



To: Executive Councillor for Environment, Waste and Public Health

Report by: Jas Lally Head of Refuse and Environment
Adrian Ash Interim Head for Streets and Open Spaces

Relevant Scrutiny Committee: Environment Scrutiny Committee

Wards affected: All

New Environmental Priorities (Efficiency, Education/Engagement and Enforcement)

1. Executive Summary

- 1.1 It is felt that Streets and Open Spaces is overdue for a review which would help performance and equip the service for the evolving future. Part of this review will incorporate the new environmental priorities identified in the Cambridge City Council Annual Statement, whereby the focuss will be on Education, Engagement and Enforcement.
- 1.2 In Refuse and Environment there are also important changes identified within the Annual Statement which include the re-introduction of the Pest Control Team and bulky waste days.

2. Recommendations

The Executive Councillor is recommended:

- To proceed with the recruitment of the Enforcement Officers and increase the Dog Warden role to a full time equivalent.
- To implement the changes and environmental priorities identified within the Annual Statement and this report
- To request Officers to continue to investigate improved methods of Efficiency, Engagement, Education and Enforcement

3. Background

- 3.1 The methodology of how the Street Cleansing Operation has been carried out has evolved overtime. It has had to adapt to various changes including, legislation and regulation, sunday trading, increased nighttime economy, fast food outlets, anti social behaviour, as well as associated litter issues which have increased since the introduction of the smoking ban in pubs and eating establishments.
- 3.2 Under the Environmental Protection Act 1990 and the Clean Neighbourhoods Act 2005 the Council as the statutory litter authority is responsible for the cleanliness of the City of Cambridge including the following operations;
- Litter Collection
 - Street Sweeping
 - Pavement Sweeping
 - Litter bin provision and emptying
 - Recycling bin provision and emptying
 - Dog bin provision and emptying
 - Graffiti removal
 - Fly tipping removal
 - Fly posting removal
 - Litter awareness and promotion
 - Enforcement

4. Future Service

- 4.1 Within Street and Open Spaces there is a general consensus that we all need to be flexible and able to adapt to change so that we can make the most of new opportunities. We need to stay focused on meeting our customers' needs in the most efficient way and being innovative and open to new ideas and methods of working.
- 4.2 This means we need to look very carefully at what we can and what we do provide and make sure we are focused on what makes the most difference to the City and our residents.
- 4.3 As part of this process and in line with the Councils Annual Statement, Streets and Open Spaces will be introducing new environmental priorities, initiatives and measures that will improve the efficiency and delivery of street cleansing.

- 4.4 However this can only be achieved by the support and engagement of the whole Council and the local community, to minimise the amount of litter produced, and enforcement, to take the appropriate action against those who fail to support a cleaner environment.
- 4.5 By bringing these three elements of change together;
- Efficiency – Flexible operations, focussed allocation of resources
 - Engagement – Whole Council and Community Engagement
 - Enforcement – Effective sanction and action

With a common understanding throughout the Council and the wider community efficiencies and improvements to service will be delivered.

Efficiency

Overcoming Impediments to Service Delivery

- 4.5 A review is being undertaken of the current cleansing strategy and will be amended so that it reflects, the appropriateness of the mix of techniques and cleansing technologies being applied in relation to the physical characteristics and patterns of activities throughout the City and encompasses the following;

Effective use of Equipment:

- Manual Sweeping
- Litter Picking
- Mechanical Sweeping

Timing of Service Delivery

- 4.7 Using the most suitable method at the optimum time (between 50% - 80% of urban highways and footways are typically obstructed by parked vehicles, street furniture and other objects)
- 4.8 Due to a culture of primarily fixed hours of working we tend to miss out on exploiting the potential for high quality, cost effective cleansing by timing our operations to take place when areas are free of traffic and other activities.

4.9 We need to take “Windows of Opportunity” to maximise the delivery of the operational services to the benefit of the residents.

Skill and Diligence of Operatives

4.10 To not only ensure that the quality and quantity of cleansing is being maximised, but also that tactical response to changing circumstances are optimised (Rapid Response Team, City Rangers)

Service Development

4.11 Systematic monitoring

4.12 Existing monitoring systems are partial and in some cases hard to verify. When applied to service management, the data can distort the allocation of resources, and lead either to over-optimistic or unduly pessimistic conclusions about service performance.

