	Bath & North East Somerset Council
MEETING	Climate Emergency and Sustainability Policy Development & Scrutiny Panel
MEETING	13 January 2020
TITLE:	Littering
WARD:	All

AN OPEN PUBLIC ITEM

List of attachments to this report:

Appendix A - Street Cleansing Overview 2019 (separate attachment)

Appendix B - Bin Stickers

Appendix C - Main Road Litter Picking

Appendix D - 3GS review

Appendix E - B&NES Enforcement Actions and Fines

Appendix F - Fly-tip Hot Spots

Appendix G - Fly-tip Reported by Category

1 THE ISSUE

This report has been requested by Scrutiny to provide a full review into littering in B&NES. It will assess:

- What the scale of the problem is
- The current performance with littering and clean streets
- What measures have been or can be taken to help reduce litter

In addition, this report will cover what the Council does, and the current performance of 3GS who currently enforce against litter in the city centre.

Litter is a key area for the Council, underlined by recent Corporate Priorities:

- Delivering for local residents tackling litter and fly-tipping
- Focusing on prevention reducing waste, encouraging recycling and supporting local litter picking

2 RECOMMENDATION

The Panel is asked to note the contents of the report for information.

3 THE REPORT

3.1 Scale of the litter problem

This is a national issue which many people are attempting to tackle. Despite many initiatives and actions, the problem does not appear to be going away. The issue is also difficult to measure.

There is no one perfect way to measure litter – for example:

- if we measured litter by weight, we wouldn't know if we were counting a small number of heavy items, or a large number of light items
- if we measured the number of litter items this wouldn't necessarily reflect the impact on the way a place looks – a small number of large items might make a place appear more littered than a large number of small items
- measuring only the presence or absence of litter does not show how long the litter has been there, or how much of it is present

In April 2017 to March 2018, 30 per cent of people in England said there was a very or fairly big problem with litter and rubbish in their area (see Background papers www.gov.uk). This has been a consistent picture with the figure changing little in recent years.

B&NES has just published a Voice box Survey to residents which includes questions about littering, so there will be a clearer picture early in 2020 about how residents feel in this area.

Within the context of national issues, it is important now to understand what B&NES teams tackle each year:

- 5950 tonnes of litter (equivalent to the weight of 52 blue whales) and no sign of it reducing
- 3700 tonnes of waste in litter bins and continuing to increase
- 1500 reports of litter
- 1390 reports of fly-tipping
- Rising cost of disposal £400,000
- 1306 litter bins
- Each litter bin costs the council £700 a year to collect and dispose of the waste

This is all to be managed with 48 staff and a budget of £2.4m. This amounts to around £30 a year per household spent on street cleansing. There is also a further £400,000 disposal cost for all litter and fly-tip removed, bringing the cost per household to £35.

3.2 Current Performance

3.2.1 Litter

A summary report has been produced (Appendix A separate attachment) which shows how Street Cleansing operates and the numbers behind the scenes. For context, the following table shows how resources are allocated:

Activity	Numbers of vehicles/people	What volume/area?
Driving road sweeper vehicles	12/12	Whole of B&NES
Driving response van	5/10	Whole of B&NES
Litter bin emptying	6/6	262 parks bins and 1044 street bins (1306)
Graffiti removal	1/1	Whole of B&NES
Sweeping	18	Whole of B&NES
Other machines	6	Whole of B&NES

There is currently no requirement for a standard UK wide approach to measuring littering. As a result, many councils no longer record or audit this. However, the most common approach used is an A to D grading system, as shown below. Grade A and B is considered acceptable, with C and below unacceptable.



