tipping on the Natural Resources Wales estate since July 2018. He gathers evidence and intelligence from fly tips on the Natural Resources Wales estate with a view to prosecuting offenders.

436. **Living Levels - Black Spots to Bright Spots** – Natural Resources Wales and Fly Tipping Action Wales are supporting a fly tipping project named Black Spots to Bright Spots. This aims to reduce fly tipping on the Gwent Levels by turning hotspot locations into aesthetically pleasing environments such as pollinator gardens. The Living Levels Scheme is being led by the RSPB with Heritage Lottery funding. To date four meetings have taken place with a range of partners including NRW, RSPB, IDD, Cardiff, Newport and Monmouthshire Council, Community Councillors, KWT, and South Wales Police. They have created a collaborative action plan that has generated 13 actions to tackle fly tipping that are based on the principles of education, awareness and intervention. The delivery phase of the project started in March 2018 and is due to last for three years.
437. **Improving National Data** – Fly Tipping Action Wales has produced a 'Best Practice Guide' for 'Waste Data Flow' to improve consistency of reporting and to help to validate national data submitted by local authorities. They have also developed the FlyMapper system to enable incidents to be recorded spatially.
438. Some key Welsh fly tipping statistics provided by Fly Tipping Action Wales include:
- There are over 38,000 reported fly tipping incidents in Wales each year – this is over 100 a day or approximately four each hour;
 - There was a six percent increase in fly tipping in Wales in 2016/17;
 - Two out of three reported fly tipping incidents include household waste;
 - More than £2million of tax payers money is spent each year in Wales on cleaning up fly tipping incidents;
 - 39,308 enforcement actions were carried out by Welsh local authorities in 2016/17.
439. **FlyMapper** – FlyMapper is a web based tool for the field recording of fly-tipping incidents, it has two components:
- A mobile application to record the location of incidents along with a photo;
 - A website where the data can be analysed in more detail.

440. **Who is FlyMapper for?** - FlyMapper has been developed as a practitioners tool for the recording and management of substantiated fly-tipping incidents and is not currently a public reporting tool. FlyMapper is licenced for use by all local authorities and private organisations in Wales free of charge.
441. The benefits of FlyMapper include:
- The system is a support in applying for RIPA authorisations;
 - The system can be used to identify fly tipping hotspot locations – this allows a more targeted use of resources;
 - As the system contains a cross boundary data it can be used for collaborative working to tackle fly tipping between local authorities and other public partners;
 - The system allows for faster evidence retrieval / investigations;
 - The system can be used to analyse crime using a consistent data source;
 - The system reduces paperwork for local authority officers and office staff;
 - The system helps local authorities and other public bodies to respond to Freedom of Information requests;
 - The system can be used to run reports on electoral wards areas;
 - The system can be used to monitor the impact policy changes relating to fly tipping.
442. An officer from Fly Tipping Action Wales described the barriers to using FlyMapper in Cardiff as:
- Teams trained and using FlyMapper were often restructured;
 - There was an unwillingness from staff to adopt new technology;
 - There were ICT issues with phones and access to FlyMapper app;
 - There was no high level commitment to utilise the FlyMapper system;
 - There have been recent plans to use an alternative system for data capture.
443. **Education** – A Member asked how the effectiveness of education to prevent fly tipping was measured. He was told that it was actually quite difficult to measure, but that it was important that key messages were consistently presented to the public to change behaviour. For example, individuals have a

duty of care to ensure that they are dealing with a properly licenced waste carrier – failure to ensure this could result in prosecution. Most members of the public are unaware of this responsibility. It is also important to make the public aware that local authorities can now issue fixed penalty notices against those who fly tip. Another councillor felt that the cost of such messages was money well spent.

444. A councillor commented that dealing with fly tipping on private land was a particular issue. This wasn't the Council's responsibility, but it still had a very negative impact on local areas, it cost private landowners money to remove it and the problem wasn't always quickly addressed.

Keep Wales Tidy – Jemma Bere, Policy & Research Manager at Keep Wales Tidy attended the meeting to brief Members on best practice in terms of dealing with litter and fly tipping.

- 445. Jemma Bere the Policy & Research Manager from Keep Wales Tidy attended the meeting to brief Members on best practice for dealing with litter and fly tipping. The key points raised during the discussion with her were:
- 446. Keep Wales Tidy is independent from other Keep Tidy organisations from across the United Kingdom, for example, Keep Britain Tidy and Keep Scotland Beautiful.
- 447. Litter has been a major issue for a number of years and there is always lots of work that has to be done to manage the problem.
- 448. Keep Wales Tidy has dedicated officers in each of the 22 local authority areas in Wales. The officers work on a local level and engage with a wide range of stakeholders including schools, volunteers, businesses, etc..
- 449. Keep Wales Tidy manage the Eco Schools Programme that is delivered into 94% of the schools in Wales. They are also responsible for running the Green Flags scheme for Parks, the Blue Flags scheme for beaches and the Green Sustainability Award for the Hospitality Sector.
- 450. The key message put forward by Jemma Bere was that one size fits all does not work for litter and fly tipping management - the approach needs to be tailored to the local need and challenges.
- 451. Litter prevention should be the first priority, i.e. to stop it from happening before it is created. This is done through behaviour change which is more of an art than a science. If you can't change the behaviour then you have to change the enabling environments – an example of where this has worked well in Wales is the increasing recycling rates.

452. There are rules around behaviour change, and it is important to understand and share the basic principles.
453. Across Wales there have been lots of interventions and pilots aimed at dealing with litter. Possibly a better approach would be to run a national campaign, but specific litter types need specific campaigns.
454. Local 'love' campaigns are very effective as they speak to local residents.
455. Keep Wales Tidy has developed a smoking litter policy paper. Jemma Bere recommended that councillors read this document. Apparently smokers that throw away cigarette ends are less likely than the average person to throw away any other type of litter.
456. It is important to work with the Keep Wales Tidy officers that are assigned to each local authority area. They are very effective at community engagement and working with local businesses. They also have an extensive list of contacts.
457. It is important to target resources against problems. Local expectations also differ, for example, some areas appear to be less aware / more tolerant of litter than others – the example of Splott v Rhiwbina was provided.
458. Very useful to target resources at high footfall areas. Local authorities need to zone streets with high intensity of use and monitor / manage these. Maintaining good data on key high footfall areas is very important.
459. Enforcement – generating large numbers of Fixed Penalty Notices for litter does not necessarily result in cleaner streets. Cardiff Council uses public enforcement, while other local authorities have tried private enforcement. Keep Wales Tidy does not have a specific position on private enforcement, however, as an organisation they do not believe that litter enforcement should be used as a money making scheme. It was emphasised that litter enforcement is a tool for behaviour change, however, when it is used it should be supported by education.

460. Jemma Bere explained that the LEAMS scheme assesses 6% of local authority streets every year. After 12 years of delivering the scheme Keep Wales Tidy is now inputting the data into a GIS scheme which should improve data management. The Cardiff LEAMS results are generally good – the Cleanliness Index Score recently increased to 67.3%. Graffiti in Cardiff is a problem.
461. Not dealing with litter properly results in lost resources in terms of recycling.
462. The idea of an all Wales litter campaign was again suggested. Gathering and planning this work properly in advance of launching the exercise would facilitate better collaborative working and provide better linkage to local Welsh issues, for example, varying topography.
463. Monmouthshire has recently created a community action plan for dealing with litter – this was identified as a good example of best practice as it worked with the community to help plan for a series of co-ordinated actions.
464. The topic of dealing with plastic waste was raised, in particular and how plastic litter might be better recycled. The councillors were told that segregated recycling bins could be used; however, more work was still required to identify how effective the segregated recycling bins actually were.
465. A Member was pleased that 94% of schools engaged with the Eco Schools, but was still concerned by the volume of litter that young people produce. He asked how the level of school litter could be reduced? He was told that young people are actually difficult to engage with, and that it was generally easier to deal with primary school children. Social norm messaging seems to work quite well, for example, pedestrian litter messages that feature green footprints to bins seem to work well.
466. Grading of zones to reflect the scale of litter issues was suggested, for example, Zone A, B and C. This would allow targeting of the highest problem areas, however, establishing such a system would need to be built around solid litter data.

467. When asked to provide examples of good anti-litter campaigns Jemma Bere mentioned the Wombles adverts and the 'Love Where You Live' scheme that was delivered by Cardiff Council.

Job Shadowing – Member Feedback – During the summer Members took part in a job shadowing exercise across a range of front line cleansing, fly tipping and enforcement services. The aim of the job shadowing was to gain a better understanding of the various roles, to obtain direct feedback from front line staff and to get a clearer picture of the challenges that they face. This section of the meeting gave Members an opportunity to provide feedback on their job shadowing experience.

Councillor Philippa Hill John - Fly Tipping Team - Job Shadowing – General Observations

- 468. The perception of the team was that fly tipping is getting worse, although the current performance information does not reflect this position.
- 469. Team members felt that it would save money and time if they were trained on asbestos removal rather than bringing in another party to remove from this material from identified sites.
- 470. There is a public perception that the Council does not always clear or remove all reported waste.
- 471. Lorries are not equipped with rubble bags or shovels to help pick up and remove rubble and other rubbish. This means that the team sometimes wastes time going back to the base to collect the necessary equipment. They also went back to get a bigger machine to lift the bags that they were not able to pick up due to the weight.
- 472. Rotas do not reflect the times when it is likely that fly tipping will take place, for example, the shift that was shadowed finished at 12pm on a Friday. Cover should be looked at for the whole of the weekend, when it is most prolific.
- 473. Three systems are required to report an incident. It would be useful to align these into one system.

474. Prevention – staff do not appear to have the time to door knock to educate and prevent.
475. The paid collection service is not being promoted enough - perhaps leaflets could be delivered to properties with rubbish in their front / rear gardens. They should take pictures of the rubbish in front and rear gardens if allowed and note addresses, so if this then becomes fly tipped then they have evidence of where it came from?
476. During the job shadowing I built up a good relationship with the officers, however, they feel understaffed.

Councillor Ashley Wood – Waste Education & Enforcement Team - Job Shadowing – General Observations

477. The observation involved joining Alex Evans who is responsible for Waste Enforcement & Education in Gabalfa & Cathays wards. Activities for each day are determined in relation to waste collection days. In this case, it was collection day and the primary focus was on correct presentation of waste. Starting at Lamby Way a set route was followed along key roads in both wards; this included inspections of known hotspots for waste related issues such as fly tipping.

Key Observations & Feedback:

478. There have been some teething issues with the new app, but staff feel that it has improved the work process significantly. It was suggested that perhaps this has saved two hours a day not spent transferring paper notes to the IT system.
- Staff are still required to write report for the waste picked up – this could possibly be for a regulatory reason. Is it possible that this task could be added to app?
 - There were some pre-identified properties where companies were directly billed for mis-presented waste, for example, sheltered accommodation.

- Could partial charge for quick payment be used – a similar approach to the one used for traffic offences?
- It was noted that fines are fixed, therefore, an offence involving one black bag attracts same fine as an offence with 50.
- Waste issues felt to be relatively stable over the past seven years of experience, not improved or worsened. However, issues change predictably over the year, for example, the arrival and departure of students.
- Approximately five years ago the Enforcement Team were given free rein to deal with enforcement & education in Cathays. They agreed and followed a pro-active approach with educational intervention prioritised over enforcement. The team felt this to have been a success.
- It was noted that individual teams followed different approaches in the city. Some engage on regular rounds and are pro-active. Other teams are reactive only attending to reported incidents. Partly influenced by nature of area covered, but overall a pro-active response was more effective in managing issues.
- Lots of separate teams with different responsibilities, for example, fly-tipping, skips and fly-posting. Suggested that it would be more efficient if staff up skilled to deal with all, as often spotted as issues on location and would not necessitate additional teams being required to attend.
- Public usually respond positively to advice. Most common difficulty is public acceptance of council policies, for example, why enforcement can't take fly-tipping and have to ask another team to collect.

479. Suggestions to improve waste management:

- Unified system across UK;
- More competitive for business waste;
- Separation of waste at flats. Try events bins;
- Specific coffee cup bins in town.

Councillor Ramesh Patel – Street Cleansing (Canton) - Job Shadowing – General Observations

- 480. Councillor Patel undertook job shadowing with members of the Street Cleansing Team in Canton. The job shadowing took place on the household waste collection day for the ward. He went out with two members of the Street Cleansing team who used a caged flatbed vehicle. They picked up mixed collections and effectively acted as a sweep up team that followed the household waste collection round.
- 481. The work was very demanding and physical. Both members of staff were over 60. They had both had experienced health issues – one of them had recently had a heart operation.
- 482. There is a concern that the work is very demanding for an aging crew and that there are very few younger recruits coming through. The age profile of the staff could potentially be a factor in the high sickness rates. This is something that should be considered as a part of any workforce planning process.
- 483. This physically demanding work is full of risks and so the correct safety equipment is essential. It is often difficult to know how heavy a bag is until trying to pick it up – some are very light and others very heavy. The bags that they pick up can often contain dangerous materials, for example, broken glass. Councillor Patel commented that during round he almost fell victim to a needle / nail spike when he tried to pick up a bag – he was fortunate as he saw it last minute and had a pair of safety gloves.
- 484. The equipment worn by the staff could have been better. The jackets were ok, but the gloves could have been better. The clothing and equipment that they wear needs to be flexible to reflect the type of physical work that they carry out.
- 485. The cage on the flatbed vehicle filled up very quickly with rubbish, this meant that they had to go back to Bessemer Close to weigh and dispose of the rubbish. This involved lots of time just waiting around for the process to complete.

486. When they went back to the ward a second team came along and worked alongside the team – sometimes duplicating work. A part of this work involved a visual inspection of side streets.
487. They later did a litter pick in Victoria Park. People often complain that it is dirty, however, there very little litter and they didn't pick much up. It didn't necessarily seem to be time well spent.

Councillor Owen Jones - Street Cleansing - Job Shadowing – General Observations

488. My time was spent with the waste collection teams. Emptying the litter bins and cleaning the streets.
489. I was very impressed with local knowledge of the three who were with me. All were from the area and knew the route extremely well.
490. I will note that we were delayed from setting off as the van provided for the day did not have any equipment on it. Equipment had to be found before being able to set off.
491. They did stress that going around with three of them wasn't that common anymore and that vans will often go out with only two staff.
492. They firmly believed that the lack of staff had contributed to dirtier streets as they were simply unable to maintain the same service now their routes are so large. There was definitely an element of frustration here as two of the team I was with had been working for the Council for years and years. They seemed annoyed that they weren't able to maintain the standards that they used to.
493. Concerns over a lack of drivers in the force as well, with frustration that those who did help out with the driving waited years to be formally hired as one on a full time basis.

494. I did note that there was a great reluctance to collect litter/ bags that were not on their designated route. These could be on side street that was meters away, but there was very much a 'that's another teams problem'.
495. I asked about what happened during the snow in March. They said that they worked every day and were diverted to where they were needed. There was clearly some resentment here as obviously the majority of Council staff had the days off and were paid for them. More should have been done to reward them in my opinion.
496. On the same line as this, I asked if they ever made use of some of the benefits offered to Council staff, such as tickets etc.. They said they didn't even know they existed as they don't have Council emails. Definitely another area that I believe needs to be looked into.
497. The different teams seemed to have a good working relationship with each other, i.e. the other teams that we met when going to Viridor.

Councillor Norma Mackie – City Centre Team - Job Shadowing – General Observations

498. Councillor Mackie undertook job shadowing with the City Centre Team. It was a 6am start and it involved a range of tasks including general street cleansing and dealing with fly tipping issues. The key observations that she made were:
499. That the recycling policy in the city centre could be greatly improved, with much of the waste collected not going forward for recycling.
500. Many of the bins that they emptied were old and had no separate compartments for recycling different materials, i.e. they weren't the modern pod recycling bins.
501. Businesses in the city centre do not tend to recycle much of their waste, which is a shame as much of it could be recycled. More businesses should be recycling – the additional volume would be huge.

502. The design of some bins could have been better, for example, rubbish had to be placed into the bin through a small hole in the middle which was much harder to do than it needed to be.
503. Much of the dumping (fly tipping) was done in very poorly lighted areas.
504. As she anticipated there was clearly a large homelessness problem in the city centre, which was apparent in the areas that they were cleansing, for example, at the back of the North Gate they found a large number of needles / syringes and bedding. The situation was similar in Crockherbtown Lane, with stuff dumped everywhere.
505. She felt that some of the locations that they went to were not great places to work, for example, the staff were constantly in and out of subways all of the time. Subway bins were needed at the edge of town.
506. There are regular big clean ups in the city centre, but they are not recorded as fly tipping – staff just clean up the waste as reporting it is time consuming.

WITNESSES TO THE INQUIRY

507. During the inquiry the task group was grateful to the following witnesses who provided verbal evidence or written contributions:

- Councillor Michael Michael, Cabinet Member for Clean Streets, Recycling & Performance.
- Matthew Wakelam, Assistant Director, Street Scene – Planning, Transport & Environment Directorate.
- Claire Cutforth, Operational Manager Recycling Services – Planning, Transport & Environment Directorate.
- Neil Harrison, Project Coordinator at Natural Resources Wales.
- Jemma Bere, Policy & Research Manager at Keep Wales Tidy.
- Gladys Hingco, Researcher – Scrutiny Services.
- The 19 volunteers who participated in the volunteer workshop on the 19th September 2019.
- The front line cleansing and fly tipping officers from the Planning, Transport & Environment Directorate who supported councillors during the councillor job shadowing exercise.

LEGAL IMPLICATIONS

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

FINANCIAL IMPLICATIONS

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

Scrutiny Services, Cardiff Council,
Room 263, County Hall, Atlantic Wharf, Cardiff CF10 4UW
Tel: 029 2087 3606
Email: scrutinyviewpoints@cardiff.gov.uk
www.cardiff.gov.uk/scrutiny
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Recommendations

Resource Allocation & Technology

1: Resource Allocation Based on Good Data – A consistent message that came through during the task & finish exercise was the importance of understanding where the main litter and fly tipping challenges were located, and then prioritising the limited resources accordingly. This means having a robust data source that is easily and constantly updated to reflect the growth and changes in the city. Achieving this means having an extensive and integrated technology network that allows front line staff, members of the public, councillors and other key stakeholders the opportunity to constantly upload information into one single data source. This should also be supported with existing data, for example, LEAMS. This would provide management with a comprehensive picture of litter and fly tipping issues across the city so that they can then allocate resources appropriately.

Response: This recommendation is accepted

The committee has identified potential benefits to the organisation that new or improved technologies may deliver. There is a wealth of data available to the team ranging from individual team performance through to customer reporting. This data is often spread across various systems which, on their own may not illustrate the whole picture. Ensuring the teams are making the right decisions informed by data is a key part of using resources well. Already we have started to collate our reporting data to provide dynamic views which display customer reports.

This is part of Cardiff's overall move towards the use of data visualisations to provide narrative and context to activities. Whilst it is still relatively early in development there is a dedicated team looking at the use of tools such as Power Bi and developing use cases for its deployment across the organisation. Cleansing activities performance of waste services is at the forefront of this.

Example Data:



2: Ensuring Access to Staff Benefits for Frontline Staff - During the front line job shadowing exercise one of the Members identified that some front line staff were not aware of a number of benefits that were regularly offered to Council staff, for example, discounts on shopping, eating, tickets, etc.. He felt that this was unfair as they were missing opportunities that were regularly enjoyed by many office based staff who received regular updates by email or through the intranet. Providing this type of benefit to staff helps to make them feel valued and more of a part of the organisation. It has been proved that staff who feel valued are happier and more productive; therefore, the Council should find a way to keep front line staff more engaged with the range of discounts and offers made available, for example, regularly updating notice boards at depots with staff offers.

Response: This recommendation is accepted

The concerns raised here highlight an issue of more general communication challenges for teams without regular access to email. Learning from other front line services will be used to ensure all front line staff have access to information, benefits and offers and that the channels of communication are sustainable and reliable.

3: Multi Skilling & Recruitment – A theme identified by the research undertaken for this inquiry and from the job shadowing exercise was the benefit that multi skilling can provide. The inquiry recommends that the Council should do all that it can to provide relevant training opportunities to frontline staff, which in turn would help to create a multi skilled workforce. In addition to this, it needs to recognise the dedicated hard work of agency and other temporary staff. The job shadowing experience identified that some agency and temporary staff had proven their loyalty and competency over a long period of time – the Council’s failure to make them permanent left them a little frustrated and disgruntled. Therefore, after a reasonable time and when circumstances permit, the Council should do all that it can to offer agency and temporary staff a permanent contract of employment.

Response: This recommendation is accepted

As identified in the report the number of agency staff employed in the service and the average length of service indicates a need to review the balance of agency to permanent posts. As a first step, 26 permanent loader jobs have recently been created alongside a modified recruitment process. There was a very encouraging response to this opportunity from current agency staff with over 100 applications. This is a first phase of a wider piece of work that will be implemented over the next 18 months. Opportunities for multi-skilled roles will be considered as part of this wider review and individual training plans developed.

4: Greater Role Flexibility – During the job shadowing exercise Members identified there was a great reluctance by some staff to deal with or remove litter/ bags that were not on their designated route. A Member described that the material “could be on a side street that was meters away, but there was very much an attitude of ‘that’s another teams problem’”. Quite often, it takes less time and effort to deal with an issue than to report it and leave for someone else. From a residents perspective it means that it takes longer to address the actual problem. This reluctance to be proactive needs to be addressed, with staff (within reason) encouraged to deal with problems that directly impact the residents instead of only working to a fixed work pattern.

Response: This recommendation is accepted

A working group has been established to develop links across a wide range of street scene council services. One aspect of the work is to provide a clear understanding of what enforcement powers are available to all services; to understand whether and to what extent those powers are being used and to consider if the exercise of those powers could be extended to a wider range of officers including volunteers. The impact of the use of enforcement powers will also be considered.

Building on this better understanding of current roles and responsibilities recommendations will be considered in relation to the integration of tasks and roles to reduce duplication; eliminate gaps in service where possible and improve efficiency.

5: Work Preparation – Two of the Members involved in the job shadowing exercise reported that they were delayed at the start of the shift because their vehicles didn't have all of the necessary equipment. In addition to this a Member reported that this lack of preparation sometimes meant that they wasted time going back to base to collect pieces of equipment, for example, a bigger machine to lift the bags that they were not able to pick up due to the weight. This lack of preparation appears to disrupt the staff working pattern, which in turn results in less time spent carrying out cleansing activities. This needs to be addressed, therefore, Members recommend that a process is put in place ensuring that all vehicles are prepared for the working day in advance of the start of the working shift, for example, preparing a vehicle for the next day could be the last task of each working day.

Response: This recommendation is accepted

Work to review the preparedness of vehicles – both in terms of equipment and issues around defects – has commenced. This will clarify roles and responsibilities within Waste management and Central Transport Services and ensure clear processes and performance monitoring are in place.

6: Review Speed of Waste Transfer – A Member was very surprised at the length of time that it took to dispose the rubbish collected by the street cleansing team at Bessemer Close. The time the whole crew spent at Bessemer Close waiting to dispose of waste was time that they could have spent dealing with litter. This was a contrast to the approach witnessed by another Member who explained that only the driver went to dispose of the rubbish collected, while the other staff remained in the ward and undertook a litter pick. Members recommend that the process for disposing of rubbish at waste transfer sites be reviewed; with the aim of speeding up and minimising the number of staff involved with the waste disposal process. Alternative work should be identified for staff not required to visit waste transfer sites for rubbish disposal.

Response: This recommendation is accepted

The process of disposal at Bessemer Close waste transfer station is being reviewed. The team includes officers from the Corporate Health and Safety team to ensure all recommendations for change have no adverse health and safety impacts.

7: Clothing & Safety Equipment – A Member involved with the job shadowing exercise commented that some of the clothing and safety equipment used by staff was good, but felt that of it could have been better. For example, he suggested that quality of safety gloves could have been improved. Current sickness levels in many of the front line services are very high, therefore, ensuring that all clothing and safety equipment used by staff is of a good standard can only help improve conditions and in part help towards a reduction in sickness. The inquiry recommends that the Council reviews the quality of clothing and safety equipment provided to front line staff to ensure that they are adequately protected by the equipment that they use.

Response: This recommendation is accepted

Clothing and safety equipment is obtained via the NPS all Wales framework specifying items and the suppliers the Council must purchase from. The waste stores team in conjunction with workforce representatives continually work with the nominated suppliers to build up a range of equipment that is better suited for the tasks undertaken with in waste management. Trials are currently in place sampling new products including boots, gloves and high visibility tops.

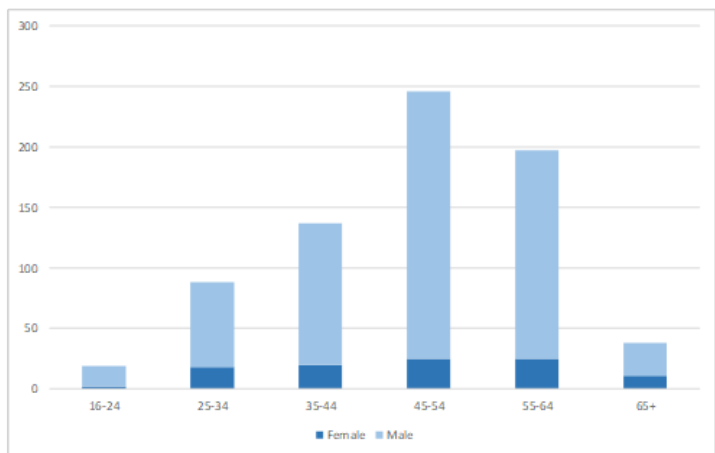
8: Workforce Planning – During the job shadowing exercise concern was raised about the average age of the street cleansing workforce and the physically demanding nature of the work that they undertake. It was suggested that the average age of the staff was quite high and that very few younger people were being recruited into the service. This older age profile has the potential to impact on sickness rates and medium to long term work succession planning. Members recommend that the service feed this issue into the Council’s wider workforce planning exercise.

Response: This recommendation is accepted

A workforce development plan was developed for Street Scene in 2018. Employing 725 members of staff the Street Scene covers Cleansing, Civil Enforcement, Environmental Enforcement, Highway Assets, Waste Collections and Waste Strategy.

Age Profile

The 45-54 age group is the highest represented group at 33.93% of the total workforce. The second highest age group is 55-64 at 27.17%. Although women represent only a 13.93% of the total workforce, the ratio of male to female has improved slightly within the 25-44 and 35-44 age groups. 16 -24 year olds are under-represented in the service area.



Work is underway to consider opportunities for the creation of apprenticeships in the service that will assist in addressing the issues identified in the workforce planning exercise.

9: Effective Allocation of Staff Resources – The research undertaken as part of the task & finish exercise identified a number of staff allocation and working patterns that were successfully delivered by other local authorities. The task groups feel that the Council should review and consider implementing **Targeted Cleansing in High Footfall Areas** and **Rolling Four Day Working Week**.

Response: This recommendation is accepted in principle

The principle of the recommendation to review staff allocation and working patterns is supported.

It is very important in moving forward that we fully engage with staff who will inform and influence service redesign decisions. Targeted cleansing is currently being piloted in a number of high footfall areas and the results will be analysed to consider the impact.

10: Trialling the 'Glutton' - The research carried out for the task & finish exercise identified that Exeter City Council delivered street cleansing improvements by trialling and then investing in a giant street cleansing vacuum called the 'Glutton'. The machine is described by its manufacturer as an urban and industrial vacuum cleaner that saves time, makes work more comfortable, reduces effort, and improves health and safety. The service has had very positive feedback from staff saying that this was "easy to maintain, it's quiet, it's not dusty, and it is quite impactful and this thing hoovers up all the detritus, all the litter". The machine is available for trial and if successful can be purchased for approximately £18,000. The task group recommends that the Council contacts the company to arrange a trial of this machine with a view to making a purchase if the trial is successful. Thought should also be given to approaching FOR Cardiff to see if they are interested in taking part in the trial of the 'Glutton' as the machine could help improve cleanliness in the city centre.

Response: This recommendation is accepted in principle

Cardiff Council Waste Management have trialled over the last 12 months, Electric Vac Sweeps, Electric Mechanical Sweepers, Street Washing vehicles and Gum Removal Machines.

Three Electric Vac Sweeps have been purchased with an arrival date of October 2019. They will be based in three wards initially and subsequently moved to other wards on an agreed rota.

This will deal with issues such as detritus, smoking related litter etc and will have a positive effect on the cleanliness of a ward

We have in previous year's trialled the Glutton and it was felt at that time that the manoeuvrability and suction would not be adequate for the locations it would be required to work in.

We do however recognise that technology moves on and when arranging further trials of machinery to improve the cleanliness of the city, will look again at the Glutton.

11: Needles in the City Centre – While job shadowing staff in the City Centre Cleansing Team a Member was made aware of the issue of discarded needles and syringes. This is clearly a health and safety concern and something that the Council has to deal with urgently. The task group recommends that the Council reviews what can be done to keep needles off the street in the city centre. This could include a number of options, including the possibility of introducing dedicated needle / syringe bins – something that Newport City Council is considering to tackle a similar problem.

Response: This recommendation is accepted

All Cleansing staff are needle stick trained and all staff carry a sharps box with them in their respective roles in the city centre to deal with any needle issues.

A recording procedure is now in place to record the amount of needles collected in the city centre and surrounding areas to highlight hot spot areas.

Cleansing and Enforcement Officers are working with the Police, Outreach Workers and Probation to ensure that the people most at risk are aware of needle exchange arrangements which include safe disposal "sharps" boxes.

Cleansing management are also currently included in the multi-agency vulnerable people task group which brings together all parties to work together as one team to work to address the needle issues in the city centre and surrounding areas.

12: Improving Digital Reporting – The inquiry was told that Connect 2 Cardiff, the Council's main point of contact and reporting mechanism, still prioritised phone calls over emails. This meant that there was quite often a delay in responding to emails submitted to the Council through this service. This is the exact opposite of digitalisation which is where the Council needs to be to maximise efficiencies – something that has to happen given the continually reducing budget. The task group feels that the Council should be doing more to integrate digital communication such as email into becoming the preferred method for reporting issues. Councillors quite

often receive feedback from Members of the public complaining that they have emailed the Council, but have not received a reply. Thought should be given as to how the Council provides:

- Quicker responses and feedback to members of the public to the inquiries that they raise;
- An early or holding response confirming that inquiries have been received, what happens next and the relevant timescale;
- Smooth integration of the inquiry through the system and directly to the part of the Council with responsibility for dealing with the inquiry;
- That details of each inquiry are recorded and built into a wider Council database so that it is able to build up a more detailed picture of the type and geography of various issues across Cardiff.

Response: This recommendation is partially accepted

We note the comments put forward by the committee around C2C and the delays experienced using email as a channel. The direct C2C@Cardiff.gov.uk email address was closed from June 2019 with customers asked to use the online services and forms held within the website. This has helped to ensure that reports made by customers are more structured and increases our ability to resolve the query at the first attempt.

When our customers use online services that we have built as part of the digital offering (e.g. street cleansing and fly tipping) the report is sent direct to the team responsible for delivery. As we continue to develop our services we expect to see more transactions of this nature leading to a much improved customer experience.

The screenshot shows a web form interface. At the top, a dark teal progress bar contains eight numbered steps: 1, 2, 3, 4, 5, 6, 7, and 8. Step 2, 'What is the problem?', is currently selected and highlighted. Below the progress bar, the form title 'What is the problem?' is centered. The form contains a list of ten categories of issues, each with a right-pointing chevron icon indicating it can be expanded:

What is the problem?	
Litter build-up	>
Leaves on the pavement	>
Leaves on the road	>
Litter bin needs emptying	>
Damaged litter bin	>
Dog fouling	>
Drugs or needles	>
Glass	>
Human waste	>
Dead animal	>

Search.. view planning applications

Business

Visiting

Your Council

Waste Education and Enforcement >

Littering

Littering

Litter can include all sorts of items such as sweet wrappers, fast food packaging, cigarette butts and chewing gum.

Report litter build-up

Our street cleansing team collect small amounts of litter on their regular cleansing rounds. If you come across a significant build-up of litter outside a property or on a Cardiff street please let us know.

123Where is the problem?45678

Where is the problem?

Enter part of an address to find location

(c) Astun Data Services - data derived from OS Premium data 319410, 178256

PreviousNext

Response: This recommendation is accepted in principle

We work in partnership with our camera control room and with South Wales Police camera control room and if officers do witness this happening we would ask for the camera footage to further support the officers' evidence.

The enforcement officers use caged vehicles to remove waste or when they do use a flat-bed vehicle, a net is always used to secure any waste.

Enforcement & Fines

14: Dedicated Enforcement Team – The Council needs a dedicated Litter Enforcement Team that:

- A:** Focuses on issuing Fixed Penalty Notices for specific littering offences such as dropping fast food, smoking litter, chewing gum, dog fouling and litter in general;
- B:** Is dedicated to specific elements of litter enforcement and should not be able to drift into the delivery of wider education and enforcement issues;
- C:** Is a resource that is in addition to existing staff in the Education & Enforcement Team. The hope would be that staff in the Education & Enforcement Team are then freed up to focus on important roles such as delivering more education and awareness activities aimed at reducing litter;
- D:** Any business case, contract or service level agreement that is created for the dedicated Litter Enforcement Team should reflect a number of pre agreed Council aims, priorities and values;
- E:** The dedicated team should as a minimum be delivered on a cost neutral basis, i.e. the monies raised through issuing fixed penalty notices should be at least enough to cover the costs of the new operation. This has been achieved in the United Kingdom by using both private companies (for example, 3GS and Kingdom) and in house teams delivered by local authorities (for example, Newcastle City Council);
- F:** Issuing Fixed Penalty Notices against people that have committed litter offences is often a very confrontational task that can sometimes results in officers being subject to threatening or violent actions. As a safety precaution the officers in the dedicated Litter Enforcement Team should be provided with body cameras;
- G:** The priority of the task group is to have a dedicated Litter Enforcement Team that helps to reduce littering in Cardiff on at least a cost neutral basis. It is happy for the Council to assess how best to deliver this team, something that should involve the comparative merits of comparing private companies against in house provision. Once a business case for the delivery of the team is completed (and before the team is actually put in place) a copy of the document should be made available to the Environmental Scrutiny Committee for consideration;
- H:** As with all other teams involved with managing litter and fly tipping the work of the dedicated Litter Enforcement Team should, as far as is possible, be driven by the good information and data. This would mean identifying areas in the city with documented littering problems and then allocating the resource appropriately. Using good data would be an effective way of targeting repeat offenders;
- I:** Prior to launching the dedicated Litter Enforcement Team the Council should run a city wide promotional campaign to raise awareness about littering and the potential penalties. At the same time the public should also be made aware of the new team and the work that they are being tasked to deliver. A similar range of messages should be circulated on an ongoing basis to ensure that the public is reminded of the problems caused by litter and associated penalties.

Response: This recommendation is accepted in principle

The overall objective that this recommendation is seeking to achieve is accepted. Specifically in relation to a dedicated litter enforcement team a more “Whole Council” approach to street scene issues is being considered with particular emphasis on the wider use of enforcement powers by staff from across the Council. This approach has worked well in other areas of work. The opportunity for the involvement of volunteers will also be considered.

15: Encouraging Residents to Report Litter & Fly Tipping Offenders – The task group believe that helping to managing litter and fly tipping challenges is both a Council and community problem. To this end Members feel that local residents should play a vital role in reporting incidents and offenders. Local authorities like Conwy County Borough Council have actively encouraged local residents to report offences such as dog fouling through the ‘DON’T STAND FOR IT’ campaign. This approach has worked in identifying persistent offenders and in raising the public profile of a range of littering offences. The task group believe that there is merit in this approach and recommend that the Council run a public reporting pilot in the city to test how effective this approach might be in Cardiff.

Response: This recommendation is accepted in principle

Through the Love Where You Live Campaign we are launching a Green Dog Walker Campaign which has proven successful elsewhere. The Campaign will encourage Dog Walking Champions who carry and share bags for dog fouling to encourage others to dispose of waste responsibly. Public Spaces Protection Orders (PSPOs) are also to be adopted to issue Fixed Penalty Notices for dog fouling related issues. The PSPOs will be publicised alongside the campaign.

Information provided by residents is already utilised by the Environmental Enforcement team to investigate and enforce issues relating to fly tipping and dog fouling. The service area is required to work under data governance legislation to ensure the management of any information and the details of those providing the information.

The Service area will review the development of a ‘report offenders’ element as part of the ‘report it’ aspect of the Council website and app. A media campaign could be utilised to promote the ‘report it’ website and app as well as the associated features.

16: Community Protection Notices – The Litter & Fly Tipping Survey identified fast food litter as a significant problem in Cardiff. The public perceive that since 2012 the enforcement effectiveness of dealing with fast food litter has reduced by 8.33%. Newport City Council has also identified fast food litter as an issue, and so to address the problem they are due to start using Community Protection Notices. These will be used against establishments who do not proactively deal with and control litter from their establishment. This approach will allow the local authority to issue a fine to a maximum value of £150 a day if the establishment fails to comply the Community Protection Order. Newport City Council seemed confident that this approach would work well, therefore, the task group recommends that the Council reviews the option of applying this approach against persistent offenders in Cardiff.

Response: This recommendation is accepted

We will consider the use of a Community Protection Notices as part of the approach to tackling retail food litter. It will be important to fully understand the range of tool’s available to resolve identified issues in a more location specific way and also to pilot and test interventions to understand the impact.

17: Cameras & Litter from Vehicles – The Council needs to explore the possibility of using Cardiff’s wider camera network to issue fines against those committing litter and fly tipping offences, i.e. not just Council cameras but also those owned by other public bodies such as South Wales Police. Members felt that this approach would be particularly useful if it was used to target people who were throwing litter or fly tipping from a vehicle. An educational campaign would be needed to support this approach, with the public being made aware that throwing litter or fly tipping from vehicles is not acceptable. In doing this, the campaign should highlight the range of reporting vehicles available to the public.

Response: This recommendation is accepted in principle

The Council will continue to use CCTV cameras when appropriate in this regard. The process can be challenging with stringent guidelines for us set by the Surveillance Commissioner however, we continue to work with all parties to deploy cameras in an appropriate and responsible way. We have been in contact with Glasgow and extensively studied their joint operations centre with a view to building a business case to support a similar approach in Cardiff. This will allow the Council to take full advantage of the range of camera's at our disposal, including public realm camera's which are jointly operated with South Wales Police as well as Council traffic cameras and the camera network operated to support our housing and hub estates.

Education & Awareness

18: Refresh the 'Love Where You Live Campaign' - Educational campaigns need to be refreshed on a regular basis to keep important messages fresh in the mind of the public. 'Love Where You Live' was a successful campaign; however, given the low level of educational campaign awareness Members believe that it now needs to be refreshed. Initially there was strong volunteer support for the 'Love Where You Live Campaign' – they thought that it projected a strong message to the public, and gave the Council a consistent brand against which to run a range of litter related projects. The task group recommends that the Council relaunch 'Love Where You Live' and support it with a wide range of Council and community supported initiatives aimed at reducing litter and fly tipping.

Response: This recommendation is accepted.

There continues to be strong volunteer support for LWYL, and there has been a continuous increase in the number of constituted community groups as well as the number of litter champions. The LWYL brand will continue to be promoted through regular campaigns. Upcoming campaigns include:

- Leave Only pawprints campaign
- Love Your Lanes
- Urban Orchards/Community Street Planters
- Careful littering

'Love Where You Live' is an overarching brand to deal with aspects where Street Scene services work to support community initiatives. Volunteering is a strong part of this work but the team also promotes aspects such as National Campaigns (Refill, Single use Coffee Cups – Time to change', No Straw Stand, The Gum Slam Dunk – bin it your way etc...).

The service will be meeting the volunteering groups following the response to this recommendation and will be asking how volunteer groups and the services can work together to promote initiatives aimed at reducing litter and fly tipping.

