



APPENDIX  
Broxtowe  
Borough  
COUNCIL

# **Broxtowe Borough Council**

## **Litter Strategy**

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## 1. INTRODUCTION

Litter is a longstanding environmental challenge nationally as well as for Broxtowe Borough Council. It damages important habitats, impacts the unique landscape and people's experience of it and takes significant resource to clear up. For these reasons Broxtowe Borough Council are committed to reducing litter.

As outlined in the corporate plan the Council's aim is to '**Protect the environment for the future**'.

This will be achieved by:

- Developing plans to reduce our carbon emissions to net zero and start implementing them.
- Investing in our parks and open spaces.
- Increasing recycling and composting.

In 2019 the Council demonstrated its commitment to improving the environment by declaring a Climate Change emergency. Work Strands have been developed under the strategic format of the Green Futures Programme which address and outline measures to reduce our impact on the environment and encourage sustainable behaviour. Including responsible waste management and reducing litter.

Minimising the amount of resources, energy and materials required to produce things in the first place has obvious climate benefit, which not only counts toward ending Broxtowe's contribution to climate change, but it also effectively limits the amount of waste that may end up as litter.

### 1.1 What litter is generated in the Borough of Broxtowe

Waste is usually defined by its source. For example, waste from domestic properties is termed as 'household waste' and that arising from businesses would be 'commercial' or 'industrial waste'. Litter is classed as household waste. Figure 1 illustrates the main sources of litter in the Borough and the parties that manage the waste.

**Figure 1: Litter arising in Broxtowe**

<u>Waste Type</u>		<u>Managed by</u>
Litter	→	Broxtowe Borough Council on adopted land and Council owned land
Litter	→	Private Contractors and land owners on private land

## **2. SCOPE OF THE LITTER STRATEGY**

### **2.1 What is the focus of this Litter Strategy**

Local Authorities have duties and responsibilities to manage municipal waste arising in their area. The relevant legislation and its affects are described in section 4. Municipal waste in this context is an umbrella term used to describe waste collected by, or on behalf of, Broxtowe Borough Council. This mostly comprises of waste and recycling arising from households (household waste) but also includes other waste streams such as fly tipped waste, waste from litter and dog bins and street sweepings. The management of litter collected from the adopted highway and the Councils Parks and Open Spaces are the primary focus of the Litter Strategy.

The Council's Waste Strategy is the main strategy which sets out the strategic approach for delivery of the waste and recycling services. However, the main focus in that strategy is the kerbside waste and recycling collections services.

This Litter Strategy will be the sister document to the main Waste Strategy and will provide the strategic direction for how the Council deals with litter and littering. The document is dynamic and will be updated accordingly in line with any changes to legislation or working practices.

### **2.2 The need for partnership working**

Litter and waste are not issues that we can tackle alone. Whilst this plan outlines the work of Broxtowe Borough Council we will also require partners to join us in making our long term vision a reality.

Started in 2018, the Clean and Green initiative has promoted and facilitated community events aimed at improving the environment including litter picks. This will be a key driving force in the future. Volunteers are incredibly passionate about preventing litter and we will work with them to increase the opportunities available to support our vision of reducing litter.

We will equip our volunteers with the training, skills and the equipment they need not only to take part in litter picks but also to act as our front line litter prevention ambassadors, sharing our ambitions with the wider public.

We will take this approach and ensure that we have educational resources available to give detailed and hands on understanding of the impact of litter and the need to reduce waste as part of our response to the climate emergency, promoting local pride and keeping the Borough clean.

### 3. VISION, PRIORITY, OBJECTIVES AND AIMS

The Corporate Plan 2020-2024 sets out the Council's vision and priorities. This Litter Strategy will define the intended 'direction of travel' for addressing litter in order to achieve the corporate Vision, Priority and Objectives relating to the Environment.

#### 3.1 Vision

The Council's vision for Broxtowe is:

*'A greener, safer, healthier Borough, where everyone prospers'*

#### 3.2 Environment Priority

The Council's Priority for Environment is:

*'Protecting the environment for the future'*

#### 3.3 Environment Objectives

In order to achieve this priority there are three main aims as shown below.

