
MANAGING STREET CLEANLINESS & TOTAL STREET SCENE IN CARDIFF

Reason for the Report

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

Background

2. The Council is faced with the task of managing litter in Cardiff. The majority of this responsibility is applied to public spaces; however, in some instances the Council has to take responsibility for cleaning private land. The main functions of litter management are carried out by the Street Cleansing Service and Waste Enforcement which are delivered by the Council's Neighbourhood Services team.
3. On the 6 July 2017 the Council published the 'Capital Ambition' document which set out 'Our Commitments for Cardiff'. Managing litter and street cleanliness formed a key part of the commitment made by the Cabinet Member for Clean Streets, Recycling & Environment. In particular he made four commitments, these were:
 - *We will develop a 'Total Street' approach to keeping streets and public spaces clean that join up Council services;*

- *We will continue the successful ‘Love Where You Live’ campaign to support residents and community groups in taking greater responsibility for the cleanliness of their local communities;*
- *We will apply a zero tolerance policy on fly-tipping and street littering;*
- *We will develop a systematic proactive approach to street and public space enforcement including: implementing Public Space Protection Orders to remove anti-social behaviours; improving education and enforcement relating to litter, dog fouling and fly-tipping.*

Street Cleansing Service

4. The main functions of the Street Cleansing Service is the cleansing of adopted highway areas across the city and removal of fly tipping. The service provides a number of statutory tasks including street cleansing, public bin emptying and removal of fly-tipping.
5. The service carries out street cleansing for approximately 1088 km of carriageway and 1900 km of footway and has the responsibility for emptying approximately 1,700 bins on a regular basis. In 2016/17 the service dealt with 7,958 fly tipping incidents (7,827 of these fly tipping incidents were cleared within five working days). It should be noted at this point that the number of fly tipping incidents reported increased by 1,744 (approximately 28%) between 2015/16 and 2016/17. Despite the large increase the service still managed to deal with 98.35% of fly tipping incidents within five working days – an improvement against 2015/16 where they dealt with 97.91% of reported fly tipping incidents within five working days.
6. The service employs 164 full time equivalent members of staff. During 2016/17 the actual total cost of running the service was £6,800,446; this resulted in a net cost to the Council of £6,058,546. During the period 2011/12 to 2016/17 the total cost of running the service fell from £7,289,297 in 2011/12 to £6,058,546 in 2016/17; this a reduction of £1,230,751 or approximately 16.9%.
7. The introduction of the blitz crews was during 2016/17. The costs for delivering the blitz work was met from the overall Neighbourhood Services budget for that year.

8. The net budget for 2017/18 is £6,213,670. The increase in net budget has come from non-recurring funding for new bins (£150k) and improvements to slip road and roundabout cleansing (£50k). The blitz team is now part of the base budget.

Waste Enforcement

9. The Waste Enforcement service is responsible for the provision of waste management related education and enforcement activities. The service is tasked with delivering:
- Statutory enforcement activities associated with fly tipping;
 - A wider range of non statutory tasks which include education in respect of waste presentation and recycling;
 - Assessment of assisted lift requests;
 - Enforcement of waste-related environmental crime (including incorrect waste presentation, littering, abandoned trollies and dog fouling).
10. In 2016/17 the service dealt with 19,847 cases (approximately 1,650 requests per month). The majority of the work relates to waste presentation and education. The service issued 2,075 fixed penalty notices in 2016/17 and removed abandoned trollies. **Appendix 1** shows the General Cases (visits, education and issue of notices) and the Fixed Penalty Notices for 2016/17.
11. The service employs 41 full time equivalent members of staff. Six officers are temporary for 12 months and two officers are funded by the University. During 2016/17 the total cost of running the service was £1,099,383; this resulted in a net cost to the Council of £332,336. The net cost is supported by £415,000 of grant monies from waste for education and £352,047 from fines. During the period 2011/12 to 2015/16 the income from fines has risen from £26,012 to £352,047.
12. The enforcement powers available to the recently formed Neighbourhood Services were last reviewed by the Environmental Scrutiny Committee on the 7 March 2017 when they received an item titled 'Neighbourhood Services Enforcement'; a copy of this document is attached to this report as **Appendix 2**.

13. At the 7 March 2017 meeting the Committee were provided with an overview of the service and updated on a number of new developments, these included:
- The total 2016/17 budget within Neighbourhood Services for Cleansing and Enforcement was £4,758,339. From this total £4,024,950 was allocated towards cleansing and £733,389 was used to fund enforcement activities. At that point in time Neighbourhood Services enforcement had 28 full-time equivalent (FTE) posts; it was anticipated that this would increase by seven additional posts in 2017/18.
 - During the 2017/18 budget setting process a Financial Resilience Mechanism allocated a one off payment of £150,000 to Neighbourhood Services to support enforcement. The funding is designed to support seven FTE posts within enforcement to enable city centre / city wide waste enforcement teams to work three afternoons and weekends to enable delivery of a high quality 'Total Street Scene' service to the residents of Cardiff'.
 - The Council is continually looking to find savings and improve efficiency across its range of services. Neighbourhood Services was exploring how it could improve enforcement delivery by developing areas including partnership working; digitalisation; uniform & equipment; support for highway licensing enforcement; and education & engagement.