Using this approach, a review was done in March 2019 to cover 12 areas of Bath City Centre which showed that 83% of the areas checked were within the 'acceptable' level:

Litter	Number of transects	% of transects
А	0	0%
B+	2	17%
В	4	33%
B-	4	33%
С	2	17%
C-	0	0%
D	0	0%
Total	12	

In July this year a wider review was done outside of the City Centre, covering over 60 streets across B&NES and showed 70% of areas checked, were acceptable:

Litter	Number of transects	% of transects
A	0	0%
B+	1	2%
В	13	28%
B-	19	40%
С	8	17%
C-	5	11%
D	1	2%
Total	47	

This identified that more work was needed to be done to reduce littering. Actions taken as a result are shown further on in this report.

So how does this result compare to the national average?

In the recent government report (see background papers) a dashboard was put together to try to show the current Litter data for the UK. This includes data from Keep Britain Tidy as well as from 46 councils who have taken their own measures.

For context, the inclusion of our World Heritage Site and high footfall tourist area makes the demands for B&NES significantly greater than most of those included here.

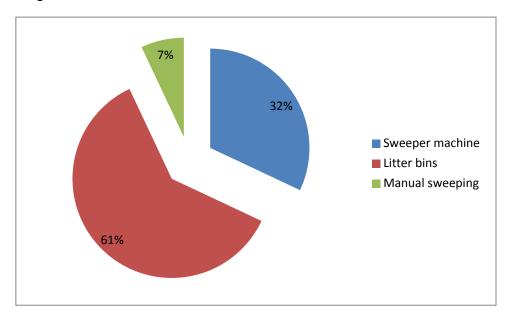
At just below the national average acceptable standards, this is a significant achievement given the context referred to. Costs are slightly higher than the average, which appears to reflect the higher volume of litter present. This is again an excellent result given the context.

Our numbers of volunteers also exceed the national average.

Dashboard Comparisons	National	B&NES
% of sites meeting acceptable standard for litter	86%	83% city centre 70% outside city centre
Cost of keeping streets clean per household	£28	£30 (excluding disposal)
People engaged in doing something about litter (e.g. volunteers)	378,300 (average 900 per council)	1760

Where does litter get collected from?

The amount of litter we collect is split three ways, with litter bins accounting for the highest portion of litter. This shows that most people are still doing the right thing in disposing of their litter. However, 39% of the litter we pick up has been discarded on the ground.



What litter issues are being reported?

We are seeing an increase in the reports of full litter bins (particularly since the new reporting system was put in), and higher volumes per annum are being collected from them. However, general litter reports reduced in 2018.

Report Type	2016	Tonnes	2017	Tonnes	2018	Tonnes
Litter bin full reports	867	3547	1095	3617	1367	3683
Litter reports	1465	3673	1842	3700	1489	3477

3.2.2 Fly-tip

The Council is committed to tackling fly-tipping as one of its priorities. Having reviewed litter performance, it seems sensible to consider the fly-tipping data.

Fly-tipping can impact on littering - even one small bag of rubbish is considered as fly-tipping. Given we frequently see bags of rubbish left by the side of litter bins, this is also fly-tipping and needs resolving.

Reports of fly-tipped waste have increased steadily, although the weight collected has reduced. The 2018 increase appears to be directly attributable to the introduction of the new web-based reporting system. We have seen a significant increase in fly-tip reporting, which has meant that the response and clearance of fly-tip is quicker and more efficient. The public have become the eyes and ears of the council, allowing the identification and prosecution of offenders. The new system is also used by B&NES staff who report as they see issues too.

Report Type	Jan-Dec 2016	Tonnes	Jan-Dec 2017	Tonnes	Jan-Dec 2018	Tonnes
Fly-tipping reports	879	173	1135	212	1390*	189

^{*} The last 2 quarters of 2018 were triple the average number of reports, following introduction of the Fix My Street reporting system.

Fly-tip is often perceived to be caused by householders who are struggling in some way to access the HWRC to drop off their rubbish. In discussions with Enforcement colleagues, only two recent incidents gave their reason for fly-tipping as related to this issue:

'the tip was closed'

'there was a long queue and I couldn't be bothered to queue up'

Neither of these issues can be avoided, as there will always be closures, and there will always be busy times. Small bags of household waste do still make up around 25% of all fly-tips.

