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North Devon Council
Brynsworthy Environment Centre
Barnstaple
North Devon EX31 3NP

K. Miles
Chief Executive.

A meeting of the Strategy and Resources Committee will be held in the Barum Room - Brynsworthy on **MONDAY, 9TH JANUARY, 2023 at 10.00 am.**

(NOTE: A location plan for the Brynsworthy Environment Centre is attached to the agenda front pages. There are limited car parking spaces in the Visitors parking area. If no spaces are available, please find an alternative space. Please ensure that you enter your name and car registration details in the book in front of the entrance door)

Members of the Strategy and Resources Councillor Worden (Chair)
Committee

Councillors Crabb, Knight, Lane, Lofthouse, Patrinos, Pearson, Prowse, L. Spear, Wilkinson and Yabsley

AGENDA

If you have any enquiries about this agenda, please contact Corporate and Community Services, telephone 01271 388253

29.12.22



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1. The recording must be overt (clearly visible to anyone at the meeting) and must not disrupt proceedings. The Council will put signs up at any meeting where we know recording is taking place.
2. The Chairman of the meeting has absolute discretion to stop or suspend recording if, in their opinion, continuing to do so would prejudice proceedings at the meeting or if the person recording is in breach of these rules.
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North Devon Council offices at Brynsworth, the full address is:
Brynsworth Environment Centre (BEC), Roundswell,
Barnstaple, Devon, EX31 3NP.

Sat Nav postcode is EX31 3NS.

At the Roundswell roundabout take the exit onto the B3232, after about ½ mile take the first right, BEC is about ½ a mile on the right.

Drive into the site, visitors parking is in front of the main building on the left hand side.

On arrival at the main entrance, please dial 8253 for Corporate and Community Services.



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North Devon Council

Report Date: 9th January 2023

Topic: Bininfrastructure Report

Report by: Cllr Netti Pearson and Georgina Carlo-Paat, Ilfracombe Harbour Master

1. INTRODUCTION

- 1.1. The Strategy and Resources Litter Working Group agreed to undertake a review of litter bin provision across North Devon with a view to recommending actions to reduce the amount of litter accumulating in some areas.
- 1.2. The group has met regularly throughout the year, and has learnt that:
 - the psychology of littering is quite complex
 - placement of bins and signage can make a big difference in how they are used, i.e. 'bininfrastructure'
 - historically insufficient importance has been given by NDC to the part litter plays in a community sense of place
 - no formal procedures exist for recording, mapping, or requesting bin placement, replacement, or removal
- 1.3. A number of initiatives are necessary in order to change public perception and behaviour, and also to inculcate in staff an understanding of the importance of bin placement and signage.
- 1.4. Underpinning any process for bin placement has to be an up-to-date mapping of existing bins, and a codified means of identifying the characteristics and collection schedules according to the type of zone in which a bin is placed.
- 1.5. An evidence-base is always useful for developing strategies and the report gives examples of problem areas for which pilot studies on bin placement – and environmental improvement – could be undertaken.

2. RECOMMENDATIONS

- 2.1. That members note the report, that its proposals reflect the Litter Strategy agreed by Strategy and Resources in February 2021, and that a better record of our assets and improvement in procedures is necessary in order to manage litter more effectively.
- 2.2. That members note that the harbour master has made a funding bid to support the harbour bininfrastructure changes, and that if the bid is not successful that a future bid, or request for funding from NDC, will be needed.
- 2.3. That members also note that the Environment Enhancement Service has set a target of the end of March to achieve an up-to-date record of bins in the bin mapping tool; that this target includes a system for requesting mapping updates in line with bin requests.

3. REASONS FOR RECOMMENDATIONS

- 3.1. To formalise the methods and improve the accuracy of bin mapping
- 3.2. To improve the understanding of bin placement strategy (bininfrastructure) in reducing the incidence of littering.

