



Clean Streets Strategy 2016





Public Realm, Exeter City Council

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Summary

The City Council's Corporate Plan states that keeping the city clean, green, safe & healthy is critical if we are to maintain Exeter as a fantastic place to live and one of the best places in the country for quality of life. Exeter has always been proud of being a beautiful and well looked after city, thanks to the thousands of people who live here and value our fabulous environment. Today, with a growing population and more and more disposable goods, keeping the city looking good is getting more challenging.

There is no doubt that dirty streets - littering, graffiti, dog fouling, fly-posting etc - impact upon people in every community and, where it is a problem, it can depress property prices, increase the fear of crime and impact on economic development. Indeed, local authorities and central government have duties to keep roads, highways and public spaces free from litter under Section 89 of the Environmental Protection Act 1990. As a result, the City Council invests over £1.4M every year to keep the city looking good.

We want to deliver a great place to live that inspires people to be happy, healthy and friendly, with enthusiastic and knowledgeable staff who are ambassadors for our open spaces. We want to improve cleaning standards in the city centre and at least maintain standards elsewhere. The principles of our new strategic approach are to:

- Invest more resource into reactive and high impact activities
- Organise the service based on need rather than frequency
- Target staff resources at the times of highest demand
- Mechanise to improve productivity and standards
- Change public behaviours to reduce demand particularly in hotspot areas
- Engage and empower communities
- Measure and publish information about our performance

Exeter City Council will continue to work hard to maintain high quality public spaces in the city but we cannot do it alone. Our businesses, local organisations, communities and individuals all have a part to play and it is only by working together that we will achieve the changes and improvements that everyone wants to see.

The State of our Streets

The City Council provides a street cleaning service for the whole of the city and Topsham, which includes street sweeping, pavement cleaning, graffiti, fly-posting and fly-tipping removal, and servicing dog and litter bins. The exceptions to this are the privately managed Princesshay Shopping Centre, which provides street cleansing services specifically for that development, and other areas of privately owned land. While there is some evidence that Exeter compares well to other areas, the comparison between adjacent streets with different street cleaning regimes in the retail heart of Exeter and the gradual decline in local authority resources available for street cleaning has led to calls for cleaner streets overall.

LITTER

Litter is the primary focus of the city council's street cleaning resource. More than 35 of our staff spend their working day litter-picking and emptying bins. Particular litter hotspots are Cathedral Green, city centre parks and city centre streets. However, some communities, such as Whipton Village, Cowick Street, and St Davids, also suffer from localised and specific problems.

The most prevalent type of litter found is packaging from food and drink consumed on-the-go and cigarette-related litter. The types of food and drink-related litter include snack packs, fast food-related litter, alcoholic and non-alcoholic drinks-related litter, confectionery packaging and discarded food and drink. Smoking related litter is the most frequently found type of litter with levels of smokers' materials high across all land uses and particularly in areas of high footfall, such as retail areas.

Litter varies considerably across different land uses. Generally, the less footfall in an area, the less litter is found there. Standards in main retail and commercial areas, recreation areas and paved areas tend to be higher, as they are usually cleaned more intensively than other land uses but there is a particular issue with popular green spaces in the city centre, such as Cathedral Green, Bury Meadow and Northernhay Gardens.

LITTER BINS

Litter bins need to be emptied regularly in order to maintain the look and feel of clean streets. Where bins are more than half full or dirty, sites are twice as likely to be rated as unacceptable compared to sites with less full and clean bins¹.

¹ Local Environmental Quality Survey of England (LEQSE) 2014/15 <http://howcleanisengland.keepbritaintidy.org/report-2015.pdf>

TRADE WASTE

There are many waste collection companies, including the Council, that operate within Exeter; it is a very competitive market. Issues around trade waste mainly stem from trade waste collections not being synchronised with the presentation of waste by the business (e.g. put out at the day's end for a early morning collection) and the inadequate containerisation of waste when typically the waste is presented in bags rather than a lidded container. Waste left overnight is prone to interference from seagulls, foxes and people, leading to the spillage of contents that are then strewn over a wide area.

Other issues around trade waste include fly-tipping in particular city centre hot-spots by some unscrupulous traders deliberately ignoring their legal duties in order to save on collection and disposal costs. Sometimes the trade waste containers themselves can detract from the street scene, particularly where they are permanently stored on the pavement outside premises that have built upon rear yards without proper regard to waste storage.

The Council has powers under S.47 of the Environmental Protection Act 1990 to deal with poorly presented waste at problem businesses; this allows the Council to specify the time, place and containerisation used for waste presentation.

The Council can specify the requirements for the correct presentation of waste by notification to specific premises, or to all businesses within a designated area (e.g. the city centre). Investigation measures can include the inspection of incorrectly presented waste to identify the perpetrator and the use of CCTV (within the constraints of the Regulation of Investigatory Powers Act).