Commercial waste (including house clearances) is much more prevalent in fly-tipped waste and the most common reasons given are that offenders just don't want to pay (Trade Waste is chargeable at the HWRC).

Further details on fly-tip are shown in Appendices E, F and G.

3.3 Measures Currently Being Taken

We have seen the current performance. There is still some room for improvement. Many activities have taken place this year which are supporting the reduction of litter:

- ✓ Wheeled bins and Re-useable Rubbish Bags (RRBs) were present for a full year, resulting in less strewn litter from bags
- ✓ Significant changes to trade waste collections in the City Centre so that 90% now use RRBs (re-useable rubbish bags) rather than sacks. As a result, there are only small numbers now of bags being split onto pavements and pedestrian areas
- ✓ Pilot using an early 6am truck picking up any domestic waste left out in the City Centre. Results will be considered before further actions are decided
- ✓ Big belly bin review checking we are getting the most efficiencies from the use of these bins, and their sensors telling us when bins are full
- ✓ Implementation of foot controls for some bins to improve the customer experience
- ✓ Main road (A and B roads) litter picks in winter and spring. This year the team spent 6 weeks in February clearing litter totalling 1080 bags. Many roads required closures and so involve detailed advance planning
- ✓ Working with licencing colleagues to improve seating areas outside fast food businesses. This includes napkins/sugar packets etc. no longer being placed outside, to prevent litter
- ✓ Improving the Fix My Street (FMS) reporting system so that map layers show who has responsibility for land and therefore who should be contacted to resolve reported issues
- ✓ Full review of existing litter bins, to include whether they are in the right location, the right number and the best solution, for both Parks and Streets
- ✓ Improving performance measures so that we can more accurately determine how well we are doing
- ✓ Commercial food waste trial in Kingsmead, to see whether reducing and removing food from business waste rubbish bags helps reduce litter overall
- ✓ New large recycling bins installed in Royal Victoria Park and the park at the front of the Royal Crescent
- ✓ Providing more RRBs (Re-useable Rubbish Bags) for city centre residents so that less litter is created from leaving black sacks out
- ✓ Reviewing bin presentation times for residents in the city centre so that bags of rubbish are not left out all night
- ✓ Trial of communal food waste bins for residents where kerbside collection is not possible
- ✓ Stickers produced for use in parks and streets, to encourage residents to take their rubbish away with them if bins are full (see Appendix B for sticker)

- ✓ Review of side waste process to ensure that bag waste is not left for long periods to cause potential littering
- ✓ Review of littering after recycling collections to ensure we are resolving any issues rather than creating them
- ✓ Communicating with other commercial waste contractors to ensure they are aware that if they leave ripped or spilt bags, they will be fined
- ✓ Issuing fast food outlets with Community Protection Warnings (CPWs) achieving a big reduction in litter in the nearby area
- ✓ Working with our BID area closely, to reduce litter. This includes the BID providing RRBs free of charge to commercial customers
- ✓ Issuing Airbnb properties with fines for incorrect waste presentation, which had been creating litter and an eyesore
- ✓ Development of approaches to Main Road sweeping road closures ensuring that whenever Highways or others are doing works, that we use the opportunity to cleanse whilst roads are closed (see Appendix C)
- ✓ Resolved major fly-tipping issues at Warleigh Weir

BEFORE



AFTER



- √ 3GS trial contract set up for one year.

 Between March and September 1347 individuals have been fined for littering.