- Develop plans to reduce our carbon emissions to net zero and start implementing them.
- Invest in our parks and open spaces.
- Increase recycling and composting.

#### 3.4 Aims

The aims shown in table 1 have been created to facilitate the achievement of the Corporate Vision, Priority and Objectives. The aims will be achieved through the implementation of the measures detailed later in **appendix 1**.

**Table 1: Aims to facilitate achievement of Corporate Vision, Priority and Objective**

Aim 1	Set in place initiatives to reduce the amount of litter in the Broxtowe
Aim 2	Increase stakeholder participation in Community Clean Team events
Aim 3	Raise awareness of waste and litter to encourage behaviour change
Aim 4	Support existing and actively explore new partnership working arrangements in pursuit of a community pride and a cleaner Borough
Aim 5	Educate all the Borough residents including undertaking school and group presentations.

## 4. LEGISLATION AND POLICY CONTEXT

### 4.1 Legislation governing litter

The key pieces of legislation that direct the Councils functions with regards litter have been summarised below:

#### Environmental Protection Act 1990

This act does not set out targets but is the main piece of legislation for identifying roles and responsibilities with regards to managing household, commercial and industrial waste. This piece of legislation outlines that:

- Districts Councils are classed as Principal Litter Authorities and have a legal responsibility and duty to keep relevant land free from litter
- A person is guilty of an offence for dropping litter and can be issued with a Fixed Penalty Notice

#### Anti-social Behaviour, Crime and Policing Act 2014

This permits an authorised person to issue a Community Protection Warning and/or Community Protection Notice if satisfied on reasonable grounds that:

- The conduct of the individual or body is having a detrimental effect, of a persistent or continuing nature, on the quality of life of those in the locality, and
- The conduct is unreasonable

Community Protection Warning and/or Community Protection Notice can be issued on land owners where land is not kept free from litter and waste

### Litter Strategy for England 2017

In 2017 the Government published its National Litter Strategy. The strategy compliments the Governments 25 Year Environment Plan and outlines broad measures which are needed in support of behaviour change and reducing litter. The strategy identifies that:

- Street cleaning cost local government £778m in 2015/16. A significant portion of this will have been avoidable litter clear-up and the money could have been better spent on vital public services
- The National Crime Survey has found that 28-30% of people perceive “litter and rubbish lying around” to be a problem in their area
- 81% of people are angry and frustrated by the amount of litter lying all over the country
- In 2016 the RSPCA received over 5,000 phone calls about litter-related incidents affecting animals

## **4.2 Climate Change**

The Council is committed to addressing environmental issues and in 2019 declared a climate change emergency. The creation and adoption of the Green Futures Programme draws together multiple work strands all with the target of reducing the Council's impact on the environment.

Reducing waste, including litter, is a key part of reducing the impact on the environment. To effectively address litter, as a society, we must prevent it before it has entered our environment. Whilst we will continue to reactively clean up litter, this strategy outlines Broxtowe Borough Council's approach to breaking the cycle of littering through prevention. In addition to being a standalone issue, litter is inextricably linked with waste reduction and by extension to our collective response to the global climate emergency.

A significant proportion of litter that is collected could be reused or recycled. Instead, items are simply discarded in a litter bin or on the ground. However, the motivation to ensure items are recycled could shortly be mandated with the introduction of the Environment Bill. It is anticipated that through this Bill a Deposit Return Scheme will be implemented across the Country with rewards offered in return for delivering items, such as plastic bottles or cans, to dedicated collection points. This piece of legislation has the potential to positively affect behaviour change, promote the circular economy for waste items, reduce the amount of litter discarded and have a positive impact on climate change.