Basic Enforcement Activities

14. The three main elements of the enforcement process within Neighbourhood Services are Education Awareness, Enforcement & Prevention and Processing & Transactions. For the overall enforcement process to work efficiently all of these parts have to effectively complement each other - a failure in any one part of the system will have a direct impact on the other parts.
15. The majority of waste and environment enforcement issues fall under four broad headings, these are:

- **Waste Presentation** – Ensuring that the public and businesses present waste correctly for collection, for example, placing waste out on the wrong day for collection or using the wrong bag or container.
- **Local Environment Quality** – This involves dealing with all general types of littering (for example, sweets, chewing gum, smoking related litter & fast food) and dog fouling. As explained at previous scrutiny meetings the Council applies a ‘zero tolerance’ approach in dealing with litter. By using the Environmental Protection Act 1990 and the Clean Neighbourhoods and Environment Act 2005 the Council can issue Fixed Penalty Notices (FPNs) to the value of £80 for littering.
- **Fly Tipping** - This is the illegal dumping of waste on to land; this type of activity can pollute the environment, can be harmful to human health and spoils many benefits associated with a clean environment. The courts are now able to impose an unlimited fine against those found guilty of a fly tipping offence.
- **Highways Licensing Enforcement** – This is the enforcement of Highway Licenses; such as, but not limited to, skips, tables and chairs, A-frames, hoardings, illegal adverts and scaffolding. It allows control (through £100 fixed 4 penalty notices) of the adopted highway under the Highways Act 1980 in terms of lawful and unlawful interference with highways and streets.

16. The Council recognises that everyone has a role to play in tackling the environmental issues of waste, litter and fly tipping. It has a vision to create a clean and respected street scene through efficient cleansing provision, citizen engagement, education and enforcement.

17. The two main teams within Neighbourhood Services that issue fines for waste / environmental and highways licensing contraventions are the LEQ Team and Waste Team, they issue fines for the following:

- **LEQ Team – FPNs:** Litter & Dog Fouling (these include dog fouling; litter from vehicles; general litter; smoking from vehicles; smoking related) and FPNs for Highways Contraventions (these include skips breach of licence; skips no

licence; A boards; street cafes; fly posting; free distribution of literature; scaffolding).

- **Waste Team – FPNs:** Waste – predominantly for incorrectly presented waste (these include Section 46 Notices for breaching the Environmental Protection Act 1990; Section 47 Notices for breaching the Environmental Protection Act 1990; Waste Transfer Note (WTN) Requests; WTN & WCR requests; commercial litter fines and domestic litter fines). The Waste Team also raises income by fining supermarkets for misplaced trollies and ‘pay as you throw’ domestic and commercial schemes.

Main Types of Litter

18. Previous presentations to scrutiny have identified the main types of litter which can be seen in Cardiff as:
 - Sweets and food litter (‘on the go litter’);
 - Dog fouling;
 - Chewing gum;
 - Smoking related litter;
 - Fast food;
 - Split bags, over filled bins;
 - Incorrectly presented bags;
 - Fly tipping.
19. The main sources of litter are frequently generated in or by high footfall areas; discarded from vehicles; takeaways & public houses; schools; areas of transient populations; parks; private land and events.
20. The general approach taken for “Improving Local Environmental Quality” is by using the three E’s, i.e. Education, Engineering and enforcement. Education and awareness is extensively used in Cardiff to reduce littering, for example, the Council has in the past used:
 - Targeted campaigns;
 - Preventative measures;

- Dog fouling bags;
- Get it out – Students;
- Waste presentation education & bin provision;
- Awareness raising;
- Schools – Really Rubbish;
- Literature was promoted in fifteen languages;
- Multi media channels were used, for example, twitter;
- Tidy Text – as system used to remind people when to put out their rubbish;
- Participation Monitoring (soon to be replaced by a new app);
- Compositional analysis, i.e. identify the type of litter generated and then raise specific awareness.

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

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

22. The main litter challenges identified in Cardiff are:

- Raising awareness of litter issues across the city;
- Dealing with dog fouling problems;
- Flats – predominantly the presentation of litter for collection from flats;

- Litter in areas of transient populations, for example, student areas. Because of the transient nature of these areas new education initiatives constantly have to be repeated;
- Frontages – ensuring that people take responsibility for keeping frontages clear of litter and the difficulty in enforcing against this;
- Increasing active/eating on the go culture.