DOMESTIC WASTE

Domestic waste can also cause problems in certain streets where the residential accommodation has inadequate storage space, and/or there is a rapid change-over of occupants, e.g. privately rented flats above shops. Fore Street is an example where occupants present black bag waste each day of the week despite Wednesday being the designated day. This black bag waste is prone to interference from seagulls, etc. and often the contents are spilled along the length of the pavement and road. This necessitates an early morning clearance and clean-up on a daily basis, which may inadvertently legitimise the process and reinforce the poor behaviour.

Some unscrupulous traders take advantage of this situation and 'disguise' their trade waste amongst the domestic black bags, adding to the problem.

STAINING

The city centre is dotted with restaurants, take-aways and licenced premises that impact significantly on the state of the streets every day, with alcohol, coffee, oil and urine staining that can often be traced to specific establishments. There are no contractual or other obligations for these businesses to keep their exterior areas clean or mitigate the impact of their products or customers on the state of the streets.

Paving and other surfaces are comprised of many different materials, levels and ages and powered cleaning operations are limited in their effectiveness as a result.

Chewing gum is a particular problem affecting the look and feel of the street environment. Solid gum in the form of discarded, chewed chewing gum that has not been squashed into the pavement and could be picked up from the surface on which it has been found includes gum stuck to litter bins, posts or other street furniture, as well as the ground. Chewing gum is classed as staining after it has stuck and been trodden into a paved surface and has lost its three dimensional structure. It is in this latter form that chewing gum is often regarded by many as a problem. Defra has for many years highlighted it as the major source of staining on pavements². Chewing gum does not break down over time and as the deposits gradually accumulate it becomes an eyesore and requires specialised equipment to remove. Subsequent removal is time consuming and either leaves marks remaining or removes the surface of the paving, and neither options are desirable.

DOG FOULING

Dog fouling is offensive and a proven risk to public health. It is an issue of regular concern for our public but it is also a declining problem in the city as compliance with bagging and disposing of dog faeces continues to rise. This has, inevitably led to a separate issue of 'bagged' dog faeces being inappropriately discarded, which is increasing.

There are significant differences in dog fouling across different land uses. Highways, social housing and recreation areas, particularly those alongside water, have the highest levels of dog fouling, with retail areas the lowest, probably reflecting where dogs tend to be walked. The highest incidences of dog fouling tends to be during the winter months when activities are less visible.

FLYPOSTING

Flyposting is defined as "the display of advertising material on buildings, structures and street furniture without the consent of the owner" and it is illegal under the Town and Country Planning Act 1990 and the Clean Neighbourhoods and Environment Act 2005. Legally, fly-posting is divided into three broad types, each with particular characteristics and routes for control. Fly posting continues to appear throughout the city, but predominately on high traffic routes.

² *Local Environmental Quality Survey of England*. ENCAMS, 2002.

We have been successful in curtailing fly-posting advertising events at night-clubs, public houses and theatres by use of Community Protection Notices (CPN) served on the premises manager, and fixed penalty notices for non-compliance with the CPN. This process has also been successfully used with some retailers advertising their products. Prevention can be built in by placing the onus on the venue management to ensure that their clients are contractually obliged not to fly-post the event.

GRAFFITI

Graffiti is the illegal placing of words or pictures that are drawn, painted, written or carved on walls and other surfaces. Graffiti is most often randomly placed on any available surface, in the form of a “tag” or stylised signature, to indicate territory or prowess on the part of the individual or group. If left it will often lead to more graffiti because the volume of an individual tag is seen as important. It can take time to remove, especially if there are a number of property owners involved, and gives an impression of deterioration in the area.

LEAF AND BLOSSOM FALL

Leaf and blossom fall are events that occur every autumn and spring respectively, although the actual timing of both events will differ each year. In addition, the weather is highly influential in determining our capacity to effectively collect and remove leaves and blossom. Leaves and blossom are not defined as litter until they start to break down, however, they do form an obvious slip hazard and can block surface drains. Leaf drop in particular can occur over a very short period, putting pressure on the service to deal with high volumes, or it can be prolonged requiring multiple visits to sites keep them clear and safe.

WEED GROWTH

Weed growth on pavements is influenced by the surface material and footfall. Weed growth is most commonly seen in areas with damaged surfaces, or paving slabs. The cracks and joints provide locations for weeds to germinate, and although footfall will prevent growth, at the edges of the paths and around street furniture weeds will take hold. Failure to eradicate weeds results in an unkempt appearance, litter and detritus entrapment, establishment of a seed bank, and the potential for establishment of woody weeds, which have a capacity to damage the infrastructure and integrity of the pavement. A comprehensive integrated weed control regime is necessary to maintain control.