4. RESOURCE IMPLICATIONS

- 4.1. Work so far has been undertaken by Members supported by manpower resource as available. It is envisaged that any actions that may be undertaken as a result of this report will be possible using existing resources, and will streamline the existing processes. External funding opportunities will be explored but in any event expenditure on new bins will follow agreed standards and improved processes.

5. EQUALITIES ASSESSMENT

5.1. There are no equalities implications anticipated as a result of this report.

6. ENVIRONMENTAL ASSESSMENT

6.1. An improvement in the bininfrastructure and collection schedules in North Devon is expected to reduce the amount of litter in the environment. Where bins are in the most appropriate places, are easy to access, and are clearly signed, there is evidence that they are more likely to be used correctly, thus reducing the likelihood that rubbish is left outside the bins.

7. CORPORATE PRIORITIES

7.1. The implementation of the Litter strategy supports the corporate priorities of delivering a better service to our citizens and cherishing and protecting our environment.

8. CONSTITUTIONAL CONTEXT

8.1. Article of Part 3 Annex 1 paragraph e) and h):

8.2. Delegated power

9. STATEMENT OF CONFIDENTIALITY

This report contains no confidential information or exempt information under the provisions of Schedule 12A of 1972 Act.

10. BACKGROUND PAPERS

The following book was used in the development of understanding of litter:

Litterology by Karen Spehr and Rob Kernow

The Litter Strategy agreed in February 2021 underlies the report.

11. STATEMENT OF INTERNAL ADVICE

The author (Cllr Netti Pearson) confirms that advice has been taken from all appropriate Councillors and Officers represented in the Litter Working Group:

Cllrs: David Knight, Robbie Mack, Joe Tucker, Liz Bulled, Yvette Gubb, Louisa York, Helen Walker

Georgina Carlo-Paat: Harbour Master

Mark Kentell: Head of Service Environmental Enhancement

Paul Burton: Services Manager Environmental Enhancement

Ray Jones: Environmental and Dog Warden

Sophie Britton: Communications Officer

Introduction

The Strategy and Resources Litter Working Group agreed to undertake a review of litter bin provision across North Devon with a view to recommending actions to reduce the amount of litter accumulating in some areas.

Parishes were invited to review their own bin provision and report back where there were discrepancies between the online mapping and the bins on the ground.

The street scene operatives, and parish representatives, were also encouraged to audit the location, state, type, and capacity of existing bins.

There was no formal process in place for members of the public to request a new or replacement bin, and no formal method for determining the appropriate bin for a given location taking into account the type of location, footfall etc.

As a result of research across other authorities it was agreed that a dedicated web-site would be an invaluable tool to raise awareness of the problems and engage the local population in participating in activities to reduce litter.

In order to gather evidence of effectiveness the group decided to designate two areas in Barnstaple and one in Ilfracombe to record existing bin provision and recommend provision based on an understanding of each area. Once the “bininfrastructure” is in place the areas can be monitored and data gathered about use of the bins and behaviour of the public through on-street surveys.

Processes

The working group agreed to:

- work with ICT and Comms to produce a litter (and possibly climate change which could then be shared with Torridge) web-site.
- produce a bin request procedure for the public, members, and officers.
- amend the bin request form to include different elements of bininfrastructure.
- encourage parishes to check that the mapping tool matches bin placement.
- devise surveys to accompany new bininfrastructure to gauge its effectiveness.
- request that every bin has a unique identifier.
- request that no new dog bins will be issued (litter bins will take dog waste)

Bin Request Procedure

Councillors and officers may make requests to add, remove, or refurbish bins by submitting a completed bin request form (Appendix A). Members of the public who would like a bin to be installed, replaced or removed must contact a ward member to make the request. Ideally the ward member would visit the bin site before submitting the request and the officer responsible for installation must visit the site to be sure that the right action is taken.

Bins that are beyond repair must be removed: rusting and broken bins reflect badly on the council and attract fly-tipping and anti-social behaviour that create the impression that no-one cares.

Encouraging positive behaviour

There have been studies of people's behaviour around bin usage and it seems there are signals that encourage sensible litter disposal: bin placement and capacity, frequency of emptying, messages, colour, state.