## **4.3 Related Links**

<https://www.legislation.gov.uk/ukpga/1990/43/contents> Environmental Protection Act 1990

<https://www.gov.uk/government/publications/litter-strategy-for-england> Litter Strategy for England 2017

<https://www.gov.uk/government/publications/litter-strategy-for-england> Anti-social Behaviour, Crime and Policing Act 2014

## 5. CURRENT SERVICES

### 5.1 Broxtowe Profile

In 2021 the profile of the Borough of Broxtowe is:

- Population: **114,003**
- Parks and Open Spaces: **50**
- Area covered: **81.08** square kilometres
- Total Bins: Litter Bins 1103, Dog Bins 292, Recycling Bins 14

### 5.2 Operations

The Council provides a street cleansing service whose services covers the adopted highways within the Borough and the Council's Parks and Open Spaces. The service profile is shown below:

- 2 channel street sweepers
- 2 pavement sweepers
- 5 Street cleansing teams consisting of 2-3 per team
- 3 Town Centre Attendants

The teams are area based with dedicated teams being in Beeston, Eastwood, Kimberley and Stapleford (this includes the surrounding areas to the main town centres). There is also a dedicated parks cleansing team who solely concentrate on the Council's Parks and Open Spaces. For the sweeping operations, the Borough is split into North and South with the sweeping team being allocated their area.

The purpose of area allocation is that this allows employees to become familiar with their area enabling them to deploy their time and efforts to where it is most needed.

In addition to the above there are three Town Centre Attendants that are based in Beeston, Eastwood and Stapleford. This is a dual purpose role with duties being split between litter picking and keeping the town centres clean, and, cleaning of the public conveniences. There is no Town Centre Attendant in Kimberley due to the general lower foot fall and the significant proportion of the town centre area being private land.

Each town centre is cleansed at least once a day, 6 days a week.

### 5.3 Bin Infrastructure

The current total number of dog and litter bins in the Borough is 1409. This number typically increases each year for example, the total number of bins in 2015/16 being 1102. Bins are emptied in accordance with their usage and positioned in strategic locations in accordance with the potential for litter to be produced. Strategic locations include:

- Bus Stops and transport hubs
- Schools routes
- Near to educational establishments

- Near to night time economy venues
- Town Centres
- Parks and Open Spaces

At the moment there is no uniformity with regards the style of bin throughout the Borough. This is particularly evident within the town centres where different bins have been installed as part of town centre redevelopments. Examples of the types of bin currently in use are shown in **appendix 2**.

Historically there has also been a preference to have separate red bins for dog waste and black bins for general litter waste. However, this approach is now being phased out with all new bins and replacement bins being a black dual purpose bin able to accept both dog waste and general litter.

In addition to bins for dog and litter waste there are also 14 recycling bins at strategic locations throughout the Borough. These bins are designed to accept the recyclables which are collected through the kerbside co-mingled scheme.

The materials collected are combined with the materials collected from the domestic kerbside collections and sorted into the different recyclables at the Materials Recovery Facility in Mansfield. It should be noted that contamination with the wrong items is a particular issue with regards the materials collected from the recycling litter bins. Examples of the recycling bins in the Borough are shown in **appendix 3**.

#### **5.4 Tonnages**

The amount of litter collected by the street cleansing teams is shown in table 2 below. The litter is collected either directly from emptying litterbins or from litter picking in the Borough.

**Table 2: Litter tonnages**

Year	Tonnage of litter collected
2020/21	831
2019/20	724
2018/19	688
2017/18	676
2016/17	599

As is evident there has been a gradual increase in the amount of litter collected. Whilst this may be perceived as a negative there is the potential that this may mean that people are being more responsible and using the litter and dog bins provided. In 2020/21 COVID-19 has been a factor that has resulted in an increase in the amount collected, especially on the Borough's Parks and Open Spaces, where the value of these spaces has been recognised during this period.

The litter collected through our operations is taken to the Eastcroft Energy from Waste incinerator in Nottingham where the waste is used to produce heating for local properties in Nottingham.

As well as waste from litter picking and emptying litter and dog bins the Council also has four sweepers which keep the pavements and road channels free from litter and detritus. The amount of litter and detritus collected by the sweeping teams is shown in table 3 below.