DETRITUS

Detritus consists of mud, soil, grit, dust, gravel, small stones and old leaf or blossom fall that has broken down and fragmented, so it is no longer recognisable as such. Plastic and glass can also form detritus when they break down to very fine particles. If not swept away regularly, detritus can encourage weeds to grow, damaging road and paving surfaces, trapping litter and leading to a rapid deterioration of the environmental standards of an area.

General litter picking does not address the issue of detritus build up as it often needs to be dug out or mechanically swept. It is best done area by area as this has the best impact in terms of improved look and feel of an area.

FLYTIPPING

Fly tipping is the illegal deposit of waste on land contrary to Section 33(1)(a) of the Environmental Protection Act 1990. The types of waste fly tipped range from ‘black bag’ waste to large deposits of materials such as industrial waste, tyres, construction material and liquid waste. Fly tipping is a significant blight on local environments; a source of pollution; a potential danger to public health and hazard to wildlife. It also undermines legitimate waste businesses where unscrupulous operators undercut those operating within the law. In Exeter, the main type of fly-tipped waste is black bag and large household items.

Local councils and the Environment Agency (EA) both have a responsibility in respect of illegally deposited waste. Local councils deal with most cases of fly tipping on public land, whilst the EA investigates and enforces against the larger, more serious and organised illegal waste crimes.

There is a balance to be struck between rapid clearance and seeking evidence of the perpetrator for enforcement action: rapid clearance without evidence gathering may inadvertently reinforce the bad behaviour of fly-tipping.

HYPODERMIC NEEDLE WASTE

It is unfortunately the case that concentrations of discarded used and unused hypodermic syringes are found in the public arena such as parks, car-parks and public toilets. Drug users injecting themselves find difficulty in disposing of their needles safely, and may use only some of the needles obtained by them at needle-exchange facilities, discarding the remainder. Discarded hypodermic needles represent a public health risk and an unsavoury demonstration of anti-social/criminal behaviour that many members of the public find worrying; understandably, residents are very concerned when such activity is found near homes or in parks and places frequented by them.

The Council is piloting 3 ‘Sharp-Shute’ public needle disposal receptacles at Cowick and Blackboy Road toilets, and behind the bandstand at Northernhay Gardens. Further work with stakeholder agencies is ongoing to encourage safe disposal of needles.

Needle exchanges are a very successful public health measure of constraining the reservoir of blood borne diseases such as HIV and Hepatitis B in the general population.

LINKS TO WASTE MANAGEMENT

Exeter City Council has a legal duty to consider the ‘waste hierarchy’ when dealing with all collected waste. Around 80% of our litter bin waste is packaging, which could be processed for recycling at the Council’s own Materials Reclamation Facility. ‘Recycle on the Go’ facilities are a common feature of other urban and tourist areas and demonstrate the local

authority's commitment to recycling. Case studies from other urban local authorities demonstrate that, where properly introduced and operated, 'Recycle on the Go' facilities become self-funding within two years or less³.

LINKS TO CRIME AND DEPRIVATION

Areas of high deprivation tends to have a lower standard of local environmental quality⁴. This is particularly the case for litter in general and specifically cigarette butts and dog fouling.

Increasing litter levels also shows a pronounced correlation with increasing crime risk and the overall presence of crime is far greater on streets where litter, graffiti and fly-posting are present compared to those without these issues.

City Gateways are important as this can affect initial perceptions of the city, as is the state of the streets at night, because this could affect people's perceptions of safety and the ability of the city to grow its night-time economy.

Unwanted street scene use, such as rough sleeping, begging and drug and alcohol abuse, causes cleansing and management issues which detract from the efficiency and effectiveness of the overall service.

Key Clean Streets issues

- Most of the Council's street cleaning resources are used to clear litter and litter bins
- Litter is worst in the City Centre
- Detritus and graffiti can lead to a rapid deterioration in the look of an area
- Poorly presented and fly-tipped bagged trade and domestic waste is particularly problematic, often leading to strewn contents overnight
- Hypodermic needle waste presents a particular problem and heightened public concern.
- None of the waste collected from litter bins is currently recycled

³ <http://www.wrap.org.uk/content/recycle-go-england>

⁴ The Local Environmental Quality Survey of England 2013/14
<http://howcleanisengland.keepbritaintidy.org/report.pdf>

Stakeholders

The number of people and organisations with an interest in the state of Exeter's streets are many and varied. They include school children, students, residents, workers and visitors, retailers, tourist attractions and other businesses, schools, colleges and the University as well as specific organisations such as the Exeter Tidy Group, which runs campaigns for cleaner streets and celebrates the hard work of the staff every year, and Exeter's Business Improvement District, which invests in additional hotwash and rapid response services in the BID area. Community Associations and Residents Groups are also important bodies with an interest in improving their local environment, organising litter picks and entering award schemes such as Britain in Bloom.