19: Using Social Media to Deliver Targeted Messages – Evidence provided during the task & finish exercise suggested that there is no one size fits all approach to dealing with litter and fly tipping. Litter and fly tipping problems vary from area to area; the background and demographics of those responsible vary from area to area. For many years officers have attended scrutiny to comment on litter and waste issues. Time after time, they have provided examples of challenges caused by difficult to reach groups. Transient populations, language barriers and cultural differences have regularly been referenced, these are then followed by a commitment to make leaflets available in a wider range of languages and to send out education and enforcement officers. Times have changed. We now live in a digital world where a huge number of people from right across our society communicate through social media and other electronic formats. The electronic footprints that most people now create mean that it is possible to identify an issue and then link it to a specific group of people by a wide range of categories including geography, age and language. The cost of running a ward targeted campaign through Facebook adverts is very low – a whole ward in Cardiff could be targeted for less than £10 a day which is much cheaper than the current approach. It is also possible to accurately measure the success, reaction to and impact of such posts in almost real time – meaning that the Council would be able to constantly review and adapt campaigns to improve the impact. This approach also provides greater flexibility in that groups could be targeted outside of normal Council working hours (for example, in the evening or on weekends) if circumstances required, while repeating the exercise would only involve a click of a button and small cost. Clear, concise and regularly repeated Facebook campaigns are a tried and tested approach to delivering behaviour change. The task group recommends that the Council selects an area with challenging litter and fly tipping issues, identifies the root cause of the problem and then delivers a pilot Facebook campaign aimed tackling the problem. This

should feature a series of simple and clear messages, for example, the impact and associated fine for the offence. The message should be repeated over a three or four month period. At the end of the exercise the success of the pilot should be evaluated and if successful rolled out across the city where appropriate.

Response: This recommendation is accepted in principle

Cardiff Council now has over 92,500 Twitter followers and over 23,000 Facebook followers. The Council uses a combination of organic social media posts and paid for targeted Facebook advertising. Organic posts on Facebook are scheduled strategically to work with the algorithms of the platform and therefore maximising the reach of each post. The Facebook advertising is tailored to reach the target audience using the demographic and geographical specifications built in to Facebook Business Manager. It is a very cost effective way of reaching the target audience.

The Council is looking at an area to pilot new approaches to tackling littering and fly-tipping. Targeted communications and education will support this initiative. As well as using targeted Facebook, the campaign will include all other Council social media platforms, on the ground public engagement and marketing communications activity.

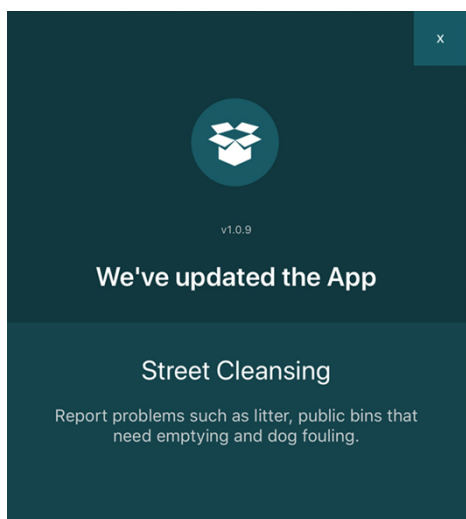
Based on data collected, the Council is currently exploring which area has challenging litter and fly tipping issues and to identify the root cause of the problem. This data will be used to shape the key messages and inform the strategic approach to developing the activity in the communications plan and on the ground education.

20: Cardiff Gov App – The Council has recently created the ‘Cardiff Gov App’ that provides members of the public with an opportunity to report fly tipping. This is a positive step forward for digitalisation that will provide the Council with an opportunity to gather more accurate fly tipping data and create a clearer picture of hotspots across the city - but the ‘Cardiff Gov App’ has the potential be so much more. If the key to better litter management is improved data then the app needs to be a public reporting tool for all of the main litter categories. All of the gathered data could then feed into a single database that would create a much clearer picture and act as an excellent management tool for resource allocation. The task group recommends all of the main litter offence categories are added to the ‘Cardiff Gov App’. Once these have been added then the Council should run a promotional campaign aimed at encouraging people to sign up for the upgraded app, and in particular raise awareness of the benefits of reporting litter and fly tipping.

Response: This recommendation is accepted in principle

We were pleased to hear that the Committee felt that the mobile app as a mechanism for customers to report issues was a positive step. In September 2019 “Street Cleansing” as a topic was introduced to the app and our digital platforms. The ethos that we have followed when developing these services is to ensure that we are developing across all platforms and the same service (which puts reports direct to the back office teams) is available on the Cardiff website and also for agents within C2C.

This design is key to developing services with the widest level of coverage, offers a consistent experience and develops in the most efficient manner possible, re-using the underlying technology in all cases.



The data from this is consolidated into on database to allow us to clearly see where our reporting hotspots are and the preferred methods of contact for our customers.

The introduction of street cleansing reports to the app is a continuation of a rolling programme of service development which was first launched in June 2018 and has since seen over 17k downloads from residents with new services released on 14-16 week cycles. We are also taking the lead from our customers with suggestions added to the backlog for future works.

21: Litter & Fly Tipping Promotional Materials for Councillors – 3,443 people completed the 2018 Litter & Fly Tipping Survey. This was a 53% increase in participation compared to an almost identical survey that was circulated by scrutiny in 2012 – and delivered with significantly less resource. The reason for the huge increase was the use of local social media networks - in particular the social media accounts of local councillors. Many local councillors are very effective at communicating with residents through social media and other electronic formats. At a time of shrinking budgets this is a resource that the Council cannot afford to ignore. Given the range of materials available to promote litter and fly tipping problems the Council should get into the habit of providing councillors with copies of these materials so that they can then circulate appropriate messages to local residents through, for example, Facebook posts and other social media. Should the Council require additional promotional materials then it should contact Fly Tipping Action Wales and Keep Wales Tidy who have access to such materials.

Response: This recommendation is accepted in principle

The Council's media team already promote environmental aspects via social media and there is an agreed programme to ensure key messages are delivered to promote the services we deliver and the good work taking place. The waste cowboy and the staged fly tipping outside City Hall is an example of promotional information on dealing with issues relating to residents giving waste material to companies or individuals who do not have a waste carrier license.

Members Briefings are now used to highlight initiatives and campaigns, a recent example being the briefing on changes to Concessionary Travel Cards. These briefings can also be used to provide information for Councillors to share in their wards. The Cardiff Council social media feeds will continue to push anti-littering and fly-tipping messages, and Councillors sharing these posts with their followers will be extremely valuable in helping to spread these messages.

22: Keep Wales Tidy – Campaign & Promotional Material Consultee - Before launching any litter or fly tipping promotional campaigns it would seem sensible to test the proposal with a consultee third party. A suitably experienced third party like Keep Wales Tidy should be able to provide appropriate feedback that could help iron out any issues and provide assurance for the Council on the proposed campaign. The task group, therefore, recommends that Council liaise with Keep Wales Tidy to ask them to act as a consultee for all future litter and fly tipping campaigns.

Response: This recommendation is accepted

The Council has a Partnership Agreement with Keep Wales Tidy to support sharing of promotional campaigns and support resources in Cardiff. The service area will ensure any promotional campaigns are shared with Keep Wales Tidy for comment.

23: Deliver Simple Clear Messages – The Litter & Fly Tipping Survey identified that public awareness of current educational campaigns or promotions aimed at reducing litter and fly tipping was very low. The 2018 results show that only a relatively small percentage (between 11% to 36% across the range of litter categories) were aware of current or ongoing litter campaigns. In addition to this the recognition levels of a sample of litter campaign logos used by the Council was also very low, with all five images scoring less than 50% recognition. The best performing logo was the simple, yet clear dog fouling logo that achieved 48% recognition. Members felt that this scored the highest response because it was clear, simple and universally recognisable – irrespective of where people are from or the language that they speak, the simple message of the dog fouling logo was easy to understand. Keeping educational material simple, clear and very recognisable was the key to a successful promotion.

Response: This recommendation is accepted

The service is looking at how we promote clear messages across Cardiff in terms of campaigns relating to litter and keeping the street scene tidy. We have targeted fly tipping but there is still work to be undertaken relating to lanes where issues of fly tipping or abuse by residents persist. The service area is currently reviewing data relating to street cleanliness to inform where aspects like campaigns would be most beneficial.

24: Dedicated Budget for Litter & Fly Tipping Campaigns - The research undertaken for the task & finish exercise identified many local authorities no longer have dedicated budgets for litter and fly tipping campaigns. Members felt that this was a mistake since the key to delivering real behaviour change is through a combination of education and enforcement. The task group recommends that if the Council is serious about reducing litter, then it needs to maintain a dedicated budget for litter campaigns and other educational initiatives.

Response: This recommendation is partially accepted

Financial pressures mean that dedicated budgets for media campaigns have reduced over time. However alternative funding sources are used wherever possible and there is scope to use existing channels of communication more effectively. Service change proposals in this area will also include the cost of communication and promotion as part of the business case.

25: Promotion of Key Educational Messages – The range of key educational themes that should be considered when promoting educational messages include:

- Promotion of Accepted Service Standards - Service standards for cleansing should be promoted through education and awareness campaigns.

- Litter Enforcement Directing Behaviour Change - It was emphasised that litter enforcement should be used as a tool for behaviour change, however, it is essential that this should be supported by education. The idea of an all Wales litter campaign was suggested during the inquiry.
- Litter Prevention - Litter prevention should be the first priority, i.e. to stop it from happening before it is created.

Response: This recommendation is accepted

We are currently working in partnership with Caru Cymru (Keep Wales Tidy) on a programme of activities. The focus will be on behaviour change and litter prevention rather than one-off clear ups. Keep Wales Tidy will coordinate pan-Wales campaigns that all Local Authorities can access, this is supported by Natural Resources Wales, Cardiff University and Welsh Government.

A set of Service Standards will be developed. Benchmarking is currently underway to establish how other authorities have set and communicated such standards.

26: Educational & Promotional Messages Aimed at Young People – It has been documented on many occasions that young people under the age of 18 are more likely to litter than other age groups. Taking enforcement action against people under the age of 18 is not possible; therefore, the only way to address the problem is through education. To tackle this problem the Council needs to work with schools and Keep Wales Tidy to develop a specific strategy to educate younger people on the problem of litter. This should include information about the problems and costs of litter; the practical steps that schools can themselves take to reduce litter both at school and on the main routes into and out of the school. Given the number of schools in Cardiff, the information should be something that the teachers or other school staff are able to deliver without outside support.

Response: This recommendation is accepted

Cardiff Council runs the annual Really Rubbish campaign which focusses on messages around recycling and littering. Officers can deliver workshops in schools to all ages from reception upwards. Resources are also available for teachers to deliver via the Keep Cardiff Tidy website. Keep Wales Tidy have a dedicated ECO schools staff member who we work in partnership with. In 2018 the Love Where You Live team delivered story books to all 98 primary schools in Cardiff around marine plastics. Cardiff Council also works with secondary schools in Cardiff as part of the environmental element of their Welsh Baccalaureate.

Bins

27: Bin Management Based on Good Data - Allocation and emptying of bins should be based on extensive and reliable data. Evidence suggests that local authorities with good data are able to create more efficient bin collection rounds. The time saved can be directed towards other tasks or to produce savings. To support good data gathering all of the Council's bin stock needs to be electronically documented (digitalised) or referenced with unique identifiable number. The unique bin number then needs to be recorded on a central litter database so that incoming data relevant to that bin can be stored to build up a picture of how the bin is used, and the frequency with which it needs to be emptied. Creating this bin data gathering structure will involve lots of work initially, however, once established will provide valuable data that will allow the creation of shorter and more efficient bin emptying rounds.

Response: This recommendation is accepted in principle

Litter bin sensors have been trialled on 100 litter bins and a number of benefits identified. A business case has now been developed to procure further sensors, with the aim of procuring further sensors by the end of the financial year.

28: Rotating Sensors to Gather Data – Given the cost of sensors and the challenging financial position facing the Council, the existing sensor stock (ENEVO technology) should be continually rotated around Cardiff's bins to gather data. Once the data is collected it should then be used to design more efficient bin collection rounds. The rotation should be managed to take account of seasonal variations. For this to work properly the precise location of all bins needs to be electronically documented (see the bullet point above). To date the sensors have been mostly located in city centre bins – given the high footfall in this area and that the public rate bin emptying in the city centre as the best in Cardiff, the Council should undertake an assessment to establish if the new sensor technology is a contributing factor to the better performance in this part of the city. As Cardiff has an extensive bin stock, and given the urgent need to achieve almost immediate savings, the Council might also give consideration to leasing more of these sensors in the short term to help accelerate its bin data gathering exercise.

Response: This recommendation is partially accepted

Sensors are not currently based in the city centre, and it can be a costly exercise to move them. As operatives have to litter pick the city centre locations regularly anyway, these areas are seen as low priority for sensors, as operatives can visually check these bins daily. As such, sensors will be prioritised to outer areas to ensure maximum efficiency. Use of the sensors will be cost effective as it will reduce the size of litter bin rounds and therefore the number of litter bin rounds required.

29: Fewer But Bigger Bins - Evidence suggests that the Council needs to gradually replace smaller bins, for example, bins mounted on lampposts, and move towards the provision of fewer and bigger bins. The research carried out for this inquiry indicated that several local authorities were creating efficiencies and reducing litter by replacing smaller bins with fewer large ones. This resulted in shorter bin emptying rounds and reduced the number of overflowing bins – a common cause of litter in some locations.

Response: This recommendation is partially accepted

This recommendation will be trialled where appropriate. Unfortunately, some locations are not suitable for free-standing litter bins, and in such scenarios lamp-post bins are the best available solution.

30: Bins – 'Cardiff Gov App' – As per a wider recommendation on the 'Cardiff Gov App', the task group recommends that a public reporting facility similar to the existing one for fly tipping be added to the app for

bins. This would require all bin locations to be digitally recorded (see above), which in turn would allow the public to report any full or overflowing bins through the app. This would help provide management with information so that they can better direct resources to improve how they manage bins.

Response: This recommendation is partially accepted

This recommendation will be explored. However, hopefully the litter bin sensors will remove the need for such a service.

31: Covered Bins – Given the large number of seagulls and other vermin in Cardiff, the Council should move away from the provision of uncovered bins. Placing a top or cover on each bin would prevent the vermin from entering the bin and removing pieces of litter, which in turn would reduce the amount of litter on the street.

Response: This recommendation is accepted

The Litter Bin Policy stipulates the types of bin that should be utilised. The Policy stipulates that bins should be covered, and where we have uncovered bins they are being prioritised for replacement.

An investment programme to improve bins in the City over the last 3 years has seen £262,600 spent on replacement bins and their installation over this period. Open top bins are no longer procured and there has been a targeted focus to replace open top bins with bins with lids as part of this investment. There are 3,600 bins across Cardiff.

Volunteering

32: Annual Recognition Ceremony – The Council needs to run an annual ceremony to recognise the efforts of volunteers. This could be held annually in one of the Council's flagship heritage buildings, for example, City Hall or the Mansion House. It should be designed to reward volunteers for their efforts and send out a clear message that the Council values the work that they deliver.

Response: This recommendation is accepted

Agreed – this is something we have set budget aside for and plan on holding in February, and to continue to do so on an annual basis. This year we held 'coffee and cake' thank you events as part of National Volunteer Week and held a picnic to link in with Splott Beach Clean.

33: Incentivise Volunteering – The Council and Keep Wales Tidy should review the range of opportunities around creating incentives or benefits for those who volunteer. For example, they should develop a consistent approach that would mean that all volunteers are able to report and access time credits for all the work that they undertake – at the moment the ability of volunteers to access time credits is patchy. They should also look into using the large volunteer base across Cardiff (and possibly Wales) to apply for a collective bid to access 'employee benefit' or 'employee discount schemes'. With a sufficiently large group of people such schemes are free and offer discounts for things like retail shopping, event tickets, etc... Creating access to these benefits and discounts would help pass on a well-earned thanks to volunteers for the great work that they carry out.

Response: This recommendation is accepted in principle

The Council has worked in partnership with Tempo time credits in the past, but due to the vast nature of volunteer work completed by litter champs the time credit model is not sustainable. Instead, time credits are offered via Tempo to 'Keep Tidy' groups who wish to sign up. This is the decision of individual groups whether or not to sign up to the time credit scheme. The Council will look into how current staff benefits may be passed onto volunteers. In the past we have offered ad hoc 'thank you treats', such as concert tickets.

34: Volunteer Co-ordinator Post – Members understand that the current volunteer co-ordinator post is on a temporary contract basis, and that approximately only a quarter of her time is allocated to co-ordinating volunteers. It clear that the post has provided a significant return on investment for the Council (equivalent to a value of £41,252 in Quarter 1 2018/19 alone), and that if this was a dedicated resource then this could be significantly increased. The task group recommends that this post is made permanent and that the role is dedicated to volunteer co-ordination). The success of the post should be monitored, and if it is clear that the value added continues to increase then the Council should look to add to this resource. In addition to this, an additional post should be created within the Cleaner Cardiff Team to cover the tasks previously undertaken by the Volunteer Co-ordinator that don't relate to volunteer co-ordination, for example, education and awareness work.

Response: This recommendation is accepted in principle

We are continuously exploring funding opportunities in order to ensure that we can retain this role. Furthermore, we have recently recruited a community development assistant. This will ensure that time spent co-ordinating volunteers remains the primary function of the role.

A new post has been created on a temporary basis to focus on the litter champion scheme and the new 'leave only pawprints' champions.

35: Strategy & Consistency – Whilst it is important to provide volunteer groups with the independence to grow and thrive, the Council and other key agencies (for example, Keep Wales Tidy) should develop an outline volunteer strategy that helps to properly structure volunteer groups and point them in the right direction. This should include:

- The basics of what each group might need (for example, litter picking equipment, insurance, key contacts, etc);
- The available support from the Council and other key stakeholders;
- Details of other litter picking groups and the Cardiff litter network;
- Advice and support around how to promote the group, for example, social media and promotional material;
- Support around how to access funding for grants;
- Incentives available for each group, for example, time credits;
- How to constitute a group and the benefits that this creates;
- How their contribution helps to support Cardiff as a sustainable city;
- How each new group can receive a needs assessment;
- How to create a bespoke strategy and plan for their group.

Response: This recommendation is accepted in principle

Much of this is in place already and support is provided by both Keep Wales Tidy and the Love Where You Live team. The Council will work with Keep Wales Tidy to ensure that support given is consistent to all groups across Cardiff and will look at putting a 'Group Information Pack' together, with resources made available on the Keep Cardiff Tidy website. We are happy to provide ongoing support for all groups and can meet with them at their own convenience to consider their individual needs. All new funding streams are emailed directly to group leads as and when they are available and can be found on the Keep Cardiff Tidy website.

Volunteer Support

36: Support & Grow the 'Cardiff Tidy Network' – The Council and Keep Wales Tidy need to work together to expand and support the growth of the 'Cardiff Tidy Network'. This is a great way for volunteer groups to meet, share experience and talk about best practice. It is also a good way to develop contacts and improve volunteer collaborative working. This could help develop a consistency of approach towards volunteering, sharing best practice, etc...

Response: This recommendation is accepted

The 'Keep Tidy' network meeting will recommence running quarterly and provide an opportunity for groups to come together and share what they are doing, key successes and discussions around key concerns. These are attended by council officers from Love Where You Live, cleansing and enforcement, along with Keep Wales Tidy.

37: Storage – The Council needs to give serious consideration to providing established volunteer groups with access to storage facilities on Council land. Cardiff Rivers Group, for example, is in need of additional storage to keep its equipment and certain recycled materials (that they sell on to raise income for the group). They are currently looking into the cost of leasing a suitable storage space. Given the size and diversity of the Council's estate, this is something that could be assessed on a case by case basis, and where the volunteer group meets the criteria then storage could be provided for free.

Response: This recommendation is accepted

Cardiff now has 15 'litter lockers' based in Cardiff's hubs and libraries. These can be accessed by groups around Cardiff to access equipment. Equipment can also be stored in the hub/libraries as needed. Keep Cathays Tidy

currently have their own kit in Cathays Library and Fork and Trowel Gardening Group store equipment at Llandaff North and Gabalfa Hub. Cardiff Rivers Group have been given storage at Lamby Way. We are happy to work with groups to look into other options as well.

38: Deep Cleans – The Council needs to improve liaison between itself and volunteer groups when ‘blitz’ or ‘deep cleans’ take place in the ward in which they are based. This will provide local residents with an opportunity to run events in conjunction with the ‘blitz’ or ‘deep cleans’, thereby increasing local participation and ownership. In addition to this, when the Council consults with volunteer groups asking for advice on the work that needs to take place it should not completely ignore their suggestions. Acting in this way leaves local volunteer groups feeling disappointed and feeling ignored.

Response: This recommendation is accepted

The Community Development Coordinator based within Waste Management has been liaising with Cleansing to support community litter picks over the last 12 months, which has worked very well, and good feedback has been received.

It is now intended that the Deep Cleanse and Blitz Schedule going forward will be drawn up with input from the coordinator, which will ensure local residents are aware of the areas to be cleansed and joint operations can be put in place.

This will also allow the local volunteer groups to feel included and address any feelings that they are being ignored.

39: Provision of Litter Picking Equipment – The Council should create a dedicated budget for volunteer litter picking equipment. This should be used to cover the costs of bags, pickers, safety equipment, etc... This budget should then be reviewed on an annual basis and adjusted to reflect the amount of work delivered by the volunteers.

Response: This recommendation is accepted in principle

Cardiff Council now has 15 ‘litter lockers’ based around Cardiff within the hubs and libraries that both litter champions and groups can access. This provides a sustainable model moving forwards to ensure that as many volunteers as possible can access kit, and is the same model that Keep Wales Tidy have now moved to. The Council can support all groups by lending them equipment as needed, as well as helping to write funding bids to secure their own equipment. Keep Wales Tidy will also be adding 5 kit access points around the city, on an annual basis, to make kit as widely available as possible.

40: Provision of Promotional Materials - The Council should create a dedicated budget for volunteer promotional support material. This should be used to cover the cost of promotional materials such as business cards and volunteer group banners (to be placed out at every event), etc... This budget should then be reviewed on an annual basis and adjusted to reflect the amount of work delivered by volunteers across Cardiff.

Response: This recommendation is accepted in principle

We are happy to work with volunteer groups to help them promote their groups and the amazing volunteer work that is being undertaken. Under the new Caru Cymru funding there will be a small budget that can be accessed for this purpose and all requests will be reviewed on an individual basis. In previous years we have supported Keep Roath Tidy with flyers and have had signage made for Canna Collective along the street bins on Cathedral Road.

41: Communications Support for Volunteer Groups – Where required the Council should provide communications support to volunteer groups who are interested in expanding their range of activities and

events. For example, information on how to create and manage social media platforms and wider distribution of their messages through the Council's social media platform – this should include circulating to and through the Council's associated partner networks. Volunteer groups would also benefit from featuring alongside and being promoted through the Cardiff Council 'Love Where You Live' brand.

Response: This recommendation is accepted

Cardiff Council actively promotes 'Keep Tidy' groups on their social media platforms, as well as through our internal communications to staff and schools. Groups are featured on the Keep Cardiff Tidy website and we encourage groups to write blogs about their successes. Two recent features on the website were Dave King's MBE (CRG) and Keep Creigiau Tidy's clear up of Llantrisant Road.

The Council is committed to provide communications support for volunteer groups. Social media is a particularly effective means of promoting volunteer groups. Litter picks are now promoted by Cardiff Council beforehand and coverage provided during and after the events to encourage more people to volunteer in the future. For those that cannot make it to a litter pick but are keen to get involved, Cardiff Council is using its social media to publicise the litter pick equipment that is available to borrow from its Hubs.

The Council shares and likes the social media posts from the individual volunteer groups' accounts and their accounts are also tagged into the Council's social media posts for them to then share with their followers. Links to the volunteer groups' social media accounts are published on www.keepcardifftidy.com. The Council also uses social media to highlight the individual stories from the volunteer groups. For example, this year the Council has highlighted the story of Cardiff's 'youngest litter picker' and the story of a person who received an MBE for the voluntary work to keep their community tidy.

In addition to using its social media platforms, Cardiff Council is also providing communications support through its other channels. Blog posts are written and published on www.keepcardifftidy.com as well as www.cardiffnewsroom.co.uk. Press Releases are issued to all local media outlets and the Council utilises all its internal communications channels to promote the groups to staff working in the local authority.

The promotion of the volunteer groups sits under the Love Where You Live brand and the Council continues to explore new ways of using its popular social media channels to promote their work. For example, its Facebook account will now be used to create Facebook Events as a means of promoting individual litter picks. This will allow followers of the Cardiff Council account to express their interest in attending the litter pick, and to share the event with their social media connections.

42: MOT Support – Some of Cardiff's more established volunteer groups rely on the use of a vehicle for work that they undertake, for example, Cardiff Rivers Group. Using vehicles for volunteer work incurs a range of costs; this can include an annual MOT. Cardiff Council has an in house MOT testing facility that is based at Coleridge Road which is used to undertake MOT's on Council vehicles. The task group believes that if a volunteer group is using a dedicated vehicle for litter picks and other community projects, then the Council should provide a free MOT for that vehicle.

Response: This recommendation is not accepted

The utilisation of vehicles will not be just for volunteering relating to Council based activities and therefore it would be difficult to identify a dedicated vehicle. The Council supports groups to identify sources of funding available to assist them to fund their activities.

43: Household Waste Recycling Centre – ‘Waste Carrier Licence’ - Where a volunteer group is collecting a reasonable quantity of waste (both recyclable and non-recyclable), the Council should issue them with a ‘waste carrier licence’ so that they are able to dispose of the waste collected by taking it directly to the Household Waste Recycling Centre. This would help to save costs as the Council would no longer need to send out an officer to remove the waste.

Response: This recommendation is partially accepted

The Cardiff Rivers Group are the only group to have access to the waste transfer station and are not charged for depositing waste collected from volunteering events. The driver has received an induction to Lamby Way depot and the associated risks of driving and delivering waste within the working depot.

The Council will continue to support volunteer groups to collect bags or remove waste due to the issues of having volunteers accessing a working waste depot.

44: Fundraising – The Council should provide volunteer groups with additional support and opportunities to raise funds for their group, which in turn would help make them more self-sufficient. Feedback suggested that certain volunteer groups wanted more flexibility and opportunity to raise funds, which would mean that they could carry out more work and extend support to other groups. For example, a volunteer suggested that if they had access to the Household Waste Recycling Centres to pick up unwanted items, then these could be ‘upcycled’ and sold on to raise funds for the group. The Council already has this type of arrangement in place with Cardiff Cycle Workshop; this is an example of social enterprise that has worked very well.

Response: This recommendation is accepted

We are happy to work with groups to help them raise funds, either by formal means such as grant applications, or to support more flexible approaches. When community funding becomes available all information is emailed out to groups and is also put on the Keep Cardiff Tidy website and we can support with writing the funding applications. We are happy to work with groups to identify alternative ways of fund raising.

45: Attendance at Volunteer Events – Volunteers felt that the events that they ran would benefit from greater support from local councillors, PCSO’s and Council Enforcement Officers. The task group recommends that this should be reviewed by the Council to see what can be done to improve participation by these groups at future volunteer events.

Response: This recommendation is accepted in principle

We promote all volunteer events via the Keep Cardiff Tidy website, as well as promotion our social media platforms. Where it is appropriate we can arrange for enforcement officers to attend events, where they will be able to offer additional support. We can also publicise events through our network of community hubs and staff from a range of organisations will be made aware of the opportunity to take part.

46: Refresh ‘Love Where You Live’ – Volunteers felt that ‘Love Where You Live’ was a strong brand that had provided a strong message. They felt that it was no longer promoted in the way that it had been in the past, and that it now needed to be refreshed. The task group agrees with the volunteers and recommends that ‘Love Where You Live’ is refreshed to reflect the current challenges facing Cardiff in terms of addressing litter and fly tipping. Refreshing ‘Love Where You Live’ it was thought would provide a consistently branded and ongoing message.

Response: This recommendation is accepted

Love Where You Live is constantly adapting and responding to the changing needs of the city. Under Caru Cymru there will be greater focus on behaviour change and prevention and education, as well as supporting volunteers and volunteer groups. We are linking in more closely with waste management, cleansing and enforcement to ensure that there is consistent messaging in all that we do. The Keep Cardiff Tidy website has been updated to make it more friendly and easy to use.

47: First Aid Kits – Volunteers felt that the Council should provide all volunteer groups with a first aid kit.

Response: This recommendation is accepted

We are happy to supply first aid kits for groups relating to Love Where You Live volunteer groups.

48: Recording Volunteer Achievements - The Council needs to get a better understanding of the amount of rubbish that volunteers pick up. Several volunteers commented that the figures provided to illustrate the work of volunteers was a gross underestimate. A process needs to be put in place that accurately records the volume of litter collected by volunteers so that their achievements can be celebrated.

Response: This recommendation is accepted

All volunteers are asked to self-report the amount of bags that have been collected and these are the figures that are circulated. Keep Wales Tidy has recently introduced their eppicollect app which allows volunteers and groups to provide on-the-spot recording of their volunteering – giving us a more accurate picture of what volunteers are doing across Cardiff. We understand that there are people voluntarily litter picking that are not signed up as either Love Where You Live or Caru Cymru champions and we are unable to record what we don't know about. We encourage anyone we know about to sign up as a champion to ensure that they have the appropriate Personal Protective Equipment and safety awareness and are covered by either Keep Wales Tidy or Caru Cymru's public liability insurance.

We will also build on the approach to volunteer recognition developed in relation to other volunteering opportunities. For example for Advice and Benefit volunteers the Council holds annual celebration / thank you events for volunteers. These have been held in City Hall. We provide light refreshments and invite families of the volunteers to attend too. They are presented, on stage, with a commemorative plaque / pen and a certificate. We also have a handful of special contributions award with prizes presented by Members. We also nominate our volunteers for external awards. To date the teams have been successful in winning the WCVA Awards for Digital Volunteers.

49: Recycling Waste Collected by Volunteer Groups - Several volunteer groups felt that all recyclable materials collected should be recycled and not sent for incineration. They felt that the Council were not always recycling the material that they collected and that the position needed to be clarified. The task group recommends clarification on this position, and that the Council provides volunteer groups with information on what can and cannot be recycled. A sensible way to deliver this might be via a presentation at the 'Cardiff Litter Network', so that attendees can then circulate the information to their respective groups.

Response: This recommendation is accepted

In terms of events Cleansing now offer the hire of BIN PODS to event organisers. This allows all waste to be placed in separate waste streams and removed from site separately. The BIN PODS have proved to be very

successful and are a frame, which includes four 140 litre bins and signage to indicate which bin are for which waste stream such as recycling, food and general waste.

The half marathon in 2018 trialled the BIN PODS and Cleansing were able to produce a 96% recycling rate for an event with over 20,000 people attending including runners and spectators, and this has been agreed for 2019 also.

We have also used the BIN PODS in St Fagans Food and Drink Festival and trialled them in the school holidays in Victoria Park.

These have proved to be very popular and we have been asked to extend the hours of placements at next year's food and drink and expand the number of parks we place the BIN PODS in next summer.

Litter in General

50: Litter on Sports Pitches - Litter on sports fields is a problem, for example, in Pontcanna fields after a football game. There are always bottles left after games and during the football and rugby seasons this dramatically increases. Cardiff Rivers Group believe the hire agreement for pitches stipulates that they need to be cleared of all litter after the games. They suggest a “three strikes and you are out” approach – three warnings in a season for not clearing up or your pitch would result in bookings being refused. This approach would need policing and accepting photos from other park users could be one way of identifying when there is a problem. It was suggested that “Pop-up” bins could be provided with a booking – the club would be responsible for the bin in the same way that they use their own nets for the goals. The task group feel that this is a good suggestion, and one that the Council should look to pilot at a sports field where litter has already been identified as an issue.

Response: This recommendation is accepted in principle

Litter on Sports pitches are accepted as a significant issue, mainly for plastic single use water and energy drink bottles.

Every pitch in the City is used for Mini and Junior football on a Saturday morning with clubs acting as key holders for the changing facilities on match days. Approaches to tackle the problem so far include:

- Leagues introduced a fine for offending teams but dispute resolution proved problematic to resolve with teams suggesting the need for pre and post-match photographic evidence. Consideration is therefore being given to introducing a penalty to the league to encourage a more holistic approach to resolving the problem.
- Every team is provided with a black bag to collect their litter with some but limited effect. The pop up bin idea will be trialled to see if the impact is greater.
- Random enforcement High Viz patrols will be carried out at certain points in the season. This is likely to be quite effective in preventing litter drop at these times but can only be a part of the solution. We will encourage the leagues to send out a communication with their registration regarding litter and regular reminders. We will approach the WRU and FAW to consider a joint promotion/campaign to build on the Sport v plastic approach.
- We have running drinking water at all sites and therefore methods to encourage the use of refillable drink bottles will be considered. Vending machines have been removed at sites to reduce the waste bottle problem.

51: Localised Litter & Fly Tipping Approach - The key message put forward by Jemma Bere from Keep Wales Tidy was that “one size fits all” does not work for litter and fly tipping management - the approach needs to be tailored to local needs and challenges. The task group agrees with this and recommends that once the Council is confident in its litter and fly tipping data, then it should look to develop localised litter and fly tipping approaches that involve the local community and volunteer groups.

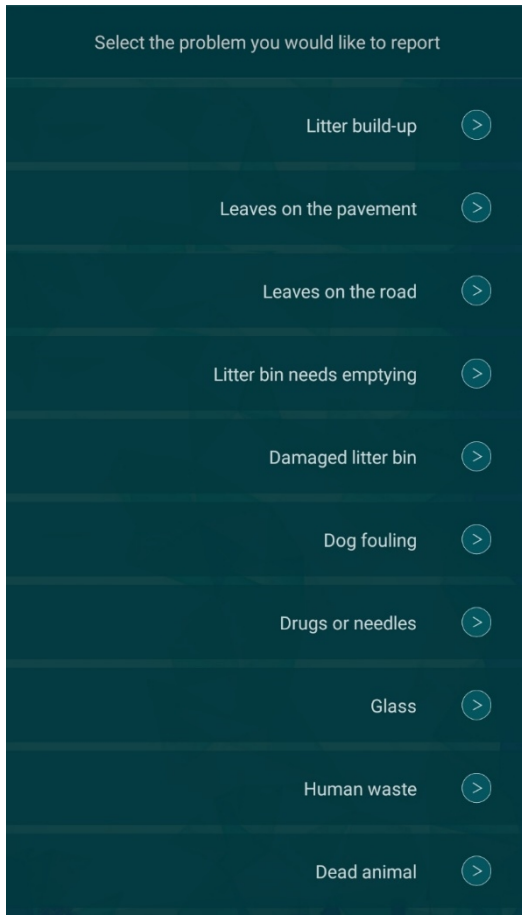
Response: This recommendation is accepted

The service area is currently working to review data with regards litter and fly tipping to ascertain how we deal with issues. As part of this work, a Locality Programme Board has been formed bringing together service areas from enforcement, cleansing, parks, housing and communities to deal with concerns. At this programme board there is a recognition on local issues specific to individual communities and work is progressing to see how best to implement specific interventions and monitor the outcomes achieved.

52: Litter in General – ‘Cardiff Gov App’ – As per a wider recommendation on the ‘Cardiff Gov App’, the task group recommends that a public reporting option for litter in general is added alongside the existing reporting option for fly tipping on the app. This would help provide management with better information to help direct resources and improve how the Council deals with litter in general. A similar reporting option for the main litter types covered in this report should also be built into the same section of the app.

Response: This recommendation is accepted

We are pleased to confirm to the Committee that “Street Cleansing” was released in September 2019 to allow customers to report various cleansing issues including Litter Build up, Leaves on the pavement or road, litter bins that need emptying or are damaged, Dog fouling, Drugs or needles, Glass, Human waste or dead animals. This uses the same process as fly tipping to allow customers to identify the location of the issues and this feeds into locational reporting as part of our Data Visualisation work. As with all services developed for the app this is replicated on the Web and within C2C for consistency.



The screenshot displays a mobile application interface with a dark teal background. At the top, a header bar contains the text "Select the problem you would like to report" in white. Below this, a list of ten reportable issues is presented, each on a separate row with a light teal background. Each row consists of the issue name on the left and a circular button with a white right-pointing chevron on the right. The issues listed are: "Litter build-up", "Leaves on the pavement", "Leaves on the road", "Litter bin needs emptying", "Damaged litter bin", "Dog fouling", "Drugs or needles", "Glass", "Human waste", and "Dead animal".

Select the problem you would like to report	
Litter build-up	>
Leaves on the pavement	>
Leaves on the road	>
Litter bin needs emptying	>
Damaged litter bin	>
Dog fouling	>
Drugs or needles	>
Glass	>
Human waste	>
Dead animal	>

Fast Food

53: Fast Food Litter Awareness Stickers – Given that fast food litter is regarded by the public as one of the biggest litter problems in Cardiff, the task group felt that something had to be done to target this litter at source. The only way to target this litter at source is at the point of purchase, i.e. in the shop or take away where the fast food is sold. Members reflected on the positive impact of the recently introduced ‘Food Hygiene Ratings Stickers’. All Welsh food establishments are now required to display these in a prominent location at the establishment to demonstrate the standard of food hygiene that they achieve. This very cost effective initiative has significantly increased food hygiene standards across Wales. The task group recommends that fast food litter should be targeted in a similar way, i.e. by asking all establishments to display a sticker at the point of purchase. The sticker should highlight the problem that fast food litter creates and provide details of the maximum penalty for the offence. The Council could quickly deliver this scheme by working with the Shared Regulatory Service who already distribute Food Hygiene Ratings stickers to 3,252 establishments across Cardiff. 3,500 stickers would cost less than £500 to purchase, and would ensure blanket coverage of establishments that sell fast food across the city.

Response: This recommendation is accepted in principle

The evidence of the impact of fast food litter in general terms is very clear but it is important that, in line with a more tailored approach, we clearly understand the issues on a locality basis. The work to gather and integrate appropriate data streams (see Recommendation 1) will help to inform the interventions in respect of fast food outlets. Consideration is also being given to developing a Cardiff rating system for retail premises in respect of their approach and compliance with waste and recycling matters. This is more likely to be a medium term initiative but will be included in the action plan associated with the delivery of the scrutiny recommendations.

54: Fast Food Litter – ‘Cardiff Gov App’ – As per a wider recommendation on the ‘Cardiff Gov App’, the task group recommends that a public reporting option for fast food litter is added alongside the existing reporting option for fly tipping on the app. This would help provide management with better information to help direct resources and improve how the Council deals with fast food litter. A similar reporting option for the main litter types covered in this report should also be built into the same section of the app.

Response: This recommendation is accepted in principle

The committee has identified some key areas of problematic litter which may not be covered by our existing services, in terms of the fast food outlets and problems associated with these we are tracking these through our “litter build up” category within the street cleansing service and will look at how we can introduce a specific category for Fast Food Outlets. We will take the same approach with Chewing gum and look at introducing an additional category for this.

We note the smoking related litter issues raised by the committee and this kind of enforcement issue is already planned in for a future release along with issues such as littering from a vehicle and poorly presented waste.

55: Community Protection Notices – Newport City Council identified fast food litter as an issue in the city, so to address the problem they are due to start using Community Protection Notices. These will be used against establishments who do not proactively deal with and control litter from their establishment. This approach will allow the local authority to issue a fine to a maximum value of £150 a day if the establishment fails to comply the Community Protection Order. Newport City Council seemed confident that this approach would work well; therefore, the task group recommends that the Council consider applying this approach against persistent offenders in Cardiff.

Response: This recommendation is accepted

We will consider the use of a Community Protection Notices as part of the approach to tackling retail food litter. It will be important to fully understand the range of tool's available to resolve identified issues in a more location specific way and also to pilot and test interventions to understand the impact.

Fly Tipping

56: New Fixed Penalty Notice for Fly Tipping – The task group believe that the introduction of the new £400 Fixed Penalty Notice for fly tipping is a positive step forward. They are encouraged that the Council issued 27 Fixed Penalty Notices in the first two months of the fine being introduced; particularly as the proceeds now go directly back to the Council and can be reinvested to tackle litter and fly tipping. The task group believe that more can be done to promote this new fine, and recommend that the Council uses social media, the press and other promotional tools to raise awareness – for example, publicising details of those who are fined.

Response: This recommendation is accepted

Currently there has been 184 fly tipping fixed penalties issued. The introduction of this fixed penalty has certainly supported the officers in the issues of addressing fly tipping within their wards. There has recently been an enforcement staged event where waste was fly tipped outside City hall. This was to highlight to all residents living in Cardiff and persons working in Cardiff the dramatic effect of one fly tipping incident can have on the environment and the process of the time taken by the officers for investigation through searching the waste for evidence and the removal of the waste. This was published by our press team on social media sites to raise awareness and the Waste Cowboys campaign followed on from this incident to raise awareness to residents that they are responsible for their waste and if they ask any person to remove waste from their properties, to make sure they are a licensed waste carrier and have a legitimate waste carriers registration number.