**Table 3: Sweeping tonnages**

Year	Tonnage of litter collected
2020/21	966
2019/20	1106
2018/19	1207
2017/18	1129
2016/17	1382

As is evident from the information the amount of litter and detritus collected is generally decreasing. This suggests that the roads and pavements are getting cleaner though an influential factor for the reduction in 2020/21 was COVID-19 where home working, and consequently an increase in the number of cars parked on the road, did restrict access to the pavements and highway channels.

The material collected by the sweepers has the non-biodegradable elements removed with remaining biodegradable element being recycled and used as landfill cover.

### **5.5 Budget**

Each year there is an annual budget allocated for the procurement of bins. This budget enables bins which have deteriorated due to general wear and tear to be replaced or bins to be installed at new locations.

### **5.6 Enforcement**

The Council recognises the importance of achieving and maintaining consistency in its approach to enforcement. For many areas of its enforcement activity, government guidance already exists in the form of Codes of Practice, Planning Policy Guidance, and Government Circulars etc. When considering what action should be taken, the Council will look to:

- Be proportionate to the nature of the offence and the harm caused
- Change the behaviour of the offender
- Eliminate any financial gain or benefit from non-compliance
- Address the harm caused by regulatory non-compliance, where appropriate
- Deter future non-compliance
- Be responsive and consider what is appropriate for the particular offender and regulatory issue.

The Council's position is that the first step in enforcement is to promote good practice, ensure policy compliance and prevent contravention of the law by raising awareness. However, where deemed appropriate Fixed Penalty Notices can be issued for littering and prosecution cases can be taken forward by the Council.

## 6. PERFORMANCE LEVELS AND TARGETS

There is no longer a need to nationally report on the level of cleanliness within the Borough. However, keeping the Borough free from litter is a priority for both the Council and local residents. In recognition of this regular cleanliness surveys of the different land types are undertaken throughout the year and the cleanliness levels within the Borough are a Key Performance Indicator within the Environmental Service's Business Plan.

The cleanliness levels are graded in accordance with the Governments Code of Practice for Refuse. The scope for the grades are explained below:

- Grade A - no litter
- Grade B - predominantly free of litter apart from small amounts
- Grade C - widespread distribution of litter with minor accumulations
- Grade D - heavily littered with significant accumulations

The grade of B is considered an acceptable level. The higher the number of areas surveyed that meet the acceptable grade, the higher the percentage score. Table 4 below shows the scores for the cleanliness of the Borough over recent years.

**Table 4: Cleanliness levels**

Year	Percentage of transects achieving grade B for litter	Percentage of achieving Grade B for detritus (sweepers)
2020/21	96%	96%
2019/20	96%	96%
2018/19	95%	96%
2017/18	95%	95%
2016/17	96%	96%

Analysis of the results in the above table show that over the last five years 95% to 96% of streets have achieved the required cleanliness levels. This essentially translates into the Borough being a clean place for residents to live and work.

## **7. STRATEGIC APPROACH TO REDUCING LITTER**

In order to reduce the amount of litter it is imperative to have a strategic approach which governs the direction of travel for the resources of the Council. This section outlines the main strategic actions for consideration and the synergy between the different strategic points.

### **7.1 The Council's strategic approach to litter**

The Council currently addresses littering through three measures. One part of the process is through the provision of its Street Cleansing service. As explained previously this service is responsible for maintaining the cleanliness of the Borough through the functions of road and channel sweeping as well as litter picking. This service also co-ordinates the installation of litter/dog bins.

The second element is the provision of the Neighbourhood Warden service which is responsible for enforcing against environmental crime including littering offences. The third part of the process, and possibly the most important element, is through communication and stakeholder engagement.