4.13 The introduction of an effective **performance monitoring system** when applied to all street cleansing activities should;

- Provide a cost effective service as it would enable the allocation of resources to where they can be best used
- Provide a database on service performance
- A tool that enables service improvement through the analysis of the data
- Provide evidence that would stand up to scrutiny
- Reflect customer interest

4.14 As a result of technological advances future electronic collection of information via global positioning, global information and optimisation systems will assist with the monitoring of data and used to plot and analyse data on a spatial basis.

4.15 This monitoring process will be investigated further but it is hoped that round optimisation can be used in the same way as it has been implemented within the Refuse and Environment Service. The use of information technology could further improve on site communication, response times and storage of data.

Adapting Services to Social and Economic Change

- 4.16 Understanding the varying demands of the different parts of the City and realising that a “One size fits all” approach does not necessarily work, within a City where there are varying challenges.
- 4.17 An all encompassing operation will remain but will be supplemented by the introduction of a **cleaner Cambridge ward blitzes campaign** – Utilising the City Rangers, the Rapid Response team, Public Realm Enforcement and the Street Cleaning Team in high visibility ward cleaning and enforcement ward blitzes. (Litter, dog fouling, graffiti removal, leaf collection, gum removal)
- 4.18 The introduction of additional Public Realm Enforcement Officers (3) will provide additional flexibility and robustness to the service.
- 4.19 **Anti-Dog Fouling Campaigns** – these will occur alongside the ward blitzes but also at other times in areas where dog fouling is creating a real hazard. An additional resource is to be sought to assist with the increased publicity, campaigning, education and enforcement.
- 4.20 **Tackling Cigarette Litter** – There will be a proactive approach to cleaning up cigarette ends by providing and distributing portable ashtrays where appropriate

Staff Training and Motivation

- 4.21 Provision of appropriate training when significant alterations in service structures, improvement processes and methods are introduced.
- 4.22 Changes to the methods of working are to be introduced that will assist service delivery and service development but all will be able to measure the success of the changes.

Permanent staff

- Increased skills through training
- Workshops and information sharing sessions
- Monitoring of performance
- Improved team ethos

Agency Staff

- Although agency staff can be an invaluable resource the aim will be to reduce reliance on agency staff where possible. So ownership of issues lie with our own staff so they are responsible and accountable.

Engagement / Education

4.23 The appropriate method of engagement is still to be finalised but effective co-ordination can be achieved through partnership and cross departmental working which will enable the application of resources in the most cost effective way. The intention is to improve community engagement by organising clean-up campaigns with community groups. In addition work will where possible be carried out with other council services and outside agencies to deal with an even wider range of environmental problems e.g. working with Area Committees, Friends Groups, Organisations, Cambridge Bid and other 3rd Sector Providers to ensure the City is clean and will encompass the following;

- To understand the concerns and suggestions of all sections of the community for improving their areas
- To develop street improvement measures which have strong community support
- To ensure councillors champion community engagement in their wards
- To develop and strengthen relationships within and between the community and the Council

Preventative Measures

4.24 Other methods will be enhanced to improve delivery

- Monitoring data
- Random inspections
- Customer feedback
- Staff feedback
- Trial changes to frequencies to assess impact

4.25 Streets and Open Spaces have worked with schools and colleges, and do have an ongoing programme of education to make our children aware of their responsibilities and the laws regarding litter and environmental protection. However this area of work will be expanded to include;

- Carrying out educational programmes in other schools, colleges, language schools
- Targeted communication
- “Investigatory walks”
- Forums / workshops
- “Door knocking”

4.26 A fundamental annual review will be introduced that will measure whether the service has delivered the expected results in the most efficient way. This should ensures that the street sweeping delivery remains fluid and responsive.

Pest Control

4.27 The re-introduction of the pest control team will not only carry the responsive elements of its work as it had been doing, but will now be used in a more pro-active manner by keeping the Council's land, parks and buildings pest free at low cost.

4.28 The pest control team will be provided with adequate time to conduct regular preventative treatments and be responsible for deciding appropriate treatment locations, with a record of relevant pro-active works included in 'ward blitz' reports at Area Committees.

Enforcement

4.29 Dropping litter, daubing a wall with graffiti, pasting up an illegal advert and not clearing up after your dog has fouled are just a few examples of environmental crime which continue to blight our communities.

4.30 Enforcement is a fundamental part of improving the local environment and should be used alongside a programme of engagement and education. Raising awareness and consistently applying enforcement measures is central to maintaining Local Environmental Quality Standards.