57: Digitalisation, Technology & Data – Officers explained that the process for dealing with the end-to-end management of fly tipping was not digitalised, with some teams using three separate systems to report one incident. This means that there are parts of the process that have to be recorded manually which is very time consuming. This creates gaps in Cardiff's fly tipping knowledge. As has already been mentioned in this report, gathering data is a vital part of dealing with litter and fly tipping. Good data helps staff to efficiently manage the process, as it creates an accurate picture of where the main problem areas can be found. All data received needs to be recorded in a single location, with all stakeholders able to report information into this system through a range of technology. Positive steps forward have been taken in recent months, for example, the 'Cardiff Gov App' provides the public with a great tool to photograph, record and report fly tipping incidents – something that should reduce inaccurate reporting which has been a feature of the fly tipping process in recent years (in 2017/18 no waste was found at 19% of reported incidents). However, the ability of front line staff and other partner stakeholders to digitally report into the process remains limited. Encouraging a wider range of staff and partner stakeholders to use technology will increase the number of eyes on the street, resulting in problems being dealt with quicker. The process should deal with complaints on both public and private land, and link into data that is currently held on the fly mapper database. Based on this information, the task group recommends that the Council reviews its fly tipping reporting and monitoring systems so that all aspects of this process become digitalised.

Response: This recommendation is accepted in principle

The 'Cardiff Gov App' provides the public, stakeholders and frontline staff with a tool to photograph, record and report fly tipping incidents. All data received through the App and anything reported through C2C is currently recorded in a single location into the Fly Tipping email inbox. The reported incidents are screened by an experienced officer before being redirected to the correct team. If a report is confirmed as a suspected fly tipping case it is assigned to an Enforcement Officer who on visiting site if it is confirmed as fly tipping will record the incident into the Startraq Environmental Enforcement system on their handheld device.

The initial plan was for a full digital process from the 'Cardiff Gov App' directly into Startraq by use of Startraq's application programming interface (API) which is a set of protocols, routines, functions and/or commands that

the programmers use to facilitate interaction between distinct systems. This would generate a case in StarTraQ for every report and assign to an Enforcement Officer to attend. However, after a review of the type of reports coming through the App it was clear that many were not reports of fly tipping but were actually regarding other issues, mainly street cleansing. Currently there is not the technology available to provide the screening that is carried out by the officer who monitors and redirects the reports from the email inbox.

As the 'Cardiff Gov App' develops and the functionality grows, the accuracy and quality of the reports should improve to the extent that the screening by the officer becomes unnecessary. We will continue to monitor this to ensure that if an end to end digital process is feasible we take the opportunity to implement. We, as a digital improvement team, are constantly monitoring and searching for new and emerging technologies which may assist in the full digitalisation of this process and others.

Cardiff Council do not have the legal authority to issue fly tipping fines for incidents on private land. The Owner of the land is responsible for the clearance of any fly tipping. The Cardiff Council Education and Enforcement team can issue a notice to instruct the Landowner to remove waste on private land. If the owner does not comply the council may remove the waste and recharge the landowner.

58: Growing the CCTV Presence – The task group believe that using CCTV to catch fly tippers is a very positive step forward. CCTV is a great way to covertly catch fly tippers, and the proceeds raised from the fines can be reinvested back into the service to catch even more fly tippers. In addition to this, promotion of the fact that a local authority uses CCTV is in itself a deterrent against fly tippers who do not wish to be caught. The approach has been successful in many areas, with groups like Fly Tipping Action Wales supporting the use of CCTV – to the extent that they hold a stock of real and dummy cameras that they are willing to loan to Welsh local authorities. This approach was supported by both the findings of the Litter & Fly Tipping Survey and opinions voiced in the volunteer workshop. The task group recommends that the Council continues with the roll out of this initiative and in doing so it should:

- As the success of the scheme grows look to introduce more cameras to Cardiff through further investment and borrowing cameras from Fly Tipping Action Wales;
- Explore the possibility of using Cardiff's wider camera network to help catch fly tippers (this is done in Glasgow and Exeter);
- Promote the fact that the Cardiff is using this technology, and publicise details of those that they catch in the local press and across social media.

Response: This recommendation is accepted in principle

The Council will continue to use CCTV cameras when appropriate in this regard and note the response. The process can be challenging with stringent guidelines for us set by the Surveillance Commissioner however, we continue to work with all parties to deploy cameras in an appropriate and responsible way. We have been in contact with Glasgow and extensively studied their joint operations centre with a view to building a business case to support a similar approach in Cardiff. This will allow the Council to take full advantage of the range of camera's at our disposal, including public realm camera's which are jointly operated with South Wales Police as well as Council traffic cameras and the camera network operated to support our housing and hub estates.

59: Planning Advisory Notes – The task group recommends that the Planning Service place a standard advisory note against all planning applications or building regulations cases, stating the importance of using a properly registered waste carrier for the removal of waste from their property. This advisory note should provide details of the potential £400 fine and that the applicant has a "duty of care" to ensure that they use a registered waste carrier. Household owners are not always able to accurately verify an operator's waste carrier licence – this means that they face the risk of having their waste collected and fly tipped by an illegal operator.

Response: This recommendation is accepted in principle

The service area will review information provided through the planning process to ascertain whether further information can be provided as part of the planning or building control process.

60: Multi Skilling – Best practice evidence gathered by the inquiry and working practice observed by Members during the job shadowing exercise suggests that the Council's approach to dealing with fly tipping could be improved by multi skilling staff. This applies to staff in the Fly Tipping Team and those who deliver wider street cleansing roles. For example, members of the Fly Tipping Team told a councillor that they would save time and money if they were trained on asbestos removal rather than the Council relying on a third party to remove the material. Conwy County Borough Council provided staff in the Street Cleanse Response Team with training on dealing with fly tipping. They are now able to extract evidence from bags (for example, letters, envelopes, prescriptions or other contact information), record and report the incident; meaning that fly tipping doesn't always have to be passed onto the Fly Tipping Team which speeds up the process. The task group recommends that the Council invest in additional training for staff in the fly tipping team and wider street cleansing service. This would increase the range of staff skills that in turn would create savings.

Response: This recommendation is partially accepted

Multiple training and development opportunities have been offered to staff, ranging from essential skills training to level 2 and 3 NVQ's. We will continue to work with staff and local union representatives to identify and offer relevant training opportunities in line with the workforce development plan. The arrangements for asbestos are currently under review.

61: Police Partnership – Evidence gathered as a part of the research for the inquiry identified a number of examples of where close working relationships with police forces had significantly improved fly tipping management. For example, Birmingham City Council seconded a police officer to deal with fly tipping. The improved ability to share information meant that it became quicker and easier to check all suspected vehicles so that, for example, falsely registered vehicles became much easier to remove from the road. Birmingham's approach was copied by Newcastle City Council. Newport City Council also work closely with Fly Tipping Action Wales and Gwent Police to undertake multi-agency operations, for example, they periodically carry out stop and search exercises checking waste carrier licences. The stop and search exercises happen three or four times a year. Based on this, the task group recommends that the Council should review its working relationship with South Wales Police and other partner agencies (for example, Fly Tipping Action Wales) to establish how partnership working and information sharing can be improved.

Response: This recommendation is partially accepted

Cardiff Council enforcement team also work closely in partnership with Fly tipping Action Wales. Fly Tipping Action Wales have been seconded a Police Officer from Gwent Constabulary and we have meetings with them to share any intelligence we have and they have on any alleged offenders and the vehicles they are using and where they are operating and what waste they are fly tipping so we have a full understanding on where they are operating, crossing Authority boundaries.

We also work closely with several other local authorities throughout Wales where we meet on a regular basis and share intelligence on any known fly tippers and whether we know if they are crossing authority borders.

Cardiff Council enforcement officer have for several years attended multi agency operation (VOSA) days where we work with all agencies including South Wales Police and issue waste transfer notes and waste carrier licence requests to all vehicles that are carrying waste. One operation is being planned in the near future where we are

working cross border partnerships with Fly tipping Action Wales, Gwent Police and South Wales Police to ensure we capture all vehicles crossing authority boundaries.

We also work closely with South Wales Police on CCTV footage with the possibility of tracking the fly tippers vehicles and there is an operation planned in the near future working with South Wales Police and Fly tipping Action Wales within Cardiff.

62: Infrastructure – Public opinion and volunteer feedback suggested that a lack of waste infrastructure made it difficult for members of the public to dispose of waste correctly, which in turn contributed to increased levels of fly tipping. In particular there was strong support for providing a Household Waste Recycling Centre in the north of the city and the reintroduction of the community waste skip scheme. The task group recommends that the Council urgently identifies a suitable site and then delivers a new Household Waste Recycling Centre in north Cardiff, and also reviews the option of reintroducing a community skip scheme in areas of the city that are prone to fly tipping.

Response: This recommendation is accepted in principle

There is already a commitment to secure a suitable site for a household waste recycling centre in the North of the city. It is very important that this task is undertaken with care so that the new facility is sustainable into the long term. The service area monitors the tonnages of waste entering Household Waste Recycling Centres and can confirm there has been no significant impact in terms of a reduction in usage. This indicates that residents are using the infrastructure available to them and there is significant remaining capacity at both current sites. The opportunities to re-introduce the community skip scheme will be considered.

63: Education & Awareness - Only 20.3% of the respondents were aware of any campaigns or promotions aimed at reducing fly tipping. If the Council is serious about reducing fly tipping in Cardiff then this is something that needs change. In order to increase education and awareness about fly tipping the task group recommends that the Council should:

- Run an ongoing educational campaign aimed at reducing fly tipping. All communications should contain clear and consistent messages about the impact that fly tipping has and reference the newly introduced £400 Fixed Penalty Notice.
- Social media should be used as a tool to push forward the message (but also supported by other communication tools), which should target specific groups to increase community engagement – an approach that was referenced as best practice during the inquiry.
- As has been mentioned, promotion of the public's "duty of care" to ensure that they use a properly licenced waste carrier has to happen. The public needs to understand that ignorance is not an excuse that will prevent a £400 fine.
- Fly Tipping Action Wales has an extensive range of effective promotional techniques and materials that it is happy to share with the Council. Officers should contact Fly Tipping Action Wales to discuss the option of using this material, and to discuss the best approach to take in Cardiff.

Response: This recommendation is accepted

This year Cardiff Council launched its Waste Cowboys campaign. The key messages of the campaign are:

- The public need to beware of using unregistered waste carriers that dispose of waste by fly-tipping
- Fly-tipping traced back to a member of the public can result in a £300 fine
- Waste carriers found to be fly-tipping can be fined £400

A range of marketing collateral has been produced for the campaign, including pull-up banners, posters and infographics.

OSGOWCH Y COWBOIS GWASTRAFF

BEWARE THE WASTE COWBOYS



Gallech gael dirwy ddiderfyn os yw'r person rydych wedi'i logi i waredu eich gwastraff heb ei gofrestru!

You could be issued with an unlimited fine, if the person you've hired to remove your waste is unregistered!

Os bydd unrhyw dipio anghyfreithlon yn cael ei dracio'n ôl atoch chi... **CHI** fydd yn gyfrifol am dalu'r ddirwy, yn ogystal â'r masnachwr!

Ewch i www.caerdydd.gov.uk/cowboisgwastraff i gael rhagor o wybodaeth

If this fly-tipping is tracked back to you... then **YOU** will face the fine, as well as the trader!

For more information please visit: www.cardiff.gov.uk/wastecowboys

www.caerdydd.gov.uk/aillgylchu
www.cardiff.gov.uk/recycling

Caerdydd yn ailgylchu
Cardiff recycles



BEWARE THE WASTE COWBOYS



You could be fined upto £50k, if the person you've hired to remove your waste is unregistered!

If this fly-tipping is tracked back to you... then **YOU** will face the fine, not the trader!

You can avoid this by requesting a **Waste Transfer Note** from your carrier or checking if they are registered with **National Resources Wales** on **0300 065 3000** or enquiries@naturalresourceswales.gov.uk

For more information please visit www.cardiff.gov.uk/wastecowboys

For more information on bulky collections or recycling visit
Cardiff Council - www.cardiff.gov.uk/bulkywaste
or the **British Heart Foundation** - www.bhf.org.uk/cardiff


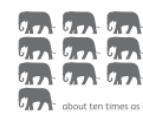
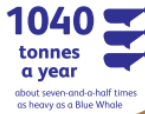

www.cardiff.gov.uk/recycling Working for Cardiff, Working together

Caerdydd yn ailgylchu
Cardiff recycles





Fly-tipping in Cardiff

Cardiff Council collects


 4 tonnes a day <small>about the size of two Rhinoceros</small>	 80 tonnes a month <small>about ten times as heavy as an Elephant</small>
 1040 tonnes a year <small>about seven-and-a-half times as heavy as a Blue Whale</small>	 20 tonnes a week <small>about three times as heavy as a Tyrannosaurus Rex</small>


5219 - Incidents in 2018/2019 alone
£2,640 - Average level of fine handed out by the court
171 - Number of fixed penalty notices issued last year
 Costs Cardiff Council **£150,000** per year to clean up


Hazardous objects are dangerous to children and other vulnerable people


Affect communities and the way people feel about the place that they call home

The harmful effects of fly-tipping

 Toxic chemicals could be leaked into the environment

 Encourages pests and vermin and is a danger to wildlife, nature and pets

For more information on how to check a trader is a registered waste carrier, please visit www.cardiff.gov.uk/wastecowboys

Cardiff Council is continuing to explore innovative ways of getting its fly-tipping messages out there. Since the completion of the Task & Finish Group's report, the Council has successfully planned and implemented a staged fly-tip outside City Hall to highlight the consequences of fly-tipping, the dangers of using unlicensed waste carriers and the £400 fine that will be issued to anyone caught fly-tipping.

Delivered under the Waste Cowboys brand, a communications strategy was created to maximise the impact of the staged fly-tip, utilising social media, local media, national media, [Cardiff Newsroom](#) and all internal communications channels.



A number of media outlets carried the story, including the BBC, ITV and Walesonline. The event also generated public debate on social media and in the comments sections of the various news websites, helping to further raise the profile of the Council's campaign.



Council behind huge pile of rubbish dumped outside Cardiff's ...

ITV News - 8 Aug 2019

Cardiff Council has confirmed it was behind the huge pile of rubbish that was dumped outside the City Hall overnight. Sofas, mattresses and ...

Huge pile of rubbish dumped outside Cardiff's City Hall

WalesOnline - 8 Aug 2019

[View all](#)



The reason why a pile of rubbish was dumped outside Cardiff ...

WalesOnline - 8 Aug 2019

Cardiff council has admitted it was behind a four-tonne pile of rubbish dumped outside Cardiff City Hall. The local authority said it was ...



Cardiff council is on Twitter defending its City Hall waste stunt ...

WalesOnline - 8 Aug 2019

Cardiff council has been criticised after a pile of rubbish was dumped outside City Hall as part of a publicity stunt to highlight the problem of ...



Council behind fly-tipped waste outside Cardiff's City Hall

Wales247 (press release) - 9 Aug 2019

Council behind fly-tipped waste outside Cardiff's City Hall ... have been allowed to get dumped in front of one of Cardiff's most famous buildings.

Cardiff launches anti fly-tipping campaign

letsrecycle.com - 9 Aug 2019

[View all](#)



Fly-tipping: Council dumps four tonnes of rubbish in stunt

BBC News - 8 Aug 2019

A council dumped four tonnes of rubbish outside its own building to raise ... and used furniture were left outside Cardiff's City Hall on Thursday.

Analytics shows that to date the Council's social media activity supporting the Waste Cowboys campaign has reached 945,000 people, made 113,000 impressions and generated 650 clicks to the Council website.



Cardiff Council
@cardiffcouncil



Did you see the fly tip mountain outside City Hall? This is a typical amount we collect in [#Cardiff](#) in just ONE DAY. It cost the council £150,000 to clear up the mess last year. Find out how to dispose of your waste responsibly: socsi.in/QTH4c [#WasteCowboys](#)



11:24 AM · Aug 8, 2019 · [Orlo](#)

View Tweet activity

44 Retweets **62** Likes

The Council's efforts to reduce fly-tipping continues, and officers will continue to work with partner organisations to support the ongoing communications and public education. In addition to the Waste Cowboy campaign, Cardiff Council is delivering a range of other waste campaigns, including Love Where You Live, Love When You Leave, Everyone in Cardiff's Doing it and Cardiff Council Skip Hire.

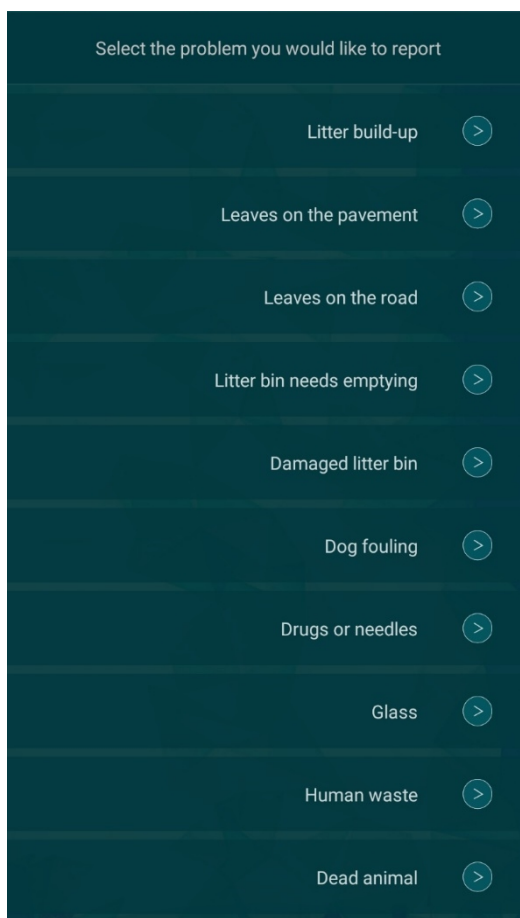
Dog Fouling

64: Dog Fouling – ‘Cardiff Gov App’ – As per a wider recommendation on the ‘Cardiff Gov App’, the task group recommends that a public reporting facility similar to the existing one for fly tipping is added to the app for dog fouling. This would help provide management with information so that they can better direct resources to improve how they deal with dog fouling.

65: Dog Fouling – ‘Cardiff Gov App’ – As per a wider recommendation on the ‘Cardiff Gov App’, the task group recommends that a public reporting option for dog fouling is added alongside the existing reporting option for fly tipping on the app. This would help provide management with better information to help direct resources and improve how the Council deals with dog fouling. A similar reporting option for the main litter types covered in this report should also be built into the same section of the app.

Response: This recommendation is accepted in principle

We are pleased to confirm to the Committee that “Street Cleansing” was released in September 2019 to allow customers to report various cleansing issues including Litter Build up, Leaves on the pavement or road, litter bins that need emptying or are damaged, Dog fouling, Drugs or needles, Glass, Human waste or dead animals. This uses the same process as fly tipping to allow customers to identify the location of the issues and this feeds into locational reporting as part of our Data Visualisation work. As with all services developed for the app this is replicated on the Web and within C2C for consistency.



Smoking Related Litter

66: Smoking Litter – ‘Cardiff Gov App’ – As per a wider recommendation on the ‘Cardiff Gov App’, the task group recommends that a public reporting facility similar to the existing one for fly tipping is added to the app for smoking litter. This would help provide management with information so that they can better direct resources to improve how they deal with smoking litter.

67: Smoking Litter – ‘Cardiff Gov App’ – As per a wider recommendation on the ‘Cardiff Gov App’, the task group recommends that a public reporting option for smoking litter is added alongside the existing reporting option for fly tipping on the app. This would help provide management with better information to help direct resources and improve how the Council deals with smoking litter. A similar reporting option for the main litter types covered in this report should also be built into the same section of the app.

Response: This recommendation is partially accepted

The committee has identified some key areas of problematic litter which may not be covered by our existing services, in terms of the fast food outlets and problems associated with these we are tracking these through our “litter build up” category within the street cleansing service and will look at how we can introduce a specific category for Fast Food Outlets. We will take the same approach with Chewing gum and look at introducing an additional category for this.

We note the smoking related litter issues raised by the committee and this kind of enforcement issue is already planned in for a future release along with issues such as littering from a vehicle and poorly presented waste.

Chewing Gum

68: Chewing Gum – ‘Cardiff Gov App’ – As per a wider recommendation on the ‘Cardiff Gov App’, the task group recommends that a public reporting option for chewing gum is added alongside the existing reporting option for fly tipping on the app. This would help provide management with better information to help direct resources and improve how the Council deals with chewing gum. A similar reporting option for the main litter types covered in this report should also be built into the same section of the app.

Response: This recommendation is partially accepted

The committee has identified some key areas of problematic litter which may not be covered by our existing services, in terms of the fast food outlets and problems associated with these we are tracking these through our “litter build up” category within the street cleansing service and will look at how we can introduce a specific category for Fast Food Outlets. We will take the same approach with Chewing gum and look at introducing an additional category for this.

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**CYNGOR CAERDYDD
CARDIFF COUNCIL**

ENVIRONMENTAL SCRUTINY COMMITTEE

03 MARCH 2020

MEMBER BRIEFING NOTE: FIREWORKS

Reason for the Report

1. To provide Members with information on fireworks, the challenges that they present, details of existing reports and suggested actions for better management of the problem. This information will support Member discussion to determine if the topic needs to be included on the Environmental Scrutiny Committee forward work programme.

Background Information

2. Despite annual safety warnings, firework celebrations still end in painful injuries for too many people, including very young children. Yet fireworks can be great fun for families, not just around November 5 (Bonfire Night/Guy Fawkes Night), but also Diwali, New Year's Eve and Chinese New Year.
3. Injury figures support the advice that the safest place to enjoy fireworks is at a large public display - far fewer people are injured here than at smaller family or private parties.
4. The Royal Society for the Prevention of Accidents (ROSPA) advocates that if you are having a firework party at home, you can make the occasion fun and safe for everyone by following the Firework Code.
5. **Firework Code** – The Firework Code advocates that only adults should deal with setting up firework displays, the lighting of fireworks and the safe disposal of fireworks once they have been used. Children and young people should be

supervised, and watch and enjoy fireworks at a safe distance. They go on to set out the following 10 tips for a safer fireworks party:

- i. Plan your firework display to make it safe and enjoyable, and ensure it finishes before 11pm;
- ii. Only buy fireworks which carry the CE mark, keep them in a closed box and use them one at a time;
- iii. Read and follow the instructions on each firework using a torch if necessary;
- iv. Light the firework at arm's length with a taper and stand well back;
- v. Keep naked flames, including cigarettes, away from fireworks;
- vi. Never return to a firework once it has been lit;
- vii. Don't put fireworks in pockets and never throw them;
- viii. Direct any rocket fireworks well away from spectators;
- ix. Never use paraffin or petrol on a bonfire;
- x. Make sure that the fire is out and surroundings are made safe before leaving.

Fireworks Law in the United Kingdom

6. Fireworks in the UK are governed primarily by:
 - The Fireworks Regulations 2004 (under powers delegated from the Fireworks Act 2003);
 - The Pyrotechnic Articles (Safety) Regulations 2015; and,
 - British Standards BS 7114 until 4/7/17 and BS-EN 15947-2015. BS 7114 defines four 'categories' for fireworks, these are described in detail further on in this paper.

Fireworks Available to the Public

7. People under the age of 18 are not allowed to buy fireworks, or possess them in a public place; this was increased from 16 in 1997. Since 1997 all fireworks must comply with BS7114, and be marked accordingly and fall into one of the following three categories:
 - **Category 1:** ("indoor") fireworks are for use in extremely restricted areas.
 - **Category 2:** ("garden") fireworks must be safely viewable from 5 metres away, and must scatter no debris beyond a 3 metre range.

- **Category 3:** ("display") fireworks must be safely viewable from 25 metres away, and must scatter no debris beyond a 20-metre range.
8. Under BS14035, there are also now Category 2 fireworks that require a longer distance of eight metres, providing potentially better effects than five metre fireworks but without the fallout of Category 3 fireworks.
 9. Fireworks of louder than 120dBA at 15 metres cannot be sold to the public.
 10. It is not illegal for a firework to be set off at less than the minimum safely viewable distance; however, in the event of any injury to a spectator, the firer might be liable if the distance was too short.
 11. A Category 3 firework will contain no more than 1 kg net explosive content in the case of combinations and fountains, except for fountain combinations, which can contain up to 3 kg of net explosive content.

Professional Fireworks

12. **Category 4 ("professional"):** fireworks are for sale only to fireworks professionals. They have no restrictions, and this is the default category for any firework that has not been tested to confirm that it should be in one of the lower categories.
13. The law considers a firework professional to be someone employed in a business that fires fireworks, such as a firework display outlet, or a stagehand. In practice, most stores that sell Category 4 fireworks do ask for proof of training; most 4 professionals are trained under the British Pyrotechnists Association Professional Firers Training Scheme, although equally legitimate professional competency courses, recognised under current legislation, are provided by some commercial organisations such as Illuminate Consult. Company directors are liable under the Health and Safety at Work Act for the safety of their employees, and prosecutions have occurred.

Banned Fireworks

14. Mini-rockets, bangers, firecrackers, fireworks of erratic flight (including jumping fireworks) were banned in 1997. In 2004 the definition of mini-rocket was further

restricted, and airbombs were also banned, in an effort to stop anti-social behaviour involving fireworks.

Restrictions on Sale

15. Except for specially licensed year-round firework shops, fireworks are only for sale for Chinese New Year and three days prior, Diwali and three days prior, from 15 October to 10 November (for Guy Fawkes Night), and from 26 to 31 December (for New Year). Typically supermarkets and other general retail outlets sell fireworks in the October–November period and for new year, but do not sell at the other periods in most areas. Using or buying fireworks illegally can result in a £5,000 fine or imprisonment for up to 6 months.

Restrictions on Use

16. Fireworks must not be let off between 11pm and 7am, except on Chinese New Year, Diwali and New Year's Eve, when the period is extended until 1am, and on Guy Fawkes Night, when the period is extended until midnight.
17. It is illegal to set off fireworks (including sparklers) in the street or public place. Section 28 of the Town Police Clauses Act 1847 prohibits setting off, or throwing fireworks in the street. Breaking these laws can result in an on-the-spot fine of £90.

RSPCA Proposals

18. In October 2019 the Royal Society for the Protection of Animals (RSPCA) launched a campaign calling for action to tackle the unnecessary stress caused to animals by setting off fireworks – potentially frightening pets, wildlife and other species.
19. The animal welfare charity threw its support behind concerned pet owners and animal lovers with its 'Bang Out Of Order' campaign; encouraging the responsible use of fireworks, and the adoption of tighter regulations concerning their use.
20. RSPCA wants to see limits to the public sale and use of fireworks closer to four popular celebration dates – Bonfire Night, New Year's Eve, Chinese New Year and Diwali.

21. A spate of calls to the RSPCA about the impact that fireworks have on animals has prompted the charity to campaign for:
- Noise restrictions on the maximum level of decibels in fireworks available to the public;
 - Mandatory licensing and prominent advertising for all public displays;
 - Heightened awareness on the impact of fireworks on the animals around us.
22. At the time animal lovers were being urged to contact their local council to call for action, including better advertising of public firework displays, and to encourage local suppliers of fireworks to stock 'quieter' fireworks for public display.
23. At the time, the RSPCA cited a survey which stated that 62% of dog owners reported their pets showing signs of distress during fireworks season, with 54% of cat owners experiencing the same. They also explained that other surveys had identified that 76% of respondents agree that fireworks should be restricted to traditional dates, while 85% said they thought public displays should be licensed and advertised before taking place. RSPCA Cymru advises those holding their own displays to let their neighbours know in advance, so that they can help prepare their pets and minimise distress.
24. Other RSPCA documents identify a range of other problems caused by fireworks, including:
- *Debris produced by fireworks, if found on the ground, can also pose a hazard to animals, such as horses and farm livestock. Although there is limited direct evidence, it is also likely that fireworks and their debris will cause disturbance to wildlife, and are likely to cause suffering or distress, depending on the distance from the explosive and the noise level.*
 - *The short-lived nature of firework noise can make it difficult for the police or local authority officers to pinpoint locations and take action. The RSPCA believes that a licensing system would help with better enforcement of the law by allowing enforcement bodies to know where licensed events are being held so they can focus on locations and incidents elsewhere.*

- *RSPCA Cymru believes there is a real need to raise awareness amongst owners of animals about fireworks phobia. This phobia can be treated (in dogs at least) in the long term but owners need to prepare themselves and their pets sooner, rather than just before the fireworks are let off. There is a need to raise awareness about the impact of fireworks on animals to the wider public to encourage them to be more considerate of those with pets, horses and livestock as well as local wildlife.*
- *RSPCA Cymru believes the law is failing as it does not prevent or sufficiently reduce the risk of fireworks causing distress, injury or anxiety to people, as well as death, injury or distress to animals. We believe that further research is needed to properly understand the impact of noise on animals and a number of things can be done to improve the situation for animals and people by:*
 - *Introducing a limit on the public use of fireworks on or close to specific dates and times;*
 - *Tightening restrictions on the sale of fireworks in the run up to Bonfire night;*
 - *Reducing the maximum noise level of fireworks sold to the public, ensuring they are labelled accurately;*
 - *Licensing all public firework displays – and ensuring displays are better advertised to the public.*

25. The RSPCA has provided a suggested motion for local authorities to adopt, it is set out below:

This Council resolves:

- *To require all public firework displays within the local authority boundaries to be advertised in advance of the event, allowing residents to take precautions for their animals and vulnerable people.*
- *To actively promote a public awareness campaign about the impact of fireworks on animal welfare and vulnerable people – including the precautions that can be taken to mitigate risks.*

- *To write to the Welsh Government urging them to utilise any levers at their disposal to mitigate any negative impacts on animals and vulnerable people of the hosting of fireworks displays.*
- *To encourage local suppliers of fireworks to stock ‘quieter’ fireworks for public display.*

House of Commons Petitions Committee Fireworks Report

26. On the 5th November 2019 the House of Commons Petitions Committee published a report titled ‘Fireworks’; a copy of this document is attached to this report as **Appendix 1**. The work of the inquiry was launched in February 2019, and was commissioned in response to 11 e-petitions that between them gathered significant support.
27. The inquiry focused upon three areas which are addressed as specific sections of the report, these are:
 - **Section 2 of the Report:** The practical implications of a ban on public sales and use;
 - **Section 3 of the Report:** Assessing the extent of problems and empowering effective local responses;
 - **Section 4 of the Report:** Sales, packaging and public awareness.
28. The report made a series of recommendations that are based on sections 2, 3 and 4 of the report. These can be found on pages 28 to 32 of **Appendix 1**.
29. As a part of a local response to the report, its conclusions and recommendations, the Chair of the Shared Regulatory Services Joint Committee wrote to the Parliamentary Under Secretary of State (Minister for Small Business, Consumers and Corporate Responsibility) asking for ‘*an enhanced scheme to exercise more control over the use of fireworks*’. The letter also explained that the ‘*Shared Regulatory Service would be willing to participate in any pilot scheme to exercise more control over the use of fireworks in areas of concern within local communities*’. A copy of this letter is attached to this report as **Appendix 2**. A response to this letter was sent by the Minister for Small Business, Consumers and Corporate Responsibility to the Leader

of Bridgend County Borough Council; a copy of the response is attached as **Appendix 3**.

Way Forward

30. Members are to note the contents of the Member Briefing Note.

Legal Implications

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

Financial Implications

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

RECOMMENDATION

The Committee is recommended to:

- i. Note the content of this Member briefing note.

DAVINA FIORE

Director of Governance & Legal Services

26 February 2020

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House of Commons Petitions Committee

Fireworks

First Report of Session 2019

*Report, together with formal minutes relating
to the report*

*Ordered by the House of Commons
to be printed 29 October 2019*

HC 103

Published on 5 November 2019
by authority of the House of Commons

Petitions Committee

The Petitions Committee is appointed by the House of Commons to consider e-petitions submitted on petition.parliament.uk and public (paper) petitions presented to the House of Commons.

Current membership

[Helen Jones MP](#) (*Labour, Warrington North*) (Chair)

[Martyn Day MP](#) (*Scottish National Party, Linlithgow and East Falkirk*)

[Michelle Donelan MP](#) (*Conservative, Chippenham*)

[Steve Double MP](#) (*Conservative, St Austell and Newquay*)

[Luke Hall MP](#) (*Conservative, Thornbury and Yate*)

[Mike Hill MP](#) (*Labour, Hartlepool*)

[Catherine McKinnell MP](#) (*Labour, Newcastle upon Tyne North*)

[Damien Moore MP](#) (*Conservative, Southport*)

[Paul Scully MP](#) (*Conservative, Sutton and Cheam*)

[Liz Twist MP](#) (*Labour, Blaydon*)

[Daniel Zeichner MP](#) (*Labour, Cambridge*)

Powers

The powers of the Committee are set out in House of Commons Standing Orders, principally in SO No. 145A. These are available on the internet via www.parliament.uk.

Publications

Committee reports are published on the [Committee's website](#) and in print by Order of the House.

Committee staff

The current staff of the Committee are Lauren Boyer (Second Clerk), James Clarke (Petitions and Engagement Manager), Paul Connolly (Media Officer), Katherine Gammie (Enquiries and Engagement Assistant), Zoe Hays (Senior Committee Assistant), Nicole Le Marie (Media Officer), Shane Pathmanathan (Petitions Moderation Officer), Ben Sneddon (Clerk), and Stephen Wilson (Petitions and Communications Manager).

Engagement Staff

Robert Baldry (Senior Engagement Officer), Shapla Begum (Senior Engagement Officer), Nicholas Carey and Siobhan Conway (Select Committee Engagement Support Officers), Naomi Jurczak (Select Committee Engagement Manager), Tara Jane Kerpens Lee (Senior Engagement Officer).

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Summary

Fireworks have been a popular topic for e-petitions during this Parliament. Individuals and campaign groups have used the e-petitions system to express a wide range of concerns, including: noise from fireworks having serious detrimental effects on people and animals; misuse of fireworks and anti-social behaviour blighting local communities; and environmental issues.

The Petitions Committee has scheduled three debates in Parliament on petitions relating to fireworks that had each gained more than 100,000-signatures. In total, petitions calling for tighter restrictions on the sale and use of fireworks by the general public have attracted around 750,000 signatures in three years. While the Government expressed “empathy” for people and animals affected, it was clear it had no plans to change the law. The Government’s responses to these petitions, and Ministers’ replies to the debates, left petitioners feeling frustrated and ignored. We undertook this inquiry to hear their concerns and propose changes in response to them.

We looked closely at the proposal to ban sales and use of fireworks by the public but were not persuaded to recommend this drastic course of action at this time. There are valid concerns, backed up by evidence from overseas, that a ban could have unintended consequences. A ban would have a substantial economic effect, which would be most keenly felt by people who have built their livelihoods on the fireworks industry. A ban would likely have dire consequences for competently-run, voluntary, community displays, which use fireworks to raise funds for local good causes. In many cases these community displays have widespread local support and increase community cohesion.

However, our inquiry has found clear evidence that petitions calling for greater restrictions on sales and use of fireworks have been motivated by justified concerns. In many cases, there are substantial adverse effects, for example on people with a very wide range of health conditions and disabilities. There can be very distressing effects on people with Post-traumatic Stress Disorder, including military veterans. Animals can suffer serious and long-term effects. It is not good enough for the Government to repeatedly claim that the law protects these people and animals from harm. It does not. We now expect action, rather than continued apathy.

Loud and high-pitched noises can adversely affect a large proportion of animals, whose hearing is often much more sensitive than humans’. The decibel level limit of consumer fireworks needs to be reconsidered, with animal welfare in mind, with a view to setting a workable reduced maximum decibel limit that would diminish the risks to animals’ health.

Inconsiderate or irresponsible use of fireworks can have appalling effects on people too, but we were frustrated by the lack of official data on the extent and nature of the problems. Any rule about who can set off fireworks, and where and when they can be used, would be difficult to enforce because fireworks are inherently transient. A lack of enforceability is likely suppressing the number of complaints, meaning the real level of concern is under-reported. People must be enabled, and encouraged, to make their concerns known. There must be a coordinated effort led by the Government, across the relevant agencies, to establish a consistent approach to the collection and publication of

data about the types and extent of problems associated with fireworks.

Local authorities must be empowered to act where they deem it necessary in response to their residents' concerns. We recommend the Government work with local authorities to identify a best practice approach to a revenue-neutral, mandatory permit system for fireworks displays, where local evidence suggests this is necessary to protect the community. We want to see a scheme piloted by the end of 2020.

It is imperative that consumer fireworks are only sold to the public through legitimate retailers with the appropriate licences and by staff with the appropriate level of training to advise customers about safe and responsible use. The Government should act quickly to close a potential loophole in the regulations around storage by retailers of up to 5kg of fireworks without a licence. It should also conduct a review of online sales of fireworks, particularly over social media, with a view to establishing a national, cross-agency strategy to tackle illegal online sales before October 2020.

Packaging of consumer fireworks in a way which may appeal to children creates a risk that children may be tempted to play or tamper with potentially dangerous products stored in the home. The Government should act swiftly to address this through new packaging Regulations as soon as possible, and no later than November 2020.

Inconsiderate and irresponsible use of fireworks should be considered as socially unacceptable as drink driving. There is very clear evidence that loud unexpected noise from fireworks has severe and distressing effects on people with a range of health conditions and disabilities, including military veterans and others suffering with Post-traumatic Stress Disorder (PTSD), children with autistic spectrum disorders and people with hyperacusis and other hearing conditions. If people are going to use fireworks, they must let their neighbours know in advance, so that people can take steps to protect themselves if they need to. The Government must fund and coordinate major, national awareness campaigns, from October 2020 and annually thereafter, on responsible use of fireworks to get this message across to the public.

The Government has so far failed to act in response to legitimate concerns about fireworks expressed through the e-petitions system. People rightly expect the Government to listen to them, take their concerns seriously, and act. The Government's response to this Report is its chance to finally do that.

1 Fireworks e-petitions and the need for this inquiry

Our role

1. We oversee and act on e-petitions submitted to the UK Parliament and Government through petitions.parliament.uk. All such e-petitions that get over 10,000 signatures receive a UK Government response. We automatically consider all e-petitions that receive over 100,000 signatures for debate in Westminster Hall.¹

2. E-petitions allow members of the public to bring their concerns directly to the UK Parliament. We can also act on e-petitions by asking the Government for more information and, like other Select Committees, launching inquiries, hearing from witnesses and making recommendations to Government in reports like this one. Like other Select Committees, we expect the Government to respond to our recommendations within two months.

Fireworks e-petitions

3. Fireworks have been a popular topic for e-petitions during this Parliament. Individuals and campaign groups have used the e-petitions systems to express a wide range of concerns, including about noise from fireworks affecting animals and people; misuse of fireworks and anti-social behaviour; and environmental issues.

4. When we launched our inquiry in February 2019, there were 11 e-petitions about fireworks open for signatures. They requested actions including: calls for quieter or silent fireworks; for the law to raise the age restrictions on buying fireworks; greater restrictions on use of fireworks during daytime hours; a new permit or licensing system for firework displays, including those in domestic gardens; restricting sales of fireworks to licensed gun shops; and a total ban on public sales and use, and restriction of fireworks use to professional, licensed displays only. These petitions, ordered by the number of signatures they gained, are listed below:

- **Ban the sale of fireworks to the public. Displays for licenced venues only** ([e-petition 231147](#)): closed on 30 April 2019 with **307,897 signatures**
- **Pass a law that only allows the sale of Quiet Fireworks to the general public** ([e-petition 232038](#)): closed on 13 May 2019 with **1,199 signatures**
- **Change the laws for fireworks only to use silent fireworks** ([e-petition 231604](#)): closed on 8 May 2019 with **955 signatures**
- **Increase firework restrictions to prevent use during daytime** ([e-petition 232109](#)): closed on 13 May 2019 with **279 signatures**
- **Full ban on the purchase of fireworks & displays** ([e-petition 231962](#)): closed on 12 May 2019 with **205 signatures**

¹ See www.petition.parliament.uk and www.parliament.uk/petitions-committee

- **Create a permit system for garden fireworks and when they can be used** ([e-petition 231965](#)): closed on 12 May 2019 with **99 signatures**
- **Raise the age of sale, of fireworks, to the general public from 18 to 25** ([e-petition 231437](#)): closed on 30 April 2019 with **87 signatures**
- **Ban Fireworks that are toxic to both the environment and humans!** ([e-petition 231806](#)): closed on 12 May 2019 with **36 signatures**
- **Stop firework work displays on armistice Sunday** ([e-petition 232653](#)): closed on 26 May 2019 with **13 signatures**
- **Fireworks should only be sold in registered gun shops** ([e-petition 232653](#)): closed on 8 May 2019 with **13 signatures**
- There was also one counter-petition, against fireworks being banned. ([e-petition 232242](#)), which closed on 12 May 2019 with **424 signatures**

5. The most popular recent petition, created by Amy Cullen, called for a ban on the sale of fireworks to the public and for fireworks displays to be restricted to licensed venues only. Amy's petition stated:

Every year fireworks are set off unnecessarily. Fireworks are a nuisance to the public. They scare animals, young children and people with a phobia. They injure thousands of people every year. They cause damage to buildings, vehicles, emergency vehicles and lastly kids are still being sold them.²

Our inquiry

6. In recent years, several petitions about fireworks have reached the 10,000-signature threshold and received a formal response from the Government. Amy Cullen's petition far-exceeded the 100,000-signature threshold and was debated in Westminster Hall in November 2018.³ Three other petitions, all calling for greater restrictions or bans on public sales or use of fireworks, passed the 100,000-signature threshold:

- **Restrict the use of fireworks to reduce stress and fear in animals and pets, created by Julie Doorne** ([e-petition 109702](#)): closed on 2 April 2016 with **104,038 signatures**⁴
- **Ban the sale of fireworks to the public and only approve organised displays, created by Mike Old.** ([e-petition 168663](#)): closed on 10 April 2017 with **168,160 signatures**
- **Change the laws governing the use of fireworks to include a ban on public use, created by Julie Doorne** ([e-petition 201947](#)): closed on 6 April 2018 with **113,284 signatures**⁵

In total, fireworks e-petitions had attracted around 750,000 signatures in three years.