There are certain areas which have high footfall/traffic and these zones fall into certain categories, e.g. transport interchange, bus stop, retail, fast food, etc. Bins in these zones tend to fill up quickly so should be emptied more frequently and/or be of a capacity that reflects daily usage. Others may need frequent emptying in the holiday months but not in the winter.

Low traffic zones would be most likely in rural towns and villages so would need bins emptying less often.

All possible zone types need to be identified (Appendix B) and each bin location assigned to one.

The working group have agreed a colour scheme for different types of bin across North Devon (Appendix C).

Signage around bins should be clear, eye-catching – indeed it's been found that eyes 'watching' people have a positive effect on behaviour – and encouraging. (Appendix D)

Bins should be kept clean and in good condition.

The working group recognises the positive benefits of working with businesses to keep their surroundings litter-free and recommend following DEFRA's voluntary code of practice: [Microsoft Word - Food on the Go - Final to litho.doc \(publishing.service.gov.uk\)](#)

Pilot areas

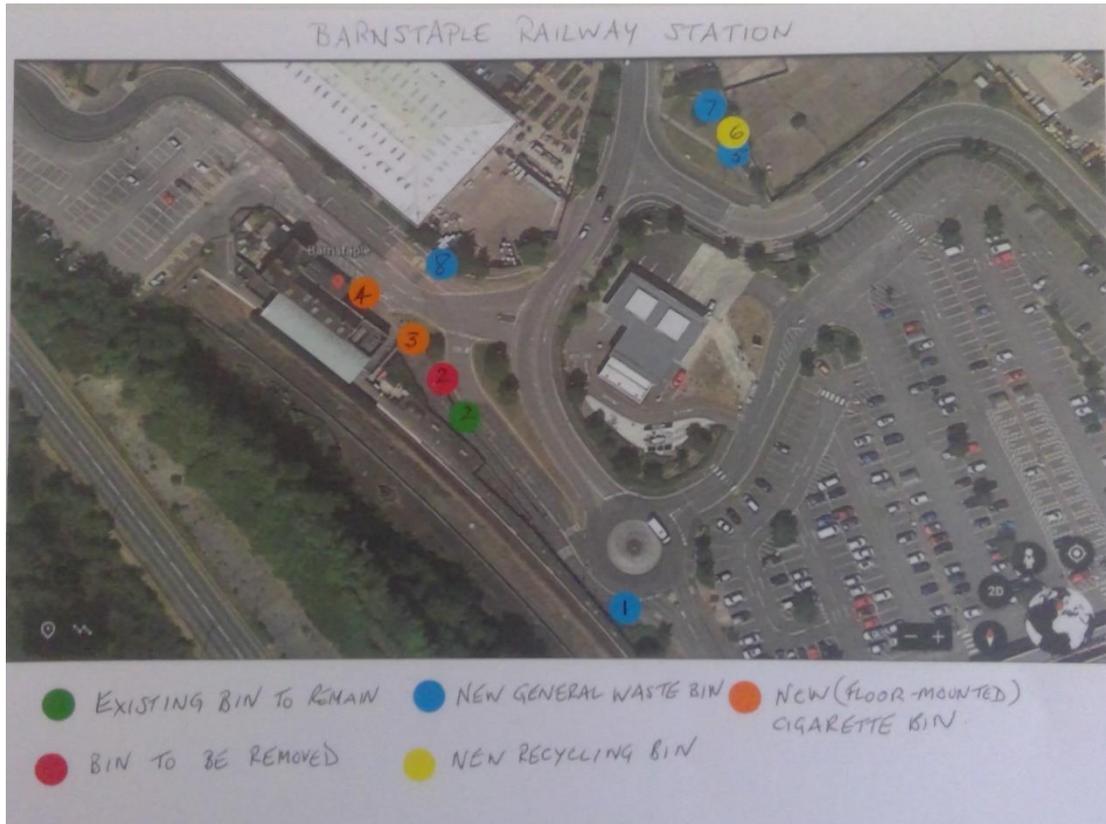
In Ilfracombe the pilot area was agreed as the harbour. This makes sense as it is an area that is owned by North Devon Council and the harbour master has very clear ideas of what doesn't and what should work. Cllr Pearson and the street supervisor accompanied the harbour master and her deputy on a survey of the harbour bins.