- 4.31 With an increased **Public Realm Enforcement Team** (3 to 6 officers), we will carry out more regular high visible patrols, engaging and educating those that cause nuisance for others and implement enforcement measures when required. These fixed penalty notices will assist in tackling environmental crime and anti-social behaviour and will hopefully send a powerful message to the minority who persist in damaging the local environment.
- 4.32 Information will be collated from various sources, members, area committees, public, which should provide for an intelligence led, targeted enforcement programme
- 4.33 Any enforcement regime must work and be seen to work to achieve a common aim – to change the attitudes and behaviours of people over the long term.

Restorative Justice and Practices

- 4.34 However other options will be explored to see if they are feasible and have value by changing the behaviours and attitudes of individuals. Within the Council's Safer Communities it is understood that work has been carried out on restorative justice and it is hoped that Streets and Open Spaces can utilise the experience and knowledge already gained within that section.
- 4.35 Restorative justice can be viewed as largely re-active, consisting of a formal or informal response to environmental crime after the wrongdoing has occurred.
- e.g. an individual drops litter but rather than the issuing of an FPN they opt to carryout a supervised community service – picking up of litter
- 4.36 Restorative practices also includes the use of informal and formal processes that precede wrongdoing, those that proactively build relationships and a sense of community to prevent conflict and wrongdoing.

4.37 It is hoped that (as identified in Education and Engagement) with increased relationship and community involvement that the use of restorative practices might help;

- Reduce environmental crime
- Improve human behavior and attitudes
- Strengthen society
- Restore relationships
- Reduce environmental harm

4. Implications

(a) Financial Implications

Funding has been identified and is waiting approval

(b) Staffing Implications (if not covered in Consultations Section)

Increase in staff Resources

3 FTE - Enforcement Officers

0.5 FTE - Dog Warden

Re-introduction of the Pest Control Team

(c) Equality and Poverty Implications

An EQIA has been undertaken. The quality of the local environment and particular standards of street cleansing are increasingly used as a barometer that the public use to judge how well an area is being managed and its suitability as a place to live, work or visit.

(d) Environmental Implications

Clean Streets and Open Spaces are a key priority for the Council. The service that is provided does need to be flexible so that it can adapt and adjust to changes in the environment and social needs. The management of the environment does have a significant impact on how the Council as a whole is viewed by residents and visitors to the area.

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(e) **Procurement**

No Issues to report

(f) **Consultation and communication**

The introduction of the new environmental priorities should provide increased opportunities for consultation and communication between all interested parties.

The Councils Code of best practice on consultation and community engagement will be utilised when appropriate and necessary

As part of the initiatives and of raising the profile of reducing environmental crime a number of communication measures will be used which may include news releases, Cambridge Matters, content on the council's website, Twitter or Facebook

(g) **Community Safety**

The introduction of the new environmental priorities will have a positive effect on community safety.

5. Background papers

An Equality Impact Assessment has been undertaken and is included in the background papers

6. Appendices

Clean Neighbourhoods and Environment Act - Outline of Measures
Overview of Actions

7. Inspection of papers

To inspect the background papers or if you have a query on the report please contact:

Author's Name: Adrian Ash
Author's Phone Number: 01223 - 458201
Author's Email: adrian.ash@cambridge.gov.uk

Appendix 1

Clean Neighbourhoods and Environment Act - Outline of Measures

The Act:

Fixed Penalty Notices (Fines)

- Makes greater use of fixed penalties as an alternative to prosecution, in most cases giving local authorities the flexibility to set their own rates;
- Gives parish councils the power to issue fixed penalties for litter, graffiti, fly posting and dog offences;

Nuisance and Abandoned Vehicles

- Gives local authorities the power to remove abandoned cars from the streets immediately
- Creates two new offences to help local authorities deal with nuisance parking: offering for sale two or more vehicles, or repairing a vehicle, on the road as part of a business

Litter

- Makes it an offence to drop litter anywhere, including private land and rivers, ponds and lakes
- Gives local authorities new powers (litter clearing notices) to require businesses and individuals to clear litter from their land
- Strengthens existing powers for local authorities to require local businesses to help clear up litter they generate (street litter control notices)
- Enables local authorities to restrict the distribution of flyers, hand-outs and pamphlets that can end up as litter
- Confirms that cigarette butts and discarded chewing gum are litter

Graffiti and fly-posting

- Extends graffiti removal notices (as introduced by the Anti-social Behaviour Act 2003) to include fly-posting
- Improves local authorities powers to tackle the sale of spray paints to children
- Strengthens the legislation to make it harder for beneficiaries of fly posting to evade prosecution