² E-petition 231147, [Ban the sale of fireworks to the public. Displays for licenced venues only](#)

³ You can read a transcript of the Westminster Hall debate on Amy Cullen's petition. See HC Deb, 26 November 2018, [cols 144WH](#)

⁴ Debated in Westminster Hall, see HC Deb, 6 June 2016, [cols 1–30WH](#)

⁵ Debated in Westminster Hall, see HC Deb, 29 January 2018, [cols 227–63WH](#)

7. Despite the number of e-petitions about fireworks and the large number of signatures they attract each year, the Government's response to these petitions has consistently been that it believes the legislation and guidance already in place is appropriate and proportionate. For example, in her reply to the Westminster Hall debate on Amy's petition in November 2018, Kelly Tolhurst MP, Parliamentary Under Secretary of State at the Department for Business, Energy and Industrial Strategy, emphasised that, while she empathised with people's concerns and understood the strong feelings:

We have legislation in place to regulate the supply, storage, possession, use and misuse of fireworks, to help to ensure public safety. These powers include powers to prosecute those who use fireworks in a dangerous or antisocial manner. Together, the restrictions set out in the Fireworks Act 2003, the Fireworks Regulations 2004 and the Pyrotechnic Articles (Safety) Regulations 2015 provide the regulatory framework that seeks to support the public's enjoyment of fireworks while effectively managing the risk of fireworks harming individuals, property or animals.⁶

8. The regulatory framework in relation to fireworks as a consumer product:

- categorises fireworks as **F1 (indoor) fireworks**, which can be sold to people aged 16 years and over; **F2 (outdoor, confined space) fireworks**, which can be sold to and used by people aged 18 and over in confined outdoor spaces such as back gardens; **F3 (display) fireworks** for use by people aged 18 and over in large outdoor areas; and **F4 (professional display) fireworks**, the most powerful category of fireworks, which are not to be sold to the general public and are intended for use only by people with specialist knowledge;
- **prohibits use of fireworks between 11pm and 7am, except on dates where fireworks are used for traditional or cultural events.** On 5 November, the curfew is extended until midnight; on New Year's Eve, Chinese New Year and Diwali the curfew is extended until 1am;
- **restricts the periods during which retailers without a special licence can sell fireworks to dates around the four protected traditional/cultural events:** i.e. around 5 November (from 15th October to 10 November); New Year's Eve (from December 26th to 31st); Chinese New Year (on the first day of the Chinese New Year and the 3 days immediately preceding it); and Diwali (on the day of Diwali and the 3 days immediately preceding it);
- **limits the noise level of consumer fireworks to 120 decibels;** and
- **grants enforcement powers to local authorities and the police against misuse of fireworks**, including on-the-spot fines of £90, and prosecutions, which can result in fines of up to £5,000 and/or a prison sentence of up to six months.⁷

9. Despite insisting it takes the issues "very seriously", the Government appeared to downplay petitioners' concerns and has consistently stated that it has no plans to strengthen the law. For example, the Government's response to Julie Doorne's 2018 petition stated:

⁶ HC Deb, 26 November 2018, [col 38WH](#)

⁷ For a comprehensive summary of the regulatory framework, see Regulation of Fireworks, House of Commons Library Briefing Paper [05704](#), October 2018

Although a small minority of people use fireworks in a dangerous, inconsiderate or anti-social manner, we believe that the majority use them sensibly and responsibly. [...] the number of injuries is low and the total number of hospital admissions caused by firework injuries has remained below 200 a year for the last 10 years.[...] The Government believes that the current regulations strike the right balance between the enjoyment of fireworks by the public and restricting the sale and use of fireworks for public safety reasons.⁸

This has left petitioners feeling frustrated. That's why, in response to the clear strength of public feeling, we decided to launch an inquiry.

10. We have used this inquiry to give people the opportunity to raise and explain their concerns directly with us and in more detail than an e-petition alone allows. We wanted to demonstrate through our inquiry that, where people use petitions to raise an issue, we are committed to listening and taking concerns seriously, and pressing the Government for change. As our Chair said during the debate on Amy Cullen's petition, the alternative is that "we will have petition after petition and debate after debate until the Government start to take notice."⁹

11. We published wide-ranging terms of reference and received more than 350 written submissions from members of the public, animal welfare organisations, bonfire societies and other non-professional groups who put on community fireworks displays, fireworks professionals and specialist retailers, the Association of Convenience Stores, the Health and Safety Executive and the National Fire Chiefs Council.¹⁰

12. Our schedule of oral evidence began with evidence from a petitioner, Sue Kerr, representing the anti-fireworks campaign group, Fireworks Abatement UK, founded by Julie Doorne. We then heard an industry perspective from the British Fireworks Association, followed by oral evidence from representatives of regulatory and enforcement agencies, including the Health and Safety Executive, the Fireworks Enforcement Liaison Group, and the Chartered Institute of Environmental Health, alongside the Association of Convenience Stores. We completed our oral evidence schedule by hearing from the RSPCA, the National Fire Chiefs Council and the National Police Chiefs Council. A full list of witnesses is set out at the end of this Report.¹¹

13. From the beginning and throughout, the voices of the public were central to our inquiry. We conducted our largest-ever online survey, which 42,629 people took the time to complete.¹² We arranged face-to-face events to hear directly from military veterans, including those suffering with Post-traumatic Stress Disorder, and people with other health conditions and disabilities. We also held an event with fireworks enthusiasts, particularly those involved in bonfire societies and other non-professional, community-run displays, and an industry body, the CBI's Explosives Industry Group. Our colleagues in Parliament's Education Service surveyed the views and experiences of school students

8 Government response to [e-petition 201947](#), Change the laws governing the use of fireworks to include a ban on public use

9 HC Deb, 26 November 2018, [col 6WH](#)

10 You can read the full terms of reference on our website: <https://www.parliament.uk/petitions-committee>.

11 You can read the full terms of reference on our website: <https://www.parliament.uk/petitions-committee>.

12 See Annex A: Summary of survey results

aged 10–18. We’ve included summaries of all these public engagement activities in annexes to this Report.¹³ We’re very grateful to everyone who contributed, particularly those who related their personal experiences.

14. We very quickly became aware of the strength of feeling both for and against greater regulation of fireworks: while there are many who believe strongly that fireworks are a scourge and that radical change is needed, people in the fireworks industry and many fireworks enthusiasts feel equally strongly that the law as it stands either does, or at least could and should, provide a balance between allowing people to enjoy fireworks responsibly and protecting people, animals and property from harm.

15. We have listened carefully to people with a wide-range of views about the use of fireworks, both positive and negative. Our conclusions and recommendations are intended to try to find some common ground. We have identified clear loopholes in the current legal framework, which the Government should act swiftly to close in the interest of those who sell and enjoy fireworks and those who are concerned about their use. Above all, we believe the Government’s response to this Report will be an opportunity for it to begin to demonstrate that it’s listening too, and is willing to act to address legitimate concerns, while enabling people to enjoy fireworks responsibly.

13 See Annexes B to E

2 The practical implications of a ban on public sales and use

16. As set out in chapter 1, hundreds of thousands of people have signed e-petitions calling for a ban on public sales and use of fireworks and for fireworks to be restricted to professionally-run, licensed displays only. We wanted to give this proposal our full consideration.

17. The case for a ban on public sales and use was made from an animal welfare perspective and by, and on behalf of, groups of people who can be particularly adversely affected, such as people with a wide range of health conditions and disabilities and military veterans and others suffering with Post-traumatic Stress Disorder.¹⁴ We discuss these concerns, and ways of addressing them, in more detail in chapters 3 and 4.

Effects of a ban on community groups and local fund-raising

18. Several concerns were raised about the potential consequences, some unintended, of a ban. For example, we received evidence from several community-based groups, including Sussex bonfire societies, schools and grass-roots sports clubs, who were deeply concerned about our inquiry and the potential consequences of us recommending a ban.¹⁵ These groups emphasised that their displays were run by competent, but non-professional, people. Their displays raised considerable funds, either for their own running costs or for local good causes. For example, a Surrey school told us its display raised around £2,500 each year.¹⁶ A professional company's fees for running an event would amount to a substantial proportion of this figure.¹⁷ A ban on public use of fireworks would therefore have potentially dire consequences for them.¹⁸

19. The community groups we heard from argued their displays were supported by the local community and improved community cohesion. They took steps to ensure local people were aware of when and where displays were happening, so that people who might be adversely affected could take steps to mitigate the effects. The groups we spoke to reported there were very few, if any, complaints about noise or other issues. All the groups told us they worked closely with the local community to address any concerns. Sussex bonfire societies argued that their events were part of the unique cultural identity of their area.¹⁹

Potential unintended consequences

20. The fireworks industry raised practical concerns about the implications of a ban on public sales and use. Steve Raper, Vice Chairman of the British Fireworks Association, argued there would be insufficient professional fireworks companies to meet demand, which could have implications for safety:

14 See Annex B: Summary of public engagement with military veterans and Annex C: Summary of public engagement with people with health conditions and disabilities

15 See Annex D: Summary of roundtable meeting with community groups and explosives industry; also, Chris Galvin ([FWS0001](#)); Mark Priest, Firework Crazy Ltd ([FWS0357](#))

16 See Annex D: Summary of roundtable meeting with community groups and explosives industry

17 [Q56](#) [Fraser Stevenson]

18 See Annex D: Summary of roundtable meeting with community groups and explosives industry

19 See Annex D: Summary of roundtable meeting with community groups and explosives industry

The simple answer to that question is that it would not work. There are not enough professional firework companies in the UK to fill that market. If there were, they would be doing it already. [...] The current pro providers would be stretched. You would see an upsurge in pop-up professional display operators trying to fill the gap. That is not an ideal situation.²⁰

21. Other experts raised concerns about the likely ineffectiveness of a ban. Dr Tom Smith, Managing Director of major professional display company, Carndu Limited, and the Explosive Industry Group's Chairman, emphasised that evidence from overseas suggested stricter restrictions on public use could be counter-productive. He noted that places where bans were in place throughout almost the entire year tended to have more injuries when fireworks were permitted. Berlin, for example, had a poor safety record on New Year's Eve, the only night of the year when public use of fireworks was permitted.²¹ Others raised concerns about the economic effects of a ban, particularly the effects on the general and specialist retail sector.²²

Emergence of a black market

22. The National Fire Chiefs Council and the National Police Chiefs Council were concerned about the possibility of a ban pushing sales underground and creating a black market of potentially dangerous products.²³ Fraser Stevenson, Director of Absolute Fireworks, noted that the police in the Republic of Ireland, where the general public are banned from using fireworks, had raised concerns about dangerous illegal fireworks entering the country and causing injuries.²⁴ Assistant Chief Constable (ACC) Andy Prophet, the anti-social behaviour lead of the National Police Chiefs Council, told us that, "If a black market became available, it would be even more difficult to police than the situation we currently have, which would be a really unhelpful unintended consequence."²⁵

23. **We have listened carefully to concerns about banning public sales and use of fireworks. There are valid concerns about the likely effects on community groups and their local fund-raising efforts. For some groups, for example in Sussex, community-run, non-professional displays form an important part of an area's unique culture and identity. There are also genuine concerns about the likely ineffectiveness of a ban, including some evidence from overseas that a ban could have unintended and counter-productive consequences for public safety. A ban on public sales would have a substantial economic effect, which would be most keenly felt by people who have built their livelihoods on the fireworks industry.**

24. **While people who want to ban the public from buying and using fireworks have valid concerns that must be addressed, we cannot support a ban before other, less drastic but potentially more effective, options have been fully explored.**

20 [Q54](#)

21 See Annex D: Summary of roundtable meeting with community groups and explosives industry

22 See, for example, [Q186-8](#) [Chris Kemp]; Mark Priest, Firework Crazy Ltd ([FW50357](#))

23 See, for example, [Q203](#) [Chris Kemp]; [Q205](#) [ACC Prophet]

24 [Q58](#)

25 [Q205](#)

3 Assessing the extent of problems and empowering effective local responses

25. In this chapter, we set out what the public told us about the nature of problems associated with fireworks. We describe our attempts to establish the extent of these problems, and our frustration about the lack of official data. We emphasise the inherent difficulties in enforcing the rules around domestic use of fireworks and the lack of protection for people and animals against frequent disturbance by fireworks, which suggests a new approach may be necessary in some places. Our recommendations focus on improving data collection and empowering local authorities and enforcement agencies to act where and when they think it necessary.

Fireworks and animals

26. Our survey of people who have signed petitions showed that most people who have concerns about fireworks are worried about the effects of fireworks noise on animals. Nearly 30,000 people (about 70% of those who completed our survey and expressed a primary concern) told us this was their main issue. Of these, the largest group was owners of domestic pets, particularly dogs. We read thousands of comments from pet owners recounting very similar experiences, for example:

“In our experience of owning 6 dogs over different periods, dogs are absolutely petrified of fireworks. The fear is beyond anything I see in the dogs at any other time. They cry, cower away, whimper, chew through power cables and rugs, etc.”; and

“My dog is terrified of fireworks, every year he has to take diazepam plus many other ‘aids’ to relax him during the fireworks just to calm him down which don’t work, he gets extremely stressed to the point he will be sick.”²⁶

27. While dog owners were the largest group, owners of other domestic pets told us about similar experiences.²⁷ In written evidence to the inquiry, horse owners recounted some particularly distressing experiences, including injuries sustained when horses take flight in response to the noise of fireworks.²⁸

28. The evidence of animal owners was challenged by people working in the fireworks industry and fireworks enthusiasts. They argued that evidence of the effects on animals was anecdotal, often exaggerated and not borne out by official data.²⁹ Some argued that animal ownership was a lifestyle choice, which should not override their own lifestyle choice to enjoy fireworks responsibly, in accordance with the law.³⁰ There was clear evidence presented, however, that fireworks can produce fear responses in a substantial proportion of animals. For example, the RSPCA noted a 2013 study, which showed that fireworks were the most common cause of fear responses in dogs, and a 2005 study of

26 See Annex A: Summary of survey results

27 See, for example, Mrs Vivienne Scott ([FWS0047](#)); Mr Henry Bowden ([FWS0092](#)); Vanessa Lord ([FWS0173](#))

28 See, for example, Miss Lindsay M Horner ([FWS0003](#)); Mrs Samantha Durham ([FWS0354](#)); Redwings’ Horse Sanctuary ([FWS0337](#));

29 See, for example, Jonathan’s Fireworks Ltd ([FWS0230](#)); Jonathan West ([FWS0242](#)); Bright Star Fireworks ([FWS0250](#)); Mr Glen Pearson ([FWS0321](#))

30 See, for example, Jonathan West ([FWS0242](#)); Mr Dieter Wadeson ([FWS0299](#)); Mr Glen Pearson ([FWS0321](#));

firework fears and phobias in dogs, which found that 45% show signs of fear when they hear fireworks. The RSPCA noted that animals which display fear responses “not only suffer psychological distress but can also cause themselves injuries, sometimes very serious ones, as they attempt to run or hide from the noise.”³¹

29. The British Veterinary Association confirmed that the effects of fireworks noise on animals were real, and could lead to longer-term phobias:

Studies, reports and animal welfare organisations all agree that loud and high-pitched fireworks can have a negative impact on animal health and welfare by causing not just physical harm, but stress or fear responses across a range of species, including companion animals, wildlife, horses, livestock and zoo animals. [...] As animals have more acute hearing than humans, many show stress, fear or even phobia responses to loud and high-pitched noises.³²

30. We wanted to explore the scale of these problems, and where fireworks ranked amongst other animal welfare issues. The RSPCA told us that of the around 1.1 million calls it receives from the public each year, only around 400 were logged as being specifically related to issues with fireworks. However, Claire McParland, the RSPCA’s Government Relations Manager, said that this number was likely “the tip of the iceberg”, because many incidents go unreported. She acknowledged that:

The challenge is getting good, accurate data. One of the things that we flagged up is that there probably is insufficient information in a lot of these areas. [...] It seems like a very small thing, but the reality is that over a condensed period of time, from October through to January, it might take up quite a lot of our work.³³

31. Animal welfare organisations were united behind the RSPCA’s calls for change. Suggested recommendations included a reduction in the maximum noise level of consumer fireworks from 120 decibels to 90 decibels, based on recent studies of the effects on animal welfare, and for local authorities to be empowered to regulate public fireworks displays through licensing schemes.³⁴

32. Witnesses from the fireworks industry confirmed that the current decibel limit of 120 for consumer fireworks had been set based on the effects of noise on people, rather than animals.³⁵ Steve Raper, Vice Chairman of the British Fireworks Association, emphasised there were technical limitations on reducing noise from fireworks. He told us that:

You cannot have an absolutely quiet firework. The lifting charge on a firework for a shot tube is about 95 decibels, and that is just the cartridge being ejected into the air.³⁶

33. Loud and high-pitched noises can adversely affect a large proportion of animals, whose hearing is often much more sensitive than humans’. They can cause substantial

31 RSPCA ([FWS0336](#))

32 British Veterinary Association ([FWS0323](#))

33 [Q156](#)

34 RSPCA ([FWS0336](#))

35 [Q65](#) [Fraser Stevenson]

36 [Q64](#)

distress and lead to longer-term phobias and behavioural issues. *In the light of this evidence, we believe the decibel level limit of consumer fireworks needs to be looked at again, with animal welfare in mind. We recommend the Government lead a review, working with animal welfare experts and the fireworks industry, of the effects of fireworks noise on animal welfare, with a view to setting a workable reduced maximum decibel limit which would diminish the risks to animal health.*

Disproportionate effects on particular groups of people

People with health conditions and disabilities

34. Our survey of fireworks petitioners identified groups of people who can be particularly badly affected by fireworks. One was a broad group of people with a range of health conditions and disabilities, including anxiety disorders; bipolar disorder; cataplexy; cerebral palsy; dementia; epilepsy; fibromyalgia; hydrocephalus; hyperacusis; myalgic encephalomyelitis; multiple sclerosis; narcolepsy; Parkinson's disease; and tinnitus.³⁷

35. Some of the experiences relayed to us via the survey were distressing, for example where parents described the experiences of their disabled children:

“[...] our son has severe complex needs including epilepsy, which can cause him to stop breathing. Loud, unexpected noises are often a trigger for this. [...] Sadly, at home where he should be safe and protected, members of the public are able to set fireworks off at any time, in the street or in their gardens, the laws are not enforced and we cannot guarantee how loud they are going to be [...] My son screams, has a seizure and has to be administered oxygen. This is distressing for all involved.”; and

“My nephew has autism and hearing fireworks triggers meltdowns for him. He screams and screams. It surprises me that more people don't understand this [...].”³⁸

36. At a public engagement event, we discussed some of the effects on people in more detail. We spoke to a group of young people with learning disabilities, organisations which supported people with anxiety disorders and tinnitus and a paediatric doctor specialising in audiology. Experts emphasised that panic attacks instigated by fireworks noise were a common experience for people with a wide range of noise phobias, hearing problems, anxiety disorders and Post-traumatic Stress Disorder (PTSD). The effects could be particularly severe for people suffering with hyperacusis, a heightened sensitivity to sound, which is particularly prevalent amongst children with autistic spectrum disorders. The effects weren't only physical. Common coping strategies to avoid unexpected loud noises, such as staying indoors wearing ear defenders or travelling to remote areas, tended to exacerbate pre-existing feelings of isolation and “not being part of the fun”.³⁹

37. People told us about their preferred solutions to the problem. There was considerable support for a ban on public sales and use or local authority licensing schemes, but a

37 See Annex A: Summary of survey results and Annex C: Summary of engagement event with people with health conditions and disabilities

38 Annex A: Summary of survey results

39 Annex C: Summary of engagement event with people with health conditions and disabilities

key theme was promoting increased public awareness. The young people with learning disabilities told us they had no wish to “spoil people’s fun”. They wanted to see a return to “public service announcements”, with very widespread campaigns like the anti-drink-driving campaigns around Christmas. They thought young people should be made aware in schools and youth centres and that local communities should run “tell you neighbours” campaigns, to encourage people to inform others when they were planning fireworks displays.

Military veterans and combat-related Post-traumatic Stress Disorder

38. We had a similar conversation with military veterans, some of whom had been diagnosed with combat PTSD, who found fireworks very problematic. They told us about severe effects, on themselves and their families. We heard about loud unexpected noise from fireworks provoking “hyper-vigilance” in veterans. For example, a veteran reported instinctively diving for cover with his daughter. A partner of a veteran told us that fireworks had a “terrible” effect on family life for weeks during autumn. A veteran told us he’d “come out of [the armed forces] pretty unscathed, but for those three weeks around fireworks night it’s horrendous”. Another described disturbed sleep from late October until the New Year, with “horrible” consequences for family life.⁴⁰

39. Again, the strong preference was for a ban on public use or mandatory local authority permit schemes, but public awareness was also a strong theme. The veterans believed that the public were far less aware of the effects of fireworks on people like PTSD sufferers than they were about the effects on animals. It was felt that high profile, national campaigns, supported in the media by politicians could make a real difference.⁴¹ We return to the theme of raising public awareness and encouraging considerate and responsible use of fireworks in chapter 4.

“Year-round” fireworks

40. A regular theme in evidence was concern about the length of the “fireworks season”, which many people said now ran from late October through to January.⁴² Sue Kerr told us the season had become “noticeably longer” since the Millennium, after which fireworks had become much more popular.⁴³ While legislation restricts the periods during which retailers without a special licence can sell fireworks to certain days between mid-October and mid-February, for some people, the frequency of fireworks noise was exacerbated by year-round use of fireworks to celebrate weddings and other occasions. We heard from people who lived close to wedding venues, for whom this had become a problem in recent years. Written evidence and participants in our public engagement events noted that the current regulatory framework did nothing to protect them from the frequency of local fireworks displays, which legally could take place at any time of the year.⁴⁴

41. The current law does not offer people and animals enough protection from frequent disturbance by fireworks, particularly where there are numerous public and

40 Annex B: Summary of public engagement event with military veterans

41 Annex B: Summary of public engagement event with military veterans

42 See Annex A: Summary of survey results; see also, for example, Mrs Heidi Mitchell ([FWS0131](#)); Mr Kevin Williams ([FWS0137](#)); Tracey Smyth ([FWS0147](#)); Miss Nicky Williams ([FWS0170](#)); Sue Coulter ([FWS0178](#)); Martin Gray ([FWS0187](#))

43 [Q13](#)

44 See, for example, Lindsay Harrison ([FWS0183](#)); Mrs Christine Thomas ([FWS0221](#)); see also Annexes A-E

domestic displays around the traditional and religious dates and a growing number of displays at other celebratory events like birthdays and weddings. We believe local authorities should be empowered to limit the number of displays in their areas in these circumstances. *We recommend the Government work with local authorities to identify a best practice approach to a revenue-neutral, mandatory permit system for fireworks displays, where local evidence suggests this is necessary to protect the community. The Government should work with a local authority to pilot the approach before the end of 2020, with a view to legislating to empower all local authorities to establish mandatory permit schemes where they deem it necessary.*

Attacks on emergency services

42. Some witnesses noted media reports of attacks using fireworks on emergency services personnel. There was a perception that such attacks were common or increasing in some places.⁴⁵ The problem of attacks using fireworks was also referred to by respondents to our survey. Several serving emergency services workers used the survey to report incidents, for example:

“Every year fireworks are used as weapons against me and my colleagues across all emergency services. The Police are stretched enough but bonfire night for example we are having to have our days off cancelled to keep the fire service safe. I am bored of ducking fireworks that are fired at us.”; and

“It was Mischief night, when I got called to a fire near an electrical substation. It was in a car park next to a block of small flats with a cut through to a cul-de-sac and a road to the left. 15 males, approx 13–19 surrounded both sides and proceeded to set off fireworks directly at myself and my colleague. We proceeded to push through the crowd and run through the cut through. However, I had suffered temporary blindness and hearing loss and had suffered heat rash burns.”⁴⁶

43. However, the perception of a very widespread or growing problem was countered by the fireworks industry with information obtained from Freedom of Information (FOI) requests they had made. While some Fire and Rescue services that responded, such as Avon Fire and Rescue and Lancashire Fire and Rescue Service, had recorded a handful of attacks with fireworks on crew over the last six years, most had not recorded any at all.⁴⁷

44. However, these FOI responses did not reflect experiences all over the country. Chris Kemp of West Yorkshire Fire and Rescue Service, representing the National Fire Chiefs Council, reported a very real and worrying problem with attacks on fire crew, often involving fireworks, in his part of the country:

We have evidence of calls being made to certain areas of certain cities almost as a trap for firefighters to be caught and then attacked with fireworks. Last year, we had 20 incidents of that, and in 2017 we had 30 incidents of that in West Yorkshire. If we look at the data from West Yorkshire, those attacks are specifically where firefighters have been attacked with a firework, but we

45 See, for example, Mrs Marion Roberts ([FWS0135](#)); Julie Doorne ([FWS0145](#)); Stuart Walsh ([FWS0198](#)); Claire Cooper ([FWS0290](#)); PDSA ([FWS0351](#))

46 Annex A: Summary of survey results

47 Bright Star Fireworks ([FWS0250](#))

have a whole host of attacks with other missiles and where verbal abuse has been given. On average, in about 21% of attacks on firefighters a firework has been used.⁴⁸

45. ACC Prophet of the National Police Chiefs Council could not provide similar figures for attacks on police, either for his own force of Essex or nationally, but confirmed that “The level of violence and the number of attacks committed towards officers and emergency service workers is increasing”. His view was that “there has not been a particular spike in attacks on police officers driven by fireworks in recent years” but there was no readily available national data to confirm this.⁴⁹

46. **Any attack on emergency services workers is entirely unacceptable. It’s therefore hugely worrying that these attacks appear to be on the increase, and we welcome recent measures set out in the Assaults on Emergency Workers (Offences) Act 2018 to tackle the broader issue. There is evidence that attacks involving fireworks make up a significant proportion of these incidents in some parts of the country, but we are concerned they are not being consistently recorded and published. Without complete and accurate data, it is not possible to understand the extent of the problem or take steps to rectify it through properly informed local decisions. We recommend the Government work with emergency services across the country to ensure that such incidents involving fireworks are specifically and consistently recorded across all local emergency services, and the data made publicly available.**

Anti-social behaviour and misuse of fireworks affecting communities

47. After the effects of fireworks on animals, the next most frequently expressed concern was about a broad category of anti-social behaviour, ranging from a lack of common courtesy in informing neighbours about planned fireworks displays to much more serious misuse of fireworks and anti-social behaviour affecting communities. 4,552 people said that anti-social behaviour was their biggest issue with fireworks.

48. Commonly specified concerns included **fireworks being set off in the street or being set off very late at night by neighbours or near-neighbours**. Reports of very serious and dangerous anti-social behaviour were less common, but some incidents reported in our survey were distressing to read, for example:

“I’ve actually had a group of older teenagers set fireworks off 3 foot from my bedroom window late at night. In my previous flat high school children used to open the main door to the flat and throw fireworks in.”; and

“The neighbour’s back garden is 3 metres away from the front of my house (semi-detached). They used commercial fireworks and these were very powerful and frightening. When we protested, they pushed and hurt another neighbour.”⁵⁰

49. There were several common themes in responses to our survey from people concerned about their neighbours’ use of fireworks, including: **insufficient space** in small

48 [Q181](#)

49 [Q201](#)

50 See Annex A: Summary of survey results

residential gardens for the type of fireworks being used; neighbours using fireworks under the influence of **alcohol; damage to property; and** fireworks debris **littering** gardens and streets.⁵¹

50. There was a very strong perception in survey responses and written evidence that **current laws were unenforceable and that complaints were not acted on** by the police or councils. These comments were typical of the hundreds we received:

“My next-door neighbour set off some fireworks, which should only have been used at an organised event. He nearly set fire to our house and car, he caused thousands of pounds worth of damage. The fire service and police were involved but nothing happened to him.”

“The laws are not being enforced at all. They usually start at Halloween then continue every night for the rest of the month. They go off at all hours from 5pm until 5am.”

“The law is impossible to enforce, fireworks go off till the early hours of the morning and for longer than the specified occasions, for example bonfire night. They’re going off as soon as you can buy them continuously till New Year’s Eve.”

“I have called the police to report the use of fireworks until the early hours of the morning, when a festival is not in place. I have been told that it is not against the law and that if I have an issue I should call environmental health regarding this. I feel I was fobbed off just so the local police force didn’t have to bother with it.”⁵²

51. Local authority and police witnesses confirmed that enforcing fireworks law was challenging. In relation to the use of consumer fireworks in domestic gardens which were too small, Liz Vann, representing the Chartered Institute of Environmental Health suggested there was little, if anything, that could be done from a local authority enforcement perspective.⁵³

52. Rachel Hallam, a Trading Standards Officer at Worcestershire County Council and Chair of the Fireworks Enforcement Liaison Group, noted there was a safety guide for domestic firework displays produced by the Explosives Industry Group (EIG) and that all consumer fireworks were labelled with minimum safety distances. Essentially, compliance with the law relied heavily on people following these instructions; there was little that could be done after the event. She agreed that it was doubtful that many people planning a domestic fireworks display would take the trouble to read the EIG’s guide, or even always follow the instructions on the box to the letter:

Can we guarantee that everyone is going to read them? We all know from any purchase that we buy that not everybody reads the instructions. We can encourage people to read them and encourage retailers to have that conversation with customers when we do inspections. [...] But we cannot

51 See Annex A: Summary of survey results

52 Annex A: Summary of survey results; see also Mrs Rhoda Burns ([FWS0123](#)); Ms Michelle Page ([FWS0158](#)); Ms Penny Clarke ([FWS0205](#)); Mrs Debbie Rook ([FWS0261](#)); Ms Julie Drakeley ([FWS0287](#)); Miss Helen Wood ([FWS0328](#)); Mr David Hall ([FWS0332](#))

53 [Q133](#)

control what happens in a domestic environment. That is the same with any consumer product. Once they have bought it from the shop and had whatever instruction there is, what they are going to do with it and where they are going to set it off is in their hands.⁵⁴

53. Enforcing the night-time curfew was also considered very challenging, if not impossible. Rachel Hallam summed up the difficulty neatly, telling us that enforcing the curfew was a question of:

Is there somebody able to listen to it, to be able to take enforcement action? It is about being able to get evidence. With the police issuing a fixed penalty, unless they are in the area and able to do it there and then, it is on to the next action. It is quite a challenging one to enforce.⁵⁵

Echoing this point, ACC Prophet, told us:

It gets really tricky, doesn't it? If after a certain time a firework cannot be let off, it is a very clear line in the sand, but how do you find out who let the firework off? It comes back to that fundamental point. Unless you have, which we don't, an eye and a camera on every street corner, you will never find out who let the firework off, short of someone coming forward and telling you who it was. Even then, "It wasn't me." It is incredibly difficult.⁵⁶

54. There was disagreement between anti-fireworks campaigners and the industry about how common these issues were. In the face of a lack of official published data, industry witnesses had obtained data from local authorities and others using FOI requests. These showed very few recorded incidents of noise complaints, with many authorities that responded to the FOI request recording no complaints at all in some recent years.⁵⁷

55. In oral evidence, Steve Raper, Vice Chairman of the British Fireworks Association, argued this showed that problems associated with domestic fireworks noise were "nowhere near as bad" as petitioners' and campaigners' anecdotal evidence suggested.⁵⁸ Sue Kerr, on behalf of Fireworks Abatement UK, countered this argument by suggesting that people knew complaints would not, or could not, be acted on, and therefore tended not to complain, meaning that the FOI data under-reported the real level of noise nuisance problems:

You cannot complain to the local authority, because there is nothing it can do, unless it is the same person setting them off all the time, which it tends not to be. [...] We have also heard lots of times, on social media, that when somebody complains that fireworks are being used illegally and you suggest they ring the police, their response is always, "What's the point? They won't do anything; we've tried that before. They won't even give an incident number."⁵⁹

54 [Q135–6](#)

55 [Q148](#)

56 [Q197](#)

57 See, for example, Bright Star Fireworks ([FWS0250](#))

58 [Q62](#)

59 [Q20](#)

56. Fireworks are inherently transient, and, once they have been used, there may be little evidence of where or when they were set off. It's therefore inevitable that any rule about who can set off fireworks, and where and when they can be used, will be difficult to enforce. People are aware of this, including those who misuse fireworks and those for whom fireworks cause significant problems. It is likely that this is suppressing the number of complaints, meaning the real level of concern is under-reported.

57. We believe the first step towards addressing people's valid concerns about misuse of fireworks should be improving the collection and publication of data about the types and extent of problems associated with fireworks. While the challenges of enforcement are widely acknowledged, people must be enabled, and encouraged, to make their concerns known. It must be made clear to people how and to whom to report concerns. *We recommend the Government work with local authorities and police and fire services to review the systems in place for people to report concerns about misuse of fireworks, including breaches of the night-time curfew, use of fireworks in inappropriately small domestic gardens and other anti-social behaviour, with a view to establishing a consistent approach to data collection and publication. Local authorities must have systems in place to record incidents of concern to their residents. It is vital that local areas collect this information to inform local responses. We expect the Government to issue guidance to this effect before October 2020.*

4 Sales, packaging and public awareness

58. While we think empowering local authorities to control the number of displays in their areas in response to local problems is necessary, we do not think this will be enough to fully address people's concerns. Consumer fireworks are heavily regulated products, which must conform to stringent safety standards, but a regular theme throughout our inquiry was that problems associated with fireworks were not inherent to the product but were about people's misuse of them. Below we consider important aspects of encouraging safe and responsible use of consumer fireworks. We look at where and how they can be bought, how they are packaged and ways of raising public awareness about the potential adverse effects of fireworks on particular groups of people.

Sales

"Pop-up" stores and sales over social media

59. People who submitted written evidence and respondents to our survey, including members of the general public, people who were enthusiastic users of fireworks and fireworks retailers, raised concerns about sales of fireworks by seasonal "pop-up" outlets and sales over social media. There was a perception that such sales tended to be unlicensed and/or outlets for illegal products. Many people felt that a proliferation of pop-ups and unlicensed online sales made fireworks too easy to come by and that people selling through these means had little or no incentive to operate within the law, such as adherence to age restrictions, selling dates, provision of proper consumer protection or offering advice on safe use to those purchasing fireworks.⁶⁰ Several people expressed the view that sales of fireworks ought to be restricted to specialist retailers only.⁶¹ After we had concluded our inquiry, we noted with interest that Sainsbury's announced that it would no longer sell fireworks in its 2,300 stores across the UK.⁶²

60. The British Fireworks Association told us it had concerns about illegal products being sold online, in particular via social media, and emphasised difficulties in addressing the problem. Industry witnesses believed fireworks bought through these channels were far more likely to be misused than those purchased from a legitimate retailer.⁶³

61. Steve Raper, Vice Chairman of the British Fireworks Association told us that legitimate retailers often reported these issues to local authority Trading Standards teams but found that "their hands are tied as to how they can respond".⁶⁴ Fraser Stevenson, Director of Absolute Fireworks, reported that Trading Standards were sometimes unable to investigate because they were prevented from accessing social media on their office computers:

60 See, for example, Mrs Susanne Taggart ([FWS0031](#)); Mr Iain Morgan ([FWS0204](#)); Louise Cairns ([FWS0280](#)); Claire Cooper ([FWS0290](#)); Mr Gerald Lewis ([FWS0297](#)); See also, Annex A: Summary of survey results; Annex B: Summary of public engagement with military veterans

61 See, for example, Mr Michael Kearey ([FWS0161](#)); Marisa Morgan ([FWS0320](#)); Mrs Lisa Booth ([FWS0352](#))

62 "Sainsbury's to stop selling fireworks", *BBC News*, 18 October 2019

63 See, for example, [Q82](#) [Fraser Stevenson]

64 [Q47](#)

It is a strange situation, where we can report issues on Facebook but the local authority prohibits its staff from going on to Facebook to see what the problem is. You get the situation where they are not allowed access to social media sites or platforms within their IT structure.⁶⁵

62. Rachel Hallam, Worcestershire Trading Standards Officer and Chair of the Fireworks Enforcement Liaison Group, acknowledged there was an “undercurrent of illegal activity” via social media and confirmed that Trading Standards teams found it “challenging” to deal with. Her evidence to us suggested that enforcement was some way behind the curve of illegal sales via social media. For example, she told us:

[...] if somebody is advertising a firework on a Thursday, it might be sold or set off by Friday or Saturday. To create a sufficient enforcement team, or multi-agency operation, to try to address that can be quite challenging in such a short space of time. [...] it is not always possible to get information from social media in a clear and accurate way, because people do not always use their own name; they do not necessarily provide addresses to track them down, so quite a lot of work may have to go on in the background to find the sellers in the first place.⁶⁶

63. We are concerned about reports of illegal sales of fireworks online, particularly over social media. It’s imperative that consumer fireworks are only sold to the public through legitimate retailers with the appropriate licences and staff with the appropriate level of training to advise customers about safe and responsible use. It appears local authority Trading Standards teams lack the necessary skills and resources to address illegal online sales effectively. We recommend the Government conduct a review of online sales of fireworks, with a particular focus on sales via social media, with a view to establishing a national, cross-agency strategy to tackle the problem. The strategy should include measures to exert pressure on social media companies to identify and remove posts advertising unlicensed or illegal fireworks for sale on their platforms. We recommended this review be conducted, and a strategy published, before October 2020.

Storage and sales by non-specialist retailers without licence

64. As noted in chapter 1, the law is intended to prevent general retailers who do not hold a licence from selling fireworks outside of restricted periods around the four protected traditional/cultural events: 5 November; Diwali; New Year’s Eve; and Chinese New Year.⁶⁷

65. It appears that only a relatively small proportion of general retailers hold a licence to store fireworks, and therefore most do not sell them even during the designated periods. The Association of Convenience Stores (ACS), for example, told us that around 3,200 convenience stores, only 7% of the total number in the UK, hold a licence to store.⁶⁸

66. Retailers can, however, store up to 5kg of fireworks without a licence and can also apply for a licence to sell fireworks all year round. The ACS was initially unable to tell us how many of its members held an all year-round sales licence, but later conducted a survey of 1,574 of its members which found that 1.7% held such a licence. Applied to the

65 [Q47](#)

66 [Q102](#)

67 *Regulation of fireworks*, Briefing Paper [05704](#), House of Commons Library, October 2018

68 Association of Convenience Stores ([FWS0347](#))

total number of convenience stores, this would equate to fewer than 800 of the over 46,000 across the UK.⁶⁹ We remained uncertain, however, about the effects of the 5kg threshold, for example whether some retailers might be using it as a loophole to enable them to sell fireworks year-round without a licence.

67. We heard different explanations about the original intended purpose of the 5kg rule from regulatory authorities. Rachel Hallam told us it was originally put in place for category F1 indoor fireworks, such as “cake sparklers, party poppers and Christmas crackers”. It was intended to allow retailers to store and sell these low hazard products without the need for a £500 licence. She told us, however, that:

Over the last few years, people have been looking at the regulations and thinking that they could have 5 kg of fireworks and sell them all year round. That gives them a little more room in terms of fireworks. From an enforcement perspective, it is one area that it would probably be preferable to tie down a little bit more, because 5 kg of F1, which is an indoor firework, is completely different from 5 kg of an F3 product. That is one area where I know there are concerns [...]