In Barnstaple the two areas reviewed by members of the working party were around Barnstaple railway station and at Coney Gut. This report includes the results of both surveys with recommended bin provision.

The group took photographs of littered areas with no bins as well as the bins provided in each area. Each photograph was annotated with a description of the problem and possible solution.

It was recognised that some of the suggested sites for bins are on private land. This will require negotiation with the landowner. Alternatively a location on the pavement close to the target location could be considered.

Outside Barnstaple Railway Station



Although the group concentrated on the area outside the station, including outside Costa Coffee, they also looked at the bin provision on the station platform: a decent number of bins but some of the recycling was contaminated with rubbish and clearer signage would help to address that problem.

Each actual or potential bin location has been marked on the Google Earth photo. Signage for bins may vary according to type and site.

<div style="background-color: #4a7ebb; color: white; border-radius: 50%; width: 30px; height: 30px; display: flex; align-items: center; justify-content: center; margin: 0 auto;">1</div>		<p>Location: Shrub verge between Tesco roundabout and railway fence.</p> <p>What 3 Words: ///gets.among.ideas</p> <p>Zone: Moderate footfall</p> <p>Categories: Transport Interchange; Retail</p> <p>Litter: accumulates in foliage, perhaps wind-blown.</p> <p>Proposed Solution: consider new waste bin or new cleaning regime (Tesco staff currently clear the land)</p> <p>Bin colour: black</p>
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<p style="text-align: center;">2</p>  <p style="text-align: center;">2</p> 	<p>Location: Westbound bus stop outside Barnstaple Railway station.</p> <p>What 3 Words: ///dress.dated.bids</p> <p>Zone: High footfall</p> <p>Categories: Transport Interchange; Bus Stop</p> <p>Litter: cigarette butts, chewing gum, general litter</p> <p>Problem: Bin located next to the bus stop on the wrong side, away from where passengers get onto the bus.</p> <p>Proposed Action: move existing bin so it is easy to access by passengers getting on and off the bus.</p> <p>Bin colour: black (existing)</p> <p>Label: General Litter and Dog Waste (existing)</p> <p>Cigarette Plate: Yes</p>
<p style="text-align: center;">3</p> 	<p>Location: Side entrance to railway station</p> <p>What 3 Words: ///perky.jabs.factor</p> <p>Zone: High footfall</p> <p>Categories: Transport Interchange; Station entrance</p> <p>Litter: mainly cigarette butts, some general waste</p> <p>Problem: No smoking on the station platform and nowhere to stub out cigarettes so they are left on the ground.</p> <p>Proposed Action: Install new bin for cigarette stubs and waste, preferably ground-mounted.</p> <p>Bin colour: yellow (cigarettes) and/or black (general waste)</p> <p>Cigarette Plate: Yes</p>
<p style="text-align: center;">4</p> 	<p>Location: Wall by cycle hire entrance</p> <p>What 3 Words: ///asset.volunteered.fades</p> <p>Zone: High footfall</p> <p>Categories: Transport Interchange; Station entrance</p> <p>Litter: cigarette butts</p> <p>Problem: No smoking on the station platform and nowhere to stub out cigarettes so they are left on the ground.</p> <p>Proposed Action: Install new bin for cigarette stubs and general waste.</p> <p>Bin colour: Yellow (cigarettes) and/or black (general waste)</p> <p>Cigarette Plate: Yes</p>
<p style="text-align: center;">8</p> <p style="text-align: center;">No photo taken</p>	<p>Location: Eastbound bus stop outside Barnstaple Railway station.</p> <p>What 3 Words: ///</p> <p>Zone: High footfall</p> <p>Categories: Transport Interchange; Bus Stop</p> <p>Litter: cigarette butts, chewing gum, some general littering</p> <p>Problem: No bin available</p> <p>Proposed Action: Install waste bin</p>