- Enables local authorities to recover the costs of removing illegal posters

Waste

- Amends provisions for dealing with fly-tipping by;
 - removing the defence of acting under employer's instructions
 - increasing the penalties
 - enabling local authorities and the Environment Agency to recover their investigation
- and clear-up costs
 - Extending provisions on clear up to the landowner in the absence of the occupier
 - Gives local authorities and the Environment Agency the power to issue fixed penalty notices (and, in the case of local authorities, to keep the receipts from such penalties)
 - to businesses that fail to produce waste transfer notes
 - to waste carriers that fail to produce their registration details or evidence they do not need to be registered
 - for waste left out on the streets (local authority only)

Dogs

- Replaces dog byelaws with a new, simplified system which will enable local authorities and parish councils to deal with fouling by dogs, ban dogs from designated areas,
- require dogs to be kept on a lead and restrict the number of dogs that can be walked by one person.
- Gives local authorities, rather than police, sole responsibility for stray dogs.

Miscellaneous

- Enables local authorities to recover the costs of dealing with abandoned shopping trolleys from their owners

The Act provides local authorities with more effective powers to tackle poor environmental quality and anti-social behaviour. In particular the Act includes sections on nuisance and abandoned vehicles, litter, graffiti, waste, noise and dogs. Many of the new provisions relate to powers not duties. Councils need to decide which powers they will use

Overview of Actions

Issue	Action	Measure
Efficiency / Operations		
Cultural Change – Schedules of work that restrict ability of service to be flexible and responsive	<p>Toolbox talks</p> <p>Schedules are to be used as guidance. Initiative and judgement to be used to adjust frequency of cleaning where necessary</p> <p>Additional training</p>	A more proactive service across the City
Enhanced partnership working with others that can influence the image of the public realm	Consider offering a chargeable service to clean up private land where capacity allows	<p>Efficient use of Resources</p> <p>The quality of land outside our direct control</p>
Cleaning, landscaping, grass cutting – synchronising work / sharing service	Dependent on resources and agency arrangement.	<p>Greater understanding of expectations</p> <p>Defined service standards</p> <p>More efficient use of resources</p>
Review of key areas - Maintenance of assets –	To ensure cleansing, litter management and enforcement	Intelligence led cleansing and enforcement

Issue	Action	Measure
Community Engagement and Education		
Improved Community engagements – “Information Gathering Walks”	Encourage open discussion with community groups / Members	Reduced complaints / enquiries Targeted responses
Community engagement with forums, community groups, schools to facilitate joint clear up operations / litter picks	Promote existing offering	Improved Public realm. Reduced complaints / Enquiries Volume of recycling / waste collected Highlight “Green” & “Clean”
Encourage businesses to take responsibility for litter around their premises	Responsible retailer agreements	No of partners working with us Improvement in cleanliness of streets
Publicise the operational and enforcement work that is undertaken	Promotion of the message	Improvement in public satisfaction scores

Issue	Action	Measure
Enforcement		
Enforcement	Ensure enforcement team has the capacity to deliver improvement	Capacity to deliver behaviour change initiatives
Increase publicity of enforcement work	<p>Press releases / e-bulletins/ website information</p> <p>Introduction of signs/ boards at target locations detailing fixed penalty offences and previous success in the areas</p>	<p>Residents awareness or perception of enforcement activity gauged through forums / panels resident groups</p> <p>Data about penalties issued</p>
Litter around business premises / fast food establishments / pubs	Targeted approaches to businesses where there is an on-going demonstrable problem	<p>Reduced litter around businesses</p> <p>Number of retailer agreements</p> <p>Delivery of project with evidence that quantities of litter has reduced at target locations</p> <p>Additional enforcement capacity should facilitate increased enforcement activity and opportunity to engage with businesses</p>
Improved community intelligence	Enforcement officers to hold surgeries, conduct door knocking campaign	Number of referrals and resultant positive actions

Issue	Action	Measure
Enforcement (Cont)		
Working with Police / PCSO's	<p>Evolving ad hoc arrangements to be more formulised to ensure tasks are beneficial and co-ordinated with partners</p> <p>Enforcement of dog control notices</p>	<p>Positive outcomes from joint working</p> <p>Advice and Enforcement applied</p>
Enforcement at peak times	Change in patterns of work	Enforcement officers undertaking targeted patrols - Out of normal hours and weekends