She thought this was a clear potential loophole which ought to be closed. Her preference was for the Regulations to make explicit that the 5kg rule applied to category F1 products only.⁷⁰

68. Chris Kemp of the National Fire Chiefs Council told us his understanding of where the 5kg rule had come from, and its original intended purpose, was somewhat different. He told us it had come from the Explosives Act 1875 and had been intended to apply to “people storing gunpowder for personal use”. He agreed, however, that it was “time for an update”, confirming that, “What it meant is that we now have a situation whereby shops store just under the 5 kg threshold and sell them at the prescribed periods of time. For me, that is not what the 5 kg rule was for.”⁷¹

69. We’re concerned that the 5kg storage rule is open to misinterpretation, which may have the result of unlicensed retailers selling consumer fireworks all year round. We believe this is clearly against the spirit and intention of the Regulations and may be contributing to increased misuse of fireworks, where they are being sold by people without the proper licence or training. We recommend the Government take action as soon as possible, and at the latest by April 2020, to clarify the 5kg storage rule by amending the relevant Regulations to explicitly state it applies to low hazard category F1 fireworks only.

“Family-friendly” packaging

70. In our research into fireworks retailing, we were struck by how many consumer fireworks seemed to be packaged to appeal to children. Many had the appearance of toys, for example the “Funky Frog”, the “Alien Surprise Fountain” and examples which looked like toy cars or had “Minions” on the packaging:

69 Association of Convenience Stores supplementary written evidence ([FWS0363](#))

70 [Q120](#); see chapter one for a description of the different categories of fireworks: F1; F2; F3; and F4

71 [Qq 203–4](#)

Figure 1: Examples of fireworks packaging⁷²

71. We are concerned that age-restricted products should be packaged in this way. We worried that it could encourage under-age sales. We also felt there was a risk that children would be attracted to these products if stored in the home, which could risk safety. Our fears were not allayed by our Education Service's survey of school students, in which 28% said they had used, played with or carried a firework without an adult present and 21% said that fireworks were sometimes kept in their home.⁷³

72. Witnesses for the fireworks industry denied that these types of product were packaged to appeal to children. Steve Raper told us they were strikingly packaged to "attract the eye". He claimed there was no problem with underage sales, therefore "it does not matter how appealing it is to a five-year-old because a five-year-old cannot buy it." He emphasised that fireworks were rarely bought on impulse and that:

It takes an adult to complete the purchase. The adult would buy that firework if it was in rainbow colours, as we see there for the Minion, or if it was in a brown plain wrapper.⁷⁴

Fraser Stevenson emphasised that fireworks tended to be bought for family events, and the packaging reflected that; the packaging was not an attempt to appeal directly to children.⁷⁵

73. Rachel Hallam confirmed, from her experience in Worcestershire, there was no evidence of a widespread under-age sales problem.⁷⁶ Pressed on whether storing these products in the home presented a risk, Liz Vann of the Chartered Institute of Environmental health offered a personal view that it did. She felt it was therefore something that "may need to be looked at".⁷⁷ Dr Paul Logan, Director of the Chemicals, Explosives and Biological Hazards Division at the Health and Safety Executive, observed that an obvious flaw with the age-restriction:

[...] would inevitably be that, once you get them home, we do not really have control over how they are going to be used in a household. We expect parents to be responsible.⁷⁸

74. We accept that there is no evidence of a widespread problem with underage sales of fireworks from legitimate retailers. However, evidence from the fireworks industry and regulatory bodies did not entirely allay our concerns about packaging which may

72 The "Funky Frog" and "Alien Surprise Fountain" available online, including via www.brightstaruk.com; the "Hummer" and the "Minion" available online, including via www.fireworkscrazy.co.uk

73 See Annex E: Survey of school students, July 2019

74 [Q85](#)

75 [Q86](#)

76 [Qq 122-5](#)

77 [Q127](#)

78 [Q128](#)

appeal to children. We remain concerned that where fireworks are packaged in this way, it creates a risk that children may be tempted to play or tamper with potentially dangerous products stored in the home. *We recommend the Government take steps to ensure that these age-restricted products are not packaged in a way which is designed to appeal to children and that it introduce appropriate Regulations as soon as possible, and at the latest by November 2020.*

Raising awareness of the effects of fireworks

75. As discussed in chapter 2, the preferred solution of people who are disproportionately badly affected by fireworks, such as people with a range of health conditions and disabilities and people suffering with PTSD, tended to be a ban on public sales and use. However, people in these groups also felt that high profile, national awareness-raising campaigns could also be part of the solution.⁷⁹

76. The fireworks industry, through the British Fireworks Association, publishes an updated version of the Fireworks Code. It includes practical advice, which many people will be aware of, about storing and handling fireworks. It also encourages fireworks users to “be considerate. Let your neighbours know you will be having a display”. Steve Raper, Vice Chairman of the British Fireworks Association, emphasised that these messages were “hammered into” young people at school in the 1970s and 1980s.⁸⁰

77. There was a view, across a range of witnesses on all sides of the debate, that this simply wasn’t the case anymore. Written submissions from members of the public referred to public information films in previous decades being an important part of public awareness around safe and responsible use of fireworks. There was a perception that a lack of similar awareness campaigns today was one reason for an increase in inconsiderate or irresponsible use of fireworks. Chris Kemp of the National Fire Chiefs Council, believed that the campaigns of the 1970s and 1980s had a positive effect, and called for a renewed and “joined-up” cross-agency approach.⁸¹

78. **There is very clear evidence that loud unexpected noise from fireworks has severe and distressing effects on people with a range of health conditions and disabilities, including military veterans and others suffering with Post-traumatic Stress Disorder (PTSD), children with autistic spectrum disorders and people with hyperacusis and other hearing conditions. It’s not good enough for the Government to repeatedly claim that the law protects these people from harm. It doesn’t. We agree with military veterans and people with health conditions and disabilities that inconsiderate and irresponsible use of fireworks needs to be considered as socially unacceptable as drink driving. If people are going to use fireworks, they must let their neighbours know in advance, so that people can take steps to protect themselves if they need to. We recommend the Government fund and coordinate a major, national awareness campaign on the responsible use of fireworks to get this message across to the public. The**

79 See Annex B: Summary of public engagement with military veterans and Annex C: Summary of public engagement event with people with disabilities and health conditions

80 [Q51](#)

81 [Q190](#) [Chris Kemp]; see also, [Q165](#) [Claire McParland]; Mrs Debbie Willmot ([FW50124](#)); Stuart Willmot ([FW50140](#)); Stuart Walsh ([FW50198](#)); Mrs Kate Over ([FW50244](#)); Mr Timothy Atkinson ([FW50276](#))

campaign should run across national mainstream and social media, and in all schools, from October 2020 and annually thereafter and should include explicit information on the impact which fireworks can have on veterans and those with PTSD.

5 Conclusion

79. E-petitions calling for greater restrictions on sales and use of fireworks have been motivated by people's genuine concerns and, in many cases, substantial distress and harm they have suffered. We have heard about the appalling effects inconsiderate or irresponsible use of fireworks can have on animals and people, who deserve a determined effort across the relevant agencies to reduce the risks.

80. The most popular petitions have called for a ban on public sales and use, with support from hundreds of thousands of people. The call for this drastic action in recent years may have been motivated by the Government's repeated complacent and dismissive responses to people's concerns. While we do not support a ban on public sales and use of fireworks at this time, further inaction from Government and agencies could mean that it becomes the only option to reduce the harm caused by the misuse of fireworks.

81. Through better monitoring and increased public awareness of the harms caused by the misuse of fireworks, greater regulation of the marketing and sales of fireworks, and more protections for those most impacted, we have offered the Government reasonable and workable recommendations, on which we expect action rather than continued apathy. People rightly expect the Government to listen to them and take their concerns seriously. The Government's response to this Report is its chance to finally do that.

Conclusions and recommendations

The practical implications of a ban on public sales and use

1. We have listened carefully to concerns about banning public sales and use of fireworks. There are valid concerns about the likely effects on community groups and their local fund-raising efforts. For some groups, for example in Sussex, community-run, non-professional displays form an important part of an area's unique culture and identity. There are also genuine concerns about the likely ineffectiveness of a ban, including some evidence from overseas that a ban could have unintended and counter-productive consequences for public safety. A ban on public sales would have a substantial economic effect, which would be most keenly felt by people who have built their livelihoods on the fireworks industry. (Paragraph 23)
2. While people who want to ban the public from buying and using fireworks have valid concerns that must be addressed, we cannot support a ban before other, less drastic but potentially more effective, options have been fully explored. (Paragraph 24)

Assessing the extent of problems and empowering effective local responses

3. Loud and high-pitched noises can adversely affect a large proportion of animals, whose hearing is often much more sensitive than humans'. They can cause substantial distress and lead to longer-term phobias and behavioural issues. In the light of this evidence, we believe the decibel level limit of consumer fireworks needs to be looked at again, with animal welfare in mind. We recommend the Government lead a review, working with animal welfare experts and the fireworks industry, of the effects of fireworks noise on animal welfare, with a view to setting a workable reduced maximum decibel limit which would diminish the risks to animal health. *Loud and high-pitched noises can adversely affect a large proportion of animals, whose hearing is often much more sensitive than humans'. They can cause substantial distress and lead to longer-term phobias and behavioural issues. In the light of this evidence, we believe the decibel level limit of consumer fireworks needs to be looked at again, with animal welfare in mind. We recommend the Government lead a review, working with animal welfare experts and the fireworks industry, of the effects of fireworks noise on animal welfare, with a view to setting a workable reduced maximum decibel limit which would diminish the risks to animal health.* (Paragraph 33)
4. The current law does not offer people and animals enough protection from frequent disturbance by fireworks, particularly where there are numerous public and domestic displays around the traditional and religious dates and a growing number of displays at other celebratory events like birthdays and weddings. We believe local authorities should be empowered to limit the number of displays in their areas in these circumstances. We recommend the Government work with local authorities to identify a best practice approach to a revenue-neutral, mandatory permit system for fireworks displays, where local evidence suggests this is necessary to protect the community. The Government should work with a local authority to pilot the approach before the end of 2020, with a view to legislating to empower

all local authorities to establish mandatory permit schemes where they deem it necessary. *The current law does not offer people and animals enough protection from frequent disturbance by fireworks, particularly where there are numerous public and domestic displays around the traditional and religious dates and a growing number of displays at other celebratory events like birthdays and weddings. We believe local authorities should be empowered to limit the number of displays in their areas in these circumstances. We recommend the Government work with local authorities to identify a best practice approach to a revenue-neutral, mandatory permit system for fireworks displays, where local evidence suggests this is necessary to protect the community. The Government should work with a local authority to pilot the approach before the end of 2020, with a view to legislating to empower all local authorities to establish mandatory permit schemes where they deem it necessary.* (Paragraph 41)

5. Any attack on emergency services workers is entirely unacceptable. It's therefore hugely worrying that these attacks appear to be on the increase, and we welcome recent measures set out in the Assaults on Emergency Workers (Offences) Act 2018 to tackle the broader issue. There is evidence that attacks involving fireworks make up a significant proportion of these incidents in some parts of the country, but we are concerned they are not being consistently recorded and published. Without complete and accurate data, it is not possible to understand the extent of the problem or take steps to rectify it through properly informed local decisions. We recommend the Government work with emergency services across the country to ensure that such incidents involving fireworks are specifically and consistently recorded across all local emergency services, and the data made publicly available. *Any attack on emergency services workers is entirely unacceptable. It's therefore hugely worrying that these attacks appear to be on the increase, and we welcome recent measures set out in the Assaults on Emergency Workers (Offences) Act 2018 to tackle the broader issue. There is evidence that attacks involving fireworks make up a significant proportion of these incidents in some parts of the country, but we are concerned they are not being consistently recorded and published. Without complete and accurate data, it is not possible to understand the extent of the problem or take steps to rectify it through properly informed local decisions. We recommend the Government work with emergency services across the country to ensure that such incidents involving fireworks are specifically and consistently recorded across all local emergency services, and the data made publicly available.* (Paragraph 46)
6. Fireworks are inherently transient, and, once they have been used, there may be little evidence of where or when they were set off. It's therefore inevitable that any rule about who can set off fireworks, and where and when they can be used, will be difficult to enforce. People are aware of this, including those who misuse fireworks and those for whom fireworks cause significant problems. It is likely that this is suppressing the number of complaints, meaning the real level of concern is under-reported. (Paragraph 56)
7. We believe the first step towards addressing people's valid concerns about misuse of fireworks should be improving the collection and publication of data about the types and extent of problems associated with fireworks. While the challenges of enforcement are widely acknowledged, people must be enabled, and encouraged, to make their concerns known. It must be made clear to people how and to whom

to report concerns. We recommend the Government work with local authorities and police and fire services to review the systems in place for people to report concerns about misuse of fireworks, including breaches of the night-time curfew, use of fireworks in inappropriately small domestic gardens and other anti-social behaviour, with a view to establishing a consistent approach to data collection and publication. Local authorities must have systems in place to record incidents of concern to their residents. It is vital that local areas collect this information to inform local responses. We expect the Government to issue guidance to this effect before October 2020. *We believe the first step towards addressing people's valid concerns about misuse of fireworks should be improving the collection and publication of data about the types and extent of problems associated with fireworks. While the challenges of enforcement are widely acknowledged, people must be enabled, and encouraged, to make their concerns known. It must be made clear to people how and to whom to report concerns. We recommend the Government work with local authorities and police and fire services to review the systems in place for people to report concerns about misuse of fireworks, including breaches of the night-time curfew, use of fireworks in inappropriately small domestic gardens and other anti-social behaviour, with a view to establishing a consistent approach to data collection and publication. Local authorities must have systems in place to record incidents of concern to their residents. It is vital that local areas collect this information to inform local responses. We expect the Government to issue guidance to this effect before October 2020.* (Paragraph 57)

Sales, packaging and public awareness

8. We are concerned about reports of illegal sales of fireworks online, particularly over social media. It's imperative that consumer fireworks are only sold to the public through legitimate retailers with the appropriate licences and staff with the appropriate level of training to advise customers about safe and responsible use. It appears local authority Trading Standards teams lack the necessary skills and resources to address illegal online sales effectively. We recommend the Government conduct a review of online sales of fireworks, with a particular focus on sales via social media, with a view to establishing a national, cross-agency strategy to tackle the problem. The strategy should include measures to exert pressure on social media companies to identify and remove posts advertising unlicensed or illegal fireworks for sale on their platforms. We recommended this review be conducted, and a strategy published, before October 2020. *We are concerned about reports of illegal sales of fireworks online, particularly over social media. It's imperative that consumer fireworks are only sold to the public through legitimate retailers with the appropriate licences and staff with the appropriate level of training to advise customers about safe and responsible use. It appears local authority Trading Standards teams lack the necessary skills and resources to address illegal online sales effectively. We recommend the Government conduct a review of online sales of fireworks, with a particular focus on sales via social media, with a view to establishing a national, cross-agency strategy to tackle the problem. The strategy should include measures to exert pressure on social media companies to identify and remove posts advertising unlicensed or illegal fireworks for sale on their platforms. We recommended this review be conducted, and a strategy published, before October 2020.* (Paragraph 63)

9. We're concerned that the 5kg storage rule is open to misinterpretation, which may have the result of unlicensed retailers selling consumer fireworks all year round. We believe this is clearly against the spirit and intention of the Regulations and may be contributing to increased misuse of fireworks, where they are being sold by people without the proper licence or training. We recommend the Government take action as soon as possible, and at the latest by April 2020, to clarify the 5kg storage rule by amending the relevant Regulations to explicitly state it applies to low hazard category F1 fireworks only.*We're concerned that the 5kg storage rule is open to misinterpretation, which may have the result of unlicensed retailers selling consumer fireworks all year round. We believe this is clearly against the spirit and intention of the Regulations and may be contributing to increased misuse of fireworks, where they are being sold by people without the proper licence or training. We recommend the Government take action as soon as possible, and at the latest by April 2020, to clarify the 5kg storage rule by amending the relevant Regulations to explicitly state it applies to low hazard category F1 fireworks only.* (Paragraph 69)
10. We accept that there is no evidence of a widespread problem with underage sales of fireworks from legitimate retailers. However, evidence from the fireworks industry and regulatory bodies did not entirely allay our concerns about packaging which may appeal to children. We remain concerned that where fireworks are packaged in this way, it creates a risk that children may be tempted to play or tamper with potentially dangerous products stored in the home. We recommend the Government take steps to ensure that these age-restricted products are not packaged in a way which is designed to appeal to children and that it introduce appropriate Regulations as soon as possible, and at the latest by November 2020.*We accept that there is no evidence of a widespread problem with underage sales of fireworks from legitimate retailers. However, evidence from the fireworks industry and regulatory bodies did not entirely allay our concerns about packaging which may appeal to children. We remain concerned that where fireworks are packaged in this way, it creates a risk that children may be tempted to play or tamper with potentially dangerous products stored in the home. We recommend the Government take steps to ensure that these age-restricted products are not packaged in a way which is designed to appeal to children and that it introduce appropriate Regulations as soon as possible, and at the latest by November 2020.* (Paragraph 74)
11. There is very clear evidence that loud unexpected noise from fireworks has severe and distressing effects on people with a range of health conditions and disabilities, including military veterans and others suffering with Post-traumatic Stress Disorder (PTSD), children with autistic spectrum disorders and people with hyperacusis and other hearing conditions. It's not good enough for the Government to repeatedly claim that the law protects these people from harm. It doesn't. We agree with military veterans and people with health conditions and disabilities that inconsiderate and irresponsible use of fireworks needs to be considered as socially unacceptable as drink driving. If people are going to use fireworks, they must let their neighbours know in advance, so that people can take steps to protect themselves if they need to. We recommend the Government fund and coordinate a major, national awareness campaign on the responsible use of fireworks to get this message across to the public. The campaign should run across national mainstream and social media, and in all schools, from October 2020 and annually thereafter and should include

explicit information on the impact which fireworks can have on veterans and those with PTSD. *There is very clear evidence that loud unexpected noise from fireworks has severe and distressing effects on people with a range of health conditions and disabilities, including military veterans and others suffering with Post-traumatic Stress Disorder (PTSD), children with autistic spectrum disorders and people with hyperacusis and other hearing conditions. It's not good enough for the Government to repeatedly claim that the law protects these people from harm. It doesn't. We agree with military veterans and people with health conditions and disabilities that inconsiderate and irresponsible use of fireworks needs to be considered as socially unacceptable as drink driving. If people are going to use fireworks, they must let their neighbours know in advance, so that people can take steps to protect themselves if they need to. We recommend the Government fund and coordinate a major, national awareness campaign on the responsible use of fireworks to get this message across to the public. The campaign should run across national mainstream and social media, and in all schools, from October 2020 and annually thereafter and should include explicit information on the impact which fireworks can have on veterans and those with PTSD.* (Paragraph 78)

Annex A: Summary of survey results

We launched our survey on 27 February. A link to the survey was emailed to everyone who had signed one of 11 open petitions about regulation of fireworks and had consented to be contacted.

By far the most popular of these petitions was the first listed below, calling for a ban on sales to the public, which had around 300,000 signatures (the second most popular petition, calling for firework sales to the general public to be restricted to “quiet fireworks”, had only around 1,000 signatures).

- **Ban the sale of fireworks to the public. Displays for licenced venues only** ([e-petition 231147](#))
- **Pass a law that only allows the sale of Quiet Fireworks to the general public** ([e-petition 232038](#))
- **Change the laws for fireworks only to use silent fireworks** ([e-petition 231604](#))
- **NOT to ban the sale of fireworks to the public** ([e-petition 232242](#))
- **Increase firework restrictions to prevent use during daytime** ([e-petition 232109](#))
- **Full ban on the purchase of fireworks & displays** ([e-petition 231962](#))
- **Create a permit system for garden fireworks and when they can be used** ([e-petition 231965](#))
- **Raise the age of sale, of fireworks, to the general public from 18 to 25** ([e-petition 231437](#))
- **Ban Fireworks that are toxic to both the environment and humans!** ([e-petition 231806](#))
- **Stop firework work displays on armistice Sunday** ([e-petition 232653](#))
- **Fireworks should only be sold in registered gun shops** ([e-petition 232653](#))

The survey closed on 26 March. There were 63,076 responses in total (20,447 partial responses and 42,629 complete responses).

Key themes

- A large majority of respondents were **primarily concerned about the effects of fireworks on animals** and, within this group, a large majority were members of the public concerned about the effects on pets and domestic animals
- Owners of dogs were by far the largest group of pet owners
- Unsurprisingly, given the population of people surveyed, a large majority of respondents supported a ban on public sale and use

- However, **a significant minority of respondents, including some in the fireworks industry, supported compromise solutions, short of a ban**, including:
- **Raising age restrictions** on sales to the public
- Further **restrictions on the specifications of fireworks** available for sale to the public
- A new **permit system for displays**
- **Greater restrictions on types of retailer permitted to sell fireworks** e.g. specialist fireworks retailers only
- Respondents had a **reasonably good understanding of current fireworks laws**, though there were significant areas of misunderstanding, for example about available sentences for fireworks offences
- Many **fireworks professionals believed the current Regulations were adequate but were not being enforced effectively**
- However, many other respondents believed the **current laws were unenforceable**
- Many believed the police and local authority Trading Standards and Environmental Health Officers **lacked the resources to enforce current laws** effectively
- Respondents in a range of categories believed modern fireworks were **unnecessarily loud** (many said the current 120Db limit was too high; there was considerable support for quieter or “silent” fireworks)
- Fireworks were very **problematic for people with a wide range of disabilities**
- Dozens of military veterans and their families reported that fireworks were problematic, for example exacerbating symptoms of **Post-traumatic Stress Disorder (PTSD)**
- Organised, public displays were relatively manageable for people for whom fireworks were problematic
- Whereas **private displays were less predictable and often impossible to mitigate against**
- **Anti-social behaviour** was a significant concern, and many respondents believed the authorities lacked the time and resources to deal with it effectively
- Many respondents objected to **fireworks being set off all year round**, rather than on only a handful of days each year
- **A majority of those who did not support change to current laws said that fireworks were culturally important to them.**

“Quiz” on current laws

The first section of the survey was designed to test respondents’ knowledge and understanding of the following current rules:

- Outdoor fireworks, including sparklers, can only be sold to people aged 18 years and over.
- It’s against the law to sell very powerful fireworks designed for use in large open spaces to the general public.
- It’s illegal to set off fireworks between 11pm and 7am except during four times of the year.
- Those four times are: New Year’s Eve; Chinese New Year; Diwali; and bonfire night.
- The maximum sentence for selling or using fireworks illegally is 6 months in prison.

Respondents’ knowledge and understanding of these rules was mixed. For example, large majorities were aware of special rules in place for each of the four protected festivals. A very large majority were aware of the night time restrictions. There was relatively poor awareness of the penalties for fireworks misuse.

The quiz asked:

1. How old do you have to be to buy outdoor sparklers? **

About half of respondents answered correctly that people had to be 18 years or older to buy outdoor sparklers. Around 40% believed the age requirement was at least 16 years. Less than 10% thought people had to be at least 21 years old to buy outdoor sparklers:

2. True or false? It’s against the law to sell very powerful fireworks designed for use in large open spaces to the general public. **

A small majority of people (57%) believed this statement to be true; 43% answered that it was false.

****Note on questions 1 and 2 of the survey:**

Several survey respondents, particularly those working in the fireworks industry who had a detailed understanding of the relevant Regulations, told us that questions 1 and 2 were potentially ambiguous.

The “quiz” questions were intended to assess the public’s broad understanding of the rules. They were posed in simple language and in such a way as not to presuppose a detailed understanding of the Regulations and the technical specifications of the different categories of fireworks.

By “outdoor sparklers” in question 1, we meant category F2, intended for use in confined outside areas (e.g. domestic gardens). The Regulations are clear that people must be at least 18 years old to buy F2 fireworks, including sparklers.

By “very powerful fireworks designed for use in large outdoor spaces” in question 2, we meant the most powerful category, F4 fireworks, which the relevant Regulations state are intended for use by people with specialist knowledge only.

3. There are special rules for fireworks during four festivals every year. Which four festivals?

- New Year’s Eve
- Halloween
- The Queen’s birthday
- Diwali
- Chinese New Year
- Bonfire Night/Guy Fawkes’ Night
- St. George’s Day

Most people understood there were special rules in relation to New Year’s Eve (75% of respondents), Bonfire Night/Guy Fawkes (71%), Chinese New Year (69%) and Diwali (66%).

However, a significant proportion of people wrongly believed there were also special rules in place for the Queen’s Birthday (34%), Halloween (18%) and St. George’s Day (17%).

4. True or false? Other than those four festivals, it’s illegal to set off fireworks between 11pm and 7am.

81% of respondents answered correctly that this statement was true; 19% wrongly believed it was false.

5. What’s the maximum prison sentence for selling or using fireworks illegally?

- No prison sentence
- 3 months
- 6 months
- 12 months
- More than 12 months

A small majority of respondents (53%) incorrectly believed there was no prison sentence for selling or using fireworks illegally. Only 18% of respondents answered correctly that the maximum sentence was six months in prison.

Views on the Government’s position and key concerns

We wanted to know what respondents thought of the Government’s view that current Regulations provide a good balance between people’s rights to enjoy fireworks and protecting people, animals and property from harm.

The survey presented four options and asked respondents which best described their opinion:

- I don't believe that fireworks are a problem
- I support an outright ban on members of the public buying and using fireworks
- It should be harder to buy and use fireworks, but they shouldn't be banned
- I don't believe the current law is being enforced

Unsurprisingly, given the population surveyed, a large majority of respondents (74%) supported an outright ban on public sale and use. However, a significant minority of respondents (14%) believed enforcement of the current law was the main concern. 10% of respondents supported greater restrictions (short of an outright ban) on sale and use. Only 2% of respondents believed there was no problem with the current rules.

The survey asked respondents to choose the category which best described them:

- I'm concerned about the effects of fireworks on animals and the environment;
- effects on children;
- effects on people who are particularly sensitive to noise or explosions;
- concerned about anti-social behaviour;
- I'm a member or ex-member of the emergency services or medical profession;
- a fireworks professional (pyrotechnics or events); or
- a fireworks professional (insurance; local authority; trading standards; or health and safety).
- Other

A large majority of respondents (70%) identified as being principally concerned about the effects of fireworks on animals and the environment. The next largest group (11%) identified as being primarily concerned about anti-social behaviour. The remaining categories were each chosen by fewer than 5% of respondents.

Concerns specified by the nearly 10% of respondents who chose the "other" category included:

- People broadly concerned about safety risks, particularly those who had been injured by fireworks;
- People particularly concerned about elderly people and those with dementia;
- People whose property had suffered damage;
- People concerned about the use, or potential use, of fireworks for violence or terrorism;

- People whose primary concern was that fireworks are set off all year round and no longer limited to a couple of special occasions per year; and
- Many respondents reported being affected by fireworks in several of the ways listed and felt unable to choose a primary concern.

Breakdown by category of respondent

1. Concerned about animals and the environment

Of those who described themselves as most concerned about the effects of fireworks on animals and the environment (29,402 respondents, 70% of respondents who chose a category) we asked which of the following best described them:

- I work with animals in an animal-related business (e.g. zoo, equestrian, pet boarding);
- I work directly with wildlife (e.g. conservation worker, ranger);
- I'm a veterinary surgeon/nurse or work in animal welfare e.g. rescue centre;
- I'm a member of the public concerned about wildlife and the environment;
- I'm a member of the public concerned about pets/domestic animals.
- Other

A majority (67%) of respondents principally concerned about animals or the environment identified themselves as members of the public concerned about pets/domestic animals. The next largest category (17%) was those who described themselves as members of the public concerned about wildlife and the environment. 8% of those concerned about animals and the environment identified as working in an animal-related business. Wildlife and veterinary/animal welfare workers accounted for less than 2% of all respondents who were concerned about animals and the environment.

As with the broader question about people's main concern about fireworks, many of the 6% of respondents in the animals/environment group who chose the "other" category reported that more than one category applied to them and they were concerned about all animals, whether pets, domesticated or wildlife. Several respondents in the "other" category identified as Guide Dog owners.

We asked respondents concerned about the effects of fireworks on animals they cared for, how often their animals were affected. An overwhelming majority (94%) said their animals were affected several times a year or more frequently.

Summary of free text comments from respondents who identified as primarily concerned about animals and the environment

Owners of pets and domesticated animals

As noted above, by far the largest category of respondents was owners of pets and domesticated animals. 19,676 commented in the free-text box provided. **By far the most common responses were in relation to the effects on pet dogs.** There were thousands of similar descriptions. These examples were typical:

“I have 2 dogs, one of which doesn’t bother about fireworks, and another that is terrified. The noise of fireworks causes him a high amount of distress and anxiety—to the point where he won’t eat and can barely sleep. It’s not fair for helpless animals to have to go through this.”

“In our experience of owning 6 dogs over different periods, dogs are absolutely petrified of fireworks. The fear is beyond anything I see in the dogs at any other time. They cry, cower away, whimper, chew through power cables and rugs, etc.”

“My dog is terrified of fireworks, every year he has to take diazepam plus many other ‘aids’ to relax him during the fireworks just to calm him down which don’t work, he gets extremely stressed to the point he will be sick.”

“My poor dog suffers terribly, and it does not put stress just on her but me and my partner. It makes her hysterical and she messes everywhere with being so frightened.”

Workers in animal-related businesses

People who worked in a range of animal-related businesses reported that it was not possible to fully mitigate the effects of fireworks on their animals. A substantial proportion of responses were from people who worked in pet boarding and equestrian businesses. **People described both the financial and emotional costs.** For example:

“When fireworks are set off for long periods of time (6 weeks every year) my horses become sick. They have colic through stress and then suffer weeks of costly gut ulcer management. This can make horses dangerous to handle for weeks and weeks. Every year I have up to £1000 worth of drug and vet bills at this time. Starts end of September and goes on to March. When they are panicked I have to spend endless evenings out with them in the cold trying to ensure they don’t jump thru fencing and onto highways.”

“I work in a kennels and cattery, the fireworks absolutely scare our animals to the maximum, they have no where they can try and escape to hide in a kennel or cattery. We try our best to provide radios, shut all doors so the building is as sound proof as it possibly can be, however there’s so many going off in so many directions I think it’s getting stupid now. It starts from bonfire night and goes all the way up to New Years, every single night there’s at least one firework go off no matter what day it is.”

“I’m in the Equestrian industry, and for a flight or fight animal, loud explosions (for want of a better word) going off every night for up to 4 weeks at a time at all hours of the night is absolutely terrifying. In some horses (especially the more nervous), this can cause injury or illness, leading to large vet bills and great emotional and financial distress.”

“I lost a much-loved competition horse who was so traumatised by a private fireworks party held unannounced next to his yard that it triggered colic. We spent £10,000 trying to save him but he was beyond hope. I had invested 15 years of hard work into his competition training. His value was £25,000 plus the emotional attachment I had to him. That one fireworks party cost me £35,000 in losses and an immeasurable amount emotionally.”

“I manage a yard of 40 horses in surrey, between Halloween and New Year’s we have firework displays at people’s houses local to the farm every weekend. It is very shocking to the horses who cannot see what’s causing these sudden explosions. If it was just one night we could manage the horses and sedate those particularly stressed by fireworks but it’s multiple nights and multiple displays that are incredibly close to our farm.”

“They frighten animals, we have had horses go through barbed wire fences.”

There were also reports of serious injuries to farm animals, for example:

“The injuries I have seen caused to livestock; aborting foals, calves, lambs, running in blind panic through fencing with often fatal injuries and just sheer distress of animals when fireworks are let off in gardens adjacent to fields and farmland.”

Conservation workers

There were relatively few responses from conservation workers and others concerned about wildlife. Typically, the primary concern was about the effects on birds and their nesting sites. Some reported concerns about the effects on a wider range of wildlife:

“Wildlife find fireworks incredibly alarming. They often disturb the roosts of thousands of birds such as starlings causing them to fly off in panic and often end up colliding with buildings/cars. They startle larger animals such as deer which can be a hazard for people in vehicles. They may cause parent animals to abandon their young through fear [...]”

Veterinary surgeons/nurses/animal rescue centres

Veterinary and animal rescue professionals and volunteers described injuries to animals including birds, dogs and wildlife:

“[...] birds crash into buildings especially glass windows, nesting birds are abandoned [...]”

“I work as a veterinary nurse. Last year I was a night nurse and the whole week on firework night leading up to new year I had animals come in in horrible states.”

“3 dogs had anxiety seizures. 2 of which were euthanised as they were in such a bad state and couldn’t come out of it.”

“I run a wildlife rescue charity, and despite our best effort to limit the effects of the fireworks on the nights we are expecting them, we usually lose a handful of patients directly as a result of fireworks in the neighbourhood. [...] Wildlife is prone to a condition brought on by the stresses of captivity, (Rhabdomyolysis) and we work tirelessly to limit this, as it is nearly always fatal. This is the condition that fireworks cause; as the sudden shock of the explosions and lights in conjunction with the inability to escape (usually due to the injury for which the creature was admitted to us), instantly releases the chemicals that start this process. We can only attempt to protect against it when we are aware of local firework displays.”

2. Effects of fireworks on children

We asked those respondents who identified themselves as primarily concerned about the effects of fireworks on children (1,127 respondents, less than 3% of respondents who chose a category) which of the following best described them:

- I’m concerned about effects on children I’m close to e.g. I’m a parent/guardian/carer;
- I’m a teacher or other school worker;
- I’m a youth worker or work with children in youth organisations e.g. sports clubs, scouts

A large majority (80%) of those primarily concerned about the effects of fireworks on children identified as parents/guardians/carers. Of the remainder the largest category was “other” (13%), with respondents in this category identifying as extended family members or merely concerned members of the public. 6% identified as teachers or school workers. Less than 2% identified as youth workers or involved in youth groups.

We asked people concerned about the effects of fireworks on children what was their main concern about fireworks:

- effects on children’s sleep;
- that fireworks frighten children;
- concern about children with specific needs, such as those with autism or learning, sensory or developmental disabilities;
- or concerned that fireworks were dangerous.
- other

A majority (66%) were concerned that fireworks were dangerous for children. The remainder of respondents were quite equally spread between concerns about sleep, children being frightened and children with specific needs (each around 10%).

Those who chose the “other” category (50 respondents) typically identified as a member of a child/children’s extended family or a member of the public concerned about the welfare of children generally.

Summary of free text comments by respondents who identified as being predominately concerned about the effects of fireworks on children:

Dangers of fireworks to children

Despite the high level of concern about the danger of fireworks to children, **there were few reports of actual injuries**. Those that were described were very distressing, however, for example:

“Our son was hit by a firework last year, he was 22 months old at the time. This was a firework sold to us by a large supermarket chain, one that shoots colour bursts, not a rocket. We secured it as per the instructions and it fired from the side instead of the top, straight into my son’s hand (he was a good 10+ metres away). He has suffered deep burns to the whole of his palm and fingers, it took over a month for the wounds to ‘heal’ and now has thick scarring on his palm. He has to have cream/silicone gel applied several times a day and is now at risk of this causing him long term damage and restricting the use of his hand/fingers.”

Many respondents reported being aware of local children being hurt by fireworks but without giving specific details. There were also many descriptions of “close calls” in which children were nearly hurt by fireworks.

Effects on children’s sleep

Many respondents described the effects of fireworks set off at night on children’s and babies’ sleep. For example:

“During bonfire night and New Year’s Eve my house was like being in a war zone. Fireworks were going off outside the windows until 2-3am. My baby (who was four months!) could not sleep due to the extreme noise and lights.”

“My youngest daughter is in tears before going to school during the bonfire night season (because it lasts 3 weeks here) because she is so exhausted after constant disruption to her sleep. The current laws are not being enforced as we have them going off at 2am sometimes which is massively anxiety inducing and unfair.”

Children being frightened

“[...] the noise of them is so debilitating to my 2 year old son, to the point he bites his fingers until they bleed, he tries to smother himself and is in constant fear with each loud bang.”

“We have a young son who was terrified and wouldn’t sleep in his own bed for weeks because he was so frightened by the loud bangs. Every night we would put him to sleep at 7pm and then have screaming hell until midnight because he was terrified of the noise that continuously wakes him up. He has suffered night terrors as a result of this.”

“Nearly 4 months after bonfire night and my 2 year-old still goes to bed scared of fireworks. Her sleep was severely disrupted for months and the impact of this on our family has been awful. Fireworks go off pretty much every night before 5th Nov up to and beyond new year. It’s too much and constant fear in my daughter is unnecessary and very hard for her to cope with emotionally.”

Effects on children with special needs such as autism and learning, sensory and developmental disabilities

Several parents of children with autism and other complex needs reported the effects of fireworks. For example:

“[...] our son has severe complex needs including epilepsy, which can cause him to stop breathing. Loud, unexpected noises are often a trigger for this. We don’t very often take him to displays, but if we do he wears ear defenders, and we stand a safe distance away from the fireworks, sometimes choosing to stand far enough away so they aren’t as loud. Sadly at home where he should be safe and protected, members of the public are able to set fireworks off at any time, in the street or in their gardens, the laws are not enforced and we cannot guarantee how loud they are going to be due to the proximity to our home. As lovely as it is to see fireworks on new year’s Eve etc ... My son screams, has a seizure and has to be administered oxygen. This is distressing for all involved.”

“My nephew has autism and hearing fireworks triggers meltdowns for him. He screams and screams. It surprises me that more people don’t understand this [...].”

3. Effects on people sensitive to noise or explosions

We asked those respondents who identified themselves as primarily concerned about the effects of fireworks on people who are sensitive to noise and explosions (1,721 respondents, just over 4% of all respondents) whether they would still want greater restrictions on the sale and use of fireworks if all fireworks were quieter: 60% said yes, they would still want greater restrictions; 26% said no; and 14% answered “don’t know”.

We asked respondents whose primary concern was people who were sensitive to noise or explosions which of the following categories best described them:

- I've had or someone close to me has had a traumatic experience/s involving loud noises or explosions;
- I am or someone close to me is a veteran;
- I am or someone close to me is on the autistic spectrum or has specific needs such as a learning, sensory or developmental disability.
- other

Of those who chose a category, 618 respondents (36%) said they or someone close to them had had a traumatic experiences/s, which meant they could not enjoy fireworks; a similar proportion (34%, 593 respondents) said they or someone close to them was on the autistic spectrum or had other special needs; 11% (198 respondents) said they or someone close to them was a veteran.

9% (102 respondents) of people who said their main concern about fireworks was the effects on people who were particularly sensitive to noise said they had been diagnosed with PTSD.

Summary of free text comments by respondents who identified as being predominately concerned about the effects of fireworks on people who are particularly sensitive to noise:

Disabilities

Many of the nearly 19% (323) respondents who chose the “other” category described a very wide range of medical conditions and disabilities that made fireworks problematic for them, for example:

- Anxiety disorders
- Bipolar disorder
- Cataplexy
- Dementia
- Epilepsy
- Fibromyalgia
- Hyperacusis
- Hydrocephalus
- Myalgic Encephalomyelitis (M.E.)
- Multiple sclerosis (MS)

- Narcolepsy
- Parkinson's disease
- Tinnitus

Traumatic experiences leading to fear of fireworks

Respondents described a range of traumatic experiences leading to fear of fireworks.

Four respondents reported that they or relatives had been present at the Manchester MEN bombing and described the fearfulness fireworks now caused them. For example, one respondent wrote:

“Myself and my sister were at the MEN arena in Manchester the night of the Manchester attack (22/05/2017). The result of that night and hearing the explosion has caused us distress when it comes to fireworks, as the noise of a firework is very similar to the sound of the bomb explosion. Therefore, myself and my sister (mainly my sister (who is 13) find it difficult when there are fireworks going off.”

Several respondents reported that older relatives who had lived through bombing in the Second World War had always retained a fear of fireworks.

Other respondents reported being involved in accidents, for example exploding gas canisters and road traffic accidents:

“My brother was seriously injured in a work place explosion involving gas cylinders. Any celebrations involving fireworks render him a physical and mental wreck, this also has a deep emotional impact on his wife and three children. He dreads the run up to, during and following Bonfire night and other celebrations because members of the public use fireworks in a reckless manner and over a long period of time, usually around 4 weeks.”