		<p>Bin colour: black Cigarette plate: Yes</p>
5		<p>Location: Bench 1 on Green next to Costa What 3 Words: ///drill.cats.frogs Zone: Low footfall Categories: Green space; Bench Litter: mostly food waste and packaging Problem: No bin on site. Some vandalism Proposed Action: Install waste bin – possibly on adjacent footpath Bin colour: black Cigarette plate: Yes</p>
6		<p>Location: Bench 2 on Green next to Costa What 3 Words: //lifted.bridge.above Zone: Low footfall Categories: Green space; Bench Litter: mostly food waste and packaging Problem: No bin on site. Some vandalism Proposed Action: Possibly install plastic bottle recycling bin – also contact Costa about their paper cup recycling bin. Possibly on adjacent pavement. Bin colour: red</p>
7		<p>Location: Bench 2 on Green next to Costa What 3 Words: /lifted.bridge.above Zone: Low footfall Categories: Green space; Bench Litter: mostly food waste and packaging Problem: No bin on site. Some vandalism Proposed Action: Install waste bin possibly on adjacent pavement next to recycling bin. Bin colour: black Cigarette plate: Yes</p>

Coney Gut

This area is a well-used footpath running alongside a stream and on the photograph follows the line of trees and shrubs. The problems go beyond being a litter hotspot, and improved binrastructure is unlikely to be the solution alone. The overgrown banks attract dumping of waste. There is also waste that accumulates in the stream itself, especially by footbridges. Much of this should be of concern to the Environment Agency. The benches have been neglected and such bins as there are need replacing.

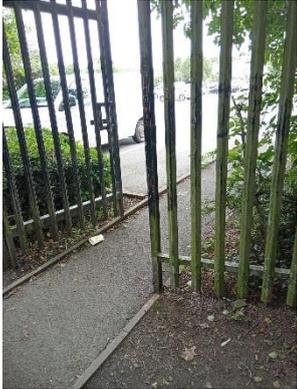


For the purposes of this report the bins which need replacing or removing will be shown. There will also be pictures which demonstrate the greater problem, but which need to be tackled in a more holistic manner.

The Coney Gut Problem in Pictures



Coney Gut Bins

	<p>Location: Coney Gut footpath nr Hollowtree Road, by river and not far from Lidl entrance</p> <p>What 3 Words: ///magic.duke.dices</p> <p>Zone: Moderate footfall</p> <p>Categories: Footpath</p> <p>Litter takeaway and supermarket food packaging</p> <p>Problem: Bin is in the wrong place and is in a state of disrepair and rust</p> <p>Proposed Action: Remove bin</p>
	<p>Location: Entrance from Lidl carpark to Coney Gut</p> <p>What 3 Words: ///token.wishes.keen</p> <p>Zone: Moderate footfall</p> <p>Categories: Footpath; Gate</p> <p>Litter: mostly takeaway and supermarket food packaging</p> <p>Problem: No bin and the only one near is toward Hollowtree Road with none in the other direction.</p> <p>Proposed Action: Install waste bin by gate. Approach Lidl to see if they would take responsibility for the bin.</p> <p>Colour: Black</p> <p>Cigarette plate: Yes</p>
	<p>Location: Entrance to Portmarsh from Victoria Road</p> <p>What 3 Words: ///transfers.shadow.title</p> <p>Zone: Moderate footfall</p> <p>Categories: Footpath</p> <p>Litter: Dog waste</p> <p>Problem: Bin dirty and in poor condition</p> <p>Proposed Action: Install waste bin</p> <p>Colour: Black</p>

Ilfracombe Harbour

Ilfracombe Harbour is the largest Harbour on the North Devon Coastline and situated on the entrance to the Bristol Channel and on the cusp of Bideford to Foreland Point Marine Conservation Zone (MCZ). The harbour itself is boarded by Areas of Outstanding Beauty (AONB) and is situated close to the SSSI sites of Hele, Samson's and Combe Martin Bays. The Harbour is also on the South West Coastal Path.