Litter Performance Measures & Indicators

23. The main performance indicators used by the Council to measure street cleanliness are:
- Use of Local Environmental Audit & Management System (LEAMS) surveys – these measure street cleanliness, not performance of cleansing teams;
 - Two established performance indicators - the Cleanliness Index and the percentage of Highways to a High or Acceptable Standard of Cleanliness.
24. **Appendix 3** of this report illustrates the results for the Cleanliness Index and percentage of Highways to a High or Acceptable Standard of Cleanliness in Cardiff for the period from July 2014 to July 2017.
25. The data for the 'Cleanliness Index' has a 70% target. For the period July 2014 to July 2017 the Council exceeded this target - with the exception of September 2014 – 66.67%, March 2015 – 69.33% and January 2017. Performance peaked in March 2016 when the index score reached 85.33%. Since May 2016 the index score has achieved a consistent score in the 70's with a dip in performance between November 2016 and January 2017. Since January 2017 there has been a steady improvement. This information is illustrated in **Appendix 3**.
26. The data for the 'Percentage of Highways to a High or Acceptable Standard of Cleanliness in Cardiff' has a 90% target. The annual results have been 86.79% in 14/15, 90.64% in 15/16 and 90.46% in 16/17.
27. For the period July 2014 to January 2016 the Council consistently fell beneath this target. Between February 2016 and October 2016 the Council consistently exceeded the 90% target, before a period of failing to meet the target between November 2016

and March 2017. Between March 2017 and May 2017 performance improved from 76.56% to 97.68%. This information is illustrated in **Appendix 3**.

28. The 'Local Government Data Unit Wales Report – 2015/16' features two key performance indicators which relate to litter and cleanliness. These were:
- **'Percentage of land of a high or acceptable of cleanliness'** - when compared against the other Welsh local authorities Cardiff came 21st out of 22 with a score of 90.64%. This is an improvement when compared to 2014/15 when Cardiff came 22nd out of 22 with a score of 86.8%.
 - **'Percentage of reported fly tipping incidents cleared within 5 working days'** - when compared against the other Welsh local authorities Cardiff came 4th out of 22 with a score of approximately 97.91%.

Love Where You Live Campaign

29. In September 2016 the Council launched a city-wide campaign titled 'Love Where You Live' to improve the standard of cleanliness in streets and neighbourhoods. In doing this it engaged the support of the citizens of Cardiff by asking them to get involved with this exercise.
30. The 'Love Where You Live' campaign focused on five key elements, these were:
- **Harnessing People Power** – This involved working with and thanking individuals and groups who already help to keep Cardiff clean and tidy;
 - **Neighbourhood Cleaning** - Neighbourhood Services teams undertook deep cleans of wards in the city. Council teams from different areas like parks and cleansing came together to deep clean eight inner-city wards on a weekly basis. This work was in addition to the normal cleaning operations;
 - **Zero Tolerance Approach to Littering** - Advertising was placed across the city to remind those that litter of the fines that they could potentially face if caught by enforcement officers;
 - **Raising Recycling Awareness** – This emphasised the importance of individuals doing their bit to help boost recycling and composting in the city. It drove home

the fact that Cardiff needs to recycle and compost 64% by 2020 and that this will increase to 70% by 2025;

- **Student Education** - Working closely with the universities and colleges, information and education on the zero tolerance approach has been used to help encourage students to take pride in the areas that they live.

31. The neighbourhood deep cleans or 'blitzes' initially focused on the inner city wards of Grangetown, Canton, Cathays, Riverside, Plasnewydd, Adamsdown and Splott. All of these wards were targeted for a one week period with each of the six identified wards being visited twice, i.e. they will overall receive a two week clean annually. The Outer wards have also received 'blitzes' but for shorter a duration. Ward based performance data illustrating the results of the 'blitzes' will be provided at the Committee meeting. This data will identify the volume of work undertaken by ward for tasks such as litter, drainage, enforcement, defects and volunteer events.

Future Proposals

32. At the meeting the Cabinet Member for Clean Streets, Recycling & Environment and officers from the City Operations Directorate will set out a range of new initiatives and service improvements that they are looking to deliver in 2017/18, these include:

- An emphasis on Total Street Scene;
- Introduction of ward based Total Action Plans;
- Digitalisation of Neighbourhood Services Enforcement;
- Enforcement of Highway Licenses and introduction of Public Space Protection Orders;
- Working with Vodafone to deliver camera enforcement relating to larger scale commercial / construction fly-tipping;
- Update on changes to small-scale fly-tipping;
- Commercial / Partnership;
- Volunteering and Citizen Engagement.

Way Forward

33. Councillor Michael Michael, Cabinet Member for Clean Streets, Recycling & Environment has been invited to attend for this item. He will be supported by officers from the City Operations Directorate.

Legal Implications

34. 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

35. 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 contents of the attached reports;
- ii. Consider whether they wish to pass on any comments to the Cabinet following scrutiny of the item titled 'Managing Street Cleanliness & Total Street Scene in Cardiff'.

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30 August 2017