Veterans

Dozens of veterans of military conflicts and their families described fireworks triggering panic attacks or symptoms of PTSD. The key theme in these responses was that, while organised public displays were generally manageable, private fireworks displays, which were less predictable and often impossible to plan for, caused significant problems. For example:

“I am a veteran and constant fireworks, which are very loud, take me back to the battlefield and have an impact on my mental health. I can't fully describe the terror the fireworks cause me. I have no problem with public organised events. However, the constant unexpected bursts of loud noise and flashes of fireworks is terrifying. I served for almost 25 years in various conflicts, I believe in people having the freedom of choice, but allowance must be made for people like me.”

“My husband, after being to Afghanistan and Iraq with the army and unfortunately being involved in an explosion with an IED, now suffers

PTSD. Majority of the time this is managed. If we are at an organised display, he is OK, prepared for the noise etc. However, when they are going off at all times of the day and night on numerous days that aren't fireworks night/new year, in his mind he is right back there in Afghanistan [...]. And then there we are all the work he has done to overcome his PTSD is undone in an instant and we are right back at square one—night terrors, withdrawn etc.”

4. Anti-social behaviour

We asked the 4,552 people who said anti-social behaviour (ASB) was their primary concern about fireworks (11% of respondents who chose a primary concern) whether the ASB they were concerned about was predominantly committed by young people. A majority (61%) answered yes; 17% said no; 22% didn't know whether ASB was predominantly committed by young people.

We asked respondents whose primary concern was ASB which of the following categories best described their reason for concern:

- Neighbours or near-neighbours have set off fireworks in their gardens, which frightens/worries me
- Neighbours or near-neighbours have set off fireworks until very late at night
- People have set off fireworks in the street near me
- I or someone close to me have been threatened with a firework
- I or someone close to me have been injured by a firework
- other

Most respondents whose primary concern was ASB were most concerned about fireworks being set off in the street (1,527 responses, 33%) or set off very late at night by neighbours or near-neighbours (1,521, 33%).

Concern about more serious ASB was relatively uncommon: 9% (426 respondents) of those primarily concerned about ASB reported having been threatened with a firework; 7% (304 respondents) reported having been injured by a firework in an ASB incident).

Summary of free text comments by respondents who identified as being predominately concerned about anti-social behaviour with fireworks

Problems with neighbours' fireworks

There were relatively few reports of more serious ASB committed by neighbours, but some examples were distressing. For example:

“I’ve actually had a group of older teenagers set fireworks off 3 foot from my bedroom window late at night. In my previous flat high school children used to open the main door to the flat and throw fireworks in.”

“The neighbour’s back garden is 3 metres away from the front of my house (semi-detached). They used commercial fireworks and these were very powerful and frightening. When we protested, they pushed and hurt another neighbour.”

There were several common themes in responses from people concerned about their neighbours’ use of fireworks:

- **insufficient space** in small residential gardens in built up areas
- neighbours using fireworks under the influence of **alcohol**
- **damage to property**
- fireworks debris **littering** gardens and streets
- **lack of consideration** by neighbours setting off fireworks in gardens, with no warnings given
- a **perception that today’s fireworks were much more powerful and louder** than they were in the past, or an **assumption that neighbours were using category F3 and F4 fireworks** intended for use in larger open areas or by specialists
- a strong perception that **current laws were unenforceable**
- **complaints not acted on** by the police or councils.

“I didn’t realise that there were actually laws in force regarding the use of fireworks—you could have fooled me. Where I live (Hackney) it’s a nightmare - if they are on sale, young people buy them and they are free to set off as many of them as they please and the Police DO NOT put a stop to it at all.”

“Near neighbours had a firework display for five hours including extremely loud fireworks which I would be surprised if they were intended for garden use. Two of those fireworks burnt holes in my conservatory roof and the lady involved denied any involvement, although the whole road and gardens around were full of firework debris, and all the neighbours were very distressed by it.”

“I have very close neighbours, who up to 4 times a year, and not on any of the festivals with special rules, have set off very large and powerful display only fireworks very close to our house, and with no warning, so that we can at least make sure our animals are not in the garden. The last time was about 1:00 am, and the time before that, the firework was just one gigantic explosion, like a bomb going off. It definitely wasn’t a domestic firework.

All the plugs come down in our garden, and could do damage to our glass roofed conservatory, but they just have no concern about anyone else's welfare."

"My next-door neighbour set off some fireworks, which should only have been used at an organised event. He nearly set fire to our house and car, he caused thousands of pounds worth of damage. The fire service and police were involved but nothing happened to him."

Fireworks set off late at night

Hundreds of respondents reported neighbours or near-neighbours setting off fireworks until very late at night outside of the four protected festivals. Many reported complaints not being acted on. There was an assumption that the police and councils lacked the resources to enforce the law.

"The laws are not being enforced at all. They usually start at Halloween then continue every night for the rest of the month. They go off at all hours from 5pm until 5am."

"The law is impossible to enforce, fireworks go off till the early hours of the morning and for longer than the specified occasions, for example bonfire night. They're going off as soon as you can buy them continuously till New Year's Eve."

"Police have told me they need to be there at the time to witness the fireworks being set off and they don't have the manpower."

"Late night use of fireworks outside of legal hours happen frequently, and in public spaces (such as on a mini roundabout in a housing estate). [...] None of the laws related to fireworks are being enforced."

"I have called the police to report the use of fireworks until the early hours of the morning, when a festival is not in place. I have been told that it is not against the law and that if I have an issue I should call environmental health regarding this. I feel I was fobbed off just so the local police force didn't have to bother with it."

Fireworks set off in the street; injuries

There were numerous reports of fireworks being set off in the street, particularly by young people. There was an assumption that shops were flouting the rules by selling fireworks to young people. There was a perception that the problem had become worse in recent years. Again, there was a strong perception that the police lack the resources to deal with the problem.

"People have set off fireworks at all times of day and night, often very late at night in the streets around where I live. Often it's young people who like to scare and annoy people who they know live alone or are scared as I hear them talking and laughing about doing this."

“Increasingly I see more people under the age of 18 (and older) using fireworks in an anti-social way. Definitely not just on the four festival dates but even recently during the evening or night. I think this is because there is no one to stop them from throwing them. I am presuming they are also buying them illegally.”

“Kids are letting them off aiming them at cars, and there is nothing the police can do to help, they can’t be everywhere at once on these nights. By the next morning the smoke still hasn’t cleared, and the neighbourhood is littered with the remnants of used fireworks.”

“A gang of teenagers set off a firework in my direction in the street on Bonfire Night around 8 years ago. It missed me thankfully but it was terrifying.”

There were some, but relatively few, reports of injuries. For example:

“My Fiancé was hit by a firework deliberately last Halloween. She had to have X-rays, and needed 9 inner and 8 outer stitches on her calf muscle.”

“I had one thrown directly into my face, causing a burnt forehead and hair.”

“I received a glancing blow from a small firework during my school lunch break. I was aged sixteen but vividly remember the, fortunately, brief sense of searing heat as the firework passed my lower leg. It had been thrown by a boy from a different school. A fine layer of my skin was burnt in a straight line and my tights had a gaping hole. I shall never forget my shock and realisation that I could have been nastily injured.”

“My best friend was struck by a firework that young people were setting off on school grounds (they were deliberately aiming for people). She needed surgery in hospital and suffered from such strong PTSD that she could never come into school for the whole month of November after the incident. Nobody was ever caught or punished for it.”

5. Emergency services workers and medical professionals

676 respondents (2%) identified themselves as current or ex-emergency services workers or medical professionals. Of those, the largest group (276 respondents) identified as current or ex-medical professionals. The next largest group were current or ex-police officers (207). 61 current or ex-firefighters and 58 current or ex-ambulance crew responded to the survey.

When asked whether they had dealt with, or been affected by, ASB involving fireworks, 81% of current or ex-emergency services or medical professional said they had.

Summary of free text comments by respondents who identified as being current or ex-emergency services workers or medical professionals

468 current or ex-emergency services or medical professionals used free-text comments to describe their experiences. Common themes were:

- **a wide range of ASB, typically committed by young people, from nuisance to arson, and reports that police lacked the resources to deal with incidents effectively**, including this comment from a serving police officer:

“Fireworks are a massive antisocial behaviour issue. They create multiple issues for the local communities and ultimately result in higher demand for service which is already stretched exceptionally thin. This is more apparent at peak times known as ‘mischievous week’ around Halloween and Bonfire night. The issues are always related to ‘groups of youths’ setting off fireworks or neighbour disputes. It’s not uncommon for the fireworks to aimed towards officers attending the scene.”

- **some emergency services respondents, however, reported that attendance at incidents involving fireworks was rare;**
- accidental fires caused by fireworks
- **some reports of emergency services being attacked with fireworks.**

“Every year fireworks are used as weapons against me and my colleagues across all emergency services. The Police are stretched enough but bonfire night for example we are having to have our days off cancelled to keep the fire service safe. I am bored of ducking fireworks that are fired at us.”

“It was Mischief night, when I got called to a fire near an electrical substation. It was in a car park next to a block of small flats with a cut through to a cul-de-sac and a road to the left. 15 males, approx 13–19 surrounded both sides and proceeded to set off fireworks directly at myself and my colleague. We proceeded to push through the crowd and run through the cut through. However, I had suffered temporary blindness and hearing loss and had suffered heat rash burns.”

- numerous reports of facial burns and eye injuries and **reports of A&E resources being stretched** by fireworks accidents

“In A&E on and around bonfire night we deal with patients suffering from multiple severe injuries including loss of sight and permanent damage to limbs. Treating patients at this time and at new year can take up to 50% of the department’s resources.”

“With an already strained NHS fireworks significantly increase the attendances in A&E departments. From minor to major treatments. There is a lot of antisocial behaviour around fireworks & extremely difficult to monitor. Incidents increase every year, and this could be prevented by having arranged displays only.”

6. Fireworks professionals

180 respondents identified themselves as fireworks professionals, either pyrotechnicians or event organisers (132 respondents) or involved in insurance, trading standards, a local

authority or health and safety (48 respondents). We asked these respondents whether there were additional fireworks restrictions they would like to see. 132 respondents used free-text comments to share their views.

There was a diverse range of views. There was significant support for a ban on the sale of fireworks to the general public. There was also support for a new licencing or permit regime for displays and stricter rules about the type of retailers permitted to sell fireworks. For example:

“They should only be available for sale to people hosting display events where you need to apply to the council for a license, this license (even if it is a fee free application) needs to be produced before fireworks from specific retailers can be sold. [...] No local shops or supermarkets should be able to sell them, no ‘joe public’ should be able to just walk into a shop and buy them.”

There was some support for raising the minimum age at which people were permitted to buy fireworks (to 21 or 25 years) and support for further restricting the decibel level and other specifications of fireworks available to the general public to buy.

However, **many fireworks professionals believed the main problem was with enforcement of the current laws.**

“I think to start with the current laws need to be enforced, this applies to misuse and also people selling either legal fireworks illegally i.e. on Facebook and other sites or other distributors in mainland Europe that allow people in the UK to buy and get delivered (sometimes by air mail packaged as something else) fireworks that are illegal here. The age limit could possibly be increased but I am not sure this will still stop the people that misuse them from getting them illegally.”

7. People who don't believe fireworks are a problem

891 people told us they did not believe fireworks were a problem. We asked this group which of these statements best described their opinion:

- I believe any problems are rare
- I think that fireworks are risky, but that's ok

688 (74%) of respondents said they believed any problems associated with fireworks were rare; 196 (22%) chose “fireworks are risky, but that's ok”.

We asked respondents who told us they did not believe fireworks were a problem to choose a category which best described them:

- Fireworks are an important part of my cultural traditions—for example, bonfire night or Chinese New Year
- Fireworks are part of my family's traditions—for example, birthday or wedding celebrations

- Fireworks play an important part in my religious celebrations

The largest group (471 respondents, 55%) were those who said fireworks were culturally important to them; the next largest group (215, 25%) was those who said fireworks were part of family tradition; only 11 respondents (1% of those who did not believe fireworks were a problem) said that fireworks were an important part of their religious celebrations.

Annex B: Summary of public engagement event with military veterans, 21 May

In our online survey of fireworks petitioners, dozens of veterans of military conflicts and their families described fireworks triggering panic attacks or symptoms of Post-traumatic Stress Disorder (PTSD). We invited veterans who completed the survey and had given consent to be contacted to a deliberative workshop in Westminster. The first part of the workshop was intended to provide a fuller understanding of the experiences of veterans affected by fireworks; in part two the group discussed the case for a ban on public sale and use of fireworks and several compromise solutions.

The discussion was chaired by our Committee Member, Martyn Day MP, and facilitated by House of Commons staff.

Six members of the public took part:

- Three military veterans who found fireworks very problematic, one of whom had been diagnosed with combat PTSD and attended the workshop with his partner;
- The partner of a military veteran with combat PTSD who felt unable to attend in person and talk about his experiences; and
- A clinical psychotherapist and Chairman of a national veterans' mental health charity who also had over 30 years' military service as an Army Officer.

Part one: experiences

The veterans explained that they were generally fine through the year until the main fireworks season began in October. For some, anxiety began to build as fireworks season approached.

Organised public firework displays caused relatively few problems, because it was generally known when and where they would be held, and they could prepare for them. The problems came mostly from private displays in domestic gardens and fireworks set off in other public areas, when they didn't know they were coming and could not prepare.

All the veterans described problems associated with the "randomness" of fireworks; it was impossible to use the usual "avoiding behaviours" to mitigate the effects of sudden loud noises when you didn't know when a firework might be set off.

Veterans described the problems caused by fireworks of different colours. For example, green fireworks brought on recollections of gunfire. Other colours brought on different memories. For example, for one veteran some fireworks brought on flashbacks of being in an ambush, which caused him to "cower in a corner, a quivering wreck", shaking and crying. This veteran said, "it takes you straight back to Afghanistan". He argued very strongly that veterans needed much more support, including much greater control of fireworks.

A veteran explained that, when fireworks season came around, he tended to finish work, come home and go straight upstairs. He would put headphones on to drown out any noise

from fireworks. He described disturbed sleep from October/November until the new year, every year. The problem had affected his family life, including his two-year-old daughter; on one occasion an explosion from a firework had caused him to react to take cover with his daughter.

All the veterans talked about fireworks causing this kind of “hyper-vigilance”, in which military training “instinctively kicked in”. This included those whose symptoms stopped short of a combat PTSD diagnosis but who were still badly affected. A veteran in this situation described sudden, unexpected loud noises such as fireworks causing him to shake and re-live military experiences in much the same way as those with PTSD. Another said that he had, “come out of [the armed forces] pretty unscathed, but for those three weeks around fireworks night it’s horrendous”.

The group agreed that it only took one loud unexpected bang to trigger bad reactions. The partner of a veteran described how a single bang from a firework had almost caused her husband to crash while driving his car. A single firework could trigger a reaction which made it impossible to sleep that night.

A partner of a veteran described the fireworks season’s effects on family life. Her partner would “not talk for three weeks”. It was a really difficult time every year, particularly because the fireworks season coincided with Remembrance Day, which provoked strong memories and emotions. It was a “horrible” time for the whole family. She described the frustration of not being able to do anything to prevent the problems occurring every year. She said the fireworks season seemed to be “getting longer every year”; she described last year’s season as “the most prolonged and random season ever”.

Part two: solutions

There was strong support for a ban on the sale and use of fireworks by the general public. Veterans and their partners argued strongly that use of fireworks by the general public could and should be better controlled. It was mentioned several times that fireworks were essentially explosives. Veterans and their partners felt strongly that they should be handled and used by professionals only. One participant couldn’t understand “why they can’t be controlled like weapons with licences and safe storage”.

From a clinical psychotherapy perspective, however, it was noted that loud, unexpected bangs could never be eliminated from life and that there were treatments available for those affected. It was important that such treatments were made more widely available.

The group discussed four main alternatives to a total ban on public sale and use:

1. Quieter fireworks

There was little support for making fireworks quieter. The group was sceptical that they would be effective for them. It was noted that “a bang is a bang and will trigger a reaction”. It was not just the bang of a firework that was problematic, it was also the sound as they were set off and ascending. Making fireworks quieter could not entirely solve the problem in any case, because the noise of fireworks was not the only trigger for veterans’ reactions; they were also affected by the differently coloured flashing lights, as discussed above. The group felt that it would be impossible to control the level of sound, type of sound and

the flashing lights of fireworks. The partner of a veteran felt that laser light shows could reproduce much of the spectacle of a fireworks display without the problems associated with noise.

2. Greater restrictions on sale and use

Veterans and their partners did not believe that fireworks should be banned altogether but felt strongly that they should only be used by professionals in a more organised and structured way. One participant praised the organisation of large, professional fireworks events, such as the National Fireworks Championships.

There was a strong view that if fireworks were to remain on sale to the public, the age restriction of 18 should be raised. There was also some scepticism, however, that age restrictions on sales were properly enforced.

Veterans argued that if the public were to be allowed to buy and use fireworks, they should be required to get a permit—probably from the local authority (County Council level)—which stated when and where they intended to use them. Dates and times of displays could then be made public. Participants believed a local event permit system could lead to more organised, public displays, and, if an entry fee were charged, raise more revenue to offset some of the public costs of fireworks, such as resource costs for emergency services. It was believed the system could tie-in with existing HSE guidelines.

3. Greater enforcement and harsher penalties for fireworks misuse

The group believed current rules, such as the 11pm–7am curfew, were very difficult to enforce. There was also a strong view that the police did not have enough resources to enforce the rules. There was scepticism that stiffer penalties would deter misuse and scepticism they would be any more effectively enforced than current penalties.

4. Community-based solutions (e.g. awareness raising and promoting greater consideration for neighbours)

A partner of a veteran felt that local awareness campaigns “couldn’t hurt” but was doubtful that they could “make a huge difference”. She said she hadn’t told her neighbours about the effects of fireworks on her partner, and so couldn’t say whether raising their awareness would change their behaviour. She didn’t feel it was appropriate to disclose her partner’s problems because it was a private matter. One participant didn’t believe that a “self-policed” local system could work. A veteran argued that **politicians needed to do more to help raise awareness, in Parliament and in the media, of the effects of fireworks on veterans. It was felt that high profile interventions such as this could make a difference.** It was noted that the public were very aware of the effects of fireworks on animals, but much less so about the effects on veterans. There was a feeling that no one in the public eye was standing up for veterans on this issue.

Other options

- The group discussed the possibility of “pricing fireworks out of the market” but it was felt that people would find a way around this, and that fireworks might be sold illegally.

- One veteran believed illegal sales were already common in his area, for example from small stores and pop-up shops. He felt sales should be restricted to larger retailers, perhaps supermarkets, only.
- The partner of a veteran argued that the government should create a fund to help veterans pay for better, sound-proofed windows.

Ranking of solutions in order of preference

The clear preferred option throughout the workshop was a ban on the public sale and use of fireworks.

Of the other options, the clear favourite was some form of greater control on public sale and use—with the clearest option with the greatest support being a local-authority controlled permit licensing.

Community-based, or high-profile national, awareness-raising also received some support, but there was much less certainty that this would be effective.

No one in the group believed making fireworks quieter or stiffer penalties for misuse would be effective.

Annex C: Summary of public engagement event with people with disabilities and health conditions, 2 July

In our online survey of fireworks petitioners, people with a very wide range of health conditions and disabilities told us that fireworks caused them problems.

We invited survey respondents and others, including those representing organisations which support people with health conditions and disabilities, to a deliberative workshop in Westminster.

The discussion was Chaired by our Chair, Helen Jones MP, and facilitated by House of Commons staff.

Eight members of the public took part, in two groups:

1. People with learning disabilities and their support workers;
2. Representatives of Anxiety UK, the British Tinnitus Association and a paediatric doctor specialising in audiology.

The first part of the workshop was intended to provide a fuller understanding of the experiences of people adversely affected by fireworks; in part two the groups discussed the case for a ban on public sale and use of fireworks and several compromise solutions, including quieter fireworks, greater restrictions on who could use them or when they could be used, stricter penalties for fireworks misuse and awareness-raising.

Part one: experiences

Group 1

The group was **not against fireworks per se and did not want to “spoil people’s fun”**. The group was, however, generally concerned about the effects of fireworks on people, animals and property. They were concerned about how late at night they were set off and how often they were set off throughout the year.

While they liked the concept of fireworks, **the main problem was they were just too loud**.

There was a belief that children aged 13–16 were buying and using fireworks. They were concerned about local misuse of fireworks, including close to residential properties, with **“kids letting them off randomly”**. It was worst in the summer and around bonfire night. Fireworks made them jumpy and they found it difficult to sleep when there were fireworks. One person knew of someone for whom fireworks noise caused seizures.

Group 2

People in group 2 noted that noise phobia was a recognised condition, and that sudden, **unexpected noise was problematic for people with a range of noise phobias, hearing problems, anxiety disorders and Post-traumatic Stress Disorder (PTSD). Panic attacks instigated by fireworks noise were a common experience for these people.**

PTSD was often associated in public consciousness with military service, but it was in fact much more widely diagnosed in the general population in relation to a diverse range of traumatic experiences.

The effects of fireworks could be severe for people with hyperacusis (heightened sensitivity to sound, which affected about 1 in 20 people and was more prevalent among children with autistic spectrum disorders).

While people expected fireworks noise in November and could often take actions to prepare for it, **unexpected fireworks noise at other times of the year was more difficult to cope with.**

The effects of fireworks noise were often **doubly difficult for people with support pets, which could also be adversely affected.** It was noted that guide dogs could often be affected not only by the noise but also by the smell of fireworks.

The coping strategies deployed by people affected by fireworks often **exacerbated pre-existing feelings of isolation.** People would often stay in the house, wearing ear defenders or playing loud music. Others would travel to remote areas to get away from the noise. This could **magnify loneliness and a sense of “not being part of the fun”.**

Sometimes the effects were exacerbated by a lack of family support or understanding. Family life could be impinged on, as affected people could become moody and depressed.

The group discussed some technical aspects of the effects of fireworks noise on audiology. **The group was uncertain about how “safe distances” for decibel levels were calculated and there was a feeling they did not sufficiently take into account potential effects on people’s hearing.** It was noted that the effects from anti-social use of fireworks, closer to people than the recommended safe distances, could be very damaging to hearing.

The group was **concerned that the marketing approach for fireworks sold on the internet seemed to promote the loudness of fireworks.** The paediatric doctor in the group thought this was unacceptable. The group agreed there **needed to be a public health approach to marketing, advertising and packaging, with prominent health warnings about the potential effects on hearing.** There needed to be much greater awareness of the safe distances required for domestic garden fireworks. It was noted that many gardens were much too small for safe use.

It was not always volume that was the problem. Often effects were exacerbated by the prolonged period of time over which fireworks now tended to be set off—in many places from October to January.

Part two: solutions

Group 1

Some in the group didn't support a ban on public sales and use. They believed people would find a way of buying them anyway. Others, while supporting a ban, acknowledged it might be difficult to enforce and therefore might not be effective.

The group liked the idea of quieter fireworks and wanted them to be more widely available.

There was **some support for raising the age restriction for buying fireworks to 21**, although there was some scepticism about how effectively this could be enforced.

The group discussed curfew restrictions. There was a view that 11pm was reasonable, though some doubt about this on "school nights" and, again, scepticism about enforceability.

There was support for restricting fireworks use to special occasions such as Diwali, Bonfire Night and New Year's Eve. Some in the group believed fireworks should only be used on the weekends either side of 5 November. One person felt they should be restricted to 5 November only.

The group discussed penalties for fireworks misuse. They felt that the **finest in place were appropriate and would be sufficient to deter people, if only they were properly enforced**.

There was **strong support for public awareness-raising**. The group wanted to see more "public service announcements" about potential dangers of fireworks and the adverse effects on some groups of people. There was uncertainty about whether fireworks awareness public information films were still made; the group felt that they should be brought back. They believed there should be widespread campaigns like the anti-drinking-driving campaigns around Christmas. They believed young people should be made aware in schools and youth centres. Communities should run "tell your neighbours" campaigns, to encourage people to inform others when they were planning fireworks displays.

The group felt that packaging of fireworks should be looked at. Fireworks were packaged to "look fun". There was support for plain packaging of fireworks.

There was also **support for a licensing/permit approach for all displays, including small garden displays**, with training available on how to set fireworks off safely and support for better training of fireworks retailers. The group could not reach a consensus on whether sales should be restricted to specially licensed retailers.

Group 2

In group two there was some support for quieter fireworks, though it was noted this was unlikely to provide the whole solution and there were, in any case, technical limitations to how quiet fireworks could be. There was, however, **a perception that fireworks had got louder in recent years, so the group believed there would be value in making fireworks quieter**.

There was **strong support for "revenue-neutral" local authority permit schemes**, in which people wishing to set off fireworks would be required to purchase a permit. Permit

fees would be on a sliding scale depending on the size of the fireworks event. Retailers would be prevented from selling fireworks to anyone without a permit. Dates and times of displayed would be published by the local authority.

There was more qualified support for stricter penalties for fireworks misuse, particularly where the misuse caused real harm to people. But it was noted that fireworks offences and penalties were generally difficult to enforce.

The group believed **more could be done to raise awareness about the potentially damaging effects of fireworks on some groups of people. A campaign needed to somehow build “peer-pressure” that misuse and anti-social behaviour with fireworks was as socially unacceptable as drink-driving had become in recent decades.**

Annex D: Roundtable meeting with community groups and explosives industry, 3 September

We received written evidence from several community groups, for example schools, sports clubs and Sussex bonfire societies. These groups were concerned about our inquiry and the potential consequences for them of recommendations for more stringent regulation of fireworks. All were vehemently opposed to a ban on public sales and use of fireworks.

These groups told us they used fireworks displays to raise funds, to help with their own running costs and/or for other local good causes. They argued that local displays, which tended to be organised by competent but non-professional local volunteers, brought their communities closer together. Members of Sussex bonfire societies argued that fireworks were an important and historic part of Sussex's identity and culture.

The Committee invited representatives of some of these groups, and experts from the CBI's Explosives Industry Group (EIG), which represents most of the professional display companies in the UK and also produces guides for people organising non-professional fireworks displays, to a roundtable discussion in Westminster.

The discussion was Chaired by Helen Jones MP and attended by Committee Members Martyn Day MP, Mike Hill MP and Paul Scully MP. The meeting included a representative of a Surrey school, a Devon grassroots football club, two senior representatives of Sussex bonfire societies and the Chairman and General Secretary of the EIG.

The EIG argued that there was **nothing inherently wrong with fireworks as a product. The problem lay in misuse of fireworks in communities**, for example anti-social behaviour (ASB) in the streets or use of fireworks in inappropriately small domestic gardens, without informing neighbours. **"Illegal fireworks" i.e. fireworks that did not meet safety standards or had been purchased illegally, were rare.**

All of the invited participants argued that volunteer-run community events were not part of any problem with fireworks.

EIG's view was that problems could be overcome by ensuring people used **"the right fireworks, in the right place, at the right time"**. EIG emphasised that there was almost always the right type of product for the right situation; for example, its members had been involved in displays at the Special Olympics, with appropriate fireworks selected for an audience including people with intellectual and developmental disabilities, including learning disabilities and autism.

The group did not believe more stringent regulation was the answer, particularly in relation to Category F3 display fireworks. They argued it would be a shame if the irresponsible actions of a minority curtailed the enjoyment of the many people who enjoyed local community fireworks displays. Broadly, **the existing Regulations were thought to be adequate, if only there were effective processes in place for reporting problems and enforcing the rules.**

Three key points were made about the likely effects of more stringent regulation of public sales and use of fireworks: that it could be **detrimental to community fundraising efforts and community cohesion**, as described above; that there were an **insufficient number of professional display companies to meet demand**; and that evidence from overseas suggested **stricter rules may not be effective**. The EIG noted that places where bans were in place throughout almost the entire year, tended to have more injuries when fireworks were permitted. Berlin, for example, had a poor safety record on New Year's Eve, the only night of the year when public use of fireworks was permitted.

All the community groups acknowledged that fireworks could be problematic, for example noise affecting animals, people with a range of health conditions and disabilities and veterans suffering with PTSD. **All reported that they took steps to inform the local community when their events were happening**, so that people who might be adversely affected could take steps to prepare. The bonfire societies noted they were at an advantage in this regard, as their events had been running for so long and were very well known locally.

The community groups reported **few, if any, complaints**. The Surrey school, for example, reported that its display, which raised around £2,500 towards the school's running costs, had run for six years without a single complaint. Representatives of bonfire societies reported that they had altered their programme of events in response to feedback from local people, but that complaints were rare.

The EIG believed that information and education were key to addressing problems associated with fireworks. It was noted that there used to be national awareness campaigns about safe and appropriate use of fireworks, but it was not clear the extent to which the Government, local authorities or others still did this education work. The group agreed **education of event organisers and neighbours was vital to ensure that those who wished to enjoy fireworks could do so appropriately and safety and those who might be adversely affected could take steps to mitigate adverse effects**.

Annex E: Survey of school students, July 2019

We asked colleagues in Parliament's Education Service to conduct surveys of school students aged between 10 and 18 years. The survey was completed in July 2019. In all, 388 school students took part. We have summarised the results below.

We asked the following questions:

1. What do you think about fireworks?

	Responses	
	Percent	Count
I love them	40.12%	134
I quite like them	36.23%	121
I'm not that keen on them	11.68%	39
I don't like them at all	6.29%	21
I don't know	5.69%	19
Totals	100%	334

2. Where do you enjoy seeing fireworks?

	Responses	
	Percent	Count
At a big display with lots of other people	33.39%	203
With a group of people I know, like at a school, religious institution or sports club event	20.89%	127
At home in the garden with my family and friends	25.66%	156
I don't like seeing them anywhere	7.24%	44
Other	8.22%	50
I don't know	4.61%	28
Totals	100%	608

3. Are fireworks ever kept in your home or garden shed/garage etc.?

Responses		
	Percent	Count
Yes	20.58%	71
No	61.74%	213
I don't know	11.88%	41
Prefer not to say	5.80%	20
Totals	100%	345

4. Fireworks can be very dangerous and should only be used by adults. Have you ever used, played with or carried a firework without an adult?

Responses		
	Percent	Count
Yes	27.62%	87
No	63.17%	199
I don't know	4.76%	15
Prefer not to say	4.44%	14
Totals	100%	315

5. If there are fireworks in your home or garden shed/garage, are they locked away?

Responses		
	Percent	Count
Yes	20.12%	66
No	15.55%	51
I don't know	7.32%	24
I don't think we ever keep fireworks at home	48.78%	160
Prefer not to say	8.23%	27
Totals	100%	328

6. If you have used, played with or carried a firework without an adult, where did you get it from?

	Responses	
	Percent	Count
I bought it	10.89%	33
I found it at home	4.29%	13
I found it somewhere other than at home	3.63%	11
Someone gave it to me	10.56%	32
I don't know	3.63%	11
I have never used, played with or carried fireworks without an adult around	57.10%	173
Other	3.96%	12
Prefer not to say	5.94%	18
Totals	100%	303

Formal minutes

Tuesday 29 October 2019

Members present:

Helen Jones, in the Chair

Martyn Day Mike Hill

Draft Report (*Fireworks*), proposed by the Chair, brought up and read.

Ordered, That the draft Report be read a second time, paragraph by paragraph.

Paragraphs 1 to 81 read and agreed to.

Summary agreed to.

Annexes agreed to.

Resolved, That the Report be the First Report of the Committee to the House.

Ordered, That the Chair make the Report to the House.

Ordered, That embargoed copies of the Report be made available, in accordance with the provisions of Standing Order No. 134.

[Adjourned till Tuesday 5 November at 2:00pm]

Witnesses

The following witnesses gave evidence. Transcripts can be viewed on the [inquiry publications page](#) of the Committee's website.

Tuesday 11 June 2019

Sue Kerr, petitioner

[Q1–38](#)

Tuesday 25 June 2019

Steve Raper, Vice Chairman, British Firework Association, **Fraser Stevenson**, Director, Absolute Fireworks

[Q39–88](#)

Tuesday 2 July 2019

Dr Paul Logan, Director, Chemicals, Explosives and Biological Hazards Division, Health and Safety Executive, **Rachel Hallam**, Chair of Fireworks Enforcement Liaison Group and Petroleum & Safety Officer, Trading Standards Service, Worcestershire County Council, **Edward Woodall**, Head of Policy and Public Affairs, Association of Convenience Stores, **Liz Vann**, Chartered Environmental Health Officer, Chartered Institute of Environmental Health

[Q89–154](#)

Tuesday 9 July 2019

Claire McParland, Government Relations Manager, RSPCA, **Assistant Chief Constable Andy Prophet**, lead for Anti-Social Behaviour, National Police Chiefs Council, **Chris Kemp**, lead for Petroleum, Explosives and Fireworks, National Fire Chiefs Council

[Q155–205](#)

Published written evidence

The following written evidence was received and can be viewed on the [inquiry publications page](#) of the Committee's website.

FWS numbers are generated by the evidence processing system and so may not be complete.

- 1 AF Pyro Ltd ([FWS0179](#))
- 2 Allen, Frank ([FWS0164](#))
- 3 Allen, Mrs Magda ([FWS0260](#))
- 4 Anderson, Mr Guy ([FWS0004](#))
- 5 Ankers, Mr Shaun ([FWS0005](#))
- 6 Aresta, Dr Rita ([FWS0274](#))
- 7 Argrave, Sarah ([FWS0046](#))
- 8 Armstrong, Miss Nicola ([FWS0196](#))
- 9 Arnold, Mrs Julie ([FWS0203](#))
- 10 Association of Convenience Stores ([FWS0347](#))
- 11 Association of Convenience Stores ([FWS0363](#))
- 12 Atkin, Mrs Kristine ([FWS0222](#))
- 13 Atkinson, Mr Timothy ([FWS0276](#))
- 14 Auerbach, Irene ([FWS0023](#))
- 15 Austin, H ([FWS0301](#))
- 16 Austin, Ms Anne ([FWS0292](#))
- 17 Awty, Mr John ([FWS0093](#))
- 18 Baldwin, Mrs Sally ([FWS0206](#))
- 19 Ballard, Mrs Glen ([FWS0152](#))
- 20 Balletta, Mrs Ulla ([FWS0257](#))
- 21 Barber, Mrs Elizabeth ([FWS0304](#))
- 22 Barcombe Bonfire Society Limited ([FWS0325](#))
- 23 Bateman, Rachel ([FWS0027](#))
- 24 Battersea Dogs & Cats Home ([FWS0248](#))
- 25 Benedict, Mr Peter ([FWS0083](#))
- 26 Benson, Mrs Anita ([FWS0070](#))
- 27 The Big Firework Shop ([FWS0349](#))
- 28 Black, Black Cat Fireworks Ltd Lawrence ([FWS0322](#))
- 29 Blunt, Catherine ([FWS0157](#))
- 30 Blyther, Mrs Cecily ([FWS0087](#))
- 31 Bogard, Mark ([FWS0081](#))
- 32 Bogstrup, Mr Roy ([FWS0049](#))
- 33 Bonneville, Thomas ([FWS0272](#))

- 34 Booth, Graham ([FWS0101](#))
- 35 Booth, Mr Craig ([FWS0082](#))
- 36 Booth, Mrs Lisa ([FWS0352](#))
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- 39 Boughton, Miss Hilary ([FWS0266](#))
- 40 Bowcock, David ([FWS0193](#))
- 41 Bowden, Mr Henry ([FWS0092](#))
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- 43 Bowes, Mrs Dawn ([FWS0078](#))
- 44 Bowler, Mrs Catherine ([FWS0034](#))
- 45 Bowskill, Mrs Lyn ([FWS0234](#))
- 46 Bradbrook, Mr Nik ([FWS0117](#))
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- 49 Brewster, Dr Bernice ([FWS0037](#))
- 50 Bright Star Fireworks ([FWS0250](#))
- 51 British Horse Society ([FWS0150](#))
- 52 British Veterinary Association ([FWS0323](#))
- 53 Buckland Athletic Football Club ([FWS0303](#))
- 54 Bullen, Mrs Denise ([FWS0063](#))
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- 62 Carlton, Mr John ([FWS0279](#))
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- 65 Cats Protection ([FWS0309](#))
- 66 Cernuschi, Mr Clive ([FWS0283](#))
- 67 Chamberlain, Janet ([FWS0169](#))
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- 82 Cooper, Mrs Claire ([FWS0290](#))
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- 168 Jones, Mr Adrian ([FWS0258](#))
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- 330 Wright, Gabrielle ([FWS0200](#))
- 331 Wright, Mr Carl ([FWS0133](#))
- 332 Young, Mrs Jackie ([FWS0118](#))

List of Reports from the Committee during the current Parliament

All publications from the Committee are available on the [publications page](#) of the Committee's website. The reference number of the Government's response to each Report is printed in brackets after the HC printing number.

Session 2017–19

First Report	Online abuse and the experience of disabled people	HC 759
First Special Report	Online abuse and the experience of disabled people: draft recommendations for consultation	HC 1459
Second Special Report	Online abuse and the experience of disabled people: Government response to the Committee's First Report	HC 2122

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Kelly Tolhurst MP
Parliamentary Under Secretary of State (Minister for Small Business,
Consumers and Corporate Responsibility)
1 Victoria Street
London
SW1H 0ET
United Kingdom

Dear Minister,

Fireworks Controls

You may be aware that the RSPCA has written to Councils in Wales seeking support for a change in the law relating to fireworks. Likewise, I am sure you are aware of the recommendations made by the Petitions Committee to your Government to introduce provisions to better protect animals from the impact of fireworks.

In December 2019, the Shared Regulatory Services Joint Committee considered these matters and agreed that I should write to you to confirm the three Councils' support (Bridgend, Cardiff and the Vale of Glamorgan) for an enhanced scheme to exercise more control over the use of fireworks.

I do appreciate that the laws concerning fireworks controls are the remit of different Westminster government departments, but perhaps you could use your influence to ensure the concerns voiced by the RSPCA and the Petitions Committee are considered by the new Government and that changes can be put in train before the fireworks season of 2020.

The Committee has also asked that I indicate that our Shared Regulatory Service would be willing to participate in any pilot scheme to exercise more control over the use of fireworks in areas of concern within local communities. As unitary authorities with responsibility for trading standards, licensing, and environmental health matters, we are well placed to operate such a scheme.

I do hope you can consider this matter presently and perhaps ask your officials to contact our Head of Shared Regulatory Services, Mr Dave Holland, to discuss matters further. Dave can be contacted by telephone on 01446 709360 or by email at dholland@valeofglamorgan.gov.uk

Yours sincerely,

Cllr Eddie Williams, Chair Shared Regulatory Services Joint Committee

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Department for
Business, Energy
& Industrial Strategy

Kelly Tolhurst MP

Department for Business, Energy &
Industrial Strategy
1 Victoria Street
London
SW1H 0ET

Cllr Huw David
Leader Bridgend County Borough Council
Karen.Williams2@bridgend.gov.uk

T +44 (0) 20 7215 5000
E enquiries@beis.gov.uk
W www.gov.uk

Our ref: MCB2020/02158/UF
Your ref: HD/KLW

20 February 2020

Re: Cllr David

Thank you for your letter dated 30 January to The Rt Hon Andrea Leadsom MP, regarding the RSPCA's motion for Councils on fireworks. I am replying as this matter falls within my Ministerial portfolio.

We are aware that the RSPCA has written to Councils setting out their views on fireworks and urging them to write to the Government about their specific concerns. Of course, it is a matter for each Local Authority to decide whether to undertake the actions proposed and to satisfy themselves that they have the appropriate powers to do so. While the Government advises that it is good practice for notice to be given to neighbours in advance of any fireworks display, there is no legal requirement for fireworks displays to be advertised in advance of an event.

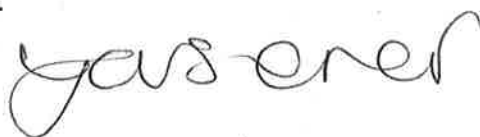
I would like to assure you that the Government takes the matter of fireworks seriously. We receive representations from a wide range of stakeholders, including members of the public, organisations and charities, all with ranging views on what the issues are and what action they would like to see.

There are existing laws in place to control firework availability and use, to reduce the risks to people and disturbance to animals, and includes age related restrictions, a curfew, and a noise limit. There are also enforcement mechanisms in place to tackle situations when fireworks are sold illegally or misused.

I have taken a keen interest in this issue and have been listening to the concerns that individuals have been raising in debate and through correspondence. As a result, I have asked the Office of Product Safety and Standards (OPSS) to develop a fact-based evidence base on the key issues that have been raised around fireworks. This includes looking at data around noise and disturbance, anti-social behaviour, non-compliance, environmental impact, and the impact on humans and animals. The OPSS has been engaging directly with the RSPCA to understand what evidence they have regarding the impact of firework noise on animals so that it can be included in the evidence base.