The harbour is a drying Harbour and as such is a much used dog walking area.

Ilfracombe Harbour is a high tourist area with, on average, a footfall of 2000 + per day in peak season.

The harbour is split into two, 2, sides, the Pier and the Cove with one, 1, road leading to /from the Pier and one, 1, through roadway on the Cove leading up to the main road and past the newly built Watersports Hub, consisting of community club areas and an onsite commercial café. There are Carparks on both the Pier and the Cove areas with three, 3, others in close proximity.

Along the access road to the Pier, Quay Road, there are Three, 3, Public Houses, two, 2, sit in restaurants and six, 6, take away outlets. On the entrance to the Cove there is one, 1, sit in / takeaway food outlet with multiple others in the near vicinity.

On the Pier side there is one sit in/ takeaway café operated by the Aquarium.

All of these establishments and other uses of the Harbour lead to an ever increasing amount of food waste containers, plastic bottles, drink cans and other general waste products including dog waste.

Ilfracombe Harbour is the home of the first Waste Shark in the UK

<https://www.wwf.org.uk/updates/wwf-and-sky-launch-wasteshark-marine-robot>

The waste shark, Sharkie, is utilised to pick up the waste within harbours waters but this can only do so much. Binrastructure is critical within the Harbour area to ensure waste is disposed of correctly and reduce the risk of this waste entering the Harbour and being washed out into the Bristol Channel.

Below is the breakdown of bin provisions within the Harbour area and the proposed plan for Binrastructure in line with the Litter Working Group's ethos.

Ilfracombe Harbour Binrastructure Overview



- NEW GENERAL WASTE
- NEW BOTTLE/CAN RECYCLING
- TO BE REMOVED
- EXISTING TO BE UPGRADED WITH VINYL WRAPPING &/OR RECYCLING APERTURES

North Devon Council Litter Working Group Report on Binrastructure

  Existing Bins to be replaced around the Harbour and New



 Existing Bins to be upgraded around the Harbour and/ or Replace with new as above



Convert to recycle bin for bottles and cans. Modify openings to take cylinders. Wrap in vinyl with new signage to match others.

 Bins to be removed from around the Harbour.



Bin Stations

In locations 1, 2 and 3 proposal is to install 'Bin' Stations comprising of General Waste & Cans/Bottles in larger single 1100L or double 240L bin housings with the option to advertise local businesses'.



Bin Station #1



Agenda Item 9

North Devon Council Litter Working Group Report on Bin Infrastructure



Bin Station #2



Bin Station #3



And finally

There are many reasons why litter has become a problem and there is no one solution that will work in all cases.

The council would do well to consider the extent to which the recycling lorries contribute to litter in the hedgerows from poorly closed receptacles; and also the contribution from roadside recycling bins without lids.

In order to optimise bin placement and use there needs to be a system put in place to maintain a regular audit. This would not only check that the bin locations are accurately recorded on the mapping tool and the condition of the bins but also whether the collection frequency as indicated by the zone/footfall reflects the usage.

Occasional surveys on the street about people's attitudes to the litter problem would also inform effective bin placement. And an engaging and informative website would help to drive the message home.