CONSULTATION

Public consultation in 2014 gave the council a clear steer that a reduction in street cleaning services was acceptable. 1,635 people responded. 31% said city centre streets should be cleaned less often or when necessary to save money. 55% per cent said residential neighbourhoods should be cleaned less often or when necessary to save money and 52% per cent for outer retail areas. In all, 70% of people felt that the city centre should take priority over other areas.

DEMAND

Demand for clean streets is highly subjective and not all neighbourhoods require the same amount of cleaning resource. Some areas receive a disproportionately high amount of cleaning yet the standards remain relatively poor, yet others get very little cleaning while the standards are relatively high. The psychology of clean streets maintains that people will tend to keep a nice environment tidy but care less about more degraded environments.

Areas with a high percentage of take-away or fast food shops, often associated with the night-time economy, are target areas for our reactive teams. Examples are Sidwell Street, Fore Street, North Street and South Street, which are also the link streets between the city centre and the high volume car parks.

The majority of our reactive work is around dog fouling, graffiti and other one-off issues, such as burst waste bags or spillage.

COMPLAINTS

Customer complaints about dirty streets are rare in Exeter. Complaints arise when people's perception of the cleanliness of the area drops below a particular but undefined level. A

single event or series of events, such as graffiti or ripped household bin bags results in a complaint that is a useful trigger point but may be unrepresentative. Leaf fall can be problematic when combined with wet weather as streets become slippery very quickly. Where the environment degrades, complaints arise particularly if street sweepers are less visible, in times of staff sickness for example.

Key Stakeholder issues

- Streets should be cleaned less often or when necessary to save money
- City Centre streets should take priority over other areas
- Acceptable levels of cleanliness are subjective and influenced by the quality of the local area's overall environment

Resources

Staff and fleet are the biggest costs of running the street cleaning service.

STAFF

98 people are employed to undertake street cleaning and grounds maintenance on a demand-led basis across the city. While this resource is ultimately flexible and can be directed wherever it is required, street cleaning is undertaken by the lower graded staff as ground maintenance requires higher skill levels.

The frequency with which a street is cleaned depends on its use: Exeter City Centre has a high footfall and a continual presence is maintained with cleaning throughout the day. Medium intensity areas around the immediate periphery of the city centre, local shopping centres, and known hot spots are cleaned daily. Low intensity areas are primarily residential areas on the outer areas of the city, and industrial and retail estates where weekly and fortnightly litter clearance is standard. Mechanical sweeping frequencies reflect the same approach.

There are three area based teams – one in the city centre, one in the residential area to the north of the city centre and one in the residential area to the south. Around 16% of the staff have contracts that require them to work any 5 days in 7 and any 7.4 hours in 24. However, most staff work from 07.00 – 15.30, Monday to Friday. Consequently a skeleton cleansing service is provided at evenings and weekends from 07.00 to 20.00. Currently no services are provided overnight.

Around 49 people (60%) are normally directed at street cleaning, with the rest towards grounds maintenance. Of this 49 full-time-equivalent resource, around 36 people provide a manual daily litter pick and sweep service and emptying bins, working through their areas on routes designed to target high demand areas but also ensuring all the area is covered at least once within a 10 working day cycle. They are equipped with litter picks and brooms. Staff operate barrows and hand tools, or, for those with larger but lower demand areas, drive a van and utilise hand tools. These driving staff also collect the bag drops from the walking staff. One deep clean team also operates across the city's residential areas, reactively where necessary and on a schedule at other times. They are part-mechanised with leaf/litter blowers and part manual with shovels and brooms. Two reactive graffiti teams also operate across the city.

Only five people are engaged in mechanised cleaning activity, which includes mechanical street sweeping, hot wash and graffiti removal. The remaining four people clean the city's 23 public conveniences. An additional person is employed on behalf of Exeter BID to do specific cleaning activities in the BID area.

Volunteers assist the service from time to time with clean ups, community litter picks and "Friends of" Groups.

FLEET

Four mechanical sweepers of varying sizes are deployed throughout the year for road sweeping and some footpaths and are supplemented with one further large mechanical sweeper for 10 weeks during the autumn leaf fall period. A single small hotwash and sweep machine also operates and is mainly deployed in the city centre to remove staining caused by food and licensed retail outlets.

17 vans are used to get the staff and their equipment to site and collect the litter, leaves etc.

EQUIPMENT

A very limited amount of power tools are currently in use, including four air brooms, a pressure washer, a shredder/vacuum and a gum remover. Equipment is shared with the grounds maintenance staff where practicable.