The aim of the evidence base is to build a full picture of the data around fireworks in order for us to identify whether there is a problem, and if so, what action - if any - is appropriate.

I hope you will find this helpful.

A handwritten signature in cursive script, appearing to read "gascon".A handwritten signature in cursive script, appearing to read "K. Tolhurst".

KELLY TOLHURST MP
Minister for Small Business, Consumers & Corporate Responsibility

**CYNGOR CAERDYDD
CARDIFF COUNCIL**

ENVIRONMENTAL SCRUTINY COMMITTEE

03 MARCH 2020

MEMBER BRIEFING NOTE: CARDIFF LOCAL DEVELOPMENT PLAN FULL REVIEW – CONSIDERATION OF PROPOSED AMENDMENTS TABLED AT COUNCIL MEETING OF 28TH NOVEMBER 2019

Reason for the Report

1. To provide Members with an opportunity to note the content of the Cabinet report titled 'Cardiff Local Development Plan Full Review – Consideration of Proposed Amendments Tabled at Council Meeting of 28th November 2019'. A copy of the 'Cardiff LDP Draft Review Report – November 2019' is attached to this report as **Appendix 1**.

Background Information

2. The Cabinet report provided the following reasons for receiving the report:
 - *To respond to three Amendments that were tabled the day before the meeting of Council on 28th November 2019, seeking additional recommendations to the report on the full review of the Local Development Plan (LDP).*
 - *Council voted to defer consideration of the matters raised so that appropriate Officer advice could be secured prior to further discussion. This advice is now in place to inform considerations.*
3. The following three Amendments were proposed by Conservative Councillors in relation to the report on the full review of the LDP:
 - **Amendment 1:** *Council agrees as part of the full review of the Local Development Plan, Cardiff Council will introduce Green Belt(s) in areas of Cardiff.*
 - **Amendment 2:** *Council agrees that as part of the full review of the Local Development Plan, Cardiff Council will ensure that there is proper public*

transport easily accessible for residents of all new developments and in place at an early stage.

- ***Amendment 3:*** *Council agrees that as part of the full review of the Local Development Plan, Cardiff Council will ensure that the design of new developments will be relevant to the local area and of the highest quality achievable.*

4. The LDP full review process is a statutory requirement that must be undertaken within four years of adoption to ensure that Plans remain up-to-date. Specifically, the review process must determine the revision procedure to be followed - whether to undertake a short-form or full revision (involving the preparation of a Replacement LDP).
5. The Council meeting of 28th November 2019 resolved to approve the draft Review Report and draft Delivery Agreement for the purposes of consultation, and report back on the proposed way forward.
6. It should be noted that the full review process is purely focused upon the appropriate revision procedure to be followed and is not a process aimed at setting policy. Should the decision be taken to proceed with the preparation of a Replacement LDP, the Plan preparation process would be the way in which new policy is considered and ultimately governed through an independent examination process.

Consideration of Amendments

7. Given the technical advice on the full review process set out in paragraphs 4-6, above, the Cabinet report considers it premature and inappropriate to be considering policy matters ahead of a decision being taken on the form of revision to be followed. The document explains that the Plan preparation process is governed by statutory requirements setting out a complex, robust and lengthy process. It explains that setting policy aspirations outside of this process and before the process has commenced would leave the Council open to potential challenge in terms of predetermination issues and not following due process.
8. The Cabinet report also notes that proposed **Amendment 1** relating to the Green Belt would appear to conflict with national policy as set out in Planning Policy Wales

which states in paragraph 3.62 that, “due to their strategic nature Green Belts will have significance beyond a single local authority and they should only be proposed as part of either a Joint LDP, SDP or NDF”.

9. The Cabinet report does, however, acknowledge that the issues raised in all proposed Amendments, namely affording suitable protection to areas of countryside, securing accessible and timely public transport solutions and ensuring the high-quality design of new developments, are clearly important issues which will be considered as part of any future Plan-making process.

Reason for the Recommendation

10. **Legal Implications** - The Planning and legal position is as set out in the report. It is important to note that as set out in paragraph 7 above, policy changes may only be implemented after a detailed process has been followed, which includes consultation and consideration of all relevant considerations. Any attempt to seek to make binding policy decisions in advance of this process, could lead to a legal challenge. The Council has to be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards when making any policy decisions and consider the impact upon the Welsh language. The Council has to consider the Well-being of Future Generations (Wales) Act 2015 and how this strategy may improve the social, economic, environmental and cultural well-being of Wales.
11. **Well Being of Future Generations (Wales) Act 2015** - The Well-Being of Future Generations (Wales) Act 2015 ('the Act') places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible. In discharging its duties under the Act, the Council has set and published well-being objectives designed to maximise its contribution to achieving the national well being goals. The well being objectives are set out in Cardiff's Corporate Plan 2019-22:

<http://cmsprd.cardiff.gov.uk/ENG/Your-Council/Strategies-plans-and-policies/Corporate-Plan/Documents/Corporate%20Plan%202018-21.pdf>

12. When exercising its functions, the Council is required to take all reasonable steps to meet its well being objectives. This means that the decision makers should consider how the proposed decision will contribute towards meeting the well being objectives and must be satisfied that all reasonable steps have been taken to meet those objectives.
13. The well being duty also requires the Council to act in accordance with a 'sustainable development principle'. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:
- Look to the long term;
 - Focus on prevention by understanding the root causes of problems;
 - Deliver an integrated approach to achieving the 7 national well-being goals;
 - Work in collaboration with others to find shared sustainable solutions;
 - Involve people from all sections of the community in the decisions that affect them.
14. The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below:
- <http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>
15. **Equality Duty** - The Council has to satisfy its public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties) – the Public Sector Equality Duties (PSED). These duties require the Council to have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of 'protected characteristics'. The 'Protected characteristics' are:
- Age;

- Gender reassignment;
- Sex;
- Race – including ethnic or national origin, colour or nationality;
- Disability;
- Pregnancy and maternity;
- Marriage and civil partnership;
- Sexual orientation;
- Religion or belief – including lack of belief.

Report Recommendations

16. The report made the following recommendations which were accepted by Cabinet at the meeting on the 20th February:

- 1) *Note that the issues raised at Council on 28 November 2019 in relation to affording suitable protection to areas of countryside; securing accessible and timely public transport solutions; ensuring the high-quality design of new developments will form important considerations as part of any future Local Development Plan-making process.*
- 2) *Accept the Officer advice that it would be inappropriate to make any future policy commitments ahead of the commencement of any future statutory Local Development Plan-making process.*

Way Forward

17. Members are to note the contents of the Member Briefing Note.

Legal Implications

18. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement

imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

Financial Implications

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

RECOMMENDATION

The Committee is recommended to:

- i. Note the content of this Member briefing note.

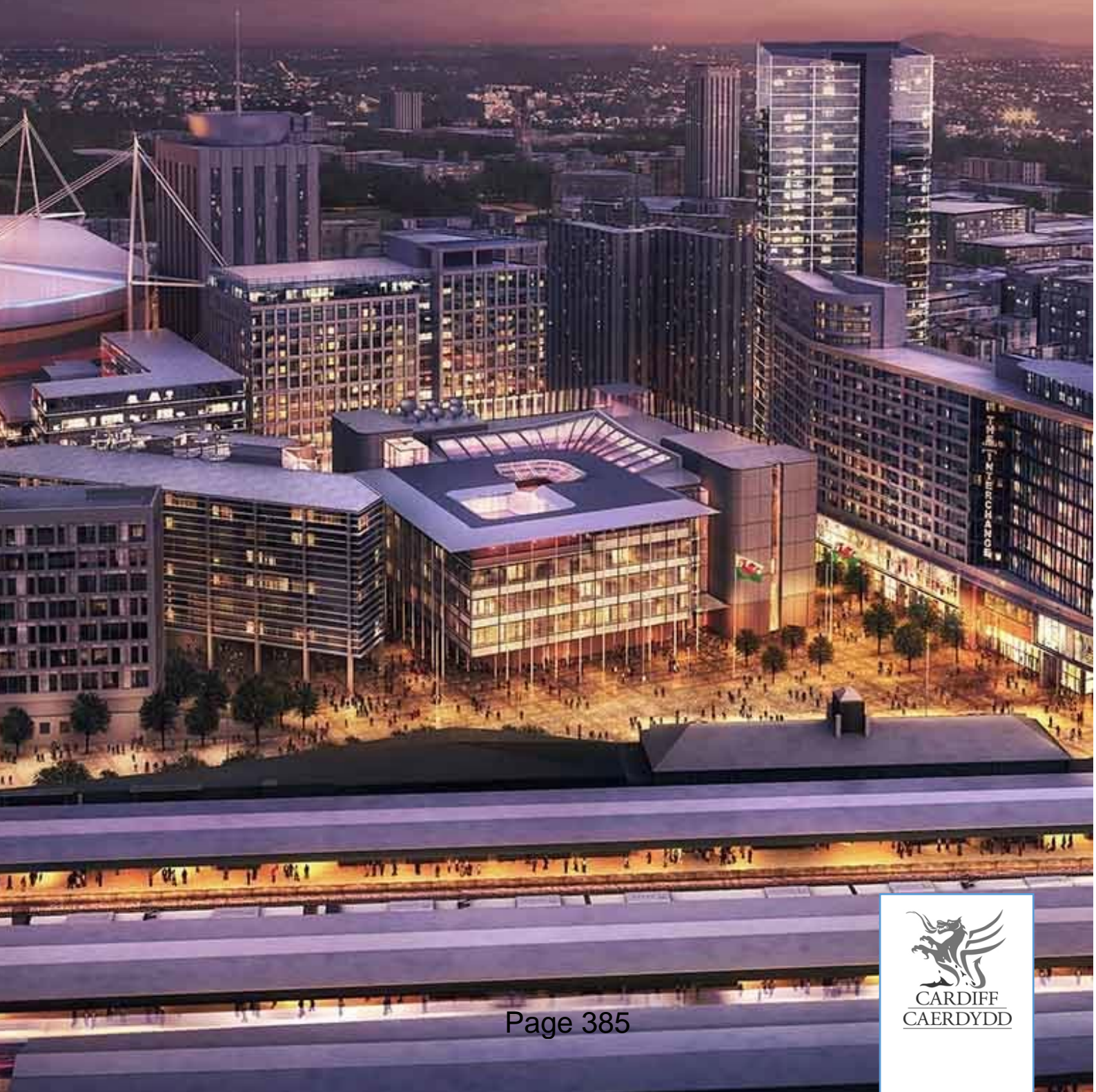
DAVINA FIORE

Director of Governance & Legal Services

26 February 2020

Cardiff LDP Draft Review Report

November 2019



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1. Introduction

Background

- 1.1. The Cardiff Local Development Plan (LDP) was adopted by the Council on 28th January 2016 and sets out the Council's planning framework for the development and use of land in Cardiff over the period 2006 to 2026.

Purpose of this Report

- 1.2. The draft Review Report sets out the proposed extent of likely changes to the existing LDP (2006-2026) and seeks to confirm the revision procedure to be followed in preparing a replacement LDP. It is proposed that the Replacement LDP will cover a plan period up to 2035, which is the end of a 15 year plan period that will commence in 2020.

Structure of the Report

- 1.3. The draft Review Report is structured as recommended in national guidance and contains the following sections:
- 1.4. **Section 2** details the key legislative, national and local policy changes and evidence base that have occurred since the adoption of the LDP in 2016 which are important considerations to inform the review of the LDP and a summary of the main findings of the 2019 Annual Monitoring Report, taking into account the previous 2 AMR's and associated implications for review of the LDP.
- 1.5. **Section 3** provides an assessment of the current LDP and sets out the potential changes required in terms of the Vision and Objectives, Development Strategy and Policies to inform the review process.
- 1.6. **Section 4** considers the areas of evidence base that would need to be reviewed/updated in preparing a revised LDP
- 1.7. **Section 5** considers the potential options for review of the LDP and opportunities for collaboration.
- 1.8. **Section 6** provides a conclusion on the appropriate form of plan revision.

2. Information and Issues informing the LDP Review

Contextual Changes

- 2.1. A wide range of contextual material has been published since the adoption of the LDP and creates a more up-to-date evidence base to inform plan review. This includes national legislation and relevant plans, policies and strategies at the national, regional and local level. The most significant of these changes are set out below.

Legislative Changes

Planning (Wales) Act 2015

- 2.2. The Planning (Wales) Act received Royal Assent in July 2015 and came into force in stages between October 2015 and January 2016. It sets out a series of legislative changes to deliver reform of the planning system in Wales, to ensure that it is fair, resilient and enables development. The Act addresses 5 key objectives which includes strengthening the plan-led approach to planning. It introduces a legal basis for the preparation of a National Development Framework (NDF) and Strategic Development Plans (SDP). The NDF is a national land use plan which will set out Welsh Government's policies in relation to the development and use of land in Wales. It has currently reached the Consultation Draft stage with adoption anticipated in 2020 when the NDF is intended to replace the Wales Spatial Plan. SDPs are intended to address cross-boundary issues at a regional level such as housing, employment and waste and must be in general conformity with the NDF. The Regulations make reference to three strategic planning areas including South East Wales. It is anticipated that Cardiff will be part of this strategic planning area, in alignment with the emerging Cardiff Capital Region City Deal proposals. LDPs will continue to have a fundamental role in the plan-led system. The Act requires LDPs to be in general conformity with the NDF and any SDP which includes all or part of the area of the authority. SDPs must set the scene for the preparation of LDP 'Lites' by LPAs. These must be in general conformity with the SDP.

The Town and Country Planning (Local Development Plan) (Wales) (Amendment) Regulations 2015

- 2.3. Amendments to The Town and Country Planning (Local Development Plan) (Wales) Regulations 2005 were carried out in response to the outcome of the LDP Refinement Exercise and aim to simplify certain aspects of the local development plan process.
- 2.4. The amended Regulations:
- Remove the statutory requirement to advertise consultation stages in the local press;
 - Allow local planning authorities to make revisions to the local development plan where the issues involved are not of sufficient significance to warrant the full procedure, without going through the full revision process;

- Eliminate the need to call for and consult on alternative sites following the deposit consultation; and
- Make minor and consequential amendments.

2.5. The amended LDP Regulations came into force on 28 August 2015 and together with the related policy and guidance in Planning Policy Wales (PPW) and the revised LDP Manual aim to make the LDP process more efficient and effective (i.e. enabling swifter plan preparation and revision without imposing unnecessary prescription). The amended Regulations do not have any implications for the current LDP but will need to be considered in relation to any Plan review and will be given further consideration as necessary.

Well-being of Future Generations (Wales) Act 2015

2.6. The Well-being of Future Generations (Wales) Act gained Royal Assent in April 2015 and came into force on 1st April 2016. The Act strengthens existing governance arrangements for improving the well-being of Wales by ensuring that sustainable development is at the heart of government and public bodies. It aims to make a difference to the lives of people in Wales through setting objectives which maximise its contribution to achieving each of the seven wellbeing goals namely 'a globally responsible Wales', a prosperous Wales, a resilient Wales, a healthier Wales, a more equal Wales; a Wales of cohesive communities, and a Wales of vibrant culture and thriving Welsh Language.

2.7. The Act established a Public Service Board for each local authority area in Wales who must improve the economic, social environmental and cultural well-being of its area by working to achieve the well-being goals. The Cardiff PS are responsible for preparing and publishing a Local Well Being Plan (LWBP) which sets out its objectives and the steps it will take to meet them. The four statutory members of the PSB are the Local Authority, Local Health Board, Fire and Rescue Authority and Natural Resources Wales; other organisations are also invited. As part of its responsibility the PSB has produced a well-being assessment which assesses the state of economic, social, environmental and cultural well-being in Cardiff. The PSB LWBP was agreed in May 2018 and sets out a 5 year plan (2018-2023) to respond to the issues raised. The objectives are set out below and will inform the vision and objectives for the replacement LDP:

- Objective 1 A Capital City that Works for Wales;
- Objective 2 Cardiff grows in a resilient way;
- Objective 3 Safe, Confident and Empowered Communities;
- Objective 4 Cardiff is a great place to grow up;
- Objective 5 Supporting people out of poverty
- Objective 6 Cardiff is a great place to grow older; and
- Objective 7 Modernising and Integrating Our Public Services

- 2.8. Given that sustainable development is the core underlying principle of the LDP (and SEA) there are clear associations between the aspirations of both the LDP and Act/Local Well-being Plans. It is important that the Plan review process recognises the importance of responding to this agenda and consequent WG guidance as captured in the revised Planning Policy Wales (Edition 10) also referenced in this section.

Environment (Wales) Act 2016

- 2.9. This Act received Royal Assent in March 2016 and came into force on 21st May 2016 and sits alongside the Planning (Wales) Act 2015 and the Well-being of Future Generations (Wales) Act 2015 in promoting sustainable use, management and development of Welsh resources. The Environment (Wales) Act introduces new legislation for the environment and provides an iterative framework which ensures that managing Wales' natural resources sustainably will be a core consideration in decision-making. It requires Natural Resources Wales (NRW) to prepare a State of Natural Resources Report that provides an assessment of natural resources and considers the extent to which they are being sustainably managed. The Act also requires Welsh Government to produce a National Natural Resources Policy that sets out the priorities, risks and opportunities for managing Wales' natural resources sustainably. NRW will also produce a local evidence base (Area Statements) to help implement the priorities, risks and opportunities identified in the National Policy and set out how these will be addressed.

Historic Environment (Wales) Act 2016

- 2.10. The Historic Environment (Wales) Act 2016 received Royal Assent in March 2016. The Act makes important changes to the two main UK laws that provide the legislative framework for the protection and management of the historic environment: the Ancient Monuments and Archaeological Areas Act 1979 and the Planning (Listed Buildings and Conservation Areas) Act 1990. The Act will give more effective protection to listed buildings and scheduled ancient monuments; improve the sustainable management of the historic environment; and introduce greater transparency and accountability into decisions taken on the historic environment. While some of the Act's measures came into force in May 2016, the majority will require further secondary legislation or other preparations before they are brought into effect later in 2017 or in 2018.

Public Health (Wales) Act 2017

- 2.11. The Public Health (Wales) Act 2017 received Royal Assent in July 2017. The Act makes changes to the law in Wales to improve health and prevent avoidable health harms. Some of the relevant changes in the Act include the production of a national strategy on preventing and reducing obesity and a requirement to undertake Health Impact Assessment (HIA) on key decisions.

National Planning Policy Amendments

Planning Policy Wales and Technical Advice Notes

2.12. Since the LDP was adopted in January 2016 Welsh Government have issued a completely revised version of Planning Policy Wales (Edition 10) in December 2018. This has been re-drafted so that the seven well-being goals and five ways of working of the Well Being of Future Generations Act 2015 is fully integrated into policy. It also puts the concept of placemaking into the heart of national planning policy in order to ensure that planning decisions consider all aspects of well-being and deliver new development which is sustainable and provides for the needs of all people. In addition the following new or amended Technical Advice Notes have been issued since the LDP was adopted in January 2016:-

- TAN 4: Retail and Commercial Development (November 2016)
- TAN12: Design (March 2016)
- TAN 20: Planning and the Welsh Language (October 2017)
- TAN21: Waste (February 2017)
- New TAN 24: The Historic Environment (May 2017)

Natural Resources Policy

2.13. In line with the Environment (Wales) Act 2015 the Welsh Government produced a Natural Resources Policy (NRP) in August 2017. The focus of the NRP is the sustainable management of Wales' natural resources, to maximise their contribution to achieving goals within the Well-being of Future Generations Act. The NRP sets out three National Priorities: delivering nature-based solutions, increasing renewable energy and resource efficiency, and, taking a place-based approach. The NRP also sets the context for Area Statements, which will be produced by Natural Resources Wales, ensuring that the national priorities for sustainable management of natural resources inform the approach to local delivery. Local Planning Authorities must have regard to the relevant area statement in Local Development Plans. The implications of the NRP and the relevant Area Statement, which is due to be finalised in 2019, for the LDP will be considered through the revision process.

National Development Framework

2.14. The Welsh Government has commenced work on the production of a National Development Framework (NDF) which will replace the Wales Spatial Plan. The NDF will set out the 20 year spatial framework for land use in Wales, providing a context for the provision of new infrastructure/growth. It will concentrate on development and land use issues of national significance which the planning system is able to influence and deliver. WG undertook a Call for Evidence and Projects between December 2016 and March 2017, consulted on Issues and Options in April 2018 and a draft NDF in August 2019. Any resultant implications of the NDF will be considered through the LDP revision process.

Overview

2.15. Overall, there has been significant and strategic changes to the national legislative and policy framework which are considered to be of direct relevance to land use planning. Collectively, the new legislative policy and guidance represents a significant departure from the evidence base informing the existing LDP and supports the need to respond to this new contextual framework.

Regional Context

Cardiff Capital Region and City Deal

2.16. South-East Wales is identified as a new city-region in Wales, covering Cardiff and South-East Wales Local Authorities. As set out in the report 'Powering the Welsh Economy'¹, the Cardiff Capital Region is intended to encourage the ten local authorities and other key partners in its boundaries to work together and collaborate on projects and plans for the area. The Authorities forming the Capital Region are continuing to work on a City Deal bid to fund projects aimed at boosting the competitiveness of the region over the next 20 years. Of note, the City Deal document was signed by the 10 local authority leaders, Secretary of State for Wales, Chief Secretary to the Treasury and First Minister in March 2016. The progress of the Cardiff Capital Region agenda, City Deal Bid and any subsequent implications for the LDP will be given further consideration in subsequent AMRs where appropriate.

Neighboring LDPS

2.17. The **Vale of Glamorgan LDP** was adopted by the Council on 28th June 2017 and provides the local planning framework to 2026. The Council must commence a review of its LDP before June 2021.

2.18. **Rhondda Cynon Taff LDP** was adopted by the Council on 2nd March 2011 and provides the local planning policy framework up until 2021. RCT have commenced a review of their LDP covering the period 2020 to 2030 and a draft Review Report and Draft Delivery Agreement were agreed by their Cabinet on 17th October 2019.

2.19. The **Newport LDP** was adopted by the Council on 27th January 2015 and covers the plan period 2011 – 2026. A Full Review has not been commenced to date with the 4th AMR (October 2019) concluding that the Council is of the view that the LDP is performing well and enabling growth in sustainable locations. The AMR also recommends that consideration be given to triggering a review of the LDP prior to the fifth anniversary of the plan in January 2020 dependant on the outcome of discussions with Senior Managers and Members, Welsh Government, the development industry, neighbouring Authorities and progress with the Strategic Development Plan.

2.20. The **Caerphilly LDP** was adopted on 23rd November 2010 and covers the period 2006 – 2021. On the 8th October 2013, the Council considered the findings of the second AMR and resolved to commence work on the Review of the Plan in order to update the LDP to cover the Plan period up to 2031. The Council consulted on the Deposit

Replacement LDP between 11th February and 22nd April 2016. However, on 11th October 2016, following receipt of objections from the Welsh Government to the Deposit Replacement LDP consultation, the Council resolved to withdraw the Replacement LDP. Recently Caerphilly agreed at their Council meeting on 23rd October 2019 to commence work on a full revision of their adopted LDP.

Local Context

2.21. A number of local policy documents and strategies have been prepared or revised since the adoption of the LDP.

Capital Ambition (2017 to 2022)

2.22. This sets out the Administration's five-year policy agenda for the city. The plan focuses on four main areas: Working for Cardiff - making sure everyone who lives and works here can contribute to, and benefit from, the city's success. Working for Wales - A successful Wales needs a successful capital city. Working for the future - Managing the city's growth in a sustainable way. Working for public services - Making sure public services are delivered efficiently, effectively and sustainably in the face of rising demands and reduced budgets. The Corporate Plan (2019-2022) and the Well-Being Plan 2018-2023 are the key documents in delivering Capital Ambition.

Cardiff Well-Being Plan 2018-2023

2.23. Under the provisions of the Well-Being of Future Generations Act, every Public Service Board in Wales must publish a Local Well-Being Plan by May 2018.

2.24. Having undertaken a local well-being assessment to understand the city's strengths and challenges, Cardiff's Public Services Board (PSB) has produced a Local Well-being Plan – a 5 year plan to respond to the issues raised.

2.25. The Well-being Plan sets out the Cardiff PSB's priorities for action focusing on the areas of public service delivery which fundamentally require partnership working between the city's public and community services, and with the citizens of Cardiff.

2.26. The Plan contains Well-being Objectives, high-level priorities that the Cardiff PSB has identified as being most important. It also contains 'Commitments,' or practical steps that the city's public services, together, will deliver over the next 5 years.

Bilingual Cardiff 5 Year Welsh Language Strategy

2.27. The strategy was published in March 2017 following Cabinet and full Council consideration. It sets out our priorities for facilitating and promoting the Welsh language in Cardiff with our partners, starting our journey to becoming a truly bilingual capital for Wales.

Strategic Equality Plan

2.28. In March 2016 the Council adopted a new plan to set out the Council's equality priorities for the next four years. Seven new Equality Objectives were agreed in conjunction with

local citizens and third sector organisations. These new Equality Objectives are shaping the Council's policy, service delivery, and support to employees – eliminating discrimination, advancing equality of opportunity, and fostering good relations between different groups.

Transport Strategy

2.29. The Council's Transport Strategy was agreed by Cabinet in October 2016 and brings together the proposals in the Local Development Plan and the Local Transport Plan. The purpose of this strategy is to:

- Raise awareness of Cardiff's transport challenges over the next 20 years
- Highlight the main projects and actions which the Council proposes to undertake to tackle the challenges and increase sustainable travel in Cardiff

Clean Air Strategy

2.30. This strategy was agreed by Cabinet in June 2019 and proposes major changes to vehicle access in Cardiff city centre, which form part of a £21 million plan to clean up the city's air. Proposal include:

- A new two-way segregated cycle track around the city centre, passing Cardiff Castle, Queen Street station and the Motorpoint Arena
- Traffic on Castle Street cut to one lane in each direction, keeping the southbound bus lane
- Single-lane traffic in Westgate Street plus one-way cycle lanes
- A gate on Westgate Street which would allow only buses to access the junctions with Wood Street and Park Street
- Loans of £3.8m to Cardiff Bus to buy 36 electric buses
- A target of 30% of taxi trade to switch to electric or hybrid vehicles

2.31. The Council has now submitted the plans to Welsh Government to request funding for the proposals.

Cardiff Older Persons' Housing Strategy 2019 - 2023

2.32. This strategy sets out how the Council and its partners will deliver the best housing outcomes for all older people in Cardiff. The Strategy has a number of key aims, including planning new homes and communities to address future housing and care needs across all tenures and building strong inclusive communities and tackling social isolation.

The Council's Economic Strategy Building More Homes and Better Jobs

2.33. The Economic Strategy contains 3 parts – a spatial strategy, an industrial strategy and underpinning themes to support the strategy and sets out a number of priorities and projects aimed at delivering the Council's aims for the economy over the next 10 years including: generating 20,000 additional jobs for the city –region; creating Wales first significant commercial business cluster in Central Square, Central Quay and Callaghan

Square; establishing Cardiff Bay as a leading UK urban visitor destination in its own right; putting Cardiff at the heart of the UK's Creative and Digital sector; positioning Cardiff as a national centre for Reg-Tech as part of its fin-tech and cyber security cluster; strengthening Cardiff city-region's place as the focal point for advanced manufacturing in Wales, focusing on compound semi-conductors and life sciences; supporting the city's communities and districts to take advantage of the city's growth and; establishing stronger city-region governance that delivers for Wales.

Cardiff 2030 A Ten Year Vision for a Capital City of Learning and Opportunity

2.34. This strategy was launched in October 2019 and includes aims to continue to enhance and develop the education estate in order to meet the changing demographic and societal requirements of the city. The strategy includes commitments to deliver the 21st Century Schools Programme including new/rebuilt schools and deliver new schools to take account of population growth and economic development in the city through the LDP.

Welsh Government Population and Household Projections

2.35. Since the LDP was adopted the Welsh Government has released population and household projections based on mid-year population estimates for 2014 (published 2016) and mid-year population estimates (published annually). The key changes for Cardiff are as follows:

- The 2014 based population projections indicate that population levels will increase from 354,294 to 395,679 between 2014 and 2026. This is a 2% lower level of increase to that projected in the LDP which showed an increase to 403,684.
- The 2014 based household projections indicate that household levels will increase from 147,582 to 169,745 between 2014 and 2026. This is a 5% lower level of increase to that projected in the LDP which showed an increase to 177,845.
- The Mid Year Estimates for the period 2011 to 2018 identify a steady increase from 345,442 to 364,248, which equates to an increase of 0.78% per year over the last 7 years.

2.36. New official Welsh Government population and household projections are anticipated in the near future. Together with previously issued projections since LDP adoption, this important source of evidence will clearly be of significance in the Plan review process where the level of growth over an increased time period will need to be assessed.

LDP Annual Monitoring Report – Key Findings

2.37. Overall the findings of the third AMR for year 3 are positive with the majority of the indicators shown as green indicating that most LDP policies are being implemented effectively. A summary of performance against the main Plan topics are set out below with Appendix 1 setting out the data and conclusions in more detail.

2.38. **Employment** – Monitoring data shows continuing strong performance. Of particular importance is data regarding net job creation - There is a requirement for 40,000 new jobs over the plan period 2006-2026. 20,900 jobs were created between 2006 and 2015

and therefore the target for the remaining plan period is 19,100 jobs or 1,750 jobs annually. Since the first AMR (16/17) the number of jobs has been steadily increasing and the latest AMR shows an increase of 6,000 jobs since April 2018.

2.39. **Housing** – Monitoring data shows new homes have now started to be completed on many of the LDP Strategic Sites. Specifically, there are new completions on 3 of the Strategic Sites.

- 511 completions have been achieved at St Ederyns Village (just short of the 515 target included in the AMR);
- 167 completions have been achieved on the North West Cardiff Strategic site, which has three separate outlets underway with more planned in the near future
- 51 completions have been recorded on the North East Cardiff Strategic site and construction is underway at Churchlands.

2.40. Although these rates are below targets set out in the AMR it is now evident that the Plan-led approach is now starting to successfully drive the delivery of new homes at a level not seen for the last 10 years. The 1,444 completions in 2018/19 (43% higher than 2017/18) contrast with the previous 9 years where completions averaged 725 units per annum, with no year above 1,000 units for this period.

2.41. The data on housing delivery demonstrates the ‘lag’ between Plan adoption and homes being completed on new sites allocated in the Plan. Due to a combination of site assembly, legal and logistical factors experienced by landowners/developers along with the time required to secure the necessary planning and adoption consents, trajectories of delivery are slower than originally anticipated. This includes time spent securing the accompanying Section 106 Agreements which fully deliver the Council's aspirations as set out in the LDP. Overall, over the 13 years between 2006 and 2019 a total of 16,521 new dwellings were built in Cardiff which represents 40% of the overall dwelling requirement.

2.42. However, construction has now started or is about to start on most of the strategic housing sites following the master planning and infrastructure plans approach as set out in the plan and it is therefore expected that housing completions over the remaining 7 years of the Plan period will increase significantly.

2.43. **Affordable Housing** - In terms of the delivery of affordable housing, the plan sets a target for the delivery of 6,646 affordable units to be provided for the 12 years between 2014 and 2026, with an interim target in the AMR to provide 1,942 affordable dwellings by 2019.

2.44. Monitoring data indicates that at 2019, 1,082 affordable units had been delivered which represents 25% of overall completions. Whilst this is less than the numerical target, as highlighted above it reflects the slower than anticipated progress in the strategic housing allocations being delivered. Given the low overall completion rates over previous years, it would be unrealistic in these circumstances to expect any significantly higher affordable housing contribution which inevitably reflects a percentage of the overall number of completions. As set out above, construction has now started or is

about to start on most of the strategic housing sites following the master planning and infrastructure plans approach as set out in the plan and it is therefore expected that affordable housing completions over the remaining 7 years of the Plan period will increase significantly.

- 2.45. **Transportation** - Data collected in relation to travel by sustainable modes is reflecting the fluctuations as shown in past trends over the last 10 years. This demonstrates that sustainable travel trends have continued to increase over the last 10 years for both work and shopping, although for leisure and education the trends show a slight decrease.
- 2.46. There has been a positive outturn in sustainable travel over the past year, with the target 1% increase having been achieved for each of the journey purposes, with significant growth in particular evident for journeys to Work (+5.3% mode-shift). In terms of sustainable travel modes, significant progress has been made in meeting cycling targets for all journey purposes with cycling to work in particular having experienced substantial growth in the past one year period (+3.7%). Train use has very slightly declined over the past year for work and education but the 10 year trend shows a significant increase. Walking has increase over the last year for all journey purposes with a fluctuating longer term trend. Bus use has decreased for education, shopping and leisure, reflecting a longer term downward trend.
- 2.47. At this juncture, without the significant roll-out of new houses and provision of supporting sustainable transportation infrastructure, the early stage of Metro delivery together with the ongoing implementation of wider Council initiatives, it is too early to draw any firm conclusions with regard to policy delivery, particularly given that the 50:50 modal split target relates to 2026. Future AMR's will provide formal regular annual updates. However, the masterplanning approach together with section 106 Agreements already secured will enhance the phased future provision of supporting transportation infrastructure along with other measures such as increased frequency of public transport services and provision of bus passes to new residents.
- 2.48. **Gypsy and Traveller Sites** - work is progressing the identification of sites to meet the evidenced need for permanent and transit Gypsy and Traveller sites. This has included discussions with the Welsh Government and work continues to secure appropriate outcomes. In terms of transit sites, it is considered that these would best be considered on a regional basis, requiring collaboration with neighbouring local authorities through the LDP revision process.
- 2.49. **Supplementary Planning Guidance** – Significant progress has been made in producing a programme of new Supplementary Planning Guidance (SPG) and since adoption of the LDP 18 SPGs have been approved by Council to support the policies in the adopted Plan and the Cardiff Infrastructure Plan is currently being updated.

2.50. **Contextual Changes** – the contextual review highlights significant changes in the national planning policy framework which has evolved significantly over the last three monitoring periods. In particular, Planning Policy Wales (PPW, Edition 10, December 2018) which in turn responds to the Well-being of Future Generations Act, 2015 have made significant changes to the high-level policy framework.

3. Review of LDP and potential changes required

LDP Vision

3.1. In order to tackle key issues and guide and manage future development the LDP identified a clear vision of what the City should look like in 2026. Therefore, an important aspect of the LDP review, will be assessing the extent the Plan vision should be updated having regard to changes since Plan adoption. Specifically, the LDP Vision was derived from the vision is as set out in the 10 year, 'What Matters' Strategy (2010-2020) and states that:

By 2020...Cardiff will be a world class European capital city with an exceptional quality of life and at the heart of a thriving city-region.

3.2. In order to deliver the vision set out in the 'What Matters' Strategy it identified the following seven strategic outcomes:

- People in Cardiff are healthy
- People in Cardiff have a clean, attractive and sustainable environment
- People in Cardiff are safe and feel safe
- Cardiff has a thriving and prosperous economy
- People in Cardiff achieve their full potential
- Cardiff is a great place to live, work and play
- Cardiff is a fair, just and inclusive society

3.3. The "What Matters" Strategy was replaced by a Local Well Being Plan (Agreed May 2018) which a requirement of the Well Being of Future Generations Act (2015).

3.4. The review process provides a timely opportunity to consider the implications of the new context for determining the most appropriate future vision.

LDP Objectives

3.5. The LDP Vision is delivered through 4 Strategic Objectives (and 23 specific objectives) which seek to respond to the evidenced economic and social needs but in a way that is co-ordinated, respects and enhances Cardiff's environment and sets out a framework for delivering the sustainable neighbourhoods of the future. These four strategic objectives are at the centre of the LDP: They are:

1. To respond to evidenced economic needs and provide the necessary infrastructure to deliver development;
2. To respond to evidenced social needs;

3. To deliver economic and social needs in a co-ordinated way that respects and enhances Cardiff's environment; and
4. To create sustainable neighbourhoods that form part of a sustainable city.

Assessment of the existing LDP Objectives against the Well Being Goals

3.6. The assessment of compatibility between the 4 Strategic LDP Objectives (and 37 specific objectives) and the 7 Well Being Goals indicates that the current LDP Objectives contribute to achieving a range of Well Being goals and individual objectives delivering multiple goals. There is no obvious conflict between the Objectives and the Well Being Goals. However, the review process will allow a more in-depth assessment to take place and inform the most appropriate and up-to-date objectives.

3.7. The table below provides an assessment of LDP Objectives against Well Being Goals.

Seven Well Being Goals

Prosperous Wales
Resilient Wales
Healthier Wales
More Equal Wales
Wales of Cohesive Communities
Wales of vibrant culture and thriving Welsh Language
Globally Responsible Wales

LDP Objectives	Well Being Goals						
1. To respond to evidenced economic needs and provide the necessary infrastructure to deliver development							
<i>1a. To effectively respond to Cardiff's role as capital city for Wales, seat of the National Government and centre of the city-region in terms of providing a range and choice of economic opportunities that will drive the prosperity of the region.</i>							

LDP Objectives	Well Being Goals						
1b. To maximise the economic potential of the city centre of Cardiff as a major financial and service sector opportunity that builds upon its position next to a transport hub of national and regional significance and is readily accessible from all areas within the city and well connected to other UK cities.							
1c. To maintain and enhance the vitality, attractiveness and viability of the city centre as a major retail and cultural destination and as a place to work, visit and live.							
1d. To continue the successful regeneration of the Cardiff Bay area, maximising opportunities for quality commercial buildings and further development, particularly water and river frontage developments that can provide attractive and distinctive environments.							
1e. To promote clusters of specialist sectors and research & development expertise including the following key sectors: ICT; Energy and environment; Advanced materials and manufacturing; Creative industries; Life sciences; and Financial and professional services.							
1f. To ensure a range and choice of employment land and business premises at sustainable locations across the city is provided to assist economic competitiveness, encourage entrepreneurship, promote the growth of indigenous businesses of all types and size and attract inward investment.							
1g. To assist the promotion of Cardiff as a major tourist destination including the provision of the development of a variety of high quality tourist facilities and visitor accommodation.							
1h. To create a physical and economic environment that develops, attracts and retains skilled workers, businesses and entrepreneurs to Cardiff together with maximising links with Universities and supporting indigenous skills and enterprises.							
1i. To quantify critical strategic infrastructure required to realise development aspirations and set out clear mechanisms for delivery including sustainable transport solutions for strategic sites.							
1j. To establish Cardiff as a sustainable travel city by reducing the need to travel, increasing the use of sustainable travel modes and networks (particularly walking and cycling), decreasing private car use and improving the city's key transport hub based at the adjacent central bus and train stations.							
1k. To protect existing mineral resources and ensure an adequate supply of limestone aggregates in the north west of the city for the construction industry and to promote their efficient and appropriate usage, including the use of recycled aggregates where possible.							
1l. To support sustainable collection and recycling methods for Municipal Waste by maintaining and improving an integrated network of facilities in Cardiff.							

LDP Objectives	Well Being Goals						
1m. To lead and participate in securing regional facilities for the sustainable treatment and disposal of Municipal Waste in accordance with the Regional Waste Plan and in a manner that follows the waste hierarchy which seeks to maximise the reduction of waste in the first place and thereafter reusing, recovering and recycling options before the disposal of waste material is considered.							
1n. To facilitate an integrated network of commercial and industrial sustainable waste management facilities consistent with the needs of the South East Wales area and in a manner that follows the waste hierarchy which seeks to maximise the reduction of waste in the first place and thereafter reusing, recovering and recycling options before the disposal of waste material is considered.							
2. To respond to evidenced social needs							
2a. To provide new homes required to support the economic progression of the city and to respond to population change, continued in-migration and evidenced demand for affordable and family housing so that social needs can be addressed.							
2b. To provide a range and choice of new homes of different tenure, type and location that meets specific needs such as the provision of affordable housing, family accommodation, housing for the elderly, the disabled and students and pitches for the gypsy and traveller community.							
2c. To maximise the use of the existing building stock through refurbishment, retro-fitting and empty homes initiatives.							
2d. To bring about changes to Cardiff's environment and neighbourhoods that help to tackle health inequalities, promote good health and enable healthier lifestyles to be led by the city's population in line with Cardiff's status as a World Health Organisation, 'Healthy City'.							
2e. To bring about changes to Cardiff's environment that create a safer city and reduce the likelihood, fear and consequences of crime.							
2f. To create an environment that is made more accessible to all groups in society so that the employment opportunities, facilities and services of the city can be more readily used and enjoyed by all.							
2g. To maximise the multi-functional role played by Cardiff's parks, open spaces and allotments together with improving their accessibility for the whole community.							
3h. To recognise, support and enhance the key role played by existing District, Local and Neighbourhood Centres as accessible local hubs providing community services, local shops, healthy food choices, businesses, employment and access to public transport.							