Appendix A

Bin Request Form

Date Prepared	
Requesting Cllr / Officer	
NDC Department	

Requested Sction <i>(Tick as appropriate)</i>			
Tick	LITTER & DOG /RECYCLE/	Tick	REASON
	Removal		Not used
	Repair/refurbish		Attracts Fly Tipping
	Relocate <i>(move in vicinity)</i>		Beyond Repair / Looks unsightly
	Reposition <i>(adjustment at site)</i>		Remove Obstruction
	New Provision		To improve Visibility
	Other Consideration		Wrong colour in place
	Update Mapping Location		More Appropriate location identified
BIN SIZE / CAPACITY			
	Single Litter bin		
	Double Litter bin		
	Other – please specify:		
Brief Details & Description			
Location / Address			
Existing Bin Number			
What3Words location			
Issues/Fault			
Proposal / Additional Information			
<i>(Reference any attached images; documents or supporting material)</i>			
Consultation – Have you discussed the siting of the proposed bin with the nearest properties (Those within 30 metres of the bin). A bin should not be within 5 metres of a residential building).		Please record any positive or negative comments here along with the addresses of those spoken to.	

North Devon Council Litter Working Group Report on Binrastructure

Zone / Type	
Transport Interchange	Rural
Bus Stop	Beach / Sea Front
Harbour	Footpath
Retail	High Street
Fast Food	Lay-by

OPERATIONAL SERVICES	
Decision	
Action Required	
Decision Maker	
Passed to Gazetteer Custodian to create a UPRN	UPRN:
Back office to update database	Yes / No
Mapping tool checked to ensure showing correct location	Yes / No
Requester Informed of Decision	YES / NO - by phone/email/F2F/letter/

Appendix B

Zones/Collection schedules

Bins may be placed in various types of location or zones for which a collection schedule would apply, e.g. more frequent collections in high traffic zones, or only at certain times of the year.

Zone	Collection Schedule
Transport Interchange	Twice daily
Bus Stop	Twice daily
Harbour	Morn/Afternoon/Evening in Summer Daily in Winter
Retail	Twice daily
Fast Food	By negotiation with retailer
Rural	Daily
Beach / Sea front	Morn/Afternoon/Evening in Summer Daily in Winter
Footpath	Daily
High Street	Twice daily
Lay-by	Daily

Appendix C

Bin Colour Scheme

The colour scheme appears to fit with the broad adaptations of many other areas across the country and fits generally with our existing provisions.

Specific colour variations within each waste type for more peculiar separation as needed may materialise.

Black	General Waste <ul style="list-style-type: none"> ○ Litter Bins ○ Dog Bins 	Teal	Mixed Recycling
Dark Greens	Veg' Matter <ul style="list-style-type: none"> ○ Garden Waste ○ Food Waste 	Reds	Plastics <ul style="list-style-type: none"> ○ Bottles
Dark/Royal Blues	Mixed Glass <ul style="list-style-type: none"> ○ Bottles ○ Jars 	Amber	Available
Grey/Silver	Metal <ul style="list-style-type: none"> ○ Cans ○ Food Tins 	Yellow	Cigarette Butts <ul style="list-style-type: none"> ○ Ballot Bins ○ Buckets
Aqua	Available	Lilac	Official Use
Dark Brown	Cardboard	White/Clear	Available

The above colours are merely representations at this stage and would need to be specified in Pantone references to ensure accuracy moving forward. It is difficult to be absolute working off computer screens as to tones or precise colours.

Tensions

The reality is we don't need to change the colours of our bins at this stage nor start buying colour coded bins – just ensure that stickers in correct colour with agreed iconography is used consistently on the bins in our area and where bags are purchased they fit with this palette to breed conformity.

Mixed Recycling is a debatable consideration. It is often unclear what items can be included in bins with this label. It is more likely to end up filled with mixed waste so the recommendation would be to use single types of recyclable item per receptacle.

Additional Considerations

Amber tones could remain free to be paired with the reds to enable greater separation of plastics as we evolve and develop our plans in the future.

A white/clear combination could be used for Community Litter Picking bags or temporary receptacles (Bags for life/wheeled trollies) to differentiate from current supply of black or lilac bags. The white/clear would be easy to print on, obvious and the clear has the advantage of being see-through when collected roadside.

Textiles is a significant area where there is no obvious clarity in the national or international picture and perhaps if we wanted to develop this area we could use a spare colour or could create something 'woven'; more of a tartan perhaps, if we choose to specify.

Appendix D

Signage Suggestions