SERVICE COSTS

In 2014/15, the Council spent a net £1.4M on clean streets, including £1.2M on staff, £230K on transport and £40K on supplies, with around £260K income from recharges and external contracts. Around 50% of the budget is spent on clearing litter and emptying bins. There is no budget allocated for enforcement or behaviour change initiatives.

SERVICE COST COMPARISON

Cost area	National average ⁵	Exeter
Staff	66.08 %	74%
Transport	21.15 %	14%
Central recharges	6.65 %	12%
Average cost per household	£32.13	£28.43
Budgets allocated to behaviour change	0.5%	0%

Exeter spends relatively more on staff and less on transport than the national average and the cost per household is lower, reflecting the compact high-density nature of the area in comparison to the national average.

⁵ Association for Public Service Excellence (APSE) *Street cleansing performance information on cost and service quality* 2013

Key Resources issues

- Exeter spends around £750,000 every year on clearing litter and emptying bins
- Only 10% of the staff are engaged in mechanised cleaning activity, with limited amount of power tools currently in use
- The cost of clean streets is less per household in Exeter than the national average
- There is limited resource directed at cleaning the city centre at weekends when the city is busiest
- No budget is allocated to behaviour change initiatives

Issues

PRODUCTIVITY AND MECHANISATION

Further mechanisation will deliver higher cleansing standards and the efficiencies derived from mechanisation should enable the service to maintain standards overall whilst funding the additional costs of mechanisation.

Pay upgrades to the Local Living Wage standard has resulted in the 43 staff at Grade 2 being paid the equivalent of Grade 3. By re-employing these staff at Grade 3 and providing training their improved skill sets would enable all staff to operate mechanical equipment, providing greater flexibility and efficiency.

Currently the four mechanical sweepers and the single street scrubber machine operate for 7 hours a day, five days a week. The current single scrubbing machine is exclusively deployed in the city centre and is not enough to keep the city centre looking good. Double-shifting these existing machines would provide a significantly greater resource for a relatively small additional cost for staff and consumables e.g. additional chemicals, scrubbing pads, fuel and water and wear & tear. From April 2016, one hot wash machine has been double-shifted using funding from Exeter BID. Two vans with hot pressure wash also undertake gum and graffiti removal where required. These are deemed sufficient at present but could be double shifted to respond to demand when required.

If schedules are re-worked to reduce the amount of programmed low-impact litter picking, the streets need to be cleaner. More resource needs to be placed into reactive and high impact cleaning to prevent complaints. It is estimated that five 2xFTE Deep Clean teams are required to clean the city to a good standard, with one team dedicated to the city centre. Instead of just hand tools, a combination of hand tools, mechanical equipment and the double-shifted mechanical sweepers would be used to clear litter quickly, enabling much more of the city to be covered and higher standards reached.

Even with demand being impacted by behaviour change, litter picking and pedestrian street cleaning would still be required but at a much lower level, except in the city centre where the current teams would be maintained. Teams in crew cab vans could use a combination of mechanised street vacuums and manual equipment. They would assess the whole area for demand hot spots initially whilst emptying the litter bins and then attend to the demand as necessary. Street vacuums would speed up the cleaning process significantly and reduce the degree of muscular/skeletal health and safety issues. There would be no need for the existing support team which collects the bagged rubbish and litter bin waste. As a result, existing proactive low-impact litter staff could be deployed into high impact and reactive cleaning. Further benefits may be derived in high footfall, high litter areas by installing Smart Bins, which compact waste to allow for much higher volumes and demand to be emptied only when full.

Recommended actions on productivity and mechanisation:

- **Use modern and effective mechanical sweeping equipment to complement traditional street sweeping methods**
- **Double shift existing mechanised sweepers and scrubbers where required**
- **Establish a Business Case to increase productivity through mechanisation**
- **Set standards for new and replacement streetscape which makes powered cleansing operations easier**
- **Assess the feasibility of installing smart bins in the city**

RESOURCING AGAINST DEMAND

We know that there is little active demand for street cleaning services and that the majority of our reactive work is around dog fouling, graffiti and other one-off issues, such as burst trade waste bags or spillage.

However, the majority of our resource is targeted at removing litter - street sweeping and emptying bins. Exeter spends around £750,000 every year on dealing with litter. We focus on the symptom – litter, dog fouling etc – and have a constant battle to contain the demand. Our current work programmes are still largely scheduled, with regular staff doing regular routes. Customers expect to see a street-sweeper so there is little scope for shifting resources without complaint unless standards are maintained.

In practice it is difficult to move away entirely from the scheduled routes because these staff are on foot and will not be aware of issues in their areas until they reach them or until they are highlighted by their supervisor or a member of the public. We must also be careful that the loudest voices do not disproportionately skew demand for reactive services.