 Further details are shown in Appendix D. The Council is currently reviewing this partnership with a view to determining its preferred enforcement approach from April 2020
- ✓ The council's own enforcement and education teams responded to a further 1345 cases, bringing the total enforcement actions to nearly 2700 this year (Appendix E)
- ✓ Review of hot spot areas of fly-tipping so that more proactive work can be done (Appendix F shows an example of the data available)

- ✓ 'No place for Litter' summit arranged for 7 March 2020 led by volunteers. They
 will bring together the council, volunteers and community litter picking groups
 to discuss how we can achieve more together
- ✓ Within our Parks we have 18 'Friends of' voluntary groups. They often help out litter picking within parks to help keep things tidy

3.4 Future Changes Planned or Being Considered

Significant progress has been made this year to target reductions in litter – both in prevention and removal. The next steps are to consider how future initiatives can progress things even further, and to be ambitious in our plans to reduce litter. Initiatives which are currently being considered or worked through include:

Litter Pickers at Parks Cafes

Following recent discussions within the Parks Foundation (partnership between ourselves and Bristol), we are reviewing the benefits of putting litter pickers outside cafes in our Parks. This is made up of an A board with litter picker and bags attached to it.

Visitors can voluntarily help themselves and spend a few moments picking up items around them.



Improved Waste Presentation

Recent assessments of new resident's waste presentation are showing that they are not always using the RRBs provided, to put their black sacks out. This is creating more litter as bags get ripped. Education teams are making contact with these residents and tenants to help them understand how waste needs to be

presented. This will be targeted education based on areas where ripped bags have been noticed.

Resources and Waste Strategy (including Litter)

An updated Strategy is being written for B&NES in 2020. This will include consultation and working groups on litter, to help inform the strategy.

Signposting to Bins

Improved 'signposting' to bins so that people know where they are – particularly in parks.

Deposit Return Scheme

The governments new 'Resources and Waste Strategy' is currently out for consultation. This will have a significant impact on the waste industry for both the private sector and public sector, but particularly for councils. In addition, one of the potential outcomes is the requirement to implement Deposit Return Schemes (DRS). This could have an impact on littering. DEFRA is considering whether to implement so called 'on the go' DRS. This will allow people to deposit empty cans/plastic bottles to a vending style machine in return for some form of credit or money back. This is likely to have a positive impact on littering generally.

Producers

Cigarette ends and gum make up 40% of litter and we are keen to work with producers of these items, and have contacted the key organisations locally (Imperial Tobacco and Wrigley's)

Learning from other Parks changes

Recent studies and activity by the National Trust have involved them successfully removing bins from several locations. Whilst this is not something the Council is considering, the learning from other organisations is part of the development taking place in Parks.

Resource Review

A resource review is planned of the street cleansing teams. This will be based on assessing the heaviest littered areas in the last year and potentially switching resource to different times of the day or different locations. Early indications are that heaviest times are 11am to 7pm and weekends.

Responsibility

Focus on how we get responsibility to sit with those who create the issues and being proactive rather than just reactive. This includes discussions with producers of litter waste as well as those dropping litter.

CCTV

Consider how we use CCTV and staff to identify major rubbish or litter problems before they are even reported.

Education

Communicate with all coach drivers who arrive at the coach park, regarding our pride in Bath and how people shouldn't drop litter. This could include a letter to the coach companies to advise all passengers, so that they are also less likely to be fined. The aim is to change behaviour.

 Consider ways of garnering further support for litter prevention. This might include encouraging shops and venues to display posters supporting the aim. This could also be extended to train stations, taxis, hotels and our own street cleansing vehicles.

3.5 Volunteers and Other Partners

The task of tackling litter is not just carried out by the Council but aided by many of its partners and volunteers.

So far this year in excess of 1600 volunteers have borrowed litter pickers and kit from the Council and gone out to clear up litter. This is in addition to the 160 volunteers who have been supported by the Wombles and other groups hiring equipment out. This is an enormous help and greatly appreciated.

Partners and volunteers include:

✓ Big Community Clean Up

Organised in partnership with the Council's sustainability team, huge numbers of our community came together in October this year. 170 people were involved, filling nearly 200 bags of litter. Not only was that a huge success but many participants commented how enjoyable it was to get out and about with a group of like-minded people.