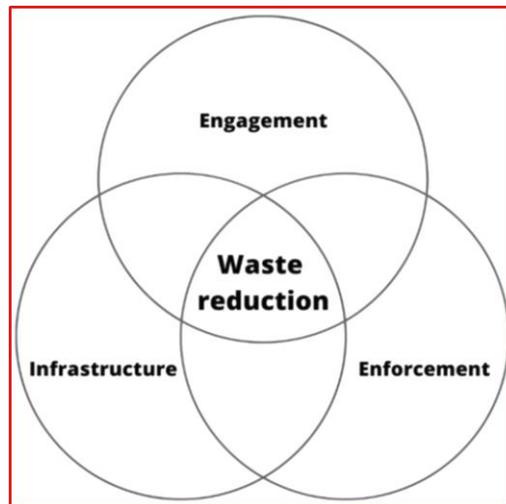
### **7.2 Behaviour Change**

Influencing and challenging behaviour is the main focus of this strategy. To enter into this course, our strategy brings together a stepped approach to facilitate and encourage behaviour change. These are outlined below.

- **Step 1: Infrastructure and Resources-** This relates to the bin placement and how bins are designed to make them easy and attractive to use, but also relates to the way we design and maintain our shared spaces to discourage littering. This also relates to our employees and the use of modern plant and machinery which can be deployed effectively to address litter.
- **Step 2: Education and awareness-** encompasses the whole range of ways in which we and others communicate verbally or visually about litter, from large scale media campaigns to the use of small-scale messages and logos in all kinds of places. Each of those messages may be aimed broadly at raising general awareness, or targeted at specific groups of people such as children, young adults, drivers, consumers of food on-the-go or any number of other groups.
- **Step 3: Enforcement -** Enforcement against offenders, including issuing fixed penalties and prosecutions for littering.

Diagram 1 below shows how the above three steps are all intrinsically linked and influence behaviour and the reduction in litter and waste.

**Diagram 1: Synergies for litter reduction**



### **7.3 Communication and Stakeholder engagement**

One success of the COVID-19 global pandemic has been the ignition of people’s love towards the outdoors and a desire to take pride in their local area. Whilst the Clean and Green programme in 2018 kick started the Community Clean Team concept since the lock down the numbers of local volunteer wanting to take pride in their local area and undertake litter picking has increased. Resident engagement and promoting positive messages to facilitate behaviour change is key.

The increase in engagement with stakeholders, including businesses within the Borough, is seen as an integral part of changing behaviour. Since 2018 over 1000 individuals or community groups have now been engaged with foraging partnership working in our local areas. The Council have previously worked in partnership with businesses, including multiple national companies, to address litter and we will continue to explore these opportunities in the future.

Any communications campaign which is embarked upon will apply the principles of the Government’s Behavioural Insight Team’s EAST framework to help achieve successful delivery and promote behaviour change. The principles of the Government’s EAST framework are shown in table 5 below.

**Table 5: EAST Principles**

Easy	Make the communication easy to understand or easy to action
Attractive	Make the communication attract attention and attractive for residents to engage in

<b>S</b> ocial	Make the desired outcome of the communication the social norm
<b>T</b> imely	Make the communications timely and relevant to what's happening

#### **7.4 Strategic Bin Placement**

Providing people with opportunities to put their litter in a bin is a fundamental part of the strategic approach to tackling litter. When a litter bin is being installed the strategic elements shown in table 6 are considered as part of the process.

**Table 6: Strategic considerations for bin installations**

Strategic Element	Item for considerations
Size of bin	How often is the bin likely to be full and require emptying? Is space restricted in which to place the bin?
Location	Is the bin on a high foot fall route, night time economy route, transport hub? Can the crews access the bins easily and avoid excessive manual handling when emptying? Is the bin clearly visible to users? Resident consultation to ensure no objection to the location. Is the bin likely to be subject to vandalism?
Advertising	Would the location be suitable for advertising and potentially bring in an income or allow positives messages to publicised?
Continuity	Does the bin match the current bins in the area?

## 8. MONITORING AND REVIEW

In order to be able to determine the success of strategic actions it is important to be able to measure and evaluate performance. The series of key indicators as shown in table 7 below will be used as the baseline to measure the success of the strategic actions.