However, we need to develop a legitimate and proportionate response to demand, further shifting our proactive low-impact cleaning into reactive high impact cleaning. To target our resources to meet the highest types of demand and impact – eg: dog fouling, graffiti - and at the right times - including weekends and evenings - we would need to reduce the frequency of low impact scheduled cleaning in low demand areas. To mitigate against complaints we would need to reward those communities by, for example, ensuring that any issues in these areas are attended to quickly, more frequent deep-cleaning, resourcing and supporting voluntary community activity and so on, building a new relationship with residents about where they live.

We also need to develop a simple way for people to report issues and their exact location direct to reactive frontline staff so that they can assess the priority and respond accordingly.

Recommended actions on demand and response:

- **Assess low demand areas and reduce programmed street cleaning services there**
- **Establish a Business Case to shift resources into reactive and deep clean activities**
- **Improve the incident reporting service and communication between residents and front line staff**
- **Implement and publicise our reactive services in low demand areas**
- **Target staff resources to meet highest demand, including weekends and evenings**
- **Develop a more strategic approach to the replacement and refurbishment of litter bins**

MANAGING DEMAND THROUGH BEHAVIOUR CHANGE

Prevention is better than cure. We need to focus on the cause of our dirty streets and actively manage the demand through a programme of education and enforcement. The Keep Britain Tidy group reports a significant shift in focus among local authorities and other land managers from cleansing to prevention by working with them through the Keep Britain Tidy Network to introduce innovative and cost-effective approaches to reduce littering.

Because we spend so much time dealing with litter, understanding why people litter and changing their behaviour should reduce the extent of littering and enable the council to direct further resources into reactive and deep clean services. Graffiti especially in the form of tagging also needs a concerted and multi-agency approach to reduce the attractiveness to the perpetrators.

In practice, most littering actions are habitual, rather than the result of a conscious decision. Frequently cited as causes of littering include:

- people's perception of space and the behaviour of others: if it is seen as clean and cared for littering is less likely
- the item in question, with some people more likely to litter items they think do not count as litter (such as an apple core), or that they wish to get rid of quickly.
- the inconvenience of using an available bin or taking waste home.
- Lack of peer or societal pressure

There are various ways to influence people's behaviour. The most obvious material factor in the context of litter is bin provision. Adequate provision of well serviced facilities can reduce the incidence of littering but littering still occurs in well provisioned areas, so they should not be considered the whole solution. In Exeter High Street, 20 litter bins were removed in 2013 with no adverse impact.

In Princesshay the clean streets and regular patrols act as a deterrent to littering. People are less likely to carry out littering and other anti-social behaviour if they think they are being watched and several campaigns are in use nationally. The Keep Britain Tidy "We're watching you" campaign uses signs featuring a pair of eyes that glow in the dark, to

reinforce the impression that if you let your dog foul in a public place then someone may be watching you. The signs were trialled by 17 local authorities in 2014 and resulted in an average 46% reduction in recorded dog fouling⁶. In Exeter, pavement stencils have been used effectively to reduce dog fouling in problem areas.



Similarly, the introduction of smoking zones, with their innovative design nudging smokers to do the right thing, can reduce cigarette littering by 89%. Many people who wouldn't litter other items do litter cigarettes. Cigarette butts are treated differently because they are small, on fire, smelly, often perceived as biodegradable and are frequently seen on the ground littered by others. Smokers emphasised that the poor provision of suitable bins was a major issue for them as they were unlikely to walk far in order to find one. Smoking zones are designed to congregate smokers in a small area using attractive and well-placed signage with prominent disposal facilities for cigarette butts to reduce littering, allowing people to smoke rather than a more conventional approach telling smokers where not to smoke. These work best in larger public spaces that are smoking hotspots, such as stations and outside shopping centres.

Other successful pilots include encouraging people to fill a litter bin for charity, which saw a significant reduction in litter on the streets and generated money for local charities – doing good by doing good – and a chewing gum poster campaign which saw a 47% reduction on chewing gum litter.

⁶ Keep Britain Tidy *Keeping an eye on it* 2014
http://www.keepbritaintidy.org/Documents/Files/KBT%20Network/11.%20Keeping%20an%20eye%20on%20it_Final%20report.pdf



One council launched a raffle in 2014 to give people who correctly disposed of their litter the chance to win Amazon vouchers. The free raffle tickets were handed out by the council's cleaning staff whenever they spotted people doing the right thing with their litter.

Clearly, there is a need to test ideas to distinguish between the gimmicks and those interventions which do influence behaviours positively.

Children can be a powerful influence upon their closest adults and not only contribute to our dirty streets now but soon grow up to be adults doing the same thing. We need our children to learn about and value the environment we all depend on, to understand the consequences of litter, dog fouling and graffiti in their streets and to get involved in practical activity that can make a difference locally. Working with schools is an effective way to tackle current local issues and change the behaviours of a whole generation.