√ 'Friends Of' Groups in Parks

There are currently 18 groups. In addition to all of their Parks voluntary work, many help at weekends and other times with litter picking to keep parks looking good. Grants have been set aside to help the groups fund some of these initiatives.

✓ Bristol and Bath Parks Foundation

This partnership has been set up to enable greater sustainability of our Parks and to support funding. Grants for Friends Of groups have been obtained through this Foundation.

The Council's street cleansing teams also have many other internal partners, including:

✓ Council Enforcement teams

Their intense work on fly-tipping is having results, with cases being taken to the magistrates court for prosecuting, and several Fixed Penalty Notices issued (see Appendix E). There are also several significant prosecutions in progress. Other operations are run at ad hoc times of the year, using mobile cameras at key locations. Teams are working some late evenings/early mornings to follow up on leads and witness activities and record evidence.

✓ Council Licencing Team

Reductions in litter have been achieved from outdoor fast food seating areas. Through working together with licensing staff and shop owners, items have been removed which were creating litter outside, such as napkins and sugar packs.

4 STATUTORY CONSIDERATIONS

- 4.1 The Council has a statutory duty under the Code of Practice for Litter to maintain land to acceptable standards.
- 4.2 There are however no specified or required measures widely used. This means each council finds its own way to measure how effective it is at keeping streets clean. In the past a measure known as NI95 was used which categorised levels of littering from A through to D. A and B were acceptable, C and D were unacceptable.
- 4.3 Very few councils use these measures. As such it remains almost impossible to accurately compare street cleanliness from one council to another.

5 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOTHE PLE)

5.1 There are no specific resource implications of the report as it is an information report to show the current state of the service and its achievements.

6 RISK MANAGEMENT

6.1 A risk assessment is not required due to no recommendations being made in this report, in compliance with the Council's decision-making risk management guidance.

7 CLIMATE CHANGE

- 7.1 Improvements in street cleansing could impact on the following areas related to Climate Change:
 - Review of vehicles to change as many as possible to electric, wherever economically viable. 2020 will see many major manufacturers finally bringing out hybrid / electric transit sized vans that are usable. In addition, Isuzu are currently trialling an electric cage tipper in Islington. This will create greater options for replacements in the future
 - A reduction in litter ending up in drains, would significantly reduce the harm to natural organisms in our seas

8 OTHER OPTIONS CONSIDERED

8.1 None

9 CONSULTATION

9.1 The Section 151 Officer has reviewed and approved the contents of this report.

Contact person	Pam Jones 01225 394352 pam jones@bathnes.gov.uk
Background papers	https://www.keepbritaintidy.org/sites/default/files/resource/KBT_J ournal_of_Litter_and_Environmental_Quality_June2017.PDF
	https://www.gov.uk/government/publications/litter-and-littering-in-england-data-dashboard/litter-and-littering-in-england-2017-to-2018
	https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/765914/resources-wastestrategy-dec-2018.pdf

Please contact the report author if you need to access this report in an alternative format

Appendix A (Street Cleansing Overview 2019 - see separate attachment)

Appendix B Bin Stickers



£150 ON THE SPOT FINE

Offenders will be issued with a £150 fixed penalty notice or on summary conviction a fine up to £1000 Environmental Protection Act 1990:

Clean Neighbourhoods & Environment Act 2005

Bath & North East Somerset Council



CCTV in operation

For further information email: council_connect@bathnes.gov.uk



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This bin is for general litter and bagged dog poo only.

It is an offence to dispose of bags of rubbish from your home or business in or next to this bin.

Offenders will be issued with a fixed penalty fine of up to £400 or on summary conviction, a fine up to £50,000 Environmental Protection Act 1990



CCTV in operation

For further information email: council connect@bathnes.gov.uk

Bath & North East Somerset Council

Appendix C

MAIN ROAD LITTER PICKING.

Every year since 2016 B&NES have been carrying out systematic schedule of litter picking a large portion of our main roads, mainly A and B roads as well as a few other well trafficked routes across the district.