**Table 7: Key Indicators for measuring success of actions within the litter action plan**

Key Performance Indicator	Baseline measure for the year 2020/21
Number of litter complaints received	171
Number of Fixed Penalty Notices issued for Litter	1
Litter tonnages by Street Cleansing Teams	831 tonnes
Litter and detritus tonnages collected from the sweepers	966 tonnes
Number of litter campaigns delivered	1
Number of presentations on litter and environmental issues undertaken	0 (COVID restricted)
Number of stakeholder groups or individuals making contact to take part in community litter picks	29
Number of litter/dog bins in the Borough	1409

## **9. SUPPORTING DOCUMENTATION**

The aim of this Litter Strategy is to provide a strategic overview of the Council position on how it addresses the issue of litter within the Borough. The document is dynamic and will be reviewed periodically.

In support of this Litter Strategy the Council has a number of procedures and other associated documents which support the delivery of the strategic concept contained within this strategy. These documents are listed below.

1. Environmental Services Business Plan
2. Broxtowe Borough Council Waste Strategy
3. Litter Strategy for England 2017
4. Enforcement Policy
5. Climate Change and Green Futures Programme



**LITTER ACTION PLAN**

The measures below show strategic actions aimed at reducing litter and promoting behaviour change.

Action Number	Task	Linked to AIM	Affect	Completion Date	Officer/s Responsible
1	Reinforce corporate values for Street Cleansing teams with reference to encouraging employees to go the extra mile and taking ownership of their area	1,3	Ensure resources are deployed effectively. Improved resident satisfaction. Improved cleanliness levels.	September 2021	Refuse and Cleansing Manager
2	Providing educational material regarding litter which is easy to understand	1,2,3,4,5	Promote behaviour change and participation in community clean teams.	March 2022	Waste and Climate Change Manager  Waste and Recycling Co-ordinator  Communications Manager
4	Continue to provide presentations and educational talks	1,2,3,4,5	Promote behaviour change and participation in community clean teams.	March 2022	Waste and Climate Change Manager  Waste and Recycling Co-ordinator
5	Explore the use of different medias in order educate and increase the	1,2,3,4,5	Promote behaviour change and participation in community clean teams.	March 2022	Waste and Climate Change Manager  Waste and Recycling Co-

Action Number	Task	Linked to AIM	Affect	Completion Date	Officer/s Responsible
	engagement with residents				ordinator Communications Manager
6	Keep a watching brief on latest technological developments for plant and equipment	1	Improvement efficiency within the Street Cleansing Operations.	March 2022	Transport and Stores Manager
7	Educational campaign surrounding litter including linking to National campaigns.	1,2,3,4,5	Promote behaviour change and participation in community clean teams.	March 2022	Neighbourhood Wardens Waste and Climate Change Manager Waste and Recycling Co-ordinator Communications Manager
8	Increase the opportunity for people to recycle in the street	1,2,3	Increase the opportunity for recycling. Increase recycling rate. Affect behavioural change.	March 2022	Refuse and Cleansing Manager
9	Provide binrastructure at strategic locations to facilitate good behaviour with regards littering	1,3,	Promote behaviour change and responsible environmental behaviour.	March 2022	Refuse and Cleansing Manager
10	Visible community presence of the Neighbourhood Warden service	1,3	Promote behaviour change and responsible environmental behaviour. Appropriate enforcement where deemed necessary.	March 2022	Neighbourhood Wardens

Action Number	Task	Linked to AIM	Affect	Completion Date	Officer/s Responsible
11	Develop partnership working and stakeholder engagement	1,2,3,4	Promote behaviour change and participation in community clean teams and community pride.		Waste and Recycling Co-ordinator

### Summary of Key Risks

Below are the key risks associated with the actions identified in the 'LITTER STRATEGY ACTION PLAN'.

Action Number	Risk or Threat to Key Task	Action taken/required to mitigate /minimise the risk or threat
1,2,3,4,5,6,7,8,10,11	Availability of staff resources	Assess priorities, develop workforce, manage expectations.
1,2,3,4,5,6,7,8,9,10,11	Availability of financial resources	Look for external funding opportunities, assess priorities.

Litterbins in the Borough



Decorative bin located within the town centre



Square bin located at the Crematorium



Round bin located on the parks

## APPENDIX 3



Recycling bin within the Town Centre.