Good enforcement to investigate and levy fines where appropriate was a major issue raised in redesign and remains valid. Councils have the power to issue Fixed Penalty Notices to people caught in the act to deal with environmental offences like littering, graffiti, dog fouling and fly-posting. CCTV can be used to provide evidence. Offenders can also be referred for prosecution. Fixed Penalty Notice money can be spent on functions relating to litter, dog control, graffiti and fly-posting. Community Protection Notices can also be used against individuals, businesses or organisations committing anti-social behaviour which spoils the community's quality of life of those in the locality, is of a persistent or continuing nature; and is unreasonable. A published enforcement strategy is required.

Enforcement can be surprisingly effective. One council increased levels of compliance and reduced levels of tolerance year on year so that the number of Fixed Penalty Notices fell to less than 20% of the original in four years and refuse bin litter levels increased compared to litter collection. Several councils are linking up with private security companies who trawl the streets to Fixed Penalty Notices and take a share of every fine, costing councils nothing.

In Exeter, there is no resource currently available to invest in changing people’s behaviour to drive down demand but there is evidence that nationally the proportion of local authority budgets spent on education and enforcement is rising.

Recommended actions on behaviour change:

- **Support and implement national campaigns**
- **Develop a concerted and multi-agency approach to graffiti**
- **Work with schools on programmes to reduce litter, dog fouling and graffiti**
- **Develop a business case for investment into education and enforcement to change behaviours**
- **Publish of an enforcement strategy to deal with litter, graffiti and dog fouling**
- **Consider the cost and benefit of installing cigarette bins in cigarette litter hotspots**

COMMUNITY ENGAGEMENT AND CITIZEN RESPONSIBILITY

Getting our communities to take pride in their area and become involved in improving and/or maintaining the quality their local environment is an obvious way to reduce demand on the street cleaning service. Effective community involvement coupled with results can bring about a change in attitude and a reduction in tolerance levels.



Community clean ups and litter picks are most common across the country and in Exeter there are regular events organised by the Scouts, Exeter University, Exeter’s Britain in Bloom groups and along the Exeter Ship Canal as well Community Associations and other voluntary groups. Many community groups that organise litter picks report subsequent reductions in litter volumes although there is always a risk that litterers are not reached and that there is not enough long-term momentum for behaviour change⁷. We are always pleased to support local communities in setting up their own sweeping or litter picking initiatives. This has included training litter champions in carrying out risk assessments together with how to

⁷ Eunomia *Litter Prevention Community Engagement: Options Summary Paper 2014*
<http://www.zerowastescotland.org.uk/sites/default/files/ZWS%20Community%20Litter%20Prevention%20Options%20Summary.pdf>

organise litter events and the provision of equipment packages (signs, cones, bags etc) and bagged litter collections. We also work with communities assessing areas of concern and looking at measures to resolve issues.

Some councils have gone further, identifying volunteer Street Champions to report problems in their neighbourhoods and act as environmental champions.

Incentives can be used to motivate those residents who may otherwise show limited or no interest in their local environment or to encourage ongoing participation. Non-financial incentives may include opportunities to learn new skills or access to social activities. As well as motivating individuals, incentives can also be used at a community level: for example the best performing neighbourhood in the city scheme could receive new play equipment. However, anecdotal evidence shows that the litter prevention benefits reduce dramatically once the incentive is removed so any incentive-based schemes need to be maintained over time.

Keep Britain Tidy's Litter Prevention Commitment engages businesses to raise awareness of the social, economic and environmental impact of litter, encourage responsible consumer behaviour to reduce the amount of litter dropped and to take positive action to tackle littering. Several well-known brands with retail outlets in Exeter, such as Costa Coffee, Domino's Pizza, KFC, McDonalds and Waitrose have signed up to the commitment and some are already engaged with initiatives through the Exeter Tidy Group.

Recommended actions on community engagement and citizen responsibility:

- **Work with local community associations to encourage regular community litter picks in high demand areas**
- **Consider identifying volunteer Street Champions to report problems in their neighbourhoods and act as environmental champions**
- **Work with our local businesses that have signed up to the Keep Britain Tidy's Litter Prevention Commitment to tackle litter in the city centre**

Performance Measures

The effectiveness of any strategic approach can only be judged by collecting data on a range of measures. Since the requirement to report on BVPI 199 was removed in 2010, the council has not collected data on how clean its streets are. If we are to meet our strategic objectives of improving city centre standards and maintaining standards elsewhere, some form of clean streets performance measures need to be reintroduced.