This work is carried out at the end of winter and the start of spring, this is the optimum period to do this as we can see what is buried in the hedgerows and verge grass as the vegetation has died back. We can therefore get at the items before the grass and hedges grow back.

This year (2019) we started this process in the 2nd week of February and finished six weeks later. During this process we covered in the region of 150 miles of verges and collect 1080 bags of litter, weighing in at 3.5 tonnes. This work was carried out by a team from our Street Cleansing Department, along with two man stop/go team of traffic management professionals.



2019



We do the majority of the work under traffic management (stop/go boards) as there are many narrow grass verges on which our staff have to work in safety and we have to remove the risk to the travelling public as well.





2019

This operation can cost us up to £40 000 a year when we add up or operating and traffic management costs. Since 2016 we have collected:

2016 - 1800 bags - 6 tonnes

2017 - 1266 bags - 4.5 tonnes

2018 - 1100 bags - 4 tonnes

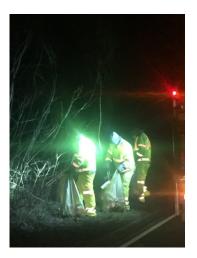
2019 - 1080 bags - 3.5 tonnes

These figures exclude the number of bags of litter we collect along the dual carriageway roads within B&NES, these are the A4 (B&NES controlled sections – Keynsham by pass and from the Globe to Bath and Highways England controlled form London Road junction to Bathford) as well as the A46 from the border with South Gloucestershire Council to the London Rd junction.

Litter picking the A46 Highways England road is a major undertaking as this has to be done with lane closures which are costly. We have been working together with Highways England and their contractors over the last three years to improve on how we can do this work as safely and efficiently as possible. Having this partnership approach has in fact meant that we have been able to carry out our litter picking duties during full road closures (March 2016, February 2017, March 2018 and April 2019) while other important maintenance work has been carried out.



2016 - A46



2016 - A46

We are aware that the lower part – the A4 from London Road to Bathford gets heavily littered and we do carry out an annual cleanse of this section under lane closures around March time. Due to the amount of litter along here we feel that this needs to be assessed to determine if it can be resourced to do twice a year.



2016 A4 – Bathford

As for the A4 (Keynsham bypass and A4 Globe) we currently carry out litter picking duties along here twice a year when our Highways department put lane closures in place to carry out other maintenance work, this is usually in June and November each year. We will continue to do this moving forward.

Appendix D - 3GS Review

3GS is the organisation we have partnered with on a trial basis for one year until March 2020. The purpose of the partnership was to reduce the amount of litter being dropped in high footfall areas, as well as following up targeted issues e.g. dog fouling.

In addition to actions taken by 3GS, a further 1345 enforcement actions (including letters and fines) have been taken by Council Officers (see Appendix D

The Keep Britain Tidy survey 2019 (see background papers) identified cigarette related litter as 35.2% of all litter. It is the highest percentage and has been since surveys began in 2001. Laws against smoking indoors have no doubt made this an even bigger problem to tackle. Cigarette ends discarded often end up down our drains. They float, and then continue to be taken by the flow of water until ultimately ending up accumulating on beaches and coastal areas.

The Councils own highways team spends nearly £2m a year flushing our drains, partly as a result of cigarette butts being present.

Cigarette ends don't just look untidy; they have been shown to be harmful to natural organisms, especially fish. They contain plastic and do not decompose fully. Studies have shown that just one cigarette end in a litre of water killed half the fish exposed to it. It is a serious issue that the government is committed to tackling.

Who has been dropping litter?

UK wide statistics from Keep Britain Tidy show that the highest proportion of those who litter are likely to be under 34.

Who has been dropping litter?	%
Female	47%
Male	53%
18-25	34%
26-35	26%
36-45	15%
46-55	12%
56-65	8%
Over 65	5%

What is the response?