LDP Objectives	Well Being Goals						
2i. To support the regeneration of local neighbourhoods including reducing inequalities, particularly areas experiencing high levels of deprivation, areas vulnerable to decline and areas with opportunities for change.							
2j. To ensure that the necessary education and training facilities are provided and are accessible to all: to build strong futures for children, provide a diverse range of learning opportunities for all and assist economic progress through the development of required skills.							
2k. To develop new cultural, leisure and sporting facilities to meet needs and enhance Cardiff's role as a premier cultural and sporting destination.							
2l. To ensure that the necessary community and cultural facilities (community centres, shops with healthy food choices, youth facilities, child care, faith buildings, health centres, etc.) are provided that are accessible to all in areas that are deprived.							
2m. To address rising unemployment and provide accessible local job opportunities, particularly in areas of greatest need.							
2n. To promote social inclusion, equality of opportunity and access for all.							
5. To deliver economic and social needs in a co-ordinated way that respects Cardiff's environment and responds to the challenges of climate change.							
3a. To mitigate the effects of climate change through reducing energy demand and increasing the supply of renewable energy.							
3b. To ensure that Cardiff adapts to the full anticipated impacts of climate change and that new development and infrastructure is designed to be resilient to possible consequences.							
3c. To protect, manage and enhance Cardiff's natural environmental assets.							
3d. To conserve and enhance Cardiff's built and historic assets that define distinctive character and reflect its past development.							
3e. In identifying new sites to meet economic/social needs, to follow a sequence of firstly maximising the contribution of brownfield sites, then identifying greenfield sites that are considered to represent the most							
3f. To have full regard to flood risk when considering the acceptability of development proposals and considering mitigation and adaptation measures.							
3g. To maximise opportunities to create a cleaner and more attractive environment that enhances the quality of life and helps Cardiff to become a world-class European capital city.							
6. To create sustainable neighbourhoods that form part of a sustainable city							

LDP Objectives	Well Being Goals						
4a. To ensure that all new development areas (whether greenfield or brownfield) create sustainable neighbourhoods.							
4b. To take opportunities to apply the above principles to existing neighbourhoods in order to create a more sustainable city.							

LDP Strategy and Policies

- 3.8. The LDP strategy and policies have been reviewed having regard to the following:
- Findings of the three LDP Annual Monitoring Reports;
 - Significant contextual changes that have occurred since the Plan's adoption, including changes in national policy and legislation and updates to the evidence base; and
 - Internal consultation with relevant specialist officers.
- 3.9. This gives an overview of whether a policy/allocation is functioning effectively, whether any amendments are likely to be needed and whether any policies should be removed as part of the Plan revision process. The policy assessment undertaken to date is not considered to be definitive and further consideration will be given to the need to revise the Plan's policies as part of the revision process.
- 3.10. The revision of the Plan will also need to consider the implications of an extended Plan period. The current Plan runs to 2026, with the Replacement Plan likely to extend to 2035 (plan period 2020-2035). Extending the Plan period will result in a revised dwelling need and a requirement for new sites for both market and affordable dwellings. It will need to take account of the revised version of Planning Policy Wales, latest population and household projections and a revised Local Housing Market Assessment, as well as other updates to the evidence base. Furthermore, the review process can also explore the ways that a new plan could respond to current challenges such as the climate emergency, obesity crises and other issues identified below. These updates and issues will need to be thoroughly considered and addressed in a comprehensive manner.
- 3.11. The key policy areas that are considered likely to require amendment based on the policy review assessment are discussed in more detail below.

Level of growth, delivery, spatial distribution and allocations (KP1, KP2 A-H, H1)

- 3.12. The proposed level of housing provision in the LDP is 41,415 dwellings (Policy KP1) over the Plan period 2006-2026. This figure was primarily informed by the then latest WG household projections which projected a population rise of 33% over the Plan period. Official WG population and household projections issued since have shown reduced levels of growth, with the latest 2014 based population and household

projections showing a 2% lower level of increase in population and 5% lower level of increase in households.

- 3.13. Whilst the level of growth in the latest WG projections has reduced, Cardiff is still projected to experience significant growth over future years. This is illustrated by the fact that even using these latest WG projections Cardiff's population is still expected to grow by 18% up to 2035. This growth is be driven by both natural change – the difference between births and deaths and net migration levels – the difference between in and out migration. Whilst growth due to natural change is easier to predict growth as a result of migration is more volatile and difficult to predict.
- 3.14. New WG projections are anticipated in the near future and can help directly inform the Plan review process which will need to assess the most appropriate level of growth for a Plan period beyond the end date of the existing LDP.
- 3.15. In terms of spatial distribution, the LDP recognises that brownfield sites will continue to play an important role in delivering windfall sites and proposes that brownfield sites contribute over half of the provision. However, the LDP also recognises that that there is a limited supply of brownfield land. Therefore, in order to provide a catalyst to the local housing market and recognise the role greenfield sites can play in bringing forward high levels of affordable and family housing and wider provision of strategic infrastructure the LDP proposes 5 strategic greenfield housing allocations around the edge of the city, to deliver a total of 13,450 homes by 2026 (Policies KP2 (C) to KP2 (G)).
- 3.16. Future considerations as part of the review process can also be usefully informed by evidence regarding the delivery of growth. In this respect it is clear that the Plan-led approach is now starting to successfully drive the delivery of new homes at a level not seen for the last 10 years. The 1,444 completions in 2018/19 (43% higher than 2017/18) contrast with the previous 9 years where completions averaged 725 units per annum, with no year above 1,000 units for this period.
- 3.17. The data on housing delivery demonstrates the 'lag' between Plan adoption and homes being completed on new sites allocated in the Plan. Due to a combination of site assembly, legal and logistical factors experienced by landowners/developers along with the time required to secure the necessary planning and adoption consents, trajectories of delivery are slower than originally anticipated. This includes time spent securing the accompanying Section 106 Agreements which fully deliver the Council's aspirations as set out in the LDP. Overall, over the 13 years between 2006 and 2019 a total of 16,521 new dwellings were built in Cardiff which represents 40% of the overall dwelling requirement.
- 3.18. However, construction has now started or is about to start on most of the strategic housing sites following the master planning and infrastructure plans approach as set

out in the plan and it is therefore expected that housing completions over the remaining 7 years of the Plan period will increase significantly.

3.19. Evidence gained from the Housing Land Availability Study can also inform the plan review process. Data from the last 10 years is shown below and shows that Cardiff has not achieved a 5 year housing land supply over this period. However, since the adoption of the plan in 2016, the overall land bank, including dwellings estimated to be completed beyond 5 years, has significantly increased to around 13,788. Despite the housing land supply currently standing at 3.5 years, Cardiff has therefore has a large overall landbank of 24,947 dwellings with such data providing an important source of information to inform the review process.

Table 1: Cardiff Housing Land Supply April 2009 to April 2018

Year	Number of Years Supply
2009	4.5
2010	3.4
2011	2.3
2012	2.9
2013	3.2
2014	3.6
2015*	No adopted Plan in place
2016	3.8
2017	3.6
2018	3.5

3.20. Overall, the evidence summarised above demonstrates that good progress is now being made and importantly the spatial housing strategy is sound and is adhering to the masterplanning and infrastructure plan approach embedded in the plan.

3.21. However, the review process provides an opportunity to revisit the most appropriate future levels of growth for an extended Plan period and allows a thorough analysis of all other relevant factors such as delivery, urban capacity, spatial approach and how the level of growth would form a key element of the overall Plan strategy.

Affordable Housing (H3)

3.22. In terms of the delivery of affordable housing, Policy KP13: Responding to Evidenced Social Needs sets a target for the delivery of 6,646 affordable units to be provided for the 12 years between 2014 and 2026, with an interim target in the AMR to provide 1,942 affordable dwellings by 2019.

3.23. Monitoring data indicates that at 2019, 1,082 affordable units had been delivered which represents 25% of overall completions. Whilst this is less than the numerical target, as highlighted above it reflects the slower than anticipated progress in the strategic

housing allocations being delivered. Given the low overall completion rates over previous years, it would be unrealistic in these circumstances to expect any significantly higher affordable housing contribution which inevitably reflects a percentage of the overall number of completions.

- 3.24. Encouragingly, the allocated strategic sites are securing the required 30% affordable housing through the issuing of planning consents. This accords with the policy set in the LDP but the physical completions are yet to be fully implemented on the ground.
- 3.25. Construction has now started or is about to start on most of the strategic housing sites so affordable housing completions over the remaining 7 years are expected to increase significantly. This conclusion is supported by the fact there are an additional 4,790 affordable homes in the landbank, which are due to come forward over the next 7 years.
- 3.26. In addition, the Council has a target of delivering 2,000 Council homes, with 1,000 of these programmed to be delivered by May 2022. Part of this target will be delivered through the Cardiff Partnership Programme, which has a target of delivering 1,500 homes in the next 10 years (600 of these will be council homes). To date 109 Council homes have been completed and a further 191 are currently under construction.
- 3.27. Away from the Strategic Sites, a wide range of percentages of affordable housing has been achieved on brownfield sites. Examples include Former Highfields Road Centre, Allensbank Road (24%), Briardene, North Road (23%), Former Wharf Pub, Atlantic Wharf (17%), Capital Quarter (20%) and Avenue Industrial Park (20%).
- 3.28. An issue which can be further assessed as part of the review process relates to the impact of viability factors undermining the ability of some sites/proposals to deliver either on-site provision or off-site contributions. Whilst the greenfield strategic sites allocated in the LDP with a clear Plan-led requirement to deliver provision have successfully met expectations, some brownfield windfall proposals are using viability evidence to justify a limited or zero provision (given the policy requirement is subject to viability considerations).
- 3.29. The review process will therefore allow a further analysis on need data, the most appropriate policy response, a thorough consideration of viability aspects and wider analysis of potentially suitable sites to meet the demand.

Gypsy & Traveller accommodation (H7)

- 3.30. The Housing (Wales) Act 2014 requires each local authority in Wales to undertake a Gypsy and Traveller Accommodation Assessment to ensure that needs are properly assessed and planned for. An assessment was required to be submitted to Welsh Government by February 2016 with a statutory duty placed on local authorities to make provision for site(s) where an assessment identifies an unmet need.

- 3.31. The Cardiff Gypsy and Traveller Accommodation Assessment was formally approved by Welsh Government in 2016. In summary, the GTAA covers the period 2016-2026 and estimates the additional pitch provision needed for Gypsies and Travellers in Cardiff. For the first 5 years of the GTAA plan period, there is a requirement for 48 additional pitches, and for the remainder of the GTAA plan period, a further 24 additional pitch is required. This gives a total need for the whole GTAA plan period of 72 additional pitches.
- 3.32. Work is progressing the identification of sites to meet the evidenced need for permanent and transit Gypsy and Traveller sites. This has included discussions with the Welsh Government and work continues to secure appropriate outcomes. In terms of transit sites, it is considered that these would best be considered on a regional basis, requiring collaboration with neighbouring local authorities through the LDP revision process.
- 3.33. This issue will need to be given further consideration in the LDP revision process with a clear need for the process to demonstrate the ability to identify an appropriate level of need and how this will be met in terms of site allocation(s).

Detailed housing policies (H2, H4-6)

- 3.34. The plan review provides an opportunity to review these policies which concern changes of use of existing residential properties, conversions/redevelopment to residential use and the sub-division of residential properties.
- 3.35. Collectively, these policies provide the framework for managing an important aspect of housing supply in the city and can help deliver important brownfield contributions to supply in sustainable locations.
- 3.36. The review process allows a refreshed consideration of these policies to take into account changes in national planning policy, contextual changes, any changes in the LDP evidence base and monitoring of on-going Development Management decisions. In this respect, the issue of sub-divisions/conversions into HMOs and flats is a matter which is considered to warrant a detailed analysis in response to concerns regarding the cumulative impact of proposals on local communities and amenity considerations of occupiers and neighbours. Whilst additional SPG has been prepared, appeal decisions are not always supporting the Council's position so a review is considered timely.

Employment (KP9, EC1-7)

- 3.37. Local Development Plan Policy KP9: Responding to Evidence Economic Needs responds to Cardiff's role as the main economic driver in South East Wales and deliver the strategic aspirations for economic development in Cardiff and meet the demand for 40,000 new jobs over the plan period through the identification and protection of

employment land and premises and opportunities to deliver the key economic growth sectors.

3.38. The Local Development Plan's employment land is safeguarded for employment purposes, with Policies EC1, EC3 and EC4 and the future prosperity of the local economy is facilitated by ensuring that Cardiff can offer a range and choice of employment sites and premises for employment uses with the allocation of Cardiff Central Enterprise Zone (Policy KP2 (A)) and South of St Mellons Business Park (Policy KP2 (H)). In addition policy EC7 allows for employment proposals on land not identified for employment uses which provides an element of flexibility, should there be an additional demand for employment land over the plan period and which will satisfactorily enable businesses to locate within the County.

3.39. An analysis of monitoring indicators during the period 1st April 2018 to 31st March 2019 shows continuing strong performance. Of particular importance is data regarding net job creation - There is a requirement for 40,000 new jobs over the plan period 2006-2026. 20,900 jobs were created between 2006 and 2015 and therefore the target for the remaining plan period is 19,100 jobs or 1,750 jobs annually. Since the first AMR (16/17) the number of jobs has been steadily increasing and the latest AMR shows an increase of 6,000 jobs since April 2018 which demonstrates that Policy KP1 is functioning effectively. Other findings include:

- The employment land permitted (hectares) on allocated sites as a percentage of all employment allocations is 2.4%, slightly higher than the previous 12 months. While the take up in terms of hectares would appear low, the schemes permitted are high density, high rise offices which have smaller land requirements.
- Office completions amounted to 39,726sq m largely attributable to completions within the Central Enterprise Zone. A further 42,652sq m of office floorspace is under construction and 49,328sq with planning permission which is not yet started.
- Although falling short of the annual target there have been a number of significant industrial completions, which includes 0.6ha for a new brewery production facility/head office at Pacific Business Park.
- There are a number of current planning permissions for industrial use including 16.5ha of land for a biomass power plant with industrial accommodation.
- The employment land lost to alternative uses has largely been as a result of uses which are considered complementary uses such as day nursery, gyms and small scale food and drink uses to cater for the needs of the workforce.
- Planning permissions have been granted on strategic sites at North West Cardiff, part of north east Cardiff and North West Cardiff, however, the employment elements of these residential led schemes are yet to be started. Pre application

dialogue is continuing with regard to the strategic employment site at St. Mellons Business Park which will inform a submission for consent in the near future.

3.40. Overall, the LDP policy review has found in general the Plan's employment policies are functioning effectively in enabling appropriate industrial and business development across the county. However as part of the revision process, consideration will need to be given to the economies of the future and their locational, sites and premises requirements, new labour force projections, an assessment of current employment land allocations and the identification of new employment land allocations. The Council's long term economic priorities and aspirations linked to the Cardiff Capital Region City Deal and Cardiff's Economic Strategy 'Building More and Better Jobs' will also need to be considered through the revision process.

Retail (Policies KP10, R1 to R8)

3.41. Policy R1: Retail Hierarchy is the central component of the retail strategy and establishes the hierarchy of centres in line with national guidance and favours new and improved retail facilities within the Central Shopping Area and at an appropriate scale, within district and local centres, whilst seeking to control the amount, size and nature of out-of-centre retail.

- The latest annual retail survey indicates that:
- Central Shopping Area – vacancy rate is 10.7%
- District centre – vacancy rate is 10%
- Local centre – vacancy rate is 8%
- Vacancy rates in the Central Shopping Area and Local Centres have fallen since the 2017/18 AMR and are in line with national trends.

3.42. These average vacancy rates are below the Goad UK average 11.8%. This below average vacancy rate suggest that the LDP retail policies are functioning effectively and there is a reasonable balance between the supply of shop premises and occupiers demand for space within these centres. The presence of some vacancies within centres provides an opportunity for new businesses to enter the market, attracting investment and modernising vacant units.

3.43. A new Retail Study will be undertaken in order to inform the revised LDP. This study will provide an update of the retail expenditure forecasts for comparison and convenience retail for the County. The purpose of a new retail study will be to provide comprehensive data and information on the current performance of the retailing and commercial centres and to provide an up-to-date assessment of retail expenditure capacity within the County and identify capacity for comparison and convenience goods. This updated study will inform the Plan revision in terms of retail strategy, retail policies and LDP allocations. Wider work will also be undertaken in response to the current challenges faced by the High Street to inform the merits or otherwise of how future LDP policy can respond most effectively.

Transport (KP8, T1-T9)

- 3.44. Data collected in relation to travel by sustainable modes is reflecting the fluctuations as shown in past trends over the last 10 years. This demonstrates that sustainable travel trends have continued to increase over the last 10 years for both work and shopping, although for leisure and education the trends show a slight decrease.
- 3.45. In terms of sustainable travel modes, significant progress has been made in meeting cycling targets for all journey purposes with cycling to work in particular having experienced substantial growth in the past one year period (+3.7%). Train use has very slightly declined over the past year for work and education but the 10 year trend shows a significant increase. Walking has increase over the last year for all journey purposes with a fluctuating longer term trend. Bus use has decreased for education, shopping and leisure, reflecting a longer term downward trend.
- 3.46. In accordance with Welsh Government Local Transport Plan (LTP) guidance (May 2014), Cardiff Council prepared a new Local Transport Plan (LTP) in 2015 which was approved by Welsh Government. The LTP replaces the 2010 South East Wales Regional Transport Plan (RTP) which informed the preparation of the adopted LDP. As directed by the guidance, the LDP is an update of schemes and priorities identified in the RTP.
- 3.47. In addition, the LTP reflects the requirements of the Active Travel (Wales) Act 2013 which places a duty on local authorities in Wales to continuously improve facilities and routes for pedestrians and cyclists, together with preparing maps identifying current and potential future routes. Cardiff has made good progress in advance of the Act through schemes to develop the city's Strategic Cycle Network and numerous pedestrian improvements. Recent increases in cycling trips demonstrate Cardiff's potential to become one of the UK's leading cycling cities. Any new or amended proposals for active travel routes and facilities, especially for walking and cycling may be considered for safeguarding through the LDP revision process where they are within a programme, supported by funding and likely to be delivered in the plan period.
- 3.48. The Council's Transport Strategy was agreed by Cabinet in October 2016 and brings together the proposals in the Local Development Plan and the Local Transport Plan. The purpose of this strategy is to:
- Raise awareness of Cardiff's transport challenges over the next 20 years
 - Highlight the main projects and actions which the Council proposes to undertake to tackle the challenges and increase sustainable travel in Cardiff
- 3.49. Consideration will also be given to the policy/land use implications of the Cardiff Capital City Region South East Wales Metro proposals in the Plan revision process.

The Metro proposals seek to improve transport connectivity across the region which is integral to achieving wider economic and social outcomes for South East Wales.

- 3.50. Overall, the direction of travel of the LDP policies is considered to be consistent with subsequent guidance produced at a national and local level. Indeed, the approach set out in the LDP for sustainable travel, modal shift and active travel are considered to become more fully embraced in national policy. The review process allows for the further development of this approach to maximise the way that sustainable travel can form part of the overall plan strategy.

Environment (KP3 A&B, KP15-16, KP18, EN1-8, EN10-14)

- 3.51. The effectiveness of Green Wedge and Settlement boundary policies has been monitored by the 3 AMR's produced to date and no applications for inappropriate development in the Green Wedge have been permitted and no applications were permitted outside the settlement boundary that did not satisfy policy, since the LDP was adopted. Given this it is considered that both these policies are functioning effectively. However, as part of the review of the plan a review of both the boundary of the Green Wedge and Settlement boundary will take place to ensure it takes account of changes in national planning policy and the evidence base for the plan.
- 3.52. The effectiveness of wider environment policies (EN1-8) has been monitored by the 3 AMR's produced to date and have shown that there has been no negative impact on Special Landscape Areas, Ancient Woodlands, SSSI's, SNCI's, and Natura 2000 and European designated sites. Given this it is considered that both these policies are functioning effectively. However, as part of the review of the plan a review of these policies will take place to ensure it takes account of changes in national planning policy, contextual changes and any changes in the LDP evidence base.
- 3.53. The effectiveness of natural resources policies (KP18, EN11, and EN13) has been monitored by the 3 AMR's produced to date and have shown that there has been no negative impact on water quality and quantity and the number of Air Quality Management Areas has not increased since the plan was adopted. Given this it is considered that both these policies are functioning effectively. However, as part of the review of the plan a review of these policies will take place to ensure it takes account of changes in national planning policy, contextual changes and any changes in the LDP evidence base.
- 3.54. The effectiveness of policies regarding climate change (KP15, EN10, EN12, EN14) have been monitored by the 3 AMR's produced to date and they have shown the policies are functioning effectively.
- 3.55. Monitoring for the flood risk policies shows that no applications for highly vulnerable development have been permitted in flood zone C2 and only 4 applications for highly vulnerable development have been permitted in flood zone C1, which didn't meet the flood risk criteria set out in TAN15. These applications related to the conversion and

extension of existing properties in the Canton and Riverside area of the city to flats and Natural Resources Wales had objected stating the depth of flooding at ground floor level would be greater than 600 metres and therefore did not meet the tolerable limits set out in TAN15 (Section A1.14). In determining these applications the Council considered that it would be unreasonable to refuse planning permission on this issue as the properties were already in residential use and surrounded by other residential properties with the same finished floor level. In addition it was noted that each flat unit has access to a first floor refuge and in both cases the applicant was made aware of the risk of flooding at the premises. Given this it is considered these four applications raise particular issues that need separate consideration and are not related to the performance of Policy EN14 which is functioning effectively as evidenced by the fact that flood risk has been considered.

- 3.56. However, as part of the review of the plan a review of these policies will take place to ensure it takes account of changes in national planning policy and the evolving evidence base relating to the links between climate change and flood risk in order to ensure the plan review responds to the climate change emergency.
- 3.57. In relation to Policy EN12: Renewable Energy and Low Carbon Technologies the LDP review found that since the adoption of the LDP a total of 6 schemes have been permitted.
- 3.58. In many respects, it is considered that there is relatively limited scope for renewable energy in Cardiff. Unlike some other local authorities in Wales, Cardiff has no Strategic Search Areas (TAN8) thereby restricting the potential for harnessing large-scale onshore wind power. With regards to other technologies, Cardiff is a relatively small area with much of its land already developed. Outside the urban areas, topography, environmental constraints plus relatively high land values constrain opportunities for medium-large renewable energy generation. There are however exceptions, within the former docklands two notable schemes are already in operation including an Energy Recovery Facility in Splott (30MW) and more recently a biomass plant in Tremorfa (2MW). Planning permission was also granted in June 2018 for a biomass plant at Rover Way (9.5MW) and just outside the current monitoring period in May 2019 for a 8.7 MW Solar Farm on the former Lamby Way tip. Also during the year 9 applications were granted planning permission which incorporated solar energy amounting to 0.52 MW in total.
- 3.59. However, significant contextual changes have occurred in relation to renewable and low carbon energy since LDP adoption which will need to be considered/addressed through the LDP review process. In addition, the Cardiff Renewable Energy Assessment (September 2013) informed the policies set out within the LDP. The new LDP will need to consider the revised Toolkit and address the additional requirements set out within it to produce a revised REA as evidence to support carbon reduction targets and mitigate the effect of climate change.

3.60. Overall, the plan review process will need to look beyond AMR reporting and the analysis of existing policy in response to the current declared Climate Emergency and wider evidence regarding the extent and magnitude of issues faced. The review process can explore the most appropriate policy response to this changed context.

Built Heritage (KP17, EN9)

3.61. The effectiveness of these policies has been monitored by the 3 AMR's produced to date and have shown that all the relevant applications received on historic environment assets were considered to be policy compliant subject to conditions/recommendations placed on the permission. No applications were permitted with an outstanding objection from statutory heritage advisors. Given this it is considered that both these policies are functioning effectively. However, as part of the review of the plan a review of these policies will take place to ensure it takes account of changes in national planning policy, contextual changes and any changes in the LDP evidence base.

Masterplanning, design and infrastructure (KP4-7)

3.62. The Masterplanning Approach set out in KP4 (and delivered in a site-specific manner through Policies KP2 (A) to (H)) has proved very effective in providing an over-arching framework to ensure that Strategic Sites are delivered in a comprehensive manner; putting placemaking principles at the heart of new developments, and delivering necessary infrastructure in a timely manner. Policy KP5, alongside a series of new design supplementary planning guidance, has also proved effective in setting detailed criteria to secure high quality and sustainable design.

3.63. Changes to Planning Policy Wales (Edition 10) in 2018 are broadly consistent with this policy approach. The review process will provide the opportunity to further embed placemaking principles through good design, preservation of heritage assets, biodiversity and community infrastructure delivery within the planning policy framework.

3.64. LDP Strategic Policy KP6: New Infrastructure identifies that new development will make appropriate provision for, or contribute towards, the necessary infrastructure required as a consequence of proposed new development. LDP Strategic Policy KP7: Planning Obligations seeks contributions from developers towards the additional demands new development generates upon existing services, facilities, infrastructure and the environment, as well as negotiating benefits that improve the standard of development proposals by providing necessary infrastructure and community benefits. This policy is delivered through the development management process.

3.65. Since 2009, the Council has secured £164 million in financial contributions from planning applications (see table 2 below). This figure does not include on-site works such as affordable housing, green infrastructure, active travel and highway improvements. A significant proportion of these contributions are from the LDP strategic sites where detailed policies and the masterplanning approach have assisted in negotiating, securing and phasing infrastructure delivery in a comprehensive and timely manner.

Table 2: Section 106 Financial Contributions secured 2009 to 2019

Year	Section 106 financial contributions secured (£)
2009	2,057,283
2010	3,488,465
2011	8,331,659
2012	1,459,561
2013	5,779,325
2014	31,304,088
2015	12,555,008
2016	14,248,428
2017	77,470,070
2018	4,223,307
2019	3,204,329
Total	164,121,524

3.66. Contributions are secured through the use of planning obligations as set out in Section 106 of the Town and Country Planning Act 1990. Agreements can also be entered into under Sections 278 and 38 of the 1980 Highways Act. These prescribe the highway works required as a result of proposed developments.

3.67. The Council resolved on 18 September 2014 to commence work on a Community Infrastructure Levy (CIL) for Cardiff and consult on a Preliminary Draft Charging Schedule (PDCS). Following consultation on the PDCS in November/December 2014, a consultation on the Draft Charging Schedule (DCS) took place in September/October 2016. The next stage would have been to submit the DCS for Examination by an independent inspector. However, further stages in the preparation of a CIL for Cardiff were not actioned given impending changes to CIL governance outlined below.

3.68. In 2017, the Department for Communities and Local Government (DCLG) published a review of the Community Infrastructure Levy, entitled 'CIL Review: Report to Government', which recommended a series of changes to the process. CIL has now been devolved to the Welsh Government through the Wales Act 2017. The *Welsh Ministers (Transfer of Functions) Order 2018* also transferred the necessary executive functions to the Welsh Ministers to accompany devolution of the CIL. This came into force in May 2018.

3.69. The review process will provide a timely opportunity to consider if there is merit in progressing a CIL for Cardiff given the changes in context. For example, this could examine if there is scope for the CIL to secure monies from the type of sites and uses which are sometimes proving challenging to secure Section 106 monies due to viability

factors or policy thresholds. The CIL can apply to residential and non-residential developments, and may include smaller brownfield and non-strategic sites.

- 3.70. The extended plan period allows for a review of infrastructure requirements associated with growth, along with a parallel consideration of realistic policy expectations, development viability and alternative infrastructure delivery mechanisms.
- 3.71. Supplementary Planning Guidance on Planning Obligations to supplement Policies KP6 and KP7 has been prepared to ensure that developments contribute toward the provision of the necessary infrastructure and measures required to mitigate their impact and to provide clarity to developers, agents and other stakeholders regarding the basis on which planning obligations will be secured.
- 3.72. In addition the Cardiff Infrastructure Plan (IP) is updated on an annual basis and is a 'living document' which sits alongside Cardiff's Local Development Plan (LDP). It covers the plan period to 2026 and identifies the infrastructure required to facilitate and sustain the city's projected level of growth. The Infrastructure Plan is directly linked to the LDP Monitoring Framework and updated annually in order to effectively respond to changes in baseline information, procedures and legislation.
- 3.73. As part of the monitoring of LDP sites, a series of bespoke Strategic Monitoring Documents have been produced to monitor ongoing progress in terms of planning consents and infrastructure provision within each of the strategic sites.

Social and community (KP13-14, C1-7)

- 3.74. It is considered that in general the Plan's open space policies are functioning effectively in safeguarding existing recreation facilities and public open space and in securing provision of new facilities in connection with new residential development in accordance with the adopted standards. However, as part of the revision process the implications of the findings of the latest open space survey, undertaken in May 2019 will need to be considered.
- 3.75. In addition the implications of the contextual changes to national planning policy set out in Planning Policy Wales (Edition 10, December 2018) will need to be considered together with new guidance produced by Fields in Trust in 2017, 'Guidance for Outdoor Sport and Play: Beyond the Six Acre Standard.' This guidance, while retaining the same headline rates of provision as the original "Six Acre Standard", draws out new recommendations for accessibility, for flexible application of standards and the minimum dimensions of formal outdoor space. The revision of the guidelines also introduces benchmarking for informal open space not involving organised sport and play and includes parks and gardens and natural and semi-natural habitats. The amendments to the guidance do not result in a requirement to make modifications to current LDP standards as the TAN16 promotes evidence based locally generated standards. However, the revised recommended benchmark guidelines for both formal and informal outdoor space will be taken into account in the LDP revision process. The

Council is also moving away from an approach to recreation and open space provision based on strict compliance with predetermined standards. This is in accordance with LDP Green Infrastructure policies that encourage the multifunctional use of open space.

3.76. It is considered that policies regarding health are functioning effectively. However, as part of the review of the plan a review of these policies will take place to ensure it takes account of changes in national planning policy and the evolving evidence base setting out links between obesity and the built environment. Overall, the plan review process will need to look beyond AMR reporting and the analysis of existing policy in response to the increased evidence, which highlights the links between health and the built environment and seeks to favour the creation of more healthy and active environments. In particular, the review process can explore the links between obesity, health and well-being and healthy and active lifestyles and the built environment and consider the most appropriate policy response to this changed context.

3.77. It is considered that policies regarding the community (C1 to C3, C7) are functioning effectively. However, as part of the review of the plan a review of these policies will take place to ensure it takes account of changes in national planning policy and the evolving evidence base setting out links between obesity and the built environment.

Waste (KP12, W1-2)

3.78. The LDP Waste policies were prepared in the context of the South East Wales Regional Waste Plan (RWP) – First Review 2008. This set out land requirements for new waste management facilities, which were taken on board in the Policy W1: Sites for Waste Management Facilities, which identified sites that had potential for the location of waste management facilities – class B2 industrial sites and existing waste management sites. The monitoring report results for the last three years show that this policy is functioning effectively and there is sufficient land available to meet Cardiff's waste management needs.

3.79. RWPs, however, no longer have effect after a re-write of national planning policy on waste was needed to reflect the new waste policy context introduced through the EU Directive on Waste (2008/98/EC), the Waste Strategy for Wales, 'Towards Zero Waste', June 2010 and the underpinning suite of waste sector plans, in particular the Collections, Infrastructure and Markets Sector (CIMS) Plan. The general approach of the CIMS Plan has been to move away from land-take based calculations to an approach where the need for waste management facilities is expressed by future capacity in tonnes. As stated in Welsh Government Policy Clarification Letter CL-01-12, technology development has led to the potential for smaller, more dispersed facilities to be developed (more flexible, able to take advantage of niche opportunities). It has also led to the possibility of larger facilities being developed to reflect economies of scale and reduce expenditure by businesses and local authorities on the management of their residual waste. The end result of this is that it is now more difficult

to ascribe a value to an 'average facility' – and as such, area-based land-take calculations have become less applicable.

3.80. The CIMS Plan describes the waste management framework considered to provide the best solutions to meet environmental, social and economic needs in Wales to 2050. Waste assessments contained within the CIMS Plan do not have to be repeated by local planning authorities at a regional or local level. However, monitoring needs to be carried out through voluntary co-operation at a regional level to inform decision making in future LDPs and in dealing with planning applications for waste. The regional monitoring work has resulted in the first Waste Planning Monitoring Report (WPMR) for South East Wales (April 2016). This concluded that the regional position was:

- There is no further need for landfill capacity within the South East region.
- Any proposals for further residual waste treatment should be carefully assessed to ensure that the facility would not result in overprovision.

3.81. It appears, therefore, that there is no current need for residual waste facilities in Cardiff although PPW (Edition 10, paragraph 5.13.12) requires that the identification of suitable locations for sustainable waste management facilities should be considered as part of LDP preparation. PPW (paragraph 5.13.8) also requires that development plans should demonstrate how national waste policy, and in particular the CIMS Plan, along with any updated position adopted in the waste planning monitoring reports and any other form of waste management priorities relevant to its local area have been taken into account.

3.82. It is considered that the waste policies are functioning effectively. However, the review of the plan will need to ensure it takes account of changes in national planning policy and the evolving evidence base, including any changes to national recycling targets and the need for additional waste management recycling facilities over the extended plan period up to 2035.

Minerals (KP11, M1-8)

3.83. LDP Minerals policies were prepared in the context of the Regional Technical Statement (RTS) 1st Review (August 2014), which was produced by the South Wales Regional Aggregates Working Party. A 2nd Review of the RTS is currently ongoing and following consultation is due to be finalised in March 2020. The monitoring of the Minerals policies set out in the three AMRs show that the policies are functioning effectively. However, the review of the LDP will need to consider the implications of the recommendations in 2nd Review of the RTS for the mineral strategy set out in the LDP along with any changes in current government guidance.

Supplementary Planning Guidance (SPG)

3.84. A number of supplementary planning guidance (SPG) documents to support key LDP policy areas have been approved by the Council since adoption of the plan. These are:

- Houses in Multiple Occupation
- Waste Collection and Storage Facilities
- Locating Waste Management Facilities
- Planning Obligations
- Tall Buildings
- Residential Design Guide
- Childcare SPG
- Planning for Health and Well-being
- Infill Design Guidance
- Residential Extensions and Alterations Guidance
- Green Infrastructure (including Technical Guidance Notes relating to Open Space, Ecology and Biodiversity, Trees, Soils, Public Rights of Way and River Corridors)
- Safeguarding Business and Industrial Land and Premises
- Food, Drink and Leisure Uses
- Archaeologically Sensitive Areas
- Managing Transportation Impacts (including Parking Standards)
- Flat Conversions
- Student Accommodation
- Shop Fronts and Signs Guidance

3.85. A review of the existing SPG including ones recently amended and adopted will be undertaken as part of the LDP Revision process.

Proposals Map and Constraints Map

3.86. The form and content of the LDP Proposals Map will require changes as part of the LDP Review to reflect any changes to the plan.

3.87. The LDP Constraints Map contains designations that are not directly proposals of the LDP but are constraints to development created by legislation or other mechanisms outside of the LDP process such as Flood Risk Areas, Conservation Areas, SSSI's, etc. The printed Constraints Map for the LDP represents a point in time and includes a number of designations particularly flood risk areas that have been updated since adoption of the LDP and therefore it is out of date. Going forward it is likely that the Constraints Map will be produced in an electronic form with public access that will allow for it be updated as necessary.

4. Future LDP Evidence Base Requirements

4.1. To inform the review of the LDP there will be a need to update various elements of the evidence base that informed the current Local Development Plan which is out-of-date and needs to be updated and/or replaced in order to fully understand the land use requirements of the City up to 2035 as well as taking into account any contextual or policy changes that have occurred since adoption of the plan. A sample of potential evidence base studies which may be required to inform the LDP include:

1. **Population and household forecasts** – to inform the LDP's dwelling requirement up to 2035.
2. **Local Housing Needs Assessment** – to inform the housing requirement tenure type and size of dwelling to match future household type and age profile of the population.
3. **Gypsy and Traveller Accommodation Assessment** - to identify the need for permanent and transit pitches up to 2035.
4. **Transport Assessment** – to assess the impact of the scale and distribution of development detailed in the emerging Local Development Plan.
5. **Employment Land Review Update** – to assess the future need of employment land suitable for all employment sectors and regional employment aspirations.
6. **Retail Needs Assessment** – to identify if there is a requirement for additional floorspace to help inform the Council's approach to manage the vitality and viability of our town centres.
7. **Urban Capacity Study** – to quantify the amount of brownfield land which could contribute to the housing need in the city up to 2035.
8. **Settlement Boundary Review** – to define, clear, defensible boundaries around settlements in the form settlement boundaries.
9. **Affordable Housing Viability Assessment** – to provide advice on achievable and viable targets and thresholds for affordable housing.
10. **Infrastructure Requirements over the plan period** – to build upon existing Cardiff Infrastructure Plan and extend to cover proposed plan period.
11. **Renewable Energy Assessment** – evidence to support carbon reduction targets and mitigate the effect of climate change.

12. **Strategic Flood Risk Assessment** – to identify areas at risk of flooding.

13. **Green Infrastructure Data** – to identify relevant data regarding Cardiff's natural environment.

4.2 The above is not a definitive list and additional evidence base update requirements may emerge as plan revision progresses. There are number authorities in South-east Wales who are currently in the process of considering reviewing their Local Development Plans on the basis that their current plans expire at the end of 2021. This presents an opportunity for collaboration regarding the sharing of data and/or methodologies.

Sustainability Appraisal including Strategic Environment Assessment

4.3 A requirement of the LDP process is that Sustainability Appraisal (SA) incorporating Strategic Environmental Assessment (SEA) informs preparation of the LDP. The SA/SEA process is integral to the development of the LDP to ensure the policies in the LDP promote Sustainable Development through integration of the key economic, environmental, social and cultural objectives in the development of the LDP policies and proposals and take account of any significant effects on the Environment. The SA/SEA has been an iterative process throughout preparation of the LDP and policies and proposals in the LDP reflect this.

4.4 SA monitoring of the Sustainability Appraisal Objectives is undertaken on an annual basis and reported through the LDP Annual Monitoring Report. This enables the Council to assess the extent to which the LDP is contributing to the achievement of sustainable development and to identify any concerns. To inform the review of the LDP it will be necessary to revisit and update the environmental, social and economic baseline information, along with the review of relevant plans policies and program. The SA Monitoring Framework including the SA Objectives will need to be reviewed to ensure this remains up to date, and this will include considering whether the methodologies need revising due to changes in legislation.

Habitats Regulations Assessment

4.5 The LDP was informed by Habitats Regulations Assessment (HRA), the purpose of which is to assess the impacts of a land use plan, in combination with the effects of other plans and projects, against the conservation objectives of internationally important European sites of nature conservation importance such as Special Areas of Conservation and Special Protection Areas (designated for their ecological status) and to ascertain following screening what needs Appropriate Assessment (AA). As part of the review of the LDP the HRA will need to be reviewed.

5. The LDP Review options

Joint LDPs and Joint Working

- 5.1. In line with national guidance, consideration must be given to the scope for preparing a Joint LDP. However, it is noted that 7 of the 10 Local Authorities in South East Wales are already preparing their own Replacement LDPs with no examples of a joint approach or regional collaborative exercises to help inform Plans. Of the remaining 2 Local Authorities excluding Cardiff, the Vale of Glamorgan and Newport, it is not considered that there are sufficient synergies to warrant the preparation of a Joint LDP.
- 5.2. The existing LDP benefitted from a bespoke regional collaborative exercise to help inform the Plan strategy involving all Local Authorities and other key stakeholders in South East Wales. This process worked well and is considered the most effective way of addressing cross-boundary matters. Given this a similar approach is proposed again to help inform the LDP review.
- 5.3. Should work commence on a Strategic Development Plan (SDP) for South East Wales, information gathered through the LDP process can be used to inform the SDP and vice versa. Ongoing dialogue with other Local Authorities will help maximise efficiencies and consistency with regard to gathering/sharing evidence and agreeing methodologies where possible.

6. Conclusions and next steps

Recommendation

- 6.1 This report concludes that the full revision procedure is considered the most appropriate form of review and that a Replacement LDP is prepared for the period 2020 to 2035. In this respect, it is recognised that the strategic nature of issues to be addressed in a replacement LDP cannot justify the short form revision procedure. This will ensure the Council has up-to-date Plan coverage beyond 2026 and supports the Plan-led approach in Wales.

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