Councils use a range of performance systems and only 8% of councils have no system at all. Most use nationally developed systems, such as the Local Environmental Audit and Management System (LEAMS) or Keep Britain Tidy's Local Environmental Quality (LEQS) or APSE's LAMS. Some use locally developed systems and some rely purely on residents' perceptions. Most councils use their own staff to carry out their surveys, while some use resident champions and elected members. Each has benefits and disadvantages in terms of cost and ease of operation, subjectivity and the ability to compare performance with other areas.

From a standing start, we have decided that baseline data will be collected and a simple system put in place immediately in order to report the following key strategic indicators to the Council:

1. % city centre sites scoring A or above
2. % other sites scoring B or above

Over the next 12 months, existing national performance measurement and reporting systems will be reviewed to assess the costs and benefits of collecting nationally comparative data.

In addition, the following indicators will also be developed:

3. % staff sickness absence
4. Number of fixed penalty notices issued
5. Satisfaction with clean streets

Response standards will remain the same:

Graffiti: Obscene/racist graffiti within 24 hours of report, remaining within 1 week

Needles, glass, faeces or vomit: within 2 hours of report (between 07:30 and 18:00)

All the above categories have classifications of acceptable standards in line with the old National Indicator NI 195. Photographs give a benchmark of the four levels (A – D) and we expect 80% of streets to be in B or above. City Centre streets will be required to be an A for

80% of the time. Timeframes in which a street needs to be returned to an A or B after inspection are:-

- City Centre – within the hour.
- Residential – within 24 working hours.

Action Plan

1. MECHANISATION

CLEAN STREETS ACTION	LEAD	DATE
Establish a Business Case to increase productivity through mechanisation and shift resources into reactive and deep clean activities	Sarah Ward	Dec 2016
Assess the feasibility of installing smart bins in the City	Paul Faulkner	Mar 2017
Implement the Business Case to increase mechanised litter collection and shift resources into reactive and deep clean activities	Paul Faulkner	April 2017
Double shift existing mechanised sweepers and scrubbers where required	Louise Harvey	June 2017
Set standards for new and replacement streetscape which makes powered cleansing operations easier	City Development	Sept 2017

2. DEMAND AND RESPONSE

CLEAN STREETS ACTION	LEAD	DATE
Assess low demand areas and reduce programmed street sweeping services in these areas	Louise Harvey	April 2017
Target staff resources to meet highest demand, including weekends and evenings	Louise Harvey	April 2017
Improve the incident reporting service and communication between residents and frontline staff	Paul Faulkner	April 2018
Investigate contractual or other obligations for businesses including take-aways and licenced premises to keep their exterior areas clean or to mitigate the impact of their products and customers on the state of the streets.	Paul Faulkner	April 2017
Shift resources from street sweeping into reactive and deep clean activities	Louise Harvey	June 2017
Implement and publicise our reactive services in low demand areas	Louise Harvey	June 2017
Improve the incident reporting service and communication between residents and frontline staff	Paul Faulkner	April 2018

3. BEHAVIOUR CHANGE, COMMUNITY ENGAGEMENT AND CITIZEN RESPONSIBILITY

CLEAN STREETS ACTION	LEAD	DATE
Support and implement national campaigns	Louise Harvey	ongoing
Work with schools on programmes to reduce litter, dog fouling and graffiti	Louise Harvey	ongoing
Work with local community associations to undertake sustained regular community litter picks in high demand areas	Paul Faulkner	ongoing
Work with those local businesses that have signed up to the Keep Britain Tidy Litter Prevention Commitment to tackle litter in the City Centre	Louise Harvey	ongoing
Work with local businesses and private waste collectors to improve their waste management, using enforcement for non-compliance where appropriate	Robert Norley	ongoing
Ensure an enforcement strategy is in place to deal with litter, graffiti and dog fouling	Steve Carnell	Dec 2016
Develop a business case for investment into education and enforcement	Sarah Ward	March 2017
Consider the cost and benefit of installing cigarette bins in cigarette litter hotspots	Paul Faulkner	March 2017
Review the Sharp-Shute pilot for needle disposal, and consider expanding provision alongside other work to promote safe disposal of hypodermic needles.	Robert Norley	March 2017
Develop a business case to install “Recycle on the Go” litter bins in the city	Simon Hill	Sept 17
Consider identifying volunteer Street Champions to report problems in their neighbourhoods	Paul Faulkner	March 2018

4. SYSTEMS

CLEAN STREETS ACTION	LEAD	DATE
To introduce performance standards A-D for litter, detritus and weed growth	Paul Faulkner	Oct 2016
To collect baseline performance data	Louise Harvey	Oct 2016

To establish a routine performance reporting system to feed the key strategic indicators into SMT	Louise Harvey	Nov 2016
To review existing national performance measurement and reporting systems and assess the benefits of collecting nationally comparative data	Paul Faulkner	Nov 2017
To introduce further performance measures around staff absence, fixed penalty notices and residents' satisfaction	Paul Faulkner	Nov 2017