Responses to the action being taken differ wildly. Understandably those being fined are not generally happy; whilst those who see the fining taking place are very often supportive of the action being taken (e.g. comments such as 'I wish we had this in our town'). Often the reason given for littering is that there is no bin – however in all cases, there was a bin visible. Other reasons given are that they pay their taxes so they are paying for someone to clear it up.

How do the fines (Fixed Penalty Notices) work?

The initial FPN is for £150. If this is paid within 14 days, it reduces to £100. Records show that around 60% pay in the first 14 days. 20% pay £150 and the remaining 20% don't pay.

Details of individuals who choose not to pay the FPN are passed to the council to consider for prosecution. All cases prosecuted so far have been found guilty by the courts.

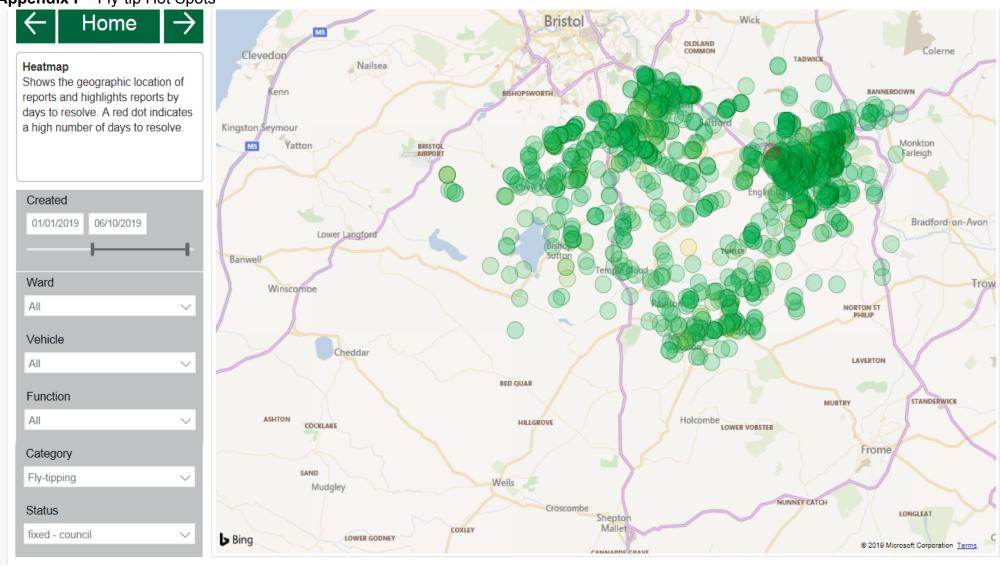
Number of fines for littering to Sept 2019	Paid	Total Paid	Cigarette	Litter	Food	Gum
1347	1032	£108,000	1266	20	9	2

Appendix EB&NES Team Enforcement Actions and Fixed Penalty Notices

Trade Waste Enforcement	Mar- 19	Apr- 19	May- 19	Jun- 19	Jul- 19	Aug- 19	Sep- 19	TOTALS
Warning letters/verbal	2	4	8	0	5	12	1	32
Section 47 Notices	0	3	1	0	6	3	8	21
Fixed Penalty Notices Issued	1	2	2	3	2	3	0	13
Domestic Waste Enforcement								
Education Visits	11	34	27	72	51	45	39	279
General Education letters	95	128	134	224	148	47	124	900
Section 46 notices	0	0	0	0	0	0	17	17
Breach of Notice letters	2	1	23	7	8	15	0	56
Intent to serve Fixed Penalty Notices	0	0	1	0	0	0	0	1
Other								

Duty of Care FPN	0	0	0	0	0	1	0	1
Fly tipping FPN issued	1	0	0	1	3	1	0	6
Littering FPN's issued	1	2	3	4	5	1	0	16
CPN (FPN)	0	1	1	0	0	1	0	3
TOTALS	113	175	200	311	228	129	189	1345

Appendix F - Fly-tip Hot Spots



Appendix G

Fly-tip reported by Category (since FMS reports began June